## 2023 Northern Pueblos Regional Transportation Plan

Adopted July 12, 2023

## Acknowledgments

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## In Appreciation

A very special thank you to Steve Fischer, who brought the Northern Pueblos RTPO to a higher level and developed the majority of the 2020-2045 Northern Pueblos Regional Transportation Plan. Without his dedication and contributions, the plan would not be as you see it here.

## In Recognition

This plan, and many projects in the Northern Pueblos region, would not have been possible were it not for the dedication of Lesah Sedillo, who was with North Central New Mexico Economic Development District for twenty years, fourteen of those years as an employee working on community development and legislative support.

## In Memory

Three members of the Northern Pueblos RTPO passed away before the completion of this plan, and we would like to recognize and remember them. Duane Sandoval was a representative for the Jicarilla Apache Nation, Russell Church was a representative of the Town of Red River, and Muhammad Afzaal Hussain was a representative of the City of Española. They are missed.

## Table of Contents

Acknowledgments $\underline{2}$
Acronyms 4
Part I - Introduction 6
Mission Statement 6
1.1 Regional Overview ..... $\underline{6}$
1.2 What is a Regional Transportation Plan? ..... ? 6
1.3 Title VI Compliance 7
Part II - Current Conditions ..... $\underline{8}$
2.1 County Overview and Socioeconomic Breakdown 8
2.2 Commuting, Crash, and DUI Data 11
Part III - Transportation System Overview 14
Part IV - Community Input ..... 17
4.1 Public Outreach ..... 17
4.2 Goals, Objectives, Performance Measures, and Strategies ..... 17
4.3 Tribal Transportation Needs, Priorities, and Considerations ..... 20
Part V - Funding Sources and Revenue Streams ..... 21
5.1 Federal Funding ..... $\underline{22}$
5.2 Tribal Funding Sources ..... $\underline{22}$
5.3 Notable Federal Funding Sources Managed Nation-wide 2 ..... 25
5.4 State Funding Sources ..... 27
5.5 Transportation Projects in the Region ..... $\underline{28}$
Appendix 30
Appendix A: Survey Results ..... 30
Appendix B: Inflow/Outflow Report 31
Appendix C: Crash Maps ..... 35

## Acronyms

ADA - Americans with Disability Act
ACS - American Community Survey
ASAP - Area Sector Analysis Process
BIL - Bipartisan Infrastructure Law
BUILD - Better Utilizing Investments to Leverage Development
CMAQ - Congestion Mitigation and Air Quality Improvement Program
DOT - Department of Transportation
DUI - Driving Under the Influence
EV - Electric Vehicle
FLAP - Federal Lands Access Program
FTA - Federal Transit Authority
HSIP - Highway and Safety Improvement Program
IIJA - Infrastructure Investment and Jobs Act
INFRA - Known statutorily as the Nationally Significant Multimodal Freight \& Highway Projects
LGRF - Local Government Road Fund
MPO - Metropolitan Planning Organization
MVD - Motor Vehicle Department
NCNMEDD - North Central New Mexico Economic Development District
NCRTD - North Central Regional Transportation District
Non-Metro AAA - Area Agency on Aging
NHS - National Highway System
NPRTPO - Northern Pueblos Regional Transportation Planning Organization
NMDOT - New Mexico Department of Transportation
ULB - Useful Life Benchmark
UNESCO - United Nations Educational, Scientific, and Cultural Organization
RTP - Recreational Trails Program
RTP - Regional Transportation Plan
RTPO - Regional Transportation Planning Organization
PFF - Project Feasibility Form
PM - Performance Measure
PPF - Project Prospectus Form
RAISE - Rebuilding American Infrastructure with Sustainability and Equity
ROUTES - Rural Opportunities to Use Transportation for Economic Success

RTIPR - Regional Transportation Improvement Program Recommendation
SFMPO - Santa Fe Metropolitan Planning Organization
STIP - State Transportation Improvement Plan
SS4A - Safe Streets and Roads for All
TAP - Transportation Alternative Program
TERM - Transit Economic Requirement Model
TIGER - Transportation Investment Generating Economic Recovery
TIPs - Transportation Improvement Plan
T/LPA - Tribal/Local Public Agency
TTP - Tribal Transportation Program
TTPSF - Tribal Transportation Program Safety Funding
TPF - Transportation Project Fund
VMT - Vehicle Miles Traveled

## Part I - Introduction

## Mission Statement

"To promote the implementation of a safe and efficient transportation system, to protect environmental quality, to preserve cultural resources, and to support the development of a transportation system that promotes economic development and affordable housing."

### 1.1 Regional Overview

The Northern Pueblos region encompasses four counties (Los Alamos, Taos, Rio Arriba, and non-metro Santa Fe), approximately 10,083 square miles. There are several tribal nations in the Northern Pueblos area such as, Jicarilla Apache Nation, Pueblo of Nambe, Picuris Pueblo, Pueblo of San Ildefonso, Ohkay Owingeh, Pueblo of Santa Clara, Pueblo of Taos, and Pueblo of Pojoaque.

The region is often an intersection of different identities as seen in the architecture, ethnic and cultural diversity, art, and appreciation of the outdoors. The Northern Pueblos region contains nationally recognized art markets, world-class ski areas, and a beautiful high desert/rocky mountain landscape that attracts visitors from around the country and world. The I- 25 connects the southern part of the region in Santa Fe to Albuquerque to the west and the north is heavily connected by a network of state and local roads, as well as served by the North Central Regional Transit District and the New Mexico Rail Runner Express.

The Northern Pueblos area attracts several residents from outside the region. Such as, Santa Fe, the state's capital, which attracts many public sector and government employees, as well as seasonal and service jobs due to its large tourism market. Thousands are also employed at the Los Alamos National Laboratory in the science and technology industry and thousands more as contractors and subcontractors to maintain its many facilities. For these reasons, many residents live in the more affordable rural areas and commute into these economic hubs for employment relying on the many state and local roads for their daily commutes. Despite the region's characteristics, income inequality, an aging population, cultural displacement, affordable housing, and lack of non-seasonal year-round employment are all pressing issues facing the Northern Pueblos region.
There is a need to expand transportation and economic development opportunities in the more rural parts of the region. It is also important to continue to advocate for affordable housing where employment is concentrated to reduce vehicle miles traveled (VMT), improve our air quality, reduce congestion and traffic-related crashes and fatalities, and bring economic opportunity to those that need it the most.

### 1.2 What is a Regional Transportation Plan?

The Northern Pueblos Regional Transportation Plan (NPRTP) is a multi-modal, long-range plan, updated periodically to identify and address changing opportunities, needs, and issues in the non-metropolitan region, developed with input from stakeholders and community leaders throughout the region. The plan identifies a vision for the region, identifies the challenges, opportunities, and goals that may help or hinder the implementation of the plan and the achievement of the vision.

The Northern Pueblos Regional Transportation Planning Organization (NPRTPO) is a voluntary association of tribal and local governments within the four-county region, outside of the Santa Fe Metropolitan Planning Organization (SFMPO) planning region. NPRTPO provides a forum for members and the public to meet, plan, and work together on issues related to transportation in the region, with support from the New Mexico Department of Transportation (NMDOT).

The NPRTPO Board is comprised of formally designated voting members and alternates who represent the four counties, and the eight tribal nations and pueblos and six municipalities within those four counties, as well as North Central Regional Transit District. Federal and state agencies with a responsibility for transportation planning and programs in the region are also represented in an advisory, non-voting capacity on the NPRTPO Joint Policy and Technical Committee.

NPRTPO is one of the seven Regional Transportation Planning Organizations (RTPOs) that were established by state statute and New Mexico State Transportation Commission Policy 68. Nonmetropolitan transportation planning is governed by U.S. Code: Title 23, Section 135(m) Designation of Regional Transportation Planning Organizations. The RTPOs are staffed by members of Councils of Government or Economic Development Districts in their respective regions. NPRTPO is served by the North Central New Mexico Economic Development District (NCNMEDD), which covers an eight-county region, including the four NPRTPO counties, as well as Colfax, Mora, San Miguel, and Sandoval. NCNMEDD staff also support the Northeast RTPO, in coordination with Eastern Plains Council of Governments staff.


Source: https://www.rtponm.org/regions

### 1.3 Title VI Compliance

NCNMEDD complies with Title VI of the Civil Rights Act of 1964 and related statutes and regulations in all programs and activities. For more information or to obtain a Title VI Complaint Form, please contact the NCNMEDD Executive Director/Title VI Coordinator, Monica Abeita by phone: 505-395-2668 or by email: monicaa@ncnmedd.com or visit our website at https://www.rtponm.org/for additional information.

## Part II - Current Conditions

### 2.1 County Overview and Socioeconomic Breakdown

## County Overview

The Northern Pueblos region has shown trends of socio-economic changes in the past decade. In Figure 1, the population changes based on the four counties shows that every county has experienced population growth, some more than others. In the counties of Taos, Santa Fe, and Los Alamos the data shows a growth projection in population. Rio Arriba and Taos have a projected decline in population in the next 10-20 years. Using the projection of population growth shows that in the Northern Pueblos region there is need to address both declining and growing populations in these rural areas.


Figure 1: Decennial Census, Population Projection by County 2000-2040
In Figure 3, household income data is provided to between the counties from the ACS 5 Year Estimates. The figure demonstrates that each county has shown growth in household income.


The demographic data for average age in the counties is depicted in Figure 4. In this figure it shows an increase in age in each county except Los Alamos. Using the age demographic information is important to evaluate when considering transportation efforts for the region. Based on the declining age populations there will be a need to plan for elderly and disabled people. In reference to addresses the transportation need for the elderly community, NCNMEEDD and Non-Metro Area Agency on Aging (AAA) have collaborated to establish a volunteer pilot program. The plan consisted of community participation through surveys and focus groups in Taos County and Rio Arriba County, this one example of an on-going project in the region to address the need for elderly transportation.


Figure 4: American Community Survey, 5 Year Estimates, Age Demographics (2010 and 2020)

## Tribal Transportation Overview

There are 575 federally recognized, sovereign tribal nations in the United States of America, with 24 located partially or wholly within New Mexico. Because most tribal lands are considered independent government entities, coordination and uniformity are not always clear. Public roads provide access to and within Indian reservations, Indian trust land, and restricted Indian land. In New Mexico, city, county, federal and state roads pass through all 24 sovereign tribal nations and have negotiated Rights-of-Ways (ROWs), Grant of Easements (GOEs), Temporary Construction Easements (TCEs), and other agreements for making improvements and maintaining roads to ensure safety for all travelers.

Infrastructure continues to be a critical part of the well-being of tribal and rural communities. One of the many barriers to economic development in Indian communities is the lack of physical infrastructure. The DOI, the Bureau of Indian Education and the BIA remain committed to improving and adequately maintaining tribal infrastructure to provide increased public safety, security, and economic development opportunities in Indian communities. Safe roads, bridges and buildings are important when transporting and supporting people in rural areas to and from schools, local hospitals, and for delivering emergency services.

It is important to consider that the data accumulated from the Census Bureau does not include data or information on Allotted lands, Fee lands, Restricted status or restricted fee lands, and Service areas. The data collected below was accumulated through the Census Bureau's tool "My Tribal Area" which creates "quick" data sets from the American Community Survey 5 Year Estimates (2016-2020). Collecting information from each tribal government allows for an insight of the specific needs in these communities. Being a part of the Northern Pueblos area focusing there must be effort to meet the individual desires of the tribal communities. The data below shows median household income, median age, and total population. The tool offered from the Census does not link to previous ACS data. In this document the available data is used to show the most up to date projection of the tribal governments in the Northern Pueblos area.


Figure 5: My Tribal Area tool, 2016-2020 American Community Survey 5-Year Estimates


Figure 6: My Tribal Area tool, 2016-2020 American Community Survey 5-Year Estimates


Figure 7: My Tribal Area tool, 2016-2020 American Community Survey 5-Year Estimates

### 2.2 Commuting, Crash, and DUI Data

The region should consider different commuting, crashes, fatalities, and alcohol-related fatalities to consider the needs of improving transportation safety, and usability. In each county the commuting trends all show many commuters are leaving their county boundaries for employment. The data shows that most of the counties working population do not live and work within the same boundaries (See Appendix B). As the region continues to grow, and a working-age population exists it is important to consider commuting trends and access to transportation between county boundaries.

The crashes, and fatalities for the region are shown in Table I, demonstrating the number of fatalities for the region. Maps of crash sites are also available to show a concentration of where fatalities, and crashes are happening in the county (See Appendix C). In Table II the data for alcohol-related crashes is provided to show how many of the fatalities were related to intoxication.


Table 1: Total Crashes Per County (2015-2020)

| Name of <br> County | $\mathbf{2 0 1 5}$ | $\mathbf{2 0 1 6}$ | $\mathbf{2 0 1 7}$ | $\mathbf{2 0 1 8}$ | $\mathbf{2 0 1 9}$ | $\mathbf{2 0 2 0}$ |
| :--- | :---: | :---: | :---: | :---: | :---: | :---: |
| Los Alamos | 125 | 125 | 135 | 149 | 136 | 112 |
| Rio Arriba | 686 | 859 | 758 | 751 | 804 | 667 |
| Santa Fe | 3,199 | 3,172 | 3,502 | 3,206 | 3,406 | 2,428 |
| Taos | 357 | 385 | 635 | 647 | 629 | 487 |



Figure 8: Alcohol-Related Fatalities 2015-2020


Figure 9: Crash Fatalities (2015-2020)


Figure 8: Vehicle Accident Rate (2018-2020)


Figure 9: County Vehicle Miles Traveled (2018-2020)

## Part III - Transportation System Overview

In the Northern Pueblos region, there are five key roadways for passengers and freight movement, an extensive regional transit network that connects to three local transit services, a portion of New Mexico's commuter rail line and a national passenger rail hub, one major airport and two other significant facilities, and ten scenic byways, as well as numerous trails throughout the region.

## Roadway Network

Thought it only passes through Santa Fe County, Interstate 25 connects the region to the broader regional, national, and international road network, and is a key corridor for both passengers and freight. Running eastwest in Santa Fe County, I-25 is a major north-south corridor, near the US-Mexico border in Las Cruces, north towards Montana, running through Denver in Colorado.

US-285 is a north-south corridor, connecting from Texas north to Denver, Colorado, running roughly parallel to I-25 in New Mexico. In the Northern Pueblos region, it runs through Santa Fe, Rio Arriba, and Taos counties, connecting Santa Fe, Tesuque, Pojoaque, Española, up through Ojo Caliente and Tres Piedras, before entering Colorado.

US-84 runs generally east-west, almost from the Atlantic Ocean in Georgia, through northern New Mexico, up to Pagosa Springs, CO. The route travels concurrently with US-285 from Santa Fe through Española, splitting 8 miles north of Española, where US-285 heads northeast and US-84 goes northwest, through Abiquiu, towards Pagosa Springs, Colorado.

US-64 also runs east-west, starting in coastal North Carolina to just southwest of the Four Corners in northeast Arizona. In this area, US-64 forms the southern half of the Enchanted Circle, connecting Angel Fire to Taos, up through Tres Piedras, before heading north through Los Ojos, forking west again south of Chama.

NM 68 is a more direct route between Española and the Town of Taos, known as the "River Road to Taos", as its route follows the Rio Grande. A parallel route to the east is NM 76, which is called the "High Road to Taos".

## Scenic Byways

The scenic beauty, cultural richness and historical significance of the Northern Pueblos region is highlighted by the ten scenic highways in the region. They include all or portions of the following byways:

1. Narrow Gauge Railway Scenic Byway
2. Wild Rivers Back Country Byway
3. Enchanted Circle Scenic Byway
4. Jemez Mountain Trail
5. Puye Cliffs Scenic Byway
6. Santa Fe National Forest Scenic Byway
7. Turquoise Trail
8. El Camino Real
9. The High Road to Taos
10. Tracks Across Borders


## Trails in the Region

Another way to experience the Northern Pueblos region is by trekking on the trails. Notable trails in this area include the Continental Divide National Scenic Trail runs from Mexico to Canada, through Rio Arriba County, with Chama listed as one of the keys "gateway communities" in New Mexico. The northernmost point of the Camino Real de Tierra Adentro trail starts in Ohkay Owingeh and runs south to Mexico City. The Old Spanish Trail is a historic trade route that connects Santa Fe and settlements in the area through Colorado, Utah, and Arizona, to Los Angeles, California. The Santa Fe Trail runs east, connecting the capitol city with Franklin, Missouri. Within New Mexico, the Enchanted Circle Trails is a network that connects Taos, Taos Ski Valley, Red River, Eagle Nest, and Angel Fire, around Wheeler Peak.

## Public Transit

North Central Regional Transit District (NCRTD) supports 25 fixed routes in the four-county Northern Pueblos region, as well as dial-a-ride services. NCRTD also connects and coordinates with the three local transit services in the region:

- Atomic City Transit in Los Alamos County
- Miners Transit in the Town of Red River
- PoPay Messenger in Ohkay Owingeh


## Airports

- Los Alamos County
- Santa Fe Municipal
- Taos Regional Airport SKX
- In September 2022, discussion of expansion of the Taos Airport has been occurring between community members and the Airport Advisory Airport Board. With expansion in Taos being a controversial topic because of the need to protect watersheds and the concern of climate change impacts. The Airport Advisory Board voted to continue the plans of expansion in September and will be implementing a new 8,000 square foot terminal with a café and conference space.



## Freight

Freight activity in the Northern Pueblos region of the state is primarily through traffic, with the highest volume freight route being I-25, though freight moves throughout the regional roads.

There are two rest areas in the region. The La Bajada rest area, south of Santa Fe, has 14 designated truck parking spaces, while the Rio Grande Gorge, northwest of Taos, is primarily intended for visitors to the Rio Grande Gorge Bridge, and has no designated truck parking spaces.

Rail freight left the region when BNSF stopped operating freight on the Raton Line, which it reserves as a backup route in case service on the Transcon east of Belen is interrupted. The only regular rail service on the Raton Line in New Mexico is Amtrak's Southwest Chief, which makes one trip per direction daily.

There are also several bridges with posted restrictions or that are functionally obsolete, though many are on frontage roads, not on the main interstate and highway routes.


## Part IV - Community Input

### 4.1 Public Outreach

The public outreach survey collected responses over a two-month period with the first recorded survey on August 5th and the last coming in on October 14 ${ }^{\text {th }}, 2020$. The NPRTPO board members took on the task of distributing the survey in their various communities through media publications, Facebook groups and other forms of social media, email lists, and word of mouth. The survey count totaled 192 responses with 120 from Taos County, 53 from Santa Fe County, 10 from Rio Arriba County, and 9 from Los Alamos County. During monthly meetings, survey results were given to the members which included an overview of which counties saw the highest response rate, color coating total results and fill-in responses by county, and providing graphical representations of each question and how they were answered. The survey began by asking to identify their community and their age group. The subsequent sections were broken into three main components: (1) Transportation Investments and Priorities, (2) Transportation Challenges and Safety, and (3) Transportation Accessibility. The survey included multiple choice, ranking on a scale from 1-5, checkboxes (with fill-in option), and short and long answer fill-in questions.

The results of the survey's the transportation needs of the community. The top three selected responses of desired investment include roadway maintenance, roadway improvements (safety/congestion) and bike lanes/ paths. Additionally, community input addressed challenges in the categories of pedestrian/bicycle safety, highway and road safety, and mobility to seniors or those with disabilities. The last survey question collected information related to safety and the respondents indicated their top concerns were related to aggressive driving (speeding), distracted/careless driving, and impaired/drunk driving (See Appendix D). The community input shows a need to improve the regions overall safety goals and making streets user-friendly for multimodal access.

### 4.2 Goals, Objectives, Performance Measures, and Strategies

The following is a list of goals and objectives from NMDOT as well as NPRTPO members support of performance goals and measures with additional strategies for the region. These are optional methods and metrics to inform and guide planning and project design.
Goal: Safety - Improve safety for all transportation system users

| Objective | NMDOT Performance Measure | NPRTPO Performance Measure |
| :---: | :---: | :---: |
| - Reduce the number of roadway fatalities <br> - Reduce the number of roadway serious injuries <br> - Reduce the number of nonmotorized fatalities serious injuries <br> - Reduce the number of fatalities and serious injuries in roadway work zones <br> - Invest in infrastructure and programs that improve pedestrian safety | - Number of fatalities (statewide, rural, and urban) <br> - Rate of fatalities per 100 million VMT <br> - Number of serious injuries <br> - Rate of serious injuries per 100 million VMT <br> - Number of bicycle and pedestrian fatalities and serious injuries <br> - Number of employee injuries occurring in work zones | - Adopt NMDOT's Performance Measures (PMs) |

- Implement NMDOT

Priority Safety
Strategies

- Participate and establish partnerships with Safe
Routes to School
- Change roadway design to encourage appropriate speeds
(Complete Streets)
- Upgrade systematic safety
- Increase shoulder miles
- Increase and update guardrails
- Develop, expand no passing zones
- Create and map safe evacuation routes
- Improve public education, expand Look for Me
- Increase highway and street lighting
- Improve safety
for bus stops, by building shelters and implementing lighting
- Safety improvements on rural highways with turning, passing, acceleration and deceleration lanes (not suitable on urban streets)

Goal: Mobility \& Accessibility - Efficiently and equitably invest in infrastructure and technology to provide reliable multimodal access and connectivity, improve mobility, foster economic growth, and minimize transportation's contribution to climate change

| Objective | NMDOT Performance Measure | NPRTPO Performance Measure |
| :---: | :---: | :---: |
| - Improve mobility and accessibility in strategic corridors <br> - Address bottlenecks identified in the New Mexico Freight Plan <br> - Facilitate the transition of the fleet to electric vehicles and alternative fuels <br> - Expand transportation choice through multimodal investments and complete streets design | - Percent of the personmiles traveled on the Interstate that are reliable <br> - Percent of the nonInterstate NHS personmiles traveled that are reliable <br> - Interstate Truck Travel Time Reliability Index | - Adopt NMDOT's PMs <br> - Additional strategies addressing air quality can be found in PM Performance Measure |
| NPRTPO Strategies |  |  |
| - Improve and implement connectivity between all modes of transportation <br> - Designate and build up regional trail systems <br> - Identify and support freight corridors (through-traffic, lumber) <br> - Identify and support regionally appropriate design guidelines <br> - Support and increase public transit, including microtransit <br> - Develop system for/support rideshare matching | - Implement Complete Streets, with <br> - Dedicated bike lanes <br> Improved ADA access <br> Right-sized transportation infrastructure <br> - Support local and regional efforts to improve jobs/housing balance <br> - Promote employer incentives for mode shift and/or ridesharing | - Connect economic development + EV network expansion <br> - Encourage NPRTPO entities to educate the public to increase EV/alternative fuel adoption <br> - Track statewide/ regional/ county-level private vehicle fleet from MVD data <br> - Encourage fleet transition to EV |

Goal: Program Delivery - Deliver transportation programs through approaches and processes that improve resiliency, respect New Mexico's unique cultures, and promote fiscal and environmental stewardship

| Objective | NMDOT Performance Measure | NPRTPO Performance <br> Measure |
| :---: | :---: | :---: |
| - Deliver projects that adhere to local plans and respect New Mexico's unique cultural resources, community context <br> - Implement projects and programs that reduce negative impacts on the natural environment <br> - Deliver projects on-time and within budget | - Emission Reductions for PM10 through Congestion Mitigation and Air Quality Improvement Program (CMAQ) projects <br> - Percent of cost-overbid amount on highway construction projects <br> - Percent of projects completed according to schedule <br> - Projects put out for bid as scheduled | - Adopt NMDOT's PMs |
| NPRTPO Strategies |  |  |
| - Coordinate with NMDOT on projects and priorities <br> - Identify and develop major projects that are bigger than any one entity <br> - Assist T/LPAs in updating circulation elements | - Aid T/LPAs to identify priorities and projects <br> - Public and agency coordination through project development to recognize and respect cultures | - Use/access state's on-call contracts for engineering <br> - Reference recent circulation elements in local, regional plans |

Goal: Asset Management - Optimize spending to cost effectively preserve our transportation assets in the best possible condition over the long term

| Objective | NMDOT Performance Measure | NPRTPO Performance <br> Measure |
| :---: | :---: | :---: |
| - Maintain pavement in a state of good repair <br> - Maintain bridges in a state of good repair <br> - Assess and address system risks to improve resiliency <br> - Support improvement in the state of good repair for transit assets throughout the state <br> - Maintain applicable runways in the state | - Percent of lane miles of pavement in fair or better condition by tier (Interstate/noninterstate/ NHS/non-NHS) <br> - Percent of pavement in good condition (Interstate/non-interstate NHS) <br> - Percent of pavement in poor condition (Interstate/non-interstate NHS) <br> - $\%$ of NMDOT bridges in fair or better condition (based on deck area) <br> - $\%$ of NHS bridges by square footage of deck area in good condition <br> - \% of NHS bridges by square footage of deck area in poor condition <br> - Percent of revenue vehicles exceeding useful life benchmark (ULB) <br> - Percent of non-revenue service vehicles exceeding ULB <br> - Percent of facilities rated under 3.0 on the Transit Economic Requirements Model (TERM) condition rating scale <br> - Percent of track segments under performance restriction <br> - Percent of airport runways in satisfactory or better condition | - Adopt NMDOT's PM |

- Encourage NMDOT to expand pavement condition surveys to local roads (MIRE)
- Repurpose existing infrastructure for current uses/needs where overbuilt
- Track and prioritize regional roads and bridges with regional significance (local or NMDOT)
- Consider pavement life cycle estimates for design specs, and each improvement - cite or include FHWA Standard Specifications (FP14) summary and reference
- Right-size road design, considering full lifecycle costs

Goal: Economic Development - Connect and align transportation system development and maintenance with North Central New Mexico Comprehensive Economic Development Strategy (CEDS)

## NPRTPO Strategies

- Consult County Area Sector

Analysis Process (ASAP)
documents when considering
where to prioritize projects

## Tribal Transportation Needs, Priorities, and Considerations

The American Indian and Alaska Native population is disproportionately represented in fatalities and crash statistics in many states, with the highest rates of injury and fatality of any race or ethnicity (Governors Highway Safety Association, 2021). Motor vehicle traffic crashes are a leading cause of death for American Indian and Alaska Native people (Centers for Disease Control and Prevention, 2022).

School bus routes on tribal lands are both a jurisdictional and maintenance challenge for drivers and students with some routes on paved and unpaved roads and segments of those routes can be owned by different entities, including the city, county, state and Bureau of Indian Affairs. According to BIA, the majority of roads owned by tribes or BIA are dirt. Indian students in elementary or secondary schools are absent more than non-Indians, according to the Department of Education, and road conditions can be a barrier to attendance. When the school bus or student cannot get to the bus stop due to road conditions, the student may miss part or all of the school day. Road conditions on tribal lands can also present various safety risks to students and transportation staff. Some roads may have few or no sidewalks, shoulders, or guardrails, among other safety features.

Just as elsewhere, tribal roads are important to their communities for providing access to education, employment, health care, and other essential services. Roads are especially important to tribal communities because of the remoteness of some tribes. Yet, most of these roads are mainly dirt and gravel. Poor road conditions also contribute to the wear and tear on vehicles. Increasing costs for vehicle maintenance and transportation. The cost to improve roads is astronomical for Indian nations when weighed against the cost of providing basic services including water, fuel for heating homes, electricity and plumbing.

## Part V - Funding Sources and Revenue Streams

There are many opportunities for funding transportation planning projects at the local, state, and federal levels. The United States Congress typically votes to fund a new multi-year transportation infrastructure bill every 5 years, which may then be extended. At the time of writing this, the bill funding infrastructure improvement is called the Infrastructure Investment and Jobs Act (IIJA), also known as the Bipartisan Infrastructure Law (BIL) and was signed into law by President Joe Biden on November 15, 2021. Each transportation authorizing bill will change the scope and number of funding programs, and BIL provided a number of new transportation funding programs, and introduced the Justice 40 Initiative, a goal that 40 percent of the overall benefits of certain Federal investments flow to disadvantaged communities that are marginalized, underserved, and overburdened by pollution.

> To aid entities in locating suitable funding for projects, the White House developed a guide to BIL. U.S. DOT also started Rural Opportunities to Use Transportation for Economic Success (ROUTES), an initiative to address disparities in rural transportation infrastructure by developing user-friendly tools and information, aggregating DOT resources, and providing technical assistance.

There are two main funding categories, with a number of different specific routes to follow. First, there is Federal funding that is disbursed to States and applied for by local governments through grants, either through the state (NMDOT), or by applying directly to the Federal agency managing the funding. The second funding source is state funding, either through the legislature or state agencies. The New Mexico State Legislature convenes annually for 30 or 60 days, starting on the third Tuesday of each January, and funding can be distributed by the State Legislature or from the Governor, or allocated to state agencies to manage and distribute.

For transportation funding managed by NMDOT, local agencies can apply for state and federal transportation funding managed by New Mexico Department of Transportation (NMDOT) through their respective Regional Transportation Planning Organization (RTPO) or Metropolitan Planning Organization (MPO). NMDOT provides specific guidance for each funding source, in addition to the general guidance provided in the Tribal/ Local Public Agency (T/LPA) Handbook for federal projects.

The first step to apply for these funding opportunities often starts the local agency completing a Project Feasibility Form (PFF), where the agency presents the project scope, need, and budget. In the North, the agency submits the PFF to NPRTPO staff for initial review for accuracy and completeness, and RTPO staff may suggest modifications to better identify how the proposed project aligns with the funding category in a given call for projects. After the PFF is submitted and reviewed by RTPO staff, meetings are scheduled by RTPO staff and held between an NMDOT and the applicant to discuss feasibility and ensure the scope of the project is appropriate and complete, and to identify considerations and possible concerns. The local agency is then directed to complete additional forms, which may include Project Prospectus Form (PPFs) and/or project applications. These forms must be completed in as much detail as possible to ensure that the project be seriously considered for funding, and then submitted to the RTPO or MPO.

Most funding opportunities require some percentage of minimum local funding as match, ranging from 5 to 50 percent, depending on the funding type. Some state funding sources include the opportunity to request a match waiver where the local agency can prove financial hardship, while some Federal funds allow "soft" or in-kind matching funds, which can include donations of materials, land, use of equipment, and/or staff time. Desire to use these in-kind matches must be discussed and confirmed in advance with NMDOT District staff, to ensure federal requirements for project documentation are met.

The State Transportation Improvement Plan (STIP) is a fiscally constrained list of federally funded transportation projects within the state for 4 years. MPOs maintain a similar plan, called the Transportation Improvement Plan (TIP), for the transportation projects within the MPO's boundaries for 4 years, and the content of the TIPs are included in the STIP. A list of proposed transportation projects outside of the metropolitan planning areas, called the Regional Transportation Improvement Program Recommendation (RTIPR), is maintained by each RTPO. The projects an RTIPR may be added to the STIP through coordination from and support of the respective NMDOT District or may be awarded funding through statewide competitive calls for applications for specific funding sources, as detailed below.

### 5.1 Federal Funding

| Funding Name | Scope | Application Details | Federal/Local Match |
| :---: | :---: | :---: | :---: |
| Transportation Alternative Program (TAP) | Pedestrian, bicycle, and multimodal infrastructure projects and programs. | - Maximum Application Amount: \$2 million <br> - Minimum Amount: $\$ 75,000$ <br> - Metropolitan Area Populations of 200,001+: $\$ 1.07$ million <br> - Populations of 5,001 200,000: $\$ 1.09$ million <br> - Populations of 5,000 or less: \$695,000 | 85.44\% Federal <br> 14.56\% Local Match |
| $\frac{\text { Recreational }}{\text { Trails Program }}$ | Recreational Trails and trail-related facilities, nonmotorized and motorized. | - Annual Statewide funding: \$1,415,533 <br> - Motorized usage: $\$ 424,659$ <br> - Non-motorized usage: \$424,659 <br> - Drivers' usage: $\$ 566,213$ | 85.44\% Federal <br> 14.56\% Local Match |
| Congestion Mitigation and Air Quality (CMAQ) | Projects that improve air quality and reduce congestion, in 3 categories: (1) Vehicle trips and/ or vehicle miles traveled (VMT) (2) Emissions related to congestion (3) Per mile rate of vehicle emissions through improved vehicle and fuel technologies | - Annual statewide funding: ~\$11 million | 85.44\% Federal <br> 14.56\% Local Match |
| Highway and Safety Improvement Program (HSIP) | Improves safety for 3 major areas (1) Driver and Pedestrian (2) Vehicle (3) Roadway | - Encompassing Functional Groups including: <br> (1) Education of driver, pedestrian, and bicyclists <br> (2) Emergency medical response to traffic crashes involving injuries and fatalities <br> (3) Engineering physical improvements to facilities or systems that improve the safety of the transportation network | 90\% Federal <br> 10\% Local Match |

### 5.2 Tribal Funding Sources

Federally recognized Indian tribes receive funding through two primary sources of federal transportation funding: direct allocations, and competitive, discretionary programs. Of the latter, some programs are specifically for Tribal entities, while other programs include Tribes as eligible applicants. This section includes the direct allocation and some discretionary programs.

## Tribal Transportation Coordination and Funding

The U. S. Department of Interior (DOI), through the BIA, administers or partners with other federal agencies in the implementation of tribal programs that support construction, reconstruction, improvement, repair and maintenance of facilities such as roads, bridges and schools. BIA together with its partners at the Federal Highway Administration (FHWA) oversees planning, design, construction, and reconstruction of eligible transportation facilities through the Tribal Transportation Program (TTP), which is administered by the FHWA Office of Tribal Transportation (OTT).

In addition, the FHWA Office of Tribal Transportation manages the Tribal Transportation Program Bridge Program and the Tribal Transportation Program Safety Fund for all federally recognized Tribes. These grant programs are set-asides from the overall Tribal Transportation Program.

The BIA alone oversees the BIA Road Maintenance Program for the maintenance of BIA transportation facilities. Therefore, a large share of federal funding for highways on Indian lands is provided through the TTP, which is jointly administered by the Federal Highway Administration (FHWA) in the Department of Transportation (DOT) and the BIA in the DOI.

The National Tribal Transportation Facility Inventory (NTTFI) is a listing of eligible public transportation facilities upon which TTP funding can be expended. The NTTFI consists of over 156,000 miles of public roads with multiple owners, including Indian tribes, the BIA, states, counties and local governments, as well as other Federal agencies.

Tribal governments have negotiated with the BIA to support self-determination and the continued empowerment of tribes by contracting out a significant portion of the program to tribes under the Indian Self-Determination and Education Assistance Act, P.L. 93-638, as amended. Approximately 75 percent of tribes with BIA sys-tem roads within their reservation boundaries currently carry out the BIA Road Maintenance Program (RMP) through self-determination contracts or self-governance compacts. Approximately 16,920 miles of the BIA system roads are unimproved and earth surface roads, and 4,790 roads are gravel. The FY 2018 deferred maintenance for BIA roads was estimated at over $\$ 390$ million.

Other programs that provide funding for highways and highway safety on Indian reservations include BIA's RMP and the National Highway Traffic Safety Administration’s (NHTSA’s) State Highway Safety Program ( $\$ 402$ safety grants). Indian tribes may also receive federal aid for projects from funding apportioned to a state department of transportation. Moreover, tribes have had some success competing for discretionary funding. For example, Indian tribes have received discretionary Better Utilizing Investments to Leverage Development (BUILD) grants from USDOT.
Coordination among all stakeholders is required in order to maximize available resources to address regional transportation needs. The DOI, USDOT, BIA, FHWA, New Mexico Department of Transportation (NMDOT), and Tribes continue to invest their resources in transportation projects. These investments create jobs and contribute to the economy of local businesses that provide services and materials. Strengthening existing partnerships will continue to support the local economy and bring improved infrastructure to communities on or near Indian reservations and lands. An investment in tribal transportation is truly an investment in the local economy.

In accordance with the New Mexico State Tribal Collaboration Act (2009), the NMDOT has maintained its commitment to the promotion of effective communication, positive government-to-governments relations, cultural competency in providing effective services, and requiring every state agency to designate a tribal liaison. The State of New Mexico and NMDOT also continue to recognize, respect, and support the unique sovereign status of the tribes and pueblos in an annual state-tribal summit to address issues of mutual concern.
Thanks to an NMDOT initiative - Transportation Project Funding (TPF) - small communities, including Indian nations, are able to receive New Mexico state grant funding for transportation planning and improvement projects.
In New Mexico, Tribal entities are members of Metropolitan Planning Organizations (MPOs) and Regional Transportation Planning Organizations (RTPOs), depending on the location of Tribal lands. The Northern Pueblos RTPO includes the Jicarilla Apache Nation, Ohkay Owingeh, the Pueblo of Nambé, the Pueblo of Picuris, the Pueblo of Pojoaque, the Pueblo of San Il-defonso, the Pueblo of Santa Clara, and the Pueblo of Taos.

Through the RTPO, members are informed about transportation planning funding opportunities, and supported in their applications for plan and project funding. The RTPO members also present and prioritize some funding applications that go through NMDOT. Such prioritization is the first step in processes of prioritizing funding, helping to inform NMDOT.

## Tribal Transportation Program - Direct Allocation

The U.S. DOT Office of Tribal Transportation distributes Federal Transportation funds as they become available. Tribal Transportation Program (TTP) formula funds (known as Tribal shares) are sent to Tribes and the Bureau of Indian Affairs. Tribes receive this funding according to their program agreement, which is either with FHWA or the Bureau of Indian Affairs (BIA).

Additionally, TTP can be used as match for some programs that otherwise prohibit matching with federal funds. Review funding regulations and guidance carefully when looking to use TTP as matching funds, and if in question, confirm matching eligibility with the funding program manager or agency.

## Tribal Transportation Program Safety Fund - Competitive, Discretionary Program

The Bipartisan Infrastructure Law (BIL), as enacted by the Infrastructure Investment and Jobs Act (Public Law 117-58), set aside $4 \%$ of the available TTP funds to address transportation safety issues identified by federally recognized Indian tribes through a competitive, discretionary program, the Tribal Transportation Program Safety Fund (TTPSF). Projects are chosen whose outcomes will reduce fatal and serious injuries in transportation related incidents, such as motor vehicle crashes.

## TTP Bridge Program - Discretionary Program

The TTP Bridge Program is focused on improving the number of TTP bridges in poor condition. Federally recognized Indian Tribes may submit an application at any time for eligible TTP bridges for planning, design, engineering, preconstruction, construction, and inspection of new or replacement bridges; replace, rehabilitate, seismically retrofit, paint, apply calcium magnesium acetate, sodium acetate/formate, or other environmentally acceptable, minimally corrosive anti-icing and deicing composition; or implement any countermeasure for TTP bridges classified as in poor condition, having a low load capacity, or needing highway geometric improvements, including multiple-pipe culverts.

### 5.3 Notable Federal Funding Sources Managed Nation-wide

| Funding Name | Scope | Application Details | Federal/Local Match |
| :---: | :---: | :---: | :---: |
| Rebuilding American <br> Infrastructure with Sustainability and Equity (RAISE) | State and local governments can apply for funding. | - Formerly BUILD and TIGER <br> - Annual Nationwide funding: $\sim \$ 11$ billion (2020) <br> - Maximum project costs: $\$ 25$ million <br> - Minimum project costs: $\$ 5$ million | $\begin{array}{\|l\|} \hline 80 \% \text { Federal } \\ 20 \% \text { Local Match } \\ \text { (USDOT may } \\ \text { increase federal } \\ \text { portion for rural } \\ \text { areas) } \end{array}$ |
| Federal Lands Access Program (FLAP) | To improve transportation facilities that provide access to, are adjacent to, or are located within Federal lands. | The Access Program supplements State and local resources for public roads, transit systems, and other transportation facilities that provide seamless access to high-use Federal recreation sites or Federal economic generators within federally-owned lands, as identified by the Secretaries of the appropriate Federal land management agencies (FLMAs). | Funding split varies, up to $100 \%$ federal for safety projects |
| Safe Streets and Roads for All (SS4A) | Funds regional, local, and Tribal initiatives through grants to prevent roadway deaths and serious injuries | Two project types: Action Plan to scope the project, and Implementation to build improvements. Action Plan is necessary for implementation, but entities may self-certify a prior plan | 80/20 split |
| $\frac{\begin{array}{l}\text { Reconnecting } \\ \text { Communities Pilot } \\ \text { Program }\end{array},}{}$ | Reconnecting communities that were previously cut off from economic opportunities by transportation infrastructure | Two project types: Planning and Capital Construction |  |


| INFRA | Projects that improve safety, generate economic benefits, reduce congestion, enhance resiliency, and hold the greatest promise to eliminate freight bottlenecks and improve critical freight movements. | Eligible projects include - <br> - Highway freight projects on the National Highway Freight Network; <br> - Highway or bridge projects on the National Highway System (NHS), including projects that add capacity on the Interstate System to improve mobility or projects in a national scenic area; <br> - Railway-highway grade crossing or grade separation projects; <br> - Freight project that is 1 ) an intermodal or rail project, or 2 ) within the boundaries of a public or private freight rail, water (including ports), or intermodal facility; <br> - Wildlife crossing project; <br> - Surface transportation project within the boundaries of, or functionally connected to, an international border crossing that improves a facility owned by a Federal, State, or local government and increases throughput efficiency; <br> - highway, bridge, or freight project on the National Multimodal Freight | INFRA: 60\% <br> Other federal funding: 20\% <br> Local: 20\% |
| :---: | :---: | :---: | :---: |
| Rural Surface Transportation Grant | Rural support projects to improve and expand the surface transportation infrastructure in rural areas to increase connectivity, improve the safety and reliability of the movement of people and freight, and generate regional economic growth and improve quality of life. | Eligible projects include - <br> - Highway, bridge, or tunnel project eligible under National Highway Performance Program, Surface Transportation Block Grant, or Tribal Transportation Program; <br> - Highway freight project eligible under National Highway Freight Program; <br> - Highway safety improvement project, including a project to improve a high risk rural road as defined by the Highway Safety Improvement Program; <br> - Project on a publicly-owned highway or bridge that provides or increases access to an agricultural, commercial, energy, or intermodal facility that supports the economy of a rural area; or <br> - Project to develop, establish, or maintain an integrated mobility management system, a transportation demand management system, or on-demand mobility services. | Rural grants may be used for up to $80 \%$. Other Federal assistance may satisfy the non-Rural share for a Rural grant up to $100 \%$. |


| Funding <br> Name | Scope | Application Details | State/Local Match |
| :---: | :---: | :---: | :---: |
| Capital Outlay | Funds that are used to build, improve, or equip physical property that will be used by the public. | Funded through sources of general obligation bonds, severance tax bonds, and nonrecurring general fund revenue. <br> Funding is determined by the legislative session. First, the House and Senate hold hearings on projects. Second, after initial funding is allocated towards statewide projects, the remaining funding will be divided between the House and Senate. | \%100 State Funding (Any project that utilizes federal funding may be subject to federal standards) |
| Transportation Project Fund (TPF) | A county, municipal, or tribal government can apply for funding. Eligible projects include: <br> - Design <br> - Planning <br> - Construction <br> - Maintenance <br> - Environmental projects | - Annual Statewide funding: ~\$40 million <br> - Application and Selection process: <br> (1) RTPOs and MPOs each set their own process of accepting applications <br> (2) RTPO planners send the applications and rankings to NMDOT <br> (3) NMDOT reviews and ranks the projects <br> (4) The Cabinet Secretary sends their recommendations to the State Transportation Commission (STC) by August $1^{\text {st }}$ each year | $\begin{aligned} & \text { 95\% State } \\ & 5 \% \text { Local Match } \end{aligned}$ |
| Local Government Road Fund (LGRF) | Eligible projects include: <br> - Construction and reconstruction <br> - Maintenance, Maintenance or repair of public highways, streets, and public-school parking lots <br> - Project development <br> - Improvement <br> - Acquisition of right-of-way | 5 Funding Types: <br> 1. County School Bus Route Program (SB) <br> 2. County Cooperative Program (SP) <br> 3. County Arterial Program (CAP) <br> 4. Municipal Arterial Program (MAP) <br> 5. Municipal Co-Op Program (SP) | $\begin{aligned} & 75 \% \text { State } \\ & 25 \% \text { Local Match } \end{aligned}$ |

### 5.5 Transportation Projects in the Region

The section below describes some of the successful projects in the Northern Pueblos region. Members were asked to provide descriptions of funding sources, outcomes, and photos are to highlight the implementation of transportation related projects.

Taos Pueblo RAISE Project


TIGER (now RAISE) funds were awarded to Taos Pueblo to reconstruct two miles of a two-lane highway from the Town of Taos to Taos Pueblo. The road was in poor condition, having been originally constructed about 60+ years ago and repaved 29 years ago. As the main artery into and out of Taos Pueblo lands, the road connects Taos Pueblo residents to jobs, and provides access for the thousands of visitors who come each year to visit the ancient Village of Taos Pueblo, a designated U.S. National Historic Landmark and UNESCO World Heritage Site.

## Project Highlights

- Enables workers to travel to jobs in the community, vendors to deliver goods, and disadvantaged business enterprises to conduct business in the economically distressed area.
- Improves the traditional irrigation system to enhance
the flow of water that re-charges the Taos Pueblo
Buffalo Pasture, a 600-acre mountain desert wetland.
- Upgrades the roadway striping and signage to improve safety and reduce crashes.

Project Benefits: This project ensures that the numerous vendors that provide essential goods and services to the Pueblo businesses, tribal operations, and schools will be able to rely on the Veterans' Highway for deliveries in a safe and timely manner. This project also created numerous short-term jobs in an economically distressed area. Lastly, the project remedied current conditions and prevented further deterioration of the roadway.


With the use of Federal Highway Administration Tribal Transportation Program Safety Funding (TTPSF) the project consists of the design of Roadrunner Road, which is a local road located in Ohkay Owingeh. The roadway is 0.2 miles long, 24 feet wide with no shoulders, and a Right-of-Way of 50 feet. The project consists of regrading/shaping, drainage improvements, and application of 3 inches of asphalt.
Ohkay Owingeh's new ADA Accessible Transit Facility


Ohkay Owingeh's new ADA Accessible Transit Facility was funded through FTA Bus \& Bus Facilities Program. It was officially completed and opened in 2022.

## Appendix

Appendix A: Survey Results
What transportation mode would you invest in most for your community?


What are the top 3 transportation-related challenges in your community?


What are your top 3 transportation safety concerns?


## Untessmes <br> Census Bureau <br> OnTheMap

Inflow/Outflow Report
All Jobs for All Workers in 2019
Created by the U.S. Census Bureau's OnTheMap https://onthemap.ces.census.gov on 10/03/2022

Inflow/Outflow Counts of All Jobs for Selection Area in 2019

## All Workers



## United States" <br> Census <br> Bureau <br> OnTheMap

## Inflow/Outflow Report

## All Jobs for All Workers in 2019

Created by the U.S. Census Bureau's OnTheMap https://onthemap.ces.census.gov on 10/03/2022

Inflow/Outflow Counts of All Jobs for Selection Area in 2019
All Workers


## Map Legend

## Selection Areas

$\star$ Analysis Selection

## Inflow/Outflow

t Employed and Live in Selection Area
Employed in Selection Area, Live

- Outside

Live in Selection Area, Employed
$\checkmark$ Outside
Note: Overlay arrows do not indicate directionality of worker flow between home and employment locations.


## Inflow/Outflow Report

## All Jobs for All Workers in 2019

Created by the U.S. Census Bureau's OnTheMap https://onthemap.ces.census.gov on 04/05/2022

Inflow/Outflow Counts of All Jobs for Selection Area in 2019
All Workers


## Map Legend

## Selection Areas

$\star$ Analysis Selection

## Inflow/Outflow

- Employed and Live in Selection Area

Employed in Selection Area, Live

- Outside

Live in Selection Area, Employed
$\checkmark$ Outside
Note: Overlay arrows do not indicate directionality of worker flow between home and employment locations.


## Inflow/Outflow Report

## All Jobs for All Workers in 2019

Created by the U.S. Census Bureau's OnTheMap https://onthemap.ces.census.gov on 10/03/2022

## Inflow/Outflow Counts of All Jobs for Selection Area in 2019

All Workers


## Map Legend

Selection Areas
$\downarrow$ Analysis Selection

## Inflow/Outflow

* Employed and Live in Selection Area

Employed in Selection Area, Live
Outside
Live in Selection Area, Employed
$\rightarrow$ Outside
Note: Overlay arrows do not indicate directionality of worker flow between home and employment locations.


## Appendix C: Crash Maps

## INYCrashes in Los Alamos County, New Mexico, 2016-2020 <br> Map created by the Traffic Research Unit, Geospatial \& Population Studies at UNM



## Legend

Forest \& Wildlife AreasInterstate Highways
Reservations \& Pueblos

U.S. Highways

Crashes 2016-2020
$\diamond$ 1-3 Crashes
$\diamond$ 4-10 Crashes

- 11-22 Crashes


Crashes 2016-2020
$\diamond$ 1-2 Crashes
$\diamond$ 3-10 Crashes
-11-37 Crashes


Legend $\quad$ Forest \& Wildlife Areas $\quad$ Reservations \& Pueblos $\quad$| Interstate Highways |
| :--- |
| County Boundaries |
| U.S. Highways |

## Crashes 2016-2020

$\diamond$ 1-25 Crashes
$\diamond$ 26-90 Crashes

- 91-216 Crashes

Data Source: NMDOT Crash File 2016-2020 http://tru.unm.edu CO\#5801 tru@unm.edu


Legend

$\square$ Forest \& Wildlife Areas Reservations \& Pueblos County Boundaries City Boundaries


Interstate Highways
$\because$ - $\qquad$ U.S. Highways

- State Highways
__ Streets \& Roadways

Crashes 2016-2020
$\diamond$ 1-5 Crashes
$\diamond$ 6-20 Crashes

- 21-45 Crashes

Data Source: NMDOT Crash File 2016-2020 http://tru.unm.edu CO\#6093 tru@unm.edu

