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**Federal Highway
Administration**

Review of Federal-Aid Urban System Program

Office of Highway Planning
Urban Planning and Transportation
Management Division

January 1985

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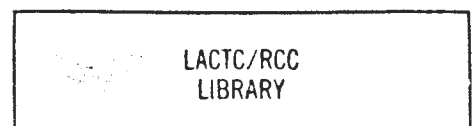
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Review of

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EXECUTIVE SUMMARY

This review is part of the Federal Highway Administration's (FHWA) ongoing effort to assure effective operation of the Federal-Aid Urban System (FAUS) program. The report describes the results of a program review conducted during fiscal year 1984. The review was designed to identify **(1)** ways to streamline administrative program procedures and **(2)** opportunities to lower existing unobligated balances. The review was not directed at evaluating major changes to existing FAUS program legislation.

MAJOR FINDINGS

1. **Obligations**

An unobligated balance of about 1 year's apportionment has persisted since 1977. During fiscal year 1984, however, States used obligation authority made available by the delay in Interstate Cost Estimate approval to significantly reduce the unobligated balance from previous years. The national unobligated balance for FAUS fell to \$566 million, well below 1 year's apportionment, for the first time since 1973.

2. **State Program Management**

The State role in the FAUS program is one of the primary keys to success. Active administration, good working relationships, and procedures that are documented in a State manual are essential. The role of the State as agent in brokering funds is particularly important. The allocation and suballocation of FAUS funds creates many separate entitlements which often must be accumulated to be enough for a project. Good program management includes the use of recordkeeping, trading, borrowing, transferring of funds, and other activities all aimed at early use of funds while ensuring equitable treatment for all areas.

3. **Certification Acceptance (CA)**

Only 12 States have full CA for FAUS. Another 10 have partial CA. Only two of these States allow delegation of CA to locals, California and Washington.

Although CA may not be the solution for every State, we believe wider use of the authority is possible and would be beneficial. The paperwork flow on many projects could be significantly reduced by delegation to States. State delegation to local agencies further streamlines the program and works well where local capabilities exist.

4. **Environment and Right-of-Way**

Major project delays were most often identified with Federal and State requirements concerning right-of-way and environmental protection. For these and other reasons most areas are focusing on projects not requiring extensive ROW and environmental clearances. FAUS projects that qualify for categorical exclusion and take little or no right-of-way generally can be brought to letting in 18 months or less.

5. Design Standards

Federal/State design standards continue to receive a great deal of attention. The problem is focused mostly on lower order local streets where local agencies complain that the design standards significantly increase costs. In each case our Division Office is working with the State to make design decisions as reasonable as possible. In a few larger cities, alternate design standards have been prepared and approved by the State and FHWA.

6. Allocation/Suballocation

Allocation/suballocation of funds at the local jurisdiction level is a mixed blessing. It is fair and equitable but it creates many small entitlements. This had no discernible effect on overall obligations, probably because the States and locals work extra hard to let projects under these conditions.

7. Matching Policy

Matching policy influences the types of project implemented but generally is not a significant factor in the obligation of funds.

RECOMMENDATIONS**Federal Level****1. Consultation on Obligations**

Continue to monitor FAUS obligations and consult with individual States which are having problems.

2. Urban Road Plan

Develop a model Urban Road Plan to help streamline administration of the many projects which do not require right-of-way, have no environmental problems and conform to standard design.

3. Urban System Designation

Consider an optional procedure whereby all routes in the appropriate functional classification, arterial or collector, automatically are included on the Federal-aid urban system unless they are already on some other Federal-aid system such as Primary or Interstate.

4. Good Practices

Gather information and publish examples of good practices in funds management (brokering) and general FAUS program management.

5. Delegation of Authority

Continue initiatives started under the Facilitate Acceleration through Special Techniques (FAST) program such as delegation of approval authority for environmental impact statements and major bridge designs on FAUS projects.

6. Technical Assistance

Investigate existing training and guidance materials for project development, particularly environment and right-of-way, to see if repackaging for local agencies would be beneficial.

7. Legislative Changes

Consider a legislative change to remove the requirement for final inspection on every FAUS project. Also consider a legislative change to allow transfers both into and out of Federal-Aid Primary (FAP) or FAUS funds in the same fiscal year so long as the net result is not a transfer from rural to urban or vice versa.

State Level**8. Program Administration**

Continue to implement changes in program administration (e.g., Urban Road Plan) which reduce the time and cost required for project development.

9. Funds Brokering

Take an active role in helping local agencies accumulate and exchange FAUS funds so projects can be let when ready and so funds do not lie idle when they could be used to good advantage by others. Assist local jurisdictions in anticipating project development time to assure effective statewide allocation and obligation of FAUS funds.

10. Technical Assistance

Continue to give general assistance to individual local projects as needed. Share expertise with local agencies, particularly in the areas of right-of-way and environment. Also, use the full professional capabilities of local staff for design and construction as much as possible.

Local Level

11. Program Administration

Make a continuing effort to stay knowledgeable about Federal and State requirements. Strive for a mutually supportive working relationship with State contacts.

12. Funds Exchanges

Be open to borrowings and transfers of funds that expedite high priority projects.

13. Type of Project

Actively consider focusing Federal funds on high priority noncontroversial projects which do not include significant ROW or environmental clearances. Reduced project development time would likely be a result.

INTRODUCTION

This report is part of the Federal Highway Administration (FHWA) ongoing efforts to assure that the Federal-Aid Urban System (FAUS) program operates as effectively as possible.

There was a previous study of the urban system in 1976 based on the requirement in Section 149 of the 1976 Federal-Aid Highway Act. That study looked at a relatively new program and it was concerned with institutional issues - organization, jurisdiction, responsibilities, authority - as much as it was concerned with program progress measured by obligations. The basic conclusion was that the program was organized and gaining momentum. This was borne out by the fact that obligations reached program level (\$800 million) in 1977 and have stayed there ever since. There was also a finding of a local perception of excessive Federal red tape.

The current review came about as a result of concerns at the Washington level of FHWA which were shared by the American Public Works Association (APWA), the American Association of State Highway and Transportation Officials (AASHTO) and the National Association of Regional Councils (NARC). Basically there were two lingering problems:

1. A persistent unobligated balance of funds of more than 1 year's apportionment (approximately \$800 million) left over from pre-1977 startup difficulties.
2. Continuing sporadic complaints about Federal red tape - particularly having to do with environment, right-of-way, and design.

This review was designed, then, to seek information which could be used to streamline administrative procedures to assist in advancing FAUS projects and to encourage lowering of the unobligated balance. It was not designed to evaluate major or sweeping changes in FAUS program legislation. The method chosen to gather information was to visit six case-study States supplemented by a request to our field offices for certain information on all States and supplemented further by our existing file data.

The six case study States were chosen from the 25 States with larger programs (over \$10 million annual apportionment of FAUS funds). Other factors in the choice were unobligated balance (both high and low), certification acceptance, matching policy, transit use, Interstate substitution, attributable versus nonattributable balances and geographic distribution.

Using the above criteria the States of California, Florida, New York, Ohio, Texas, and Washington were selected for case studies which were conducted during March - June, 1984. In each State interviews were conducted with the Division Office, the State headquarters office, and differing combinations of staff from Metropolitan Planning

Organizations, cities, counties, and State District Offices based on local preference. The local interviews were conducted in one attributable area and one nonattributable area in each State. We want to take this opportunity to express our gratitude to the field offices, States and local agencies who gave generously of their time to meet with us and tell us about their programs.

We also requested field offices to submit any other pertinent information or reports from their respective States. We received some very helpful comments and observations on many additional States which are included in our analysis. We want to express our appreciation to all of the offices for their timely and very useful replies.

PROGRAM REVIEW AND FINDINGS

For ready reference we have organized our analysis and findings under 15 headings. These headings roughly follow the project development process with some general program issues included at the end.

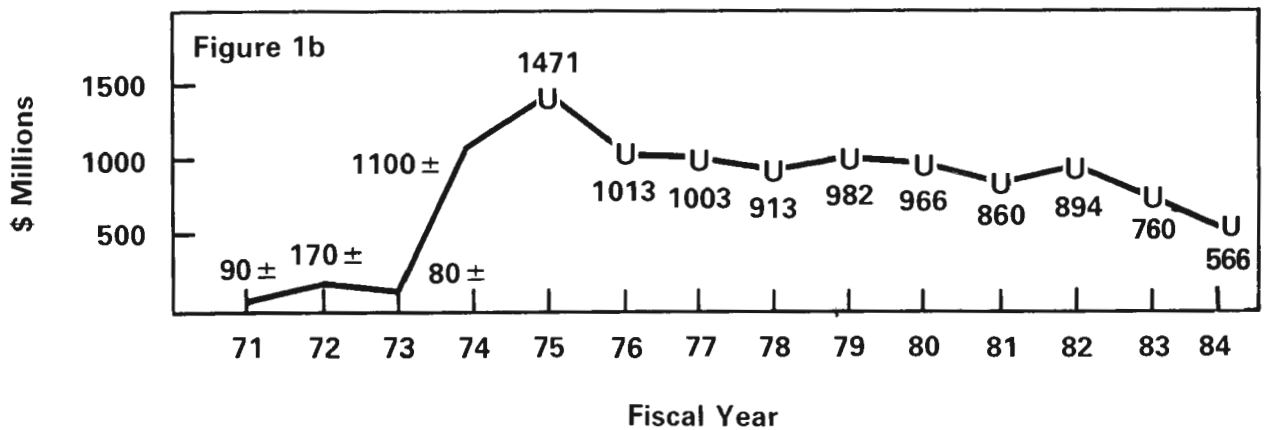
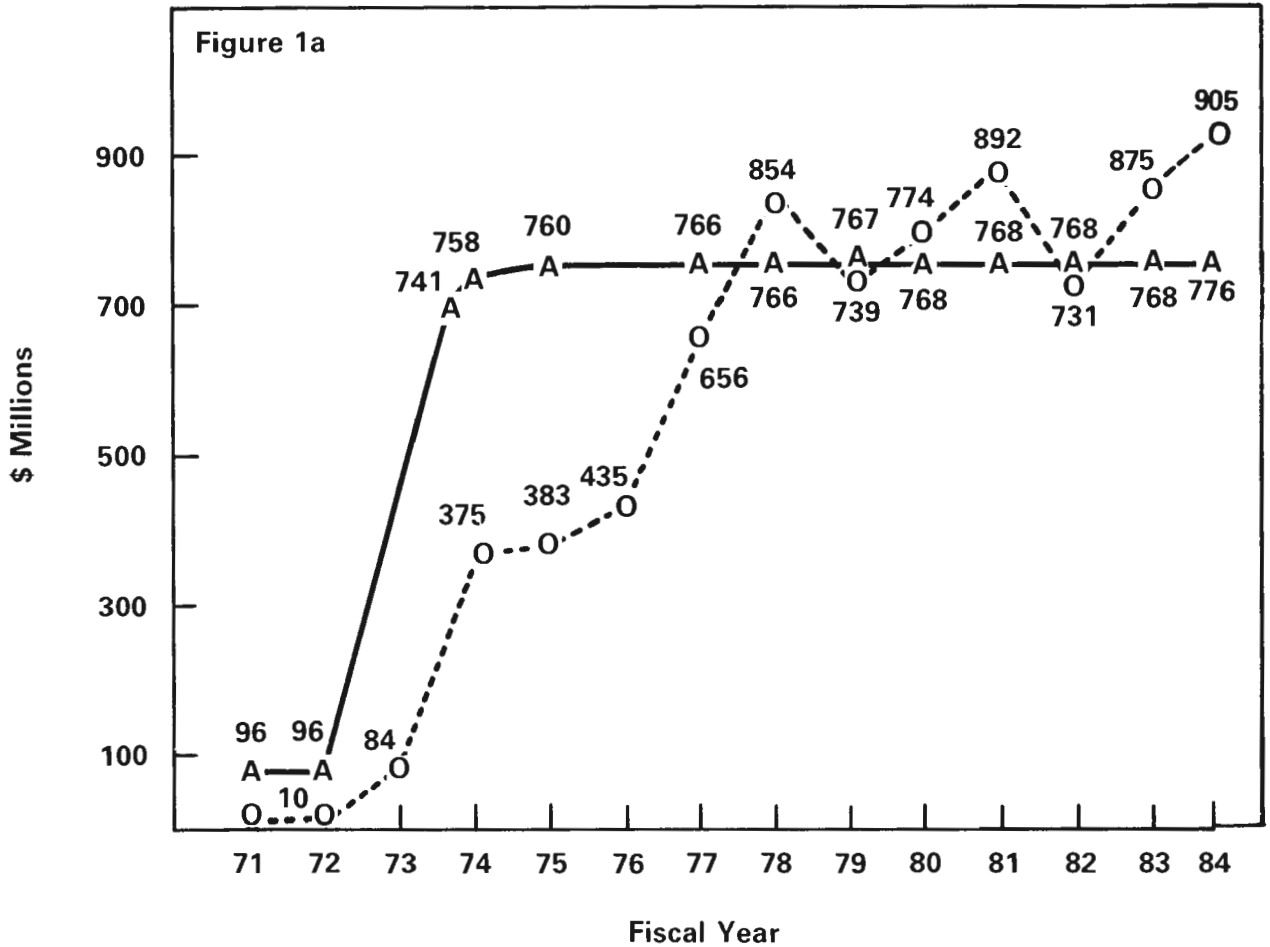
OBLIGATIONS

The initial spur to action on this study was a report issued in October, 1983, titled "Review of Federal-Aid Urban System (FAUS) Obligation Rate." This report, developed jointly by two offices in FHWA (Office of Program and Policy Planning, and Office of Highway Planning), analyzed past trends in FAUS obligations, concluded that no single cause could be identified as responsible for the unobligated balance and suggested the case studies which have now been carried out.

Figures 1, 2, and 3 on the following pages are taken from the October, 1983 report. They have been updated and modified slightly.

- o Figure 1a shows that obligations of FAUS funds finally reached annual program level or greater in FY 1978 and have oscillated at about that level ever since.
- o Figure 1b shows that the unobligated balance of FAUS funds accumulated during the early years of the program, stabilized from 1976-1982 and dropped significantly in 1983 and 1984.
- o Figure 2 shows that obligations in FY 1984 reached a new high.
- o Figure 3 shows that if you calculate obligations as a percent of program level (apportionments) the urban program has been one of the best performers for FY 1978-1983 but as a percent of funds available (apportionments plus unobligated balance) it has been essentially the worst performer.
- o Figure 4 is an attempt to show the effect of obligation ceilings. There is no specific data for FAUS funds since obligation ceilings are applied to the highway program as a whole. We know from field office comments, however, that the fluctuations in FAUS obligations for FY 1979-1982 are at least partly due to tradeoffs caused by obligation ceilings.

Figure 1. Urban System Program Levels



Key:
 A = Apportionments less 1.5% HPR (Highway Planning & Research)
 O = Obligations
 U = Unobligated Balances (after transfers, end of fiscal year)

Figure 2. Cumulative Monthly Urban System Obligations

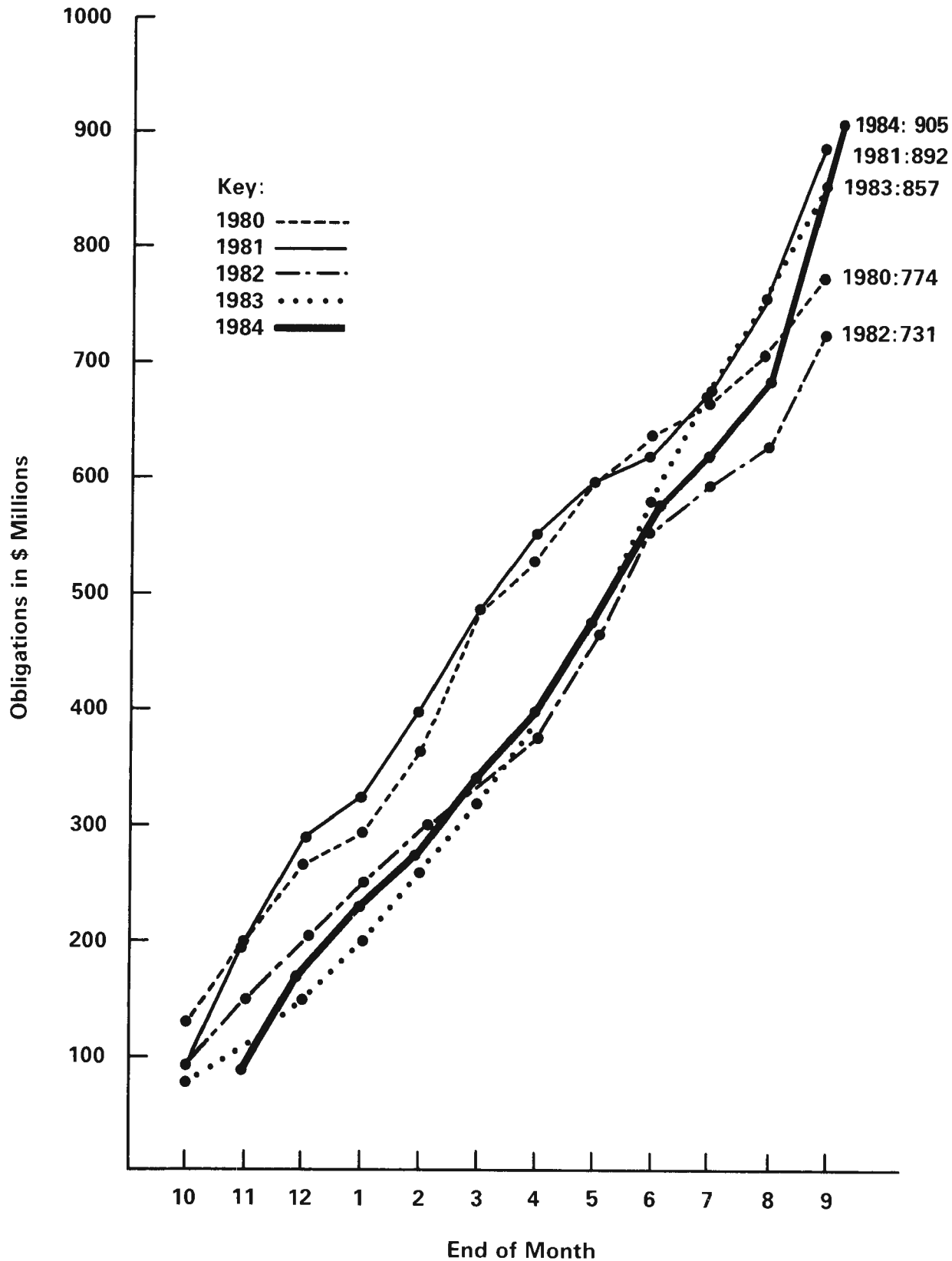
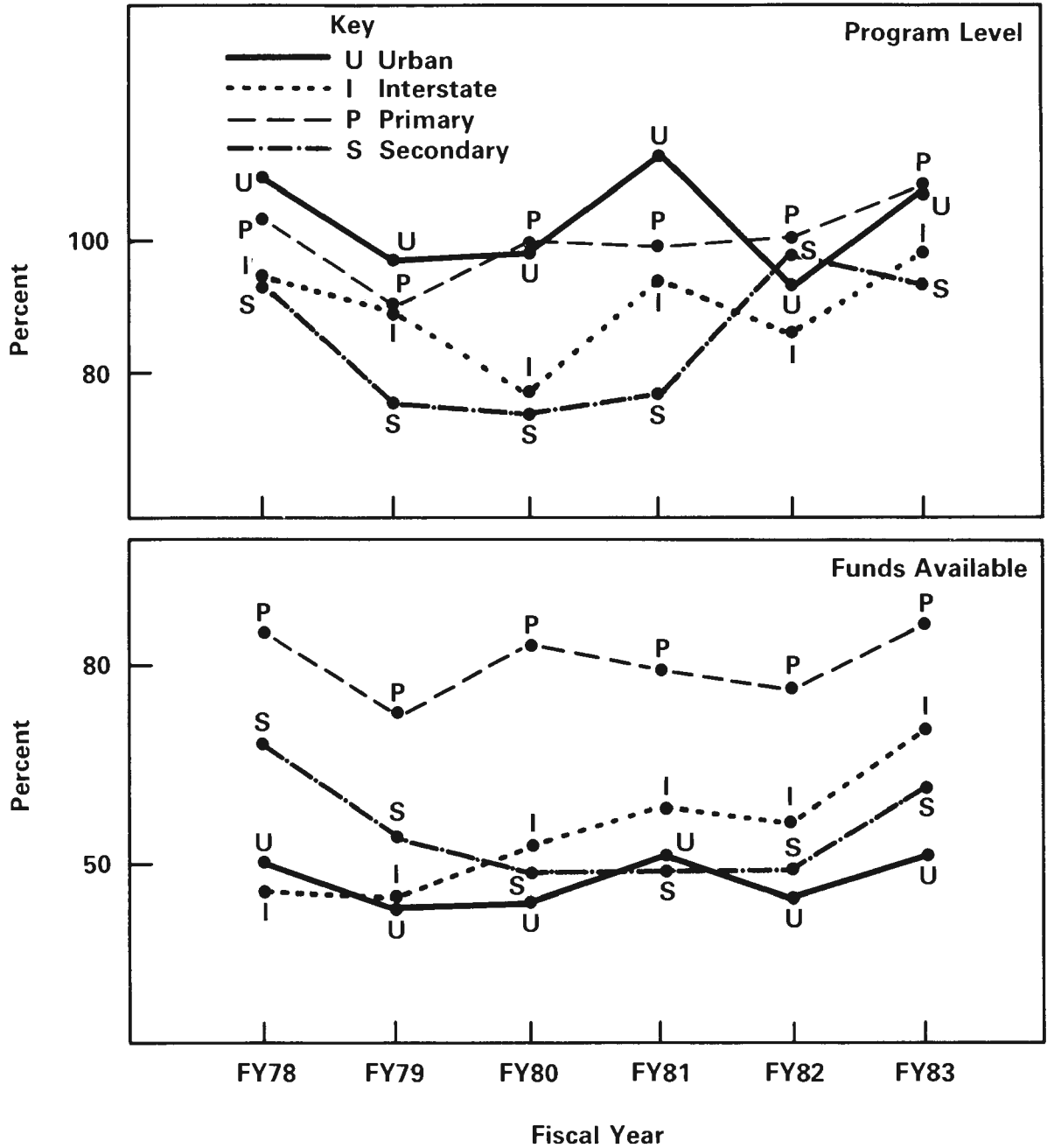


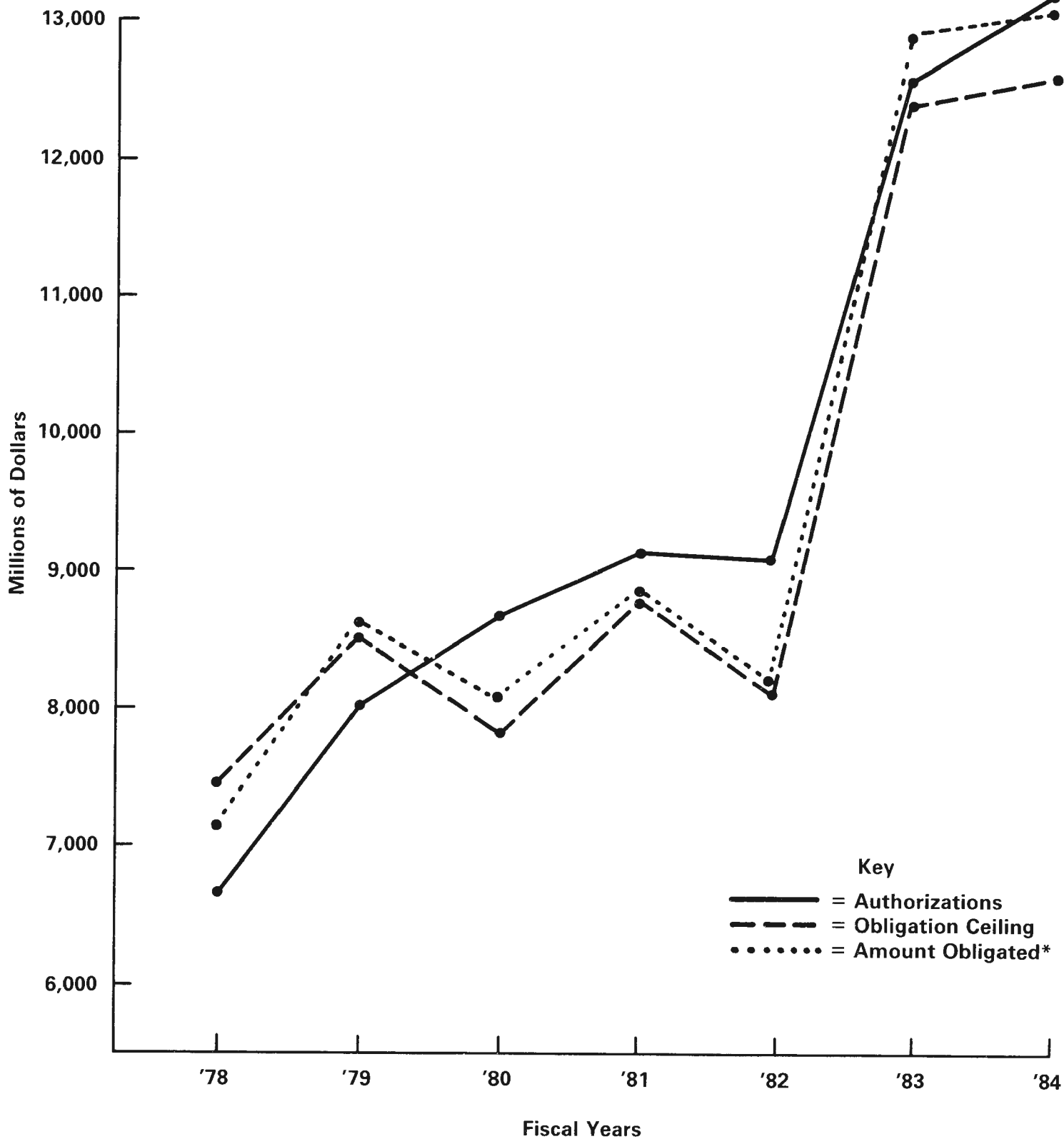
Figure 3. Comparison of System Fund Utilization



$$\text{Percent (Program Level)} = \frac{\text{Obligations}}{\text{FY Apportionment}}$$

$$\text{Percent (Funds Available)} = \frac{\text{Obligations}}{\text{FY Apportionment} + \text{Unoblig. Balance}}$$

Figure 4. Funding Levels, All FHWA Programs



*Includes programs not subject to the obligation ceiling.

Table 1

FAUS FUNDS UTILIZATION - FY 1984
STATES WITH PROGRAM LEVELS OVER \$10 MILLION

State	Unobligated Balance End FY '83	Apport. FY '84	Net Transfers to or (from) FAP	Oblig. FY '84	Unoblig. Balance End FY '84	Percent*	
						Obligations/ FY '84	Apportionments All Years** FY '71 - '84
CA	\$132	\$ 98	\$ 64	\$ 90	\$ 76	91%	92%
NY	14	67	10	71	0	106	100
TX	81	50		50	81	100	84
IL	18	43	1	60	0	142	100
FL	29	37		44	22	119	93
PA	68	36		57	47	158	89
OH	75	35	(11)	42	79	119	82
NJ	55	30		76	9	255	97
MI	10	29		31	8	106	98
MA	12	21		22	11	103	95
VA	4	16		18	2	113	99
IN	8	15		12	11	75	94
MD	9	15		20	4	133	98
GA	11	15		26	0	175	100
MO	15	14		20	9	137	94
WA	11	13		15	9	113	93
WI	4	13		14	3	110	98
LA	17	12		14	15	117	89
TN	15	12	0+	9	18	75	86
NC	0	12		12	0	100	100
MN	14	12	(5)	21	10	178	92
CT	10	11		11	10	98	92
CO	4	10		7	7	71	93
AL	8	10		18	0	180	99
AZ	6	10		11	5	105	94
PR	24	9		18	15	199	83
OK	12	9	1	4	16	48	82
KY	8	8		6	10	76	89
OR	4	8	4	3	5	42	91
SC	6	7		6	7	84	89
IA	7	7		7	7	99	91
MS	13	5	1	7	10	136	79
HI	6	4		1	9	12	78
All States (52)	\$760	\$776	\$ 65	\$905	\$566	117%	93%

*Based on unrounded figures.

**Based on total obligations and net total apportionments after transfers.

With this historical perspective in mind, let us now discuss FY 1984 obligations. As part of our program review, we followed and reported on FAUS obligations during FY 1984. As of June 30, 1984, there were 23 States with unobligated FAUS balances of \$10 million or more which accounted for 83 percent of the nationwide total. This information was sent to our field offices with a memorandum from the Deputy Administrator urging them to make special efforts to obligate FAUS projects if, as subsequently happened, the Interstate Cost Estimate approval was delayed and Interstate projects could not advance.

Table 1 gives the status of obligations in these same 23 States plus 10 others on September 30, 1984. The 10 are included to show all States with \$10 million or more available during FY 1984. Some items to note from the table as related to the fiscal year 1984 program are

- o The September 30 nationwide total unobligated balance of FAUS funds was reduced to \$566 million.

- o Total obligations for FY '84 were \$905 million, which is an all time high.

- o Twenty-two of the 33 States obligated an amount equal to or more than their 1984 apportionment.

- o One State (California) obligated very close to its 1984 apportionment (91%) and also transferred \$64 million to FAP as loans to fund high priority projects.

- o One State (New Jersey) obligated approximately 2 1/2 times its 1984 apportionment by special efforts and use of its program to exchange State-aid funds for FAUS funds.

- o Five States (Alabama, Georgia, Illinois, New York, and North Carolina) zeroed out their unobligated balances.

Table 2

**NATIONAL SUMMARY OF ALLOCATION/SUBALLOCATION
PRACTICES FOR FAUS FUNDS**

Allocation of Nonattributable

Number of States

28	Yes, to local jurisdictions*
4	Yes, to State district level (CT, FL, NY, TX)*
2	No, but stratify by population groups (IN, KS)
17	No
<u>1</u>	Not applicable (DC all attributable)
52	

Suballocation of Attributable

Number of States

16	Yes, at least one area suballocates*
4	Yes, only to cities over 200,000 population (CO, GA, KY, MO)*
22	No
9	Not applicable (all nonattributable)
<u>1</u>	Not applicable (DC is State, County, City)
52	

* All funds not necessarily allocated or suballocated.

ALLOCATION/SUBALLOCATION

FAUS funds are apportioned to each State based on the ratio of its total urban area population (all communities over 5,000 population) to the nationwide total urban area population. Once each State's share of FAUS funds is determined, it is divided into attributable FAUS funds (designated for urban areas over 200,000 population) and nonattributable FAUS funds (not designated) based on a straight percentage split of each State's urban area population in areas of over and under 200,000 population. The attributable FAUS funds are then allocated to individual attributable areas in each State based on each area's pro rata share of standard the State's population in urban areas over 200,000 population. This apportionment and standard allocation is performed by FHWA.

States have the option of also allocating nonattributable FAUS funds to individual jurisdictions (cities, counties) or other geographical subdivisions (State districts). As can be seen from Table 2, a total of 32 States allocate all or a portion of their nonattributable FAUS funds. The other 20 States retain one statewide pool with various conditions. Appendix 1 gives the information we have for each State.

Local officials, working through the metropolitan planning organization, have the option of suballocating attributable FAUS funds to cities, counties, or groupings by geographical subarea. Referring again to Table 2, there are 20 States in which at least one attributable area suballocates FAUS funds. This is often done to meet the Federal requirement of fair and equitable treatment for individual cities of over 200,000 population. The other areas essentially operate an areawide pool with varying rules for equity and project selection. Appendix 2 gives the information we have for each State.

In our case study interviews and in the replies to our supplemental questions, we were told consistently by those States using it that allocation/suballocation of FAUS funds is desirable, sometimes necessary, to achieve a fair distribution of funds. At the same time, it creates many small entitlements of funds which are sufficient only for small projects or must be accumulated in some way for larger projects. The accumulation of FAUS funds is accomplished by various means such as borrowing ahead on future allocations, exchanging for State or local funds, and simply saving up allocations over a period of years. This works best where the State takes the responsibility to maintain the records and act as agent in borrowings, exchanges, and savings.

We also made a special comparison of States that allocate/suballocate versus those that do not. There is no discernible effect on overall obligations; both categories had States with high and low unobligated balances. The determining factor seems to be level of State and local effort in project development rather than funds distribution.

Table 3
NATIONAL SUMMARY OF STATE BROKERING PRACTICES
FOR FAUS FUNDS

	<u>Number of States</u>
Keep records of geographic distribution over time	12
Withdraw allocations for reuse if funds not used within specified time	6
Permit borrowing from another area or from future allocations	19
Transfer to and from FAP (23 USC - Section 104)	31
Transfer between FAU categories and between attributable areas (23 USC - Section 150)	2
Exchange State funds for FAUS allocations	2
Handle exchanges of local funds for FAUS allocations	1

BROKERING

A closely related subject to allocation/suballocation is the overall funds management of the FAUS program by the State which we have chosen to call brokering. The record keeping and acting as agent for borrowings, exchanges, and savings previously discussed is part of the broader brokering role which includes also funds transfers, programming of projects, obligation authority control, and any other activities performed to keep funds flowing to projects.

We do not have full information on all States, even in the answers to our supplemental questions, but Table 3 gives an idea of the brokering activities taking place. The tables in Appendices 1 and 2 give some of the individual State data (borrowing, exchanges). Appendix 3 has funds transfer information for States which have made transfers from the beginning of the program through FY 1984.

There are many kinds of record keeping. In the 12 States counted for Table 3, there is no formal allocation/suballocation of FAUS funds and the State keeps track of funds distribution over time to assure fair and equitable treatment of all eligible jurisdictions. In other States where there is a formal allocation/suballocation, there is a need to keep track of allocations versus expenditures, borrowings, exchanges, other activities, and the State performs a valuable service by doing so. We have no specific count of these efforts, but we expect all of the States are involved to some degree.

Only six States indicated a formal procedure for withdrawing nonattributable allocations if not used within a specified time. These withdrawn allocations are either reallocated to all eligible areas or used by the State as discretionary funds for priority projects of their choosing. Combined with record keeping to avoid unduly depriving an area which is suffering delays beyond its control, this could be a positive influence to keep the FAUS program moving.

Borrowing occurs mostly within one category of FAUS funds, nonattributable, but with the new transfer authority included in STAA of 1982 it is now possible to shift attributable funds from one attributable area to another or to the nonattributable category. Although the transfer procedures for attributable funds are more cumbersome than the direct State authority to move nonattributable funds, the flexibility now exists and it is beginning to be used. Referring to Table 3, of the 19 States which allow borrowing, all but three allow it for nonattributable and 12 allow it for attributable funds. The distinction between borrowing ahead on future allocations and borrowing between areas is mostly one of perception; either way future allocations are used in advance. However, we sensed varying degrees of State control and local initiative.

Transfers are documented in Appendix 3 (32 States) and shown on the fourth and fifth lines of Table 3. There is a sizeable net flow of funds to FAP from attributable FAUS funds. Based on our studies we believe this is mostly the result of bartering to get high priority projects built. At the beginning of the program there were also some transfers to avoid lapsing and in more recent years transfers have been used as loans to avoid losing obligation authority. The only States that have used the new transfer provisions between urban categories are Illinois, New York, and Pennsylvania. We expect this will increase as the States and attributable areas become aware of the possibilities. We were told by a number of States that it would be easier to plan and arrange funds transfers which are intended as loans if the rule against transferring in and out of the same fund in one fiscal year were relaxed. The States recognize the legal barrier against transferring urban funds to rural or vice versa but feel this could still be maintained with controls that assure the transfers are legitimate loans and repayment.

An interesting new development is the exchange of FAUS funds for non-Federal funds. Two States, Maryland and New Jersey, trade State-aid funds for FAUS funds on a dollar-for-dollar basis. This allows the local government to process projects free of Federal regulations while the State, which is experienced in such matters, uses the FAUS funds on their routes in urban areas.

An even more sophisticated exchange procedure takes place in California where a few of the larger cities and counties have been buying FAUS funds from the smaller communities at a discount using local or State-aid funds. The State has now decided to act as agent and has standardized the discount rate at 65 percent. Again, it is a case of an agency (large city or county) with experience and staffing to deal with Federal regulations accumulating FAUS funds for certain projects. The smaller jurisdictions accept the discount because they don't have to match the funds and they save in processing costs and convenience.

We mentioned in the opening paragraph of this section the two State functions of obligation authority control and project programming. All of the States perform these activities in accordance with their requirements and needs but they also render a valuable service to the urban areas by keeping a program moving which is primarily of local interest. We believe this spirit of serving the highway program as a whole is a good approach from which to consider the broad possibilities of funds management brokering.

TABLE 4

NATIONAL SUMMARY OF NORMAL MATCH POLICY
FOR URBAN SYSTEM PROJECTS
(NUMBER OF STATES)

Type of Project and Route	Total Match Provided By					Match Split Evenly Between State & Local	Match Shared Between State and Local (not evenly split)	Policy Varies-Determined on Project by Project Basis	No Policy Established
	State	County	City	Jurisdiction With Route/Project Control	Other				
Highway Projects									
State	40		1		3 <u>1/</u>	3	4	1	
County	7	27				1	2	1	14
City	12	1	29			2	6	2	
Transit Related Highway Projects									
State	18		2		6 <u>2/</u>	1	1	1	23
County	3	12	1		13 <u>2/</u>	2	1	1	19
City	6		15		3 <u>2/</u>	3	2	1	22
Nonhighway Public Transportation Projects									
	5	1	7	4	6 <u>2/</u>	2	2	4	21

1/ City/County depending on location of route

2/ Transit Authorities

MATCHING

Table 4 is very similar to the summary of matching included in the 1976 Urban System Study both in format and content. The major changes are that all States now have at least one urbanized area and, because of our supplemental questions, we now have data for all States in each project and route category. Detailed information for each State is in Appendix 4.

Our case studies and other contacts indicate that matching policies have a significant effect on the types of projects which are built, but they do not determine whether FAUS funds are used or not. The use is controlled more by availability of obligation authority, whether funds are in danger of lapsing and the ability to get projects ready for letting.

Where matching seems to make a difference is in the choice of major capital construction projects versus TSM or infrastructure preservation projects. This takes place in a number of ways. State matched projects on State urban routes, usually arterials, tend to be major capital construction, particularly in the sunbelt and other growth areas. Local matched projects on local urban routes tend to be preservation and improvement of the existing system with minimum expansion. The crossover occurs where the State matches all FAUS funds, such as in Florida, so the projects mostly focus on the improvement and expansion of major arterial streets. The other exception is large cities, such as New York or Cleveland, where the local needs include all types and sizes of projects and local match goes to all types of projects. Another factor which influences project choice is the option of 100 percent Federal funds (no matching) on certain traffic operations and other projects.

DESIGN

One of the objectives of this study was to obtain current information on the amount of delay and extra cost caused by requiring FAUS projects to meet AASHTO or other approved highway design standards. We found that it depends on what type of project is being designed, how aggressively or efficiently the State and Federal personnel review designs submitted to them, and the capability of the designers.

On major arterials, freeway or expressway design, there was very little controversy. We did receive some comments about delays due to requests for design exceptions but they had all been resolved. There also were complaints about alternate designs for major bridges but these are unique individual situations.

Most of the comments about excessive design standards concerned local projects on lower order local streets. The key issues were safety features such as lane width, curb and gutter placement, and clear zones. The local officials we spoke to have to deal with citizens who want simply a smooth street to drive on. They are adamantly opposed to improvements which cut trees or dig up boulevards or front yards. The State and Federal officials find it difficult, if not impossible (legally or morally), to approve projects which in their judgement perpetuate or create an unsafe driving condition. This tension will remain as long as the program continues and each situation will have to be worked out on its own merits.

The issue of how aggressive and how efficient State and Federal reviewers are is one that can be addressed directly. If the parties (Federal-State, State-local) can agree in advance on a minimum to maximum time limit for design review, this can be scheduled into an efficient project development process. If the parties can reach a degree of understanding and mutual respect where comments are resolved verbally and then documented, this can reduce the time required, particularly for minor comments. We encountered some good examples of this in our case studies. Another way to cut down on design review, particularly repetitive review of standard details, is to have preapproved local standards for FAUS projects. New York and Los Angeles both have reached agreement with the State on such standards which, although they might differ from the State standards, still meet AASHTO requirements and are therefore acceptable for FAUS projects.

We were told that locally funded smaller projects can be brought to construction in half the time and cost only half as much as FAUS projects. We have no reason to doubt these figures, but one point this statement leaves out is that the projects are most likely not really comparable. A basic choice is made when Federal-aid is accepted for a project. The FAUS project has to take more time because there is at least one more level of action. This time can be kept to a minimum by such devices as increased delegation or by conscious effort from the reviewers as discussed previously. A FAUS project will have to take into account certain safety and other design features (which cost more) because of the threat of tort liability as well as professional judgement. If these conditions are recognized in advance then the decision to build a FAUS project can be made with full knowledge of what to expect.

RIGHT-OF-WAY AND ENVIRONMENTAL IMPACT STATEMENT

The other persistent complaint which this study investigated was that excessive delays and costs were caused by Federal Environmental Impact Statement (EIS) and Right-of-Way (ROW) procedures. We will discuss each one individually.

We found in our case study States, Florida and California in particular, that State environmental laws often control the flow of the process rather than the Federal requirements. We have estimated, based on the case study States and other information available in Washington, that 10 percent or less of all FAUS projects produce an EIS. We were told by staff of both large and small cities that they had never prepared an EIS or other document (4f, 106) and they did not expect to ever do so.

Nevertheless, there is no question that major delays do occur on some FAUS projects during the preparation and approval of EISs. We sensed that some of the problems were due to unfamiliarity with environmental requirements because of infrequent contact and some were just complex situations. The best situations were where the State helped out, within existing manpower limitations, and used their broader experience to guide FAUS projects through the State and Federal process.

When it comes to ROW problems, it is primarily the Federal relocation legislation which causes both expense and delay which does not occur under most local operations. Local governments also often have less formal rules about negotiating price and donations. Again, the best situation is where the State advises and assists the local governments on FAUS projects so the legal requirements can be met without unnecessary delay. It should be recognized in advance and scheduled that major ROW takings on a FAUS project will not go as quickly as on a local project.

TYPE OF PROJECT

It was evident from our case studies and other information that the States, counties, and cities have gravitated to a high percentage of smaller FAUS projects as a way to avoid EIS and ROW difficulties and as a way to spend the smaller amounts of funds received under allocation/suballocation schemes. It was also evident that these smaller projects offer the best opportunity to simplify Federal/State involvement and cut red tape. We would like to make clear that "smaller" projects are not exclusively low dollar projects but include any project which does not require special ROW or EIS actions. One possible set of criteria for these projects is included in the Federal Action Program at the end of this report.

As a number of those individuals involved in the evaluation have concluded, project selection must consider and balance factors such as the complexity of a project and project priority. Everything else being equal, however, it makes sense to select FAUS projects which will not require significant Federal clearances and can be implemented quickly.

DELEGATION

A number of local agencies, States, and FHWA offices favored the continuation of the delegations of approval authority granted under the FAST (Facilitate Acceleration through Special Techniques) program.

They were particularly interested in continuing and expanding Division Office approval authority of major bridge design and EIS approval for FAUS projects. Although these projects are relatively few they usually include major facilities so the ability to take final action at the local level is perceived as a very positive Federal action. The degree of delegation possible, of course, would depend on the knowledge, skills, and ability of the personnel involved.

CERTIFICATION ACCEPTANCE

We went into this study believing that certification acceptance (CA) or some similar type of delegation, based on Section 117 of Title 23 USC, was one way for the States and local governments to cut red tape by accepting responsibility for the large number of smaller FAUS projects. With this in mind, we selected case study States with a range of CA from full to none. Appendix 7 gives the individual State data which we used in making our choices.

Based on our case study interviews we believe that CA, in the right situation, can lead to time savings, personnel savings, and better working relationships. The maximum situation, albeit an unusual one, is the State of Washington where they have full CA with full delegation to local governments for their projects if they meet certain qualifications. The main reason this works in Washington is that they had a longstanding State-aid working relationship with local governments and State law requires professional staff on the local level. To the extent these two conditions of working relationship and capable local staff exist, CA can and will save time and effort for all levels. One caution is needed. We were told a number of times that the political situation, both Statewide and local, often had a strong influence on whether CA could function and at what level it could be established. In summary, CA is not the answer to streamlining project development for FAUS in all States but has proven beneficial in a number of situations.

Referring to Table 5, 12 States have full CA for FAUS projects and another 10 States have partial CA for FAUS projects. Of the 30 States with no CA for FAUS projects, there are 4 which have CA for other projects and 26 with no CA at all.

The 3 States with Secondary Road Plan based CA for nonmajor projects are of particular interest because this seems to fit the FAUS pattern of predominantly small projects. As mentioned in the first paragraph of this section, some procedure under the broad authority of Section 117, tailored to FAUS needs, should allow this established program to offer States an option which significantly reduces paperwork and promotes a professional working relationship between all parties concerned.

Table 5

NATIONAL SUMMARY OF CERTIFICATION ACCEPTANCE FOR URBAN SYSTEM PROJECTS

	<u>Number of States</u>
Full-----With delegation to locals	2
Full-----At State level only	10
Partial----All except utility, railroad and consultant agreements	1
Partial----Secondary Road Plan based, nonmajor projects only	3
Partial----Safety projects only	1
Partial----Pavement marking projects only	1
Partial----Construction phase only	1
Partial----Design phase only	1
Partial----Change orders, time extensions, addenda and Local Roads Administration projects only	1
Partial----Change orders, time extensions and addenda only	1
None-----No urban system projects covered	30

PERSONNEL

The subject of professional working relationships also arose in the context of personnel changes. At both the State and local level we were told that carefully worked out relationships were disrupted by the natural turnover of staff due to transfers, promotions, retirements, and austerity programs within public works organizations. The request was made that all levels (Federal, State, and local) take special care to communicate any existing understandings so projects well into the development process could proceed as planned.

TRANSPORTATION IMPROVEMENT PROGRAM (TIP)

Since the revised planning regulations (23 CFR 450, 49 CFR 613, June 30, 1983) had been out just over 8 months when we started our review, we took the opportunity to ask if the new TIP provisions (biennial element and simplified amendment procedures) were being used and if they added the intended flexibility to the process for substituting one project for another when delays occurred.

The answer was a qualified yes. In some metropolitan areas, where the TIP amendment process had been cumbersome, the new provisions were being used and had made a positive difference. In metropolitan areas where the amendment process had been efficient, the approach was to not change a working procedure. In other metropolitan areas, the State laws or an MPO desire for overprogramming control made the biennial element unacceptable, but the easier amendment was being studied or had been adopted. Overall, we received the impression that change would be an evolutionary process as situations arose and the new provisions were serving a very useful purpose by allowing flexibility for local decisions.

FEDERAL-AID URBAN SYSTEM DESIGNATION

During one of our early case study interviews the suggestion was made that the Federal-aid urban system should be made easier to establish and maintain by using the functional classification data and simply having all arterials and collectors not on any other Federal-aid system automatically become Federal-aid urban routes.

This suggestion has been raised in various forms over the years so we included the issue in the rest of our case studies and also questioned a few of our field offices. Reactions were mostly positive with some misgivings and one interesting caution. The apparent efficiency of one set of maps for both system and functional classification appealed to everyone but there were questions about timely updating and what criteria to use for functional classification changes. Some MPOs were opposed to the idea because it created too extensive a system. Our California Division Office pointed out that roads on the Federal-aid system are not eligible for Federal Emergency Management Agency off-system emergency funds for natural disasters which could be important in certain areas.

We investigated national mileage totals as reported in Highway Statistics, latest available being 1982, and found that adding all non-Federal-aid arterials and collectors to the urban system would increase the total from 133,500 miles to 159,703 miles (26,203 miles or 19.6 percent increase). Since it is not likely that all areas would make the change the overall effect on urban system mileage and needs cannot be estimated but it should not be large.

BLOCK GRANT

During the design of our study we were aware of proposals, both from local and national sources, to make the FAUS program a block grant program. Since this is a legitimate way to cut down on Federal red tape, depending on the way the block grant program is set up, we asked officials of all levels at our case study sites to give us their opinions on the block grant proposal. There were four consistent themes in the answers. All parties were primarily concerned about stable funding for FAUS regardless of program form. They also were concerned about preserving exclusive use for transportation purposes. States favored a block grant program administered through the States. Cities and counties favored a block grant program with mandatory pass through to local governments. These themes have been repeated in recent recommendations concerning the highway program issued by the various national associations.

As for effects on the current program, at both the State and local level (in Texas in particular), there was a pause in the program while the STAA of 1982 was being debated to see if the FAUS program would survive. The tendency was to save some funds for transition if the program was to be phased out in favor of a block grant.

PROGRAM LEVEL

As a natural continuation of the block grant discussion we also received comments on level of funding and obligation control.

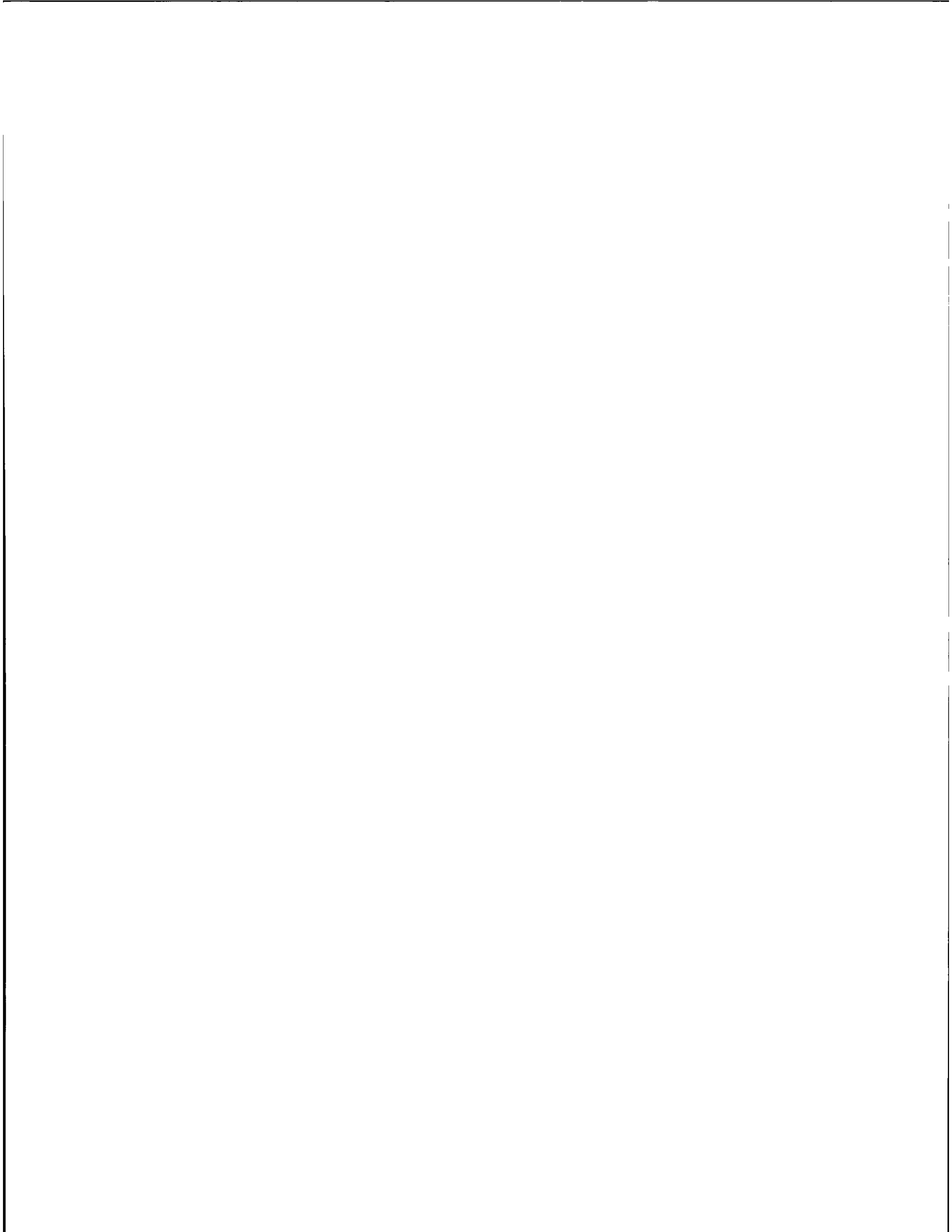
Concerning level of funding, the point was made that most States and attributable areas are spending all their FAUS funds and could use more. We heard from a number of cities and counties that the only funds they can divert from infrastructure repair to needed new major construction is Federal monies. We heard that local funds previously used for PE and ROW are no longer available so the Federal-aid funds will now have to participate in the full cost of projects. We heard that the States are running short of State monies so they are no longer picking up certain costs for the locals and/or they are competing more for FAUS funds on State routes.

Concerning obligation controls, the State of Ohio made the point with special emphasis but all of the States we have talked to cited obligation ceilings as one cause of unobligated balances. Obligation ceilings are grudgingly accepted as not under FHWA control, but there was unanimous wish that their use could be limited to national emergencies.

PROGRAM ADMINISTRATION

The first and foremost key to success is active administration by the State Highway Agency. This should include a good working relationship with both the FHWA Division Office and the local agencies involved. The most effective programs also have a professional relationship of mutual respect and trust with the local agencies. We found that some form of delegation to local agencies (agreement, memorandum of understanding, certification acceptance) backed up by a State-issued manual of instructions allowed maximum use of available local capabilities and freed the State to simply administer the program.

The program runs well where local agencies have professional staff and have taken the time to learn how State and Federal requirements affect local procedures so they can adjust accordingly. We found that this leads to solving problems before they occur and reduces complaints after the fact. Also, an active and involved Division Office makes a big difference in the smooth operation and the success of the FAUS program.



RECOMMENDATIONS

Based on the program review and findings, we believe there are things which can be done to make the FAUS program run more efficiently in some areas while maintaining its good points in other areas. As a means of focusing our recommendations, we have grouped them under the headings of Federal, State, and Local. The headings indicate what we feel is prime responsibility for action but in a cooperative program such as this actions by one party usually affect others so communication is important. Again these recommendations address potential improvement to the existing FAUS program and do not address fundamental program changes such as the 1982 block grant proposal.

FEDERAL

We have chosen to address the Federal recommendations in an action program which is being implemented concurrently with the publication of this report. The action program is included as the final section of this report. A summary of the Federal actions being pursued is as follows

- o Consult with individual States on obligation problems.
- o Develop a model Urban Road Plan to simplify administration of FAUS projects.
- o Encourage and assist State brokering of FAUS funds.
- o Publish a booklet of good practice for FAUS program administration.
- o Consider an alternate urban system designation using functional classification.
- o Investigate what further technical assistance and training we might develop to aid project development.
- o Consider continuing delegation of certain approval actions.
- o Investigate legislative changes to reduce project final inspections and to increase funds transfer opportunities.

STATE

As described throughout this report, the State plays a key role in the FAUS program. In two States where the State choose a passive role and our division office had to carry on the program with the local governments, the program still worked but with difficulty. Based on the review and findings, we recommend that the States assume a lead role in the following activities:

- o Program administration changes to reduce the time and cost of project development
- o Brokering activities to promote full and prompt use of FAUS funds
- o Technical assistance to reduce delays caused by design, right-of-way, and environmental requirements.

States are encouraged to direct their FAUS resources to projects which can be implemented quickly. When we get the model Urban Road Plan developed we will need a number of States to serve as test demonstrations. This will be an opportunity to administer at least a part of the FAUS program in a highly delegated, very efficient manner. We recommend that the States seriously consider a trial of this new procedure.

When we complete and distribute the good practice information gathered as part of this review, there will be examples of brokering and other activities which can be adopted or adapted as the situation warrants. We recommend that all States look at the examples for ideas which could help them in their program. We particularly recommend consideration of the agent/broker role to make sure funds are used continuously rather than accumulating as entitlement balances.

With the continuing stress on economy and staff limitations at all levels of government, one way to get the job done more efficiently is to share knowledge. In the highway program there is a long tradition of the States assisting the local governments with Federal projects, especially on the FAUS program. We recommend that the States continue to be sensitive to the need for technical assistance in environmental and right-of-way matters. We also recommend that the States look closely at the design and construction capabilities of local areas and allow them full professional responsibility where their staffing permits.

LOCAL

Our case studies and other contacts reconfirmed that there exists at the local level a major resource of dedicated people trying to keep their road system together and operating. The one consistent problem we sensed concerning the FAUS program was that the local staffs were so busy with their own projects they just did not have the time to become experts on all Federal and State requirements. This led to exasperation when Federal projects took longer or ended up having to be financed with local funds.

The administrative changes we have recommended at both the Federal and State level will help some. The brokering and technical assistance functions encouraged for the States will also make the process easier. As the local contribution to the process, we recommend that local staffs make every possible effort to learn about Federal and State requirements and that they supplement this by developing a mutually supportive working relationship with their State contacts.

To help overcome any problems of FAUS funds not being used due to allocation/suballocation, we recommend that local agencies develop a working relationship with each other so funds can be borrowed or transferred readily for high priority projects with full confidence of their return when needed.

Once overall priorities have been decided, we recommend that local agencies use FAUS funds for projects which minimize right-of-way and environmental complications.

FEDERAL ACTION PROGRAM

ADMINISTRATIVE ACTIONS

Based on the preceding review, we have begun implementation of proposed FHWA administrative actions in the following priority areas:

Consultation With Individual States

At the end of FY 1984, the 15 States with \$10 million or more unobligated balance still accounted for 76 percent of the nationwide unobligated FAUS total. With the continuing delay in I.C.E. approval, there is an opportunity to shift obligation authority to FAUS if projects can be made ready. With the new Section 150 transfer authority there is greater flexibility to move FAUS funds to areas where projects are ready. We propose that contacts be continued with Regional and Division Offices to urge special efforts to reduce the FAUS unobligated balance, during FY 1985 as the effects of the I.C.E. delay are worked out.

Urban Road Plan

As a device to encourage streamlined procedures, FHWA should develop a model Urban Road Plan based on the broad authority in 23 U.S.C. 117. This plan would delegate to the States and locals the prime responsibility for the development and construction of smaller urban system projects. These are projects which require a minimal effort to comply with non-Title 23 requirements. One possible set of thresholds for defining these projects would be

- o Actions that could be classified as categorical exclusions,
- o Projects that do not require the use or taking of any 4(f) property,
- o Projects which have no effect on any properties on or eligible for the National Register of Historic Places,
- o Actions which require no more than minor amounts of right-of-way, and require no business or residential relocations, and
- o Projects which conform to predetermined design standards acceptable to FHWA.

We estimate that over 80 percent of FAUS project actions fall in this category. These projects could be authorized at the 105 program stage (including a determination that non-Title 23 requirements are not applicable) with no further Federal action until final inspection.

We propose that the Office of Highway Planning develop the draft plan in cooperation with the Offices of Engineering, Right-of-Way, and Environmental Policy. The draft plan would be sent to the Regional Offices for review and comment with a request for nominations for pilot States.

Brokering of FAUS Funds

As used here, brokering means any action by the State to help the local agencies accumulate and spend their FAUS funds. This can include buying, selling, borrowing, loaning, trading, transferring, front ending, bookkeeping or any other pertinent activity. We know of activities currently taking place in California, New Jersey, Maryland, Ohio, New York, and Minnesota.

In order to share this information with other States we intend to gather information on as many examples as we can find and then prepare a package of 4 to 6 examples to be sent to the States and local agencies.

Good Practice Booklet

Similar to the brokering activity discussed above, we collected information from States on their manuals and procedures for the FAUS Program. Existing practices that seem to work well could be of use to other States.

We intend to put together a booklet using examples of good practice from our case studies and other States. This booklet will be distributed to States and local agencies.

Urban System

Some of the urban areas we met with stated that the urban system no longer was meaningful and we should use functional classification instead. Other metropolitan areas use system approval as a way to focus FAUS funds on routes of more regional importance. We believe the States should continue to have the option of having all non-FAP arterials and collectors on the urban system or limiting the system as they and the locals see fit. To address the request for a simplified option when all non-FAP arterials and collectors are on the urban system, we propose that a draft procedure be developed within the Office of Highway Planning and a solicitation issued for a demonstration State to test the workability of such a procedure.

Technical Assistance

In our contacts during the case studies, particularly with the local personnel, we received the impression that many of their fears of Federal procedures were based on anticipated problems rather than actual experience. This is particularly true of the environmental and right-of-way procedures. We believe it would be worthwhile to investigate our existing training and guidance materials in these two areas to see if a repackaging would help both the State and local agencies make more informed decisions on their use. This could eventually lead to an expanding of the Urban Road Plan recommended previously to include all but the most difficult projects.

Since we know both offices have been working on their training materials we suggest that discussions be held with the Offices of Right-of-Way and Environmental Policy and a memorandum report submitted.

Delegation

All of the field offices we contacted who had experience with the FAST program spoke in favor of the special delegations of authority. The State and local personnel also favored approval actions being taken at the field level. Our case studies confirmed the statement of the FAST working group that "delegation to the lowest appropriate level is a concept which continually warrants consideration." Even though EISs and major design problems are not common on FAUS projects, any time saved and the striving for efficiency are important on these high visibility projects.

We therefore recommend delegation of EIS approval to Division Offices for all FAUS projects which meet the criteria in the FAST initiatives. We also recommend FAST delegation for FAUS bridge reviews. Details will have to be worked out with the Office of Environmental Policy and the Office of Engineering .

LEGISLATIVE ACTIONS

Based on our contacts during the case studies there are two legislative changes which could be considered in addition to the preceding administrative actions:

Final Inspections

According to our field offices there is no reason (other than the existing Title 23 requirement) for making a Federal final inspection of every urban project. We should be able to accept a State or local certification of completion backed up by process reviews and spot checks by our field offices. This is already happening on certain Statewide projects for safety improvements. The Office of Engineering has submitted a legislative recommendation to remove the "every project" requirement and we have supported their action.

Funds Transfers

The key to keeping the FAUS program moving is to allow as much flexibility as possible so the States can obligate funds as projects become ready. It would be helpful to allow funds transfers both in and out of FAP and FAUS in the same year so long as it can be shown it is not a subterfuge to transfer rural funds to urban or vice versa. Our Division Offices are in a position to determine the net effect of multiple transfers and they can prevent abuse of the system. We therefore believe it would be desirable to remove the absolute ban on in-out transfers and let the program run more freely.



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APPENDIX 1

ALLOCATION OF NONATTRIBUTABLE FUNDS
FEDERAL-AID URBAN SYSTEM

<u>State</u>	<u>Amount</u>	<u>By</u>	<u>Factor</u>	<u>Allocated to*</u>	<u>Operations</u>
Alabama	None				
Alaska	All	Formula	Population and other	4 Urban Areas	
Arizona	Part (85%)	Formula	Urban Mi., population and ADT per System mile		- Borrowing between areas. - Balances in excess of 2 years' allocations subject to lapse.
Arkansas	All	Formula	Population	Urban Areas	- Borrowing permitted from future allocations.
California	All	Formula	Population	Counties	- Suballocated to each urban area county by FAU Committee. - Borrowing between areas. - Borrowing permitted from future allocations. - Sale of suballocations to other agencies for State-aid funds.
Colorado	All	Formula	Population	Urban Areas	- Borrowing between areas.
Connecticut	All	Formula	Population	12 State Planning Regions	
Delaware	None				
Florida	All	Formula	Population	6 State Districts	
Georgia	None				
Hawaii	None				
Idaho	All	Formula	Population	Urban Areas	- Borrowing between areas.
Illinois	All	Formula	Population	Urbanized Areas and (for nonurbanized areas) State Districts	- Borrowing permitted from future allocations.
Indiana	None				- Funds split by population of urbanized group and nonurbanized groups. - Occasional "short-term loan" from one group to the other.

<u>State</u>	<u>Amount</u>	<u>By</u>	<u>Factor</u>	<u>Allocated to*</u>	<u>Operations</u>
Iowa	All	Formula	Population	Urban Areas	- Borrowing permitted from future allocations. - Balances in excess of 2 years' allocation subject to lapse.
Kansas	None				- Funds split by population of urbanized group, 15-50K group, and 5-15K group. - Borrowing permitted between population groups.
Kentucky	None				- Advisory allocation to Lexington urbanized area.
Louisiana	Part	Formula	\$/capita equal to attributable areas	Urbanized Areas	
Maine	Part	Informal Formula	Population	Urbanized Areas	
Maryland	Part (50%)	Formula	FAUS Miles	Urban incorporated area county, other governments with construction/maintenance responsibility	- May be turned in to State for State Aid "in lieu of" funds. - "In lieu of" funds may be transferred between governments by written agreement of both parties.
Massachusetts	None				
Michigan	Part		Population and Other	Urbanized areas	- Borrowing between areas.
Minnesota	All	Formula	Population	Urban Areas	- Borrowing permitted from future allocations. - Allocations lapse after 4 years.
Mississippi	All	Formula	Population	Urban Areas	- Borrowing between cities with State review.
Missouri	All	Formula	Population	Urban Areas	
Montana	All	Formula	Population	Urban Areas	- Borrowing permitted from future allocations.
Nebraska	None				
Nevada	All	Formula	Population	Urban Areas	
New Hampshire	Part	Informal Formula	Population	Urbanized Areas	
New Jersey	Part	Formula	Population	Urbanized Areas	- May be turned in to State for State-aid "in lieu of" funds.

APPENDIX 1 - ALLOCATION OF NONATTRIBUTABLE FUNDS - Cont.

<u>State</u>	<u>Amount</u>	<u>By</u>	<u>Factor</u>	<u>Allocated to*</u>	<u>Operations</u>
New Mexico	None				
New York	All	Formula	Population	11 State Regions	
North Carolina	None				
North Dakota	None				
Ohio	Part	Formula	Population	Urban Areas over 25,000 population	<ul style="list-style-type: none"> - Borrowing permitted from future allocations. - Allocation lapse after 4 years - May be turned in to advance FAP projects
Oklahoma	None				
Oregon	All	Formula	Population	Urban Areas	<ul style="list-style-type: none"> - Borrowing permitted from future allocations.
Pennsylvania	None				
Rhode Island	None				
South Carolina	Part	Informal	Population	Urban Areas over 20,000 population	<ul style="list-style-type: none"> - Unofficial "Guide Shares" - State reallocates "unobligated" balances.
South Dakota	All	Formula	Population	Urban Areas	
Tennessee	All	Formula	Population	Urban Areas	<ul style="list-style-type: none"> - Generally used for small projects
Texas	All		Population	State Districts	<ul style="list-style-type: none"> - Some suballocate to each urban area in district - 10% reserved for attributable urbanized areas
Utah	None				
Vermont	Part (40%)	Formula	FAUS miles	Urban Areas with FAUS Miles	<ul style="list-style-type: none"> - Allocation limited to 4R use only.

<u>State</u>	<u>Amount</u>	<u>By</u>	<u>Factor</u>	<u>Allocated to*</u>	<u>Operations</u>
Virginia	None				
Washington	Part	Formula	Population	Urban Areas	- Borrowing permitted from future allocations. - Unobligated allocations lapse after 40 months.
West Virginia	None				
Wisconsin	All	Formula	Population	Urban Areas	- Borrowing permitted within urbanized group, 20-50K population group, and 5-20K population group. - Borrowing priority determined by ratio of FAUS funds needed to amount of accumulated allocation.
Wyoming	All	Formula	Population	Urban Areas	- Borrowing between areas.
District of Columbia	N.A.				
Puerto Rico	None				

*Excludes attributable (200,000 population) urbanized areas unless noted. "Urban areas" include urbanized (50,000 population) areas.

APPENDIX 2

SUBALLOCATION OF ALLOCATED ATTRIBUTABLE FUNDS
FEDERAL-AID URBAN SYSTEM

<u>State</u>	<u>Attributable Area</u>	<u>Amount</u>	<u>By</u>	<u>Factor</u>	<u>Suballocated to</u>	<u>Operations</u>
Alabama	All	None				
Alaska	N.A.					
Arizona	All	All	Formula	Population	Local governments	- Borrowing between suballocations.
Arkansas	Little Rock Other	All None	Formula	Population	County and 4 Cities	- Borrowing permitted from future suballocations.
California	All	All	Formula	Population	Counties	- County FAU Committees further suballocate to cities over 200,000 population by population and in some cases to other local jurisdictions. - Borrowing between suballocations. - Borrowing permitted from future suballocations. - Sale of suballocations to other local agencies for State-aid funds.
Colorado	Colorado Springs Denver	Part Part	Formula Formula	Population Population	Colorado Springs only Denver only	
Connecticut	All	None				- Amounts attributable to Milford and Middletown subareas earmarked for MPO having planning jurisdiction.
Delaware	Wilmington	None				
Florida	All	None				
Georgia	Atlanta Other	Part None	Formula	Population	Atlanta only	
Hawaii	Honolulu	None				
Idaho	N.A.					
Illinois	Chicago Other	All None	Formula	Population	Regional Councils	- Borrowing permitted from future suballocations.
Indiana	All	None				

<u>State</u>	<u>Attributable Area</u>	<u>Amount</u>	<u>By</u>	<u>Factor</u>	<u>Suballocated to</u>	<u>Operations</u>
Iowa	All	None				
Kansas	All	None				
Kentucky	Louisville	Part	Formula	Population	Counties and Louisville	- Borrowing between city and county.
	Other	None				
Louisiana	Baton Rouge	All	Formula	Population	EBR City-Parish, other	
	New Orleans Shreveport	All All	Formula Formula	Population Population	5 Parishes Shreveport, Bossier, other	
Maine	N.A					
Maryland	All	Part (10%)	Formula	Population	Local	
Massachusetts	All	None				
Michigan	All	All		Population (primarily)	Counties and cities with ownership of routes	- Borrowing between suballocations through the State.
Minnesota	Minneapolis-St. Paul	None				
Mississippi	All	Part	Formula	Population	Cities and towns over 5,000 population	- Borrowing between cities with State review.
Missouri	Kansas City	Part	Formula	Population	Kansas City only	
	St. Louis	Part	Formula	Population	St. Louis only	
Montana	N.A.					
Nebraska	Omaha	None				
Nevada	Las Vegas	None				
New Hampshire	Lawrence	None				
New Jersey	NY-NENJ	All	Formula	Population	Counties, Newark and Jersey City	- May be turned in to State for State-aid "in lieu of" funds. - Borrowing permitted from future suballocations.
	Other	All	Formula	Population	Counties	- May be turned in to State for State-aid "in-lieu of" funds.

APPENDIX 2 - SUBALLOCATION OF ALLOCATED ATTRIBUTABLE FUNDS - cont.

<u>State</u>	<u>Attributable Area</u>	<u>Amount</u>	<u>By</u>	<u>Factor</u>	<u>Suballocated to</u>	<u>Operations</u>
New Mexico	Albuquerque	None				
New York	NY-NENJ Other	All None	Formula	Population	Subregions and NY city	
North Carolina	All	None				
North Dakota	N.A.					
Ohio	All	None				
Oklahoma	Oklahoma City Other	All None	Formula	Population	Individual jurisdictions	
Oregon	Portland	Part	Formula	Population	Cities	- Borrowing between suballocations.
Pennsylvania	Philadelphia	Part	Draft Formula	Urbanized FAUS Lane Mi. and VMT.	Philadelphia only	- Proportions for State routes and local routes according to draft formula also apply. - Borrowing permitted from future suballocations.
	Pittsburgh	Part	Draft Formula	Urbanized FAUS Lane Mi. and VMT.	Pittsburgh only	- Ditto above.
	Other	None				- Proportions for State routes, and local routes according to draft formula also apply.
Rhode Island	Providence	None				
South Carolina	All	None				
South Dakota	N.A.					
Tennessee	All	Part	Information		Cities	- Generally used for small projects.
Texas	All	None				
Utah	All	None				
Vermont	N.A.					
Virginia	All	None				

<u>State</u>	<u>Attributable Area</u>	<u>Amount</u>	<u>By</u>	<u>Factor</u>	<u>Suballocated to</u>	<u>Operations</u>
Washington	Seattle Other	All All	Formula Formula	Population Population	Counties and Seattle Counties	- Further county suballocations to cities - Ditto above
West Virginia	N.A					
Wisconsin	All	All	Formula	Population	Individual jurisdictions	- Borrowing priority determined by ratio of FAUS funds needed to amount of accumulated suballocation
Wyoming	N.A					
District of Columbia	N.A.					
Puerto Rico	San Juan	None				

APPENDIX 3

NET TRANSFERS BETWEEN FAUS AND FAP (PRIMARY) FUNDS
ALL YEARS THROUGH FY '84
(\$ MILLIONS)

STATE	SEGMENT	FROM FAP	TO FAP	NET TO OR (FROM) FAP
AL	Nonattributable	-	\$ 3.0	\$ 3.0
CA	Nonattributable	5.0	5.0	0.0
	Attributable	10.9	75.3	64.4
CO	Nonattributable	-	1.3	1.3
DC	Attributable	0.7	1.9	1.2
FL	Nonattributable	6.6	7.7	1.1
GA	Nonattributable	1.1	6.6	7.7
	Attributable	-	9.0	9.0
ID	Nonattributable	0.3	0.3	0.0
IL	Nonattributable	7.0	7.0	0.0
	Attributable	-	19.7	19.7
IN	Nonattributable	7.0	7.0	0.0
LA	Nonattributable	-	1.7	1.7
MD	Attributable	-	9.7	9.7
MA	Nonattributable	-	7.3	7.3
MI	Nonattributable	14.0	-	(14.0)
MN	Nonattributable	5.6	7.9	2.3
MS	Nonattributable	-	0.5	0.5
	Attributable	-	0.2	0.2
MT	Nonattributable	-	0.7	0.7
NE	Nonattributable	2.6	0.6	(2.0)
	Attributable	-	1.4	1.4

NET TRANSFERS BETWEEN FAUS AND FAP (PRIMARY) FUNDS
ALL YEARS THROUGH FY '84
(\$ MILLIONS)

STATE	SEGMENT	FROM FAP	TO FAP	NET TO OR (FROM) FAP
NH	Nonattributable	-	\$ 4.4	\$ 4.4
NY	Nonattributable	-	6.2	6.2
	Attributable	-	63.6	63.6
NC	Nonattributable	\$ 1.0	3.8	2.8
ND	Nonattributable	-	3.8	3.8
OH	Nonattributable	34.7	0.5	(34.2)
	Attributable	2.1	18.8	16.7
OK	Attributable	-	4.2	4.2
OR	Nonattributable	-	1.2	1.2
	Attributable	-	22.7	22.7
PA	Nonattributable	-	14.8	14.8
	Attributable	-	4.4	4.4
RI	Attributable	2.3	1.4	(0.9)
TN	Nonattributable	-	0.3	0.3
VT	Nonattributable	-	1.9	1.9
VA	Nonattributable	18.8	-	(18.8)
WA	Nonattributable	-	0.5	0.5
	Attributable	-	0.6	0.6
WV	Nonattributable	2.3	1.4	(0.9)
WI	Nonattributable	-	2.8	2.8
	Attributable	-	0.4	0.4
All States (32)	Nonattributable	(9)	104	95
	Attributable	218	16	234
	Total FAUS	\$ 209	\$ 120	\$ 329

APPENDIX 4

MATCH POLICY BY STATE FOR URBAN SYSTEM PROJECTS

STATE	Highway Projects by Jurisdictional Control			Transit-Related Highway Projects by Jurisdictional Control			Non-Highway Transit Projects	Notes on Percent Split
	STATE	CITY	COUNTY	STATE	CITY	COUNTY		
Alabama	P*	Ci	Co	X	Ci	Co	P	*50/50
Alaska	S	S	NA	S(1)	S(1)	NA	Munic.	
Arizona	S	Ci	Co	Ci	Ci	Ci	Ci	
Arkansas	S	Ci	Co	X	X	X	X	
California (2)	S	Ci	Co	S	Ci	Co	J	*50/50
Colorado	S	Ci	Co	X	X	X	X	
Connecticut	S	S/Ci*	NA	S/Ci*	S/Ci*	NA	S/Ci*	
Delaware	S	S	NA	X	X	NA	X	
Florida (3)	S	S	S	X	X	X	X	
Georgia	S	S	S	X	X	X	X	
Hawaii	S	NA	Co	X	X	X	Co	
Idaho (4)	S	Co	Co	Ci or Co	Ci or Co	Ci or Co	Ci	
Illinois	S	Ci	Co	P	P	P	P	
Indiana	S	Ci	Co	X	X	X	X	
Iowa	S	Ci	Co	X	X	X	X	
Kansas	S	Ci	Co	X	X	X	X	
Kentucky	S	Ci	Co	X	X	X	X	*50/50 **20/80
Louisiana	S	Ci	Co	S	Ci	Co	Ci	
Maine	S/Ci or Co*	S/Ci or Co*	*NA	X	X	NA	Ci	
Maryland	S	Ci	Co	S	Ci	Co	J	
Massachusetts	S	S	NA	S	S	NA	S	*87.5 - 100 State (5)
Michigan	S/Ci*	Ci	Co	S/Ci*	Ci	Co	X	
Minnesota	S	Ci	Co	TA	TA	TA	TA	
Mississippi	S	Ci	Co	X	X	X	X	
Missouri	S	Ci	NA	S	Ci	NA	Ci	
Montana (6)	S	S	S	S	S	S	S	
Nebraska	Ci or Co (7)	Ci	Co	X	X	X	X	
Nevada	S	S	S	S	S	S	S	
New Hampshire	S	Ci	NA	S	Ci	NA	X	S
New Jersey	S		S	S	S	S	S	
New Mexico	S	Ci	Co	S	Ci	Co	TA	
New York	S	S/Ci*	S/Co*	S	S/Ci*	S/Co*	S/Local	

STATE	Highway Projects by Jurisdictional Control			Transit-Related Highway Projects by Jurisdictional Control			Non-Highway Transit Projects	Notes on Percent Split
	STATE	CITY	COUNTY	STATE	CITY	COUNTY		
North Carolina	S (8)	S (8)	NA	X	X	NA	X	
North Dakota	Ci(9)	Ci	Co	X	X	X	P	
Ohio	Ci or Co(7)	Ci	Co	Ci or Co	Ci	Co	Ci or TA	
Oklahoma (10)	S/Ci or Co*	Ci	NA(11)	Ci	Ci	NA	Ci	*50/50
Oregon	S	S/Ci*	S/Co*	S/Ci or Co*	S/Ci*	S/Co*	TA	*50/50
Pennsylvania	S	Ci	P	X	X	X	X	
Rhode Island	S	S	NA	X	X	X	X	
South Carolina	S	S	S	X	X	X	X	
South Dakota	S	S	S	X	X	X	Ci	
Tennessee	S	Ci	Co	S	Ci	Co	P	
Texas (12)	S/Ci or Co	S/Ci	S/Co	S/Ci or Co	S/Ci	S/Co	S/Ci*	*66/33
Utah	S	Ci	Co	S	Ci	Co	J	
Vermont	S/Ci*	S/Ci*	NA	X	X	X	X	*60/40
Virginia(13)	S	S/Ci*	Co	S	S/Ci*	Co	S/Ci* or Co	*80/20
Washington	S	Ci	Co	S	Ci	Co	J	
West Virginia (15)	S	Ci (14)	NA	X	X	X	X	
Wisconsin	S/Ci or Co	Ci	Co	S/Ci or Co	Ci	Co	J (16)	
Wyoming	S	Ci	Co	X	X	X	X	
District of Columbia	S	NA	NA	S	NA	NA	S	
Puerto Rico	S	S	NA	S	S	NA	X	

- (1) Alaska - Policy has not been established for transit-related highway projects. It is anticipated that the State would provide match.
- (2) California - State and local jurisdictions may share match impact, especially for traffic control projects.
- (3) Florida - By statute Florida matches all Federal-aid funds; however, local donations of right-of-way are accepted.
- (4) Idaho - Boise urbanized area information: County refers to the Ada County Highway District.
- (5) Michigan - Match on State projects varies by size of local jurisdiction.
- (6) Montana - State law requires highway department to match all Federal-aid.
- (7) Nebraska, Ohio - Match on State projects depends on location of projects.
- (8) North Carolina - Local jurisdictions participate in right-of-way.
- (9) North Dakota - State policy is for cities to match Federal-aid.
- (10) Oklahoma - County may provide all or part of city match by agreement.
- (11) - No urban system route under county jurisdiction.
- (12) Texas - City or county required to provide right-of-way and pay cost of urban design aspects (curb, gutter, storm sewer, etc.)
- (13) Virginia - Match policy for transit-related highway and non-highway projects may vary per special agreements.
- (14) West Virginia- Highway projects not under State jurisdiction must have special legislative approval, but most routes are under State control.
- (15) - Transit-related highway and non-highway projects are not permitted by State law.
- (16) Wisconsin - Match for non-highway projects may be negotiated if one unit of government would receive disproportionate benefits.

Legend:

- X - No Policy
- NA - Not Applicable
- P - Project-by-project basis
- S - State
- Ci - City
- Co - County
- TA - Transit Authority
- J - Jurisdiction with project control

Asterisks explained in right-hand column.

Source:

Urban System Study, Urbanized Area Information, June 1976.
Revised July 1984

APPENDIX 5
 FEDERAL-AID URBAN SYSTEM FUNDS
 STATE TOTALS - ALL YEARS THROUGH FY '84
 (\$ MILLION)

State		FY '84 Apportionment and Segments	Total Transfers from FAP	Total Transfers to FAP	Total Apportionment (adjusted)	Total Obligations	Unobligated Balance End of FY '84	% Total oblig. of Tot.appt.(adj.)
Alabama	-Total	\$ 10.0		\$ 3.0	\$105.2	\$104.9	\$ 0.3	99%
	-Nonattributable	5.7		3.0	58.0	58.0	0.0	100
	-Attributable	4.3			47.2	46.9	0.3	99
Alaska	-Total	3.8			43.7	38.0	5.7	87
	-Nonattributable	3.8			43.6	37.9	5.7	87
Arizona	-Total	10.0			86.9	81.5	5.3	94
	-Nonattributable	1.4			13.9	13.7	0.1	99
	-Attributable	8.5			72.9	67.8	5.1	93
Arkansas	-Total	4.7			49.2	47.4	1.8	96
	-Nonattributable	3.2			35.4	35.0	0.4	99
	-Attributable	1.5			13.5	12.2	1.3	90
California	-Total	98.2	\$15.9	80.3	975.5	899.9	75.5	92
	-Nonattributable	14.8	5.0	5.0	167.2	138.3	28.9	82
	-Attributable	83.4	10.9	75.3	804.4	757.8	46.6	94
Colorado	-Total	10.4		1.3	100.0	93.4	6.5	93
	-Nonattributable	2.8		1.3	27.5	24.6	2.9	89
	-Attributable	7.5			72.1	68.5	3.6	95
Connecticut	-Total	11.1			129.6	119.3	10.2	92
	-Nonattributable	4.9			58.3	53.1	5.2	91
	-Attributable	6.2			70.8	65.8	5.0	93
Delaware	-Total	3.8			49.3	45.3	3.9	92
	-Nonattributable	0.3			10.9	10.9	0.0	99
	-Attributable	3.5			38.1	34.2	3.9	90
District of Columbia	-Total	3.8	0.7	1.9	42.4	42.3	0.0	99
	-Attributable	3.8	0.7	1.9	42.4	42.3	0.0	99
Florida	-Total	37.0	4.1	8.9	322.5	300.9	21.6	93
	-Nonattributable	7.5	4.1	8.9	78.4	75.7	2.6	97
	-Attributable	29.4			243.9	224.9	18.9	92
Georgia	-Total	14.7	6.6	16.7	140.1	140.1	0.0	100
	-Nonattributable	5.3	6.6	7.7	64.4	64.4	0.0	100
	-Attributable	9.3		9.0	75.4	75.4	0.0	100
Hawaii	-Total	3.8			42.7	33.2	9.4	78
	-Nonattributable	1.0			11.7	6.5	5.1	56
	-Attributable	2.8			31.0	26.7	4.3	86

Indiana	-Total	\$ 3.8	0.3	0.3	42.2	41.4	0.7	98%
	-Nonattributable	3.8	0.3	0.3	42.0	41.3	0.7	98
Illinois	-Total	42.5	2.2	22.2	481.2	480.8	0.3	99
	-Nonattributable	9.4	2.2	2.5	104.3*	104.3	0.0	100
	-Attributable	33.1		19.7	376.9*	376.5	0.3	99
Indiana	-Total	15.4	7.0	7.0	179.7	168.4	11.3	94
	-Nonattributable	6.6	7.0	7.0	74.9	74.7	0.1	99
	-Attributable	8.7			104.6	93.4	11.1	89
Iowa	-Total	7.0			81.7	74.4	7.3	91
	-Nonattributable	4.9			56.8	50.7	6.1	89
	-Attributable	2.1			24.6	23.5	1.1	96
Kansas	-Total	6.5			75.4	72.0	3.4	95
	-Nonattributable	3.4			39.4	38.3	1.1	97
	-Attributable	3.1			35.9	33.6	2.2	94
Kentucky	-Total	7.8			88.8	79.2	9.6	89
	-Nonattributable	3.8			41.7	41.0	0.7	98
	-Attributable	4.0			47.0	38.1	8.8	81
Louisiana	-Total	12.5		1.7	130.2	115.4	14.8	89
	-Nonattributable	4.7		1.7	47.8	45.3	2.4	95
	-Attributable	7.8			82.4	70.0	12.3	85
Maine	-Total	3.8			42.3	42.2	0.1	99
	-Nonattributable	3.8			42.2	42.0	0.1	99
Maryland	-Total	15.2		9.7	160.6	157.0	3.6	98
	-Nonattributable	1.6		-	23.7	22.3	1.4	94
	-Attributable	13.6		9.7	136.9	134.7	2.2	98
Massachusetts	-Total	21.6		7.3	254.7	243.2	11.4	95
	-Nonattributable	4.6		7.3	56.8	56.0	0.8	99
	-Attributable	16.9			197.8	187.2	10.6	95
Michigan	-Total	29.2	14.0		367.5	359.4	8.1	98
	-Nonattributable	6.0	14.0		97.3	97.2	0.0	99
	-Attributable	23.2			270.2	262.1	8.1	97
Minnesota	-Total	11.7	5.6	7.9	132.5	121.9	10.5	92
	-Nonattributable	3.4	5.6	7.9	38.0	32.2	5.8	85
	-Attributable	8.2			94.0	89.2	4.7	95
Mississippi	-Total	4.9		0.7	50.1	39.6	10.5	79
	-Nonattributable	3.6		0.5	45.9	38.5	7.4	84
	-Attributable	1.3		0.2	4.1	1.0	3.1	24
Missouri	-Total	14.5			174.0	164.4	9.5	94
	-Nonattributable	3.9			47.7	41.3	6.4	87
	-Attributable	10.5			126.2	123.1	3.1	98
Montana	-Total	3.8		0.7	41.5	39.9	1.6	96
	-Nonattributable	3.8		0.7	41.5	39.9	1.6	96

APPENDIX 5 - STATE TOTALS - cont.

State		FY '84 Apportionment and Segments	Total Transfers from FAP	Total Transfers to FAP	Total Apportionment (adjusted)	Total Obligations	Unobligated Balance End of FY '84	% Total oblig. of Tot.appt.(adj.)
Nebraska	-Total	\$ 4.2	\$ 2.6	\$ 2.0	\$ 49.2	\$ 46.5	\$ 2.6	95%
	-Nonattributable	2.1	2.6	0.6	26.9	24.4	2.4	91
	-Attributable	2.0		1.4	22.3	22.0	0.2	99
Nevada	-Total	3.8			42.6	37.7	4.8	88
	-Nonattributable	1.3			15.8	14.0	1.7	89
	-Attributable	2.5			26.6	23.4	3.1	88
New Hampshire	-Total	3.8		4.4	37.9	34.4	3.4	91
	-Nonattributable	3.6		4.4	35.8	32.4	3.4	91
	-Attributable	0.1			1.9	1.9	0.0	100
New Jersey	-Total	29.8			354.5	345.3	9.1	97
	-Nonattributable	1.8			31.0	27.8	3.1	90
	-Attributable	28.0			323.5	317.4	6.0	98
New Mexico	-Total	4.0			43.1	39.4	3.6	91
	-Nonattributable	2.1			23.3	22.1	1.1	95
	-Attributable	1.9			19.6	17.1	2.4	87
New York	-Total	67.1		69.8	732.2	732.2	0.0	99
	-Nonattributable	6.3		6.2	89.3*	89.3	0.0	99
	-Attributable	60.8		63.6	640.3*	640.3	0.0	99
North Carolina	-Total	12.0	1.0	3.8	119.7	119.5	0.2	99
	-Nonattributable	8.4	1.0	3.8	97.3	97.1	0.2	99
	-Attributable	3.5			22.0	22.0	0.0	100
North Dakota	-Total	3.8		3.8	42.9	42.9	0.0	99
	-Nonattributable	3.8		3.8	42.9	42.9	0.0	99
Ohio	-Total	35.4	36.8	19.3	450.5	371.7	78.7	83
	-Nonattributable	8.0	34.7	0.5	140.5	130.9	9.6	93
	-Attributable	27.4	2.1	18.8	309.9	240.8	69.1	78
Oklahoma	-Total	8.6		4.2	88.7	72.4	16.3	82
	-Nonattributable	3.4		-	38.6	33.8	4.7	88
	-Attributable	5.1		4.2	50.1	38.5	11.5	77
Oregon	-Total	7.7		23.9	51.9	47.3	4.5	91
	-Nonattributable	3.5		1.2	33.2	29.0	4.1	87
	-Attributable	4.1		22.7	18.6	18.1	0.4	97
Pennsylvania	-Total	36.4		19.2	428.0	380.8	47.2	89
	-Nonattributable	8.0		14.8	101.7*	101.7	0.0	99
	-Attributable	28.3		4.4	326.1*	279.1	46.9	86
Rhode Island	-Total	3.8	2.3	1.4	46.9	46.0	0.8	98
	-Nonattributable	0.4	-	-	5.9	5.3	0.5	90
	-Attributable	3.4	2.3	1.4	40.9	40.7	0.2	99

South Carolina	-Total	\$ 7.1			67.0	59.9	7.0	89%
	-Nonattributable	2.8			34.9	32.9	1.9	94
	-Attributable	4.3			32.0	26.9	5.1	84
South Dakota	-Total	3.8			41.7	39.2	0.2	94
	-Nonattributable	3.8			41.6	39.0	0.2	94
Tennessee	-Total	12.1		0.3	126.4	108.3	18.0	86
	-Nonattributable	3.8		0.3	48.6	39.3	9.3	81
	-Attributable	8.2			77.3	68.6	8.7	89
Texas	-Total	50.1			507.0	425.7	81.2	84
	-Nonattributable	18.2			196.1	156.3	39.8	80
	-Attributable	31.8			310.8	269.4	41.3	87
Utah	-Total	5.4			50.5	47.0	3.4	93
	-Nonattributable	1.3			18.6	17.6	0.9	95
	-Attributable	4.0			31.7	29.2	2.5	92
Vermont	-Total	3.8		1.9	40.1	38.4	1.6	96
	-Nonattributable	3.8		1.9	39.9	38.3	1.6	96
Virginia	-Total	15.7	18.8		185.3	183.4	1.8	99
	-Nonattributable	4.0	18.8		65.7	65.7	0.0	100
	-Attributable	11.6			119.0	117.2	1.8	98
Washington	-Total	13.4		1.1	137.9	128.7	9.2	93
	-Nonattributable	3.3		0.5	31.6	30.4	1.1	96
	-Attributable	10.1		0.6	106.1	98.0	8.0	92
West Virginia	-Total	3.8	2.3	1.4	43.4	38.9	4.4	90
	-Nonattributable	3.8	2.3	1.4	43.3	38.8	4.4	90
Wisconsin	-Total	13.0		3.2	151.0	147.5	3.4	98
	-Nonattributable	6.5		2.8	72.0	69.5	2.4	97
	-Attributable	6.5		0.4	78.5	77.5	0.9	99
Wyoming	-Total	3.8			42.0	39.3	2.7	94
	-Nonattributable	3.8			41.9	39.1	2.7	93
Puerto Rico	-Total	9.3			87.7	73.0	14.7	83
	-Nonattributable	4.3			39.3	27.9	11.3	71
	-Attributable	4.9			48.4	45.1	3.3	93
All States (52)	-Total	\$ 776	\$ 120	\$ 329	\$ 8360	\$ 7794	\$ 566	93%
	-Nonattributable	233	104	95	2729	2532	196	93
	-Attributable	543	16	234	5619	5249	370	93

- Dollar figures are not rounded.
- Percentage figures are approximate.
- FAP = Federal-aid Primary funds apportionment.
- Amounts devoted to planning and research in some States under the one-half percent limitation "PR" option are treated as a separate segment of a State's apportionment. The segments are relatively small and are omitted from this table.

* Adjustments include transfers under 23 U.S.C. 150 (Sec. 124 STAA 82):
 Illinois 0.6 Attributable to Nonattributable
 New York 1.5 Attributable to Nonattributable
 Pennsylvania 5.8 Attributable to Nonattributable

APPENDIX 6

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FEDERAL-AID URBAN SYSTEM FUNDS
 ATTRIBUTABLE AREA TOTALS - ALL YEARS THROUGH FY '84
 (\$ MILLION)

State	Attributable Area (a)	FY '84 Allocation	Total Transfers from FAP	Total Transfers to FAP	Total Allocation (adjusted)	Total Obligations	Unobligated Balance End of FY '84	% Total oblig. of Total alloc. (adj.)
AL	Birmingham	\$ 2.8			31.17	30.73	0.43	99%
	Columbus (See GA)	0.14			1.47	1.21	0.35	82
	Mobile	1.36			14.61	14.61	0.00	100
AK	(None)							
AZ	Phoenix	6.51			54.72	54.24	0.48	99
	Tucson	2.08			18.23	13.56	4.66	74
AR	Little Rock - N.	1.36			13.12	12.17	0.94	92
	Memphis (see MS, TN)(b)	0.15			0.45	0.03	0.42	7
CA	Bakersfield (b)	1.02			3.04	3.00	0.04	99
	Fresno	1.53			15.26	14.21	1.04	93
	Los Angeles - L.	43.83	3.90	33.90	440.36	421.56	18.80	96
	Oxnard - V.	1.74			15.15	13.63	1.51	90
	Sacramento	3.68		5.00	31.74	31.70	0.04	99
	San Bernadino - R.	3.26			33.44	32.87	0.57	98
	San Diego	7.88	2.50	17.30	57.41	45.11	12.30	79
	San Francisco	14.75	4.50	19.10	149.21	138.39	10.82	93
	San Jose	5.75			58.84	57.30	1.53	97
CO	Colorado Springs	1.28			12.15	11.35	0.80	93
	Denver	6.25		1.34	59.96	57.15	2.81	95
CT	Bridgeport	1.90			22.49	19.25	3.23	86
	Hartford	2.35			25.95	25.73	0.21	99
	New Haven	1.70			19.25	18.21	1.04	95
	Springfield - C. (see MA)	0.26			3.16	2.63	0.52	83
DE	Wilmington (See MD, NJ)	3.55			38.17	34.26	3.90	90
DC	Washington (see MD, VA)	3.88	0.76	1.85	42.42	42.38	0.04	99
FL	Ft. Lauderdale - H.	4.66			38.97	34.37	4.60	88
	Jacksonville	2.76			29.89	29.89	0.00	100
	Melbourne - C.(b)	0.98			2.93	1.91	1.02	65
	Miami	7.43			72.03	71.27	0.76	99
	Orlando	2.66			20.44	17.54	2.89	86
	Pensacola (b)	0.99			2.97	1.41	1.55	47
	St. Petersburg	3.85			31.73	29.78	1.94	94
	Sarasota - B.(b)	1.41			4.20	1.62	2.58	39
	Tampa	2.40			22.25	21.98	0.26	99
	W. Palm Beach	2.25			18.45	15.17	3.27	82

GA	Atlanta	\$ 7.46	5.60	64.52	64.52	0.00	100%
	Augusta (see SC)	0.87		2.61	2.61	0.00	100
	Chattanooga (see TN)	0.19		1.76	1.76	0.00	100
	Columbus (see AL)	0.84		3.41	6.58	6.58	0.00
HI	Honolulu	2.84		31.06	26.70	4.35	86
ID	None						
IL	Chicago - N.(see IN)	28.89	17.27	322.27	322.27	0.00	100
	Davenport - R.(see IA)	0.68	1.61	6.14	6.14	0.00	100
	Peoria	1.20	0.50	12.91*	12.91	0.00	100
	Rockford	0.94		11.24	10.88	0.35	97
	St. Louis (see MO)	1.37	0.27	14.80*	14.80	0.00	100
	(Aurora - E.)(d)	-		9.52	9.52	0.00	100
IN	Chicago - N.(see IL)	2.45		28.93	26.20	2.72	91
	Ft. Wayne	1.09		12.44	10.26	2.81	82
	Indianapolis	3.86		45.02	42.06	2.96	93
	Louisville (see KY)	0.43		4.63	3.12	1.50	67
	South Bend (see MI)	0.93		13.61	11.80	1.80	87
IA	Davenport - R.(see IL)	0.63		7.02	6.26	0.76	89
	Des Moines	1.23		14.10	14.52	-0.42	100
	Omaha (see NE)	0.28		3.49	2.71	0.78	78
KS	Kansas City (see MO)	1.70		19.40	19.20	0.19	99
	Wichita	1.41		16.57	14.48	2.09	87
KY	Cincinnati (See OH)	0.97		10.94	9.69	1.24	89
	Louisville (see IN)	3.08		36.08	28.47	7.61	79
LA	Baton Rouge	1.62		15.03	11.65	3.37	78
	New Orleans	4.98		54.18	46.62	7.55	86
	Shreveport	1.21		13.22	11.78	1.44	89
ME	None						
MD	Baltimore	8.11	5.10	83.68	82.88	0.80	99
	Washington (see DC, VA)	5.49	4.55	53.09	51.84	1.24	98
	Wilmington (see DE, NJ)(b)	0.05		0.16	0.00	0.16	0
MA	Boston	12.38		145.37	139.90	5.46	96
	Lawrence - H. (see NH)	0.87		10.06	6.36	3.70	63
	Providence - P. (see RI)	0.33		3.69	3.60	0.09	98
	Springfield - C. (see CT)	2.07		24.82	24.82	0.00	100
	Worcester	1.27		13.92	12.54	1.37	90
MI	Ann Arbor (b)	0.96		2.87	2.83	0.04	99
	Detroit	17.61		214.84	209.16	5.68	97
	Flint	1.53		18.07	17.92	0.14	99
	Grand Rapids	1.73		19.58	17.79	1.78	91
	Lansing	1.17		12.88	12.76	0.11	99
	South Bend (see IN)	0.11		1.28	1.13	0.15	88
	Toledo (see OH)	0.06		0.67	0.49	0.18	73

APPENDIX 6 - ATTRIBUTABLE AREA TOTALS - cont.

State	Attributable Area (a)	FY '84 Allocation	Total Transfers from FAP	Total Transfers to FAP	Total Allocation (adjusted)	Total Obligations	Unobligated Balance End of FY '84	% Total oblig. of Total alloc. (adj.)
MN	Minneapolis - S.	\$ 8.26			\$94.02	\$89.28	\$4.73	95%
MS	Jackson (b)	1.22		0.15	3.50	0.68	2.81	19
	Memphis (see AR, TN)	0.10			0.67	0.37	0.30	55
MO	Kansas City (see KS)	3.37			40.77	39.82	0.95	98
	St. Louis (see IL)	7.16			85.50	83.33	2.16	97
MT	None							
NE	Omaha (see IA)	2.08		1.35	22.31	22.01	0.29	99
NV	Las Vegas	2.57			26.60	23.49	3.10	88
NH	Lawrence - H. (see MA)	0.19			1.97	1.97	0.00	100
NJ	Allentown - B. (see PA)	0.11			1.38	0.45	0.92	33
	New York - N. (see NY)	22.73			265.55	267.84	-2.28	100
	Philadelphia (see PA)	3.89			42.04	36.92	5.11	88
	Trenton (see PA)	1.12			13.28	11.10	2.18	84
	Wilmington (see DE, MD)	0.12			1.24	1.12	0.12	90
NM	Albuquerque	1.93			19.67	17.07	2.59	87
NY	Albany - S.	2.26		2.36	24.01	24.01	0.18	99
	Buffalo	4.63		3.66	53.05	52.95	0.10	99
	New York - N. (see NJ)	49.35		57.55	508.32*	508.33	0.00	100
	Rochester	2.80			32.83	32.83	0.00	100
	Syracuse	1.75			21.89	21.89	0.00	100
NC	Charlotte	1.62			16.18	16.18	0.00	100
	Fayetteville (b)	0.99			2.97	2.97	0.00	100
	Raleigh (b)	0.95			2.84	2.84	0.00	100
ND	(None)							
OH	Akron	2.38		3.73	25.56	21.07	4.48	82
	Canton	1.13		1.15	12.21	11.13	1.08	91
	Cincinnati	4.22		3.37	45.86	34.21	11.64	75
	Cleveland	8.10	\$2.10	9.06	97.32	85.14	12.17	87
	Columbus	3.85			43.79	29.19	14.59	67
	Dayton	2.75			36.24	26.54	9.69	73
	Lorain - E.(b)	1.04		0.05	3.04	1.04	2.00	34
	Toledo (see MI)	2.17		0.82	25.13	14.83	10.29	59
	Youngstown - W.	1.77		0.64	20.81	17.69	3.12	85
OK	Oklahoma City	3.11		3.00	30.00	24.60	5.39	82
	Tulsa	2.05		1.19	20.10	13.97	6.13	69
OR	Portland (see WA)	4.14		22.69	18.60	18.16	0.43	98

PA	Allentown - B. (see NJ)	\$ 1.64			18.73	12.28	6.44	66%
	Harrisburg	1.28			13.67	13.53	0.14	99
	Philadelphia (see NJ)	15.12	4.41		168.77*	140.31	28.45	83
	Pittsburgh	8.36			100.37	92.15	8.22	92
	Scranton - W.(c)	1.87			23.05	20.80	2.24	90
	Trenton (see NJ)	0.07			1.51	0.00	1.51	0
RI	Providence - P.(see MA)	3.43	2.28	1.36	40.99	40.70	0.28	99
SC	Augusta (see GA)(b)	0.28			0.84	0.00	0.84	0
	Charleston	1.51			13.86	12.01	1.84	87
	Columbia	1.44			14.17	12.05	2.11	85
	Greenville (b)	1.06			3.15	2.85	0.30	90
SD	None							
TN	Chattanooga (see GA)	1.19			11.48	9.00	2.48	78
	Knoxville (b)	1.31			3.90	2.57	1.33	66
	Memphis (see AR, MS)	3.32			36.57	33.98	2.58	93
	Nashville - D.	2.39			25.39	23.09	2.30	91
TX	Austin	1.75			16.04	11.65	4.39	73
	Corpus Christi	1.13			12.08	11.97	0.11	99
	Dallas - F.(c)	11.33			116.19	90.50	25.69	78
	El Paso	2.10			20.05	20.03	0.02	99
	Houston	11.15			101.85	92.11	9.74	90
	San Antonio	4.36			44.60	42.88	1.72	96
UT	Ogden (b)	0.95			2.83	0.82	2.01	29
	Salt Lake City	3.11			28.89	28.39	0.49	98
VT	None							
VA	Newport News - H.	1.51			15.45	14.99	0.45	97
	Norfolk - P.	3.56			37.84	37.79	0.04	99
	Richmond	2.27			23.74	23.68	0.05	99
	Washington (see DC, MD)	4.32			42.05	40.79	1.26	97
WA	Portland (see OR)	0.60			4.78	4.24	0.54	89
	Seattle - E.	6.43	0.65		69.26	64.21	5.04	93
	Spokane	1.23			13.06	13.67	-0.60	100
	Tacoma	1.85			19.01	15.92	3.09	84
WV	None							
WI	Madison	0.98			11.31	10.99	0.32	97
	Milwaukee	5.58	0.42		67.20	66.57	0.62	99
WY	(None)							
PR	San Juan	4.99			48.44	45.10	3.34	93

APPENDIX 6 - ATTRIBUTABLE AREA TOTALS - cont.

State	Attributable Area (a)	FY '84 Allocation	Total Transfers from FAP	Total Transfers to FAP	Total Allocation (adjusted)	Total Obligations	Unobligated Balance End of FY '84	% Total oblig. of Total alloc. (adj.)
All Areas (142)		543	16	234	5619	5249	370	93

(a) Multistate urbanized areas of 200,000 or more population include an attributable area for the portion in each State. The other States are noted in parentheses.

(b) New attributable area FY '82 per 1980 U.S. Census.

(c) Two attributable areas combined FY '82.

(d) Attributable area prior to FY '82.

- Dollar figures are not rounded

- Percentage figures are approximate

- FAP = Federal-aid Primary funds apportionment (Statewide)

* Adjustments also include transfers under 23 U.S.C. 150 (Sec. 124 STAA 82):

IL Peoria 0.29 to Nonattributable (Statewide)

IL St. Louis 0.34 to Nonattributable (Statewide)

NY New York 1.50 to Nonattributable (Statewide)

PA Philadelphia 5.80 to Nonattributable (Statewide)

CERTIFICATION ACCEPTANCE STATUS

STATE	FULL CA	PARTIAL CA	CA - COVERAGE
1 Connecticut Maine Massachusetts New Hampshire New Jersey New York Puerto Rico Rhode Island Vermont		X X X X X	All eligible projects (const. phase only) FAS projects and off-system projects None SRP based & nonmajor act projects - less \$500,000 Trial Basis All eligible projects - except Locally Admin. projects None None SRP based & nonmajor act projects - less \$500,000
3 Delaware Maryland Pennsylvania Virginia West Virginia D.C. Division	X X X		None All eligible projects All eligible projects All eligible projects None None
4 Alabama Florida Georgia Kentucky Mississippi North Carolina South Carolina Tennessee	X	X X	None None All eligible projects All eligible projects (design phase only) None None None FAS projects, safety projects on FAP & FAU systems
5 Illinois Indiana Michigan Minnesota Ohio Wisconsin	X	X X X X	All eligible projects None C.O., time ext, addenda and Local Roads Admin. projects All eligible projects - except FAS, FAU and GRR projects Pavement markings on FAP, FAS, FAU and PMS C.O., time ext, addenda
6 Arkansas Louisiana New Mexico Oklahoma Texas			None None None None None
7 Iowa Kansas Missouri Nebraska	X		None None All eligible projects None
8 Colorado Montana North Dakota South Dakota Utah Wyoming	X	X	All eligible projects All eligible projs - except utility, RR & Consult Agr. None None None None
9 Arizona California Hawaii Nevada	X	X X	SRP based & nonmajor act projects - less \$500,000 All eligible projs (except FAP des phase) & Cert Locals None All eligible projects
10 Alaska Idaho Oregon Washington	X X	X	None All eligible projects FAS projects and off-system projects All eligible projects - includes Cert of Locals

FAP - Federal-Aid Primary System
FAU - Federal-Aid Urban System
GRR - Great River Road

FAS - Federal-Aid Secondary System
SRP - Secondary Road Plan

