

Moving Ahead for Progress in the 21st Century (MAP-21)

Summary and Impact on Oregon

MAP-21 reauthorizes federal highway, transit, and transportation safety programs for federal fiscal years 2013 and 2014 and makes significant changes to transportation policy.

Highway Funding: Funding levels for the highway program are essentially flat: In FY 2013, \$40.4 billion in funding is provided from the Highway Trust Fund, growing to \$41 billion in FY 2014. Each state will continue to receive the same share of funding they received in formula apportionments and allocations in FY 2012. Oregon will receive a total of \$483 million in federal-aid highway apportionments in FY 2013 and \$487 million in FY 2014, a larger share of funding than under SAFETEA-LU.

Highway Programs: MAP-21 significantly consolidates the highway program structure. Most set-asides, small formula programs and discretionary programs—including High Risk Rural Roads, Safe Routes to School and Scenic Byways—are eliminated as separate programs; however, most types of projects funded under these programs will be eligible under other programs. Virtually all funding will flow to states under five formula programs, with Oregon's estimated FY 2013 funding:

- National Highway Performance Program: \$288 million
- Surface Transportation Program (STP): \$132 million
- Highway Safety Improvement Program: \$29 million
- Congestion Mitigation and Air Quality Improvement (CMAQ) Program: \$19 million
- Transportation Alternatives (previously Transportation Enhancements): \$9 million

National Highway System: The majority of highway funding will be focused on preserving and improving the National Highway System (NHS) under the National Highway Performance Program (NHPP), which combines the Interstate Maintenance and National Highway System programs and a portion of Bridge funding. The National Highway System will be expanded to include all principal arterials, which will add a significant number of local roads to the NHS for the first time.

Local Funding: Local governments will receive significant funding for transportation projects. Under the Surface Transportation Program, funding will be suballocated to large metropolitan planning organizations (MPOs) and other areas of the state in a manner similar to current practice, and MPOs will get slightly more than they did in recent years. Local governments will have continued opportunities to receive funding for bicycle/pedestrian projects under the Transportation Alternatives Program (TAP). A number of small programs that provided funding to local governments, such as High Risk Rural Roads, are eliminated.

Bridges: Without a separate Bridge program, bridges on the National Highway System will be funded under the NHPP; bridges not on the NHS will be funded under STP. The 15 percent set-aside for bridges of the federal-aid highway system on low volume local roads is retained, as is the waiver that Oregon has used to ensure that local governments are not required to overinvest in these bridges on lower volume roads.

Bicycle and Pedestrian Programs: The Transportation Enhancements program will become the Transportation Alternatives Program (TAP). Nationwide 2 percent of funds will be set aside for TAP, and metropolitan planning organizations with populations larger than 200,000 will receive direct suballocations of funding; states will distribute the remainder of funding as a discretionary grant program. Although the Recreational Trails and Safe Routes to School programs are eliminated as separate programs, TAP funding can be used for both types of projects. Funding for programs focused on bicycle and pedestrian projects will fall, however, as TAP funding is less than the combined total formerly dedicated to the three major bicycle/pedestrian programs. However, states retain the flexibility to spend more on these projects than required, and ODOT intends to keep funding for bicycle/pedestrian programs at existing levels comparable to SAFETEA-LU throughout the period of the 2012-2015 Statewide Transportation Improvement Program.

Financing for Major Projects: The Transportation Infrastructure Finance and Innovation Act (TIFIA) federal credit program is expanded to \$750 million in funding in FY 2013 and \$1 billion in FY 2014 (from \$122 million in FY 2012). This will increase the likelihood that the Columbia River Crossing (CRC) will receive a significant loan with favorable financing terms. The Projects of National and Regional Significance (PNRS) program is reauthorized, with \$500 million in funding authorized (but not provided out of the Highway Trust Fund). The CRC hopes to receive funding from PNRS for future interchange improvements.

Transit Programs: Transit will receive \$10.6 billion in FY 2013 and \$10.7 billion in FY 2014, which is similar to FY 2012 funding levels. Oregon will receive about \$95 million in transit formula funding in FY 2013, an increase from 2012. MAP-21 will provide assistance to transit providers under the following formula grant programs:

- Urbanized Areas
- Rural Areas
- Elderly and Disabled (which includes the former New Freedom Program)
- Bus and Bus Facilities (previously a discretionary grant program)
- State of Good Repair (formerly Fixed Guideway Modernization)

MAP-21 will allow transit systems in urban areas of over 200,000 that operate fewer than 100 buses in peak service to use a portion of their Urbanized Area funds for operating expenses.

Federal Lands Highways: The Forest Highways Program becomes the Federal Lands Access Program, with the focus expanded from providing access to national forests to include all federal lands. Oregon will receive about \$23 million under the program in both FY 2013 and FY 2014, slightly more than the state received under the Forest Highways Program in recent years.

Safety Programs: Most behavioral safety programs run by the National Highway Traffic Safety Administration (NHTSA) will be consolidated into a National Priority Safety Program that will set aside funding for priority activities and provide incentives to states that implement certain safety programs, including occupant protection, impaired driving, distracted driving, motorcyclist safety, and graduated driver licenses for teens.

Freight Policy: MAP-21 will establish a national freight policy, including the designation of a primary freight network and development of a national freight strategic plan. It also encourages states to develop state freight plans and to have a freight advisory committee; Oregon already has both.

Streamlining Project Delivery: Project Delivery: MAP-21 makes significant changes to environmental process requirements under NEPA, including:

- Allowing states to acquire property before completion of the environmental review process.
- Classifying more projects—including those with small amounts of federal funding and those within the existing operational highway right of way—as “categorical exclusions” that require less analysis and documentation of impacts.
- Allowing planning products to be used in the NEPA process.
- Allowing for programmatic approaches to environmental mitigation.

Performance Management: For the first time the federal surface transportation program will include performance measures and targets. US DOT will establish performance measures and standards generally tied to the major highway programs, including bridge and pavement condition on the National Highway System, freight movement on the Interstate, fatalities and serious injuries, congestion, and emissions. States and MPOs will set performance targets for these measures and will be required to report biennially on their progress toward meeting targets.

Metropolitan Planning Organizations: The threshold for an urbanized area forming an MPO will remain at 50,000. Oregon’s six MPOs—Portland, Salem, Eugene, Corvallis, Bend, and the Rogue Valley—will all remain in operation, and the Albany and Grants Pass areas that were recently designated as urbanized areas by the Census Bureau will become MPOs, while Milton-Freewater will become part of the Walla Walla MPO.