

U.S. Fish and Wildlife Service

Fiscal Year 2025 Accomplishments Report



Published June 2026

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On the Cover: Ocean View Loop Trail at Sachuest Point National Wildlife Refuge located in Rhode Island.
Source: FWS

Introduction

Purpose and Background

This document describes the accomplishments of the U.S. Fish and Wildlife Service’s (FWS) Transportation Program for fiscal year 2025 (FY25).

As a key recipient of the multi-department and multi-bureau Federal Lands Transportation Program (FLTP), the FWS receives a base allocation of approximately \$36 million each year to plan, design, and implement transportation improvements on and adjacent to FWS lands.¹ Base allocations also help the agency leverage additional funding sources, particularly the Federal Lands Access Program (FLAP) to optimize investment in transportation infrastructure.

The FWS Transportation Program is an important component of the FWS because it facilitates the mission critical activities on the ground while at the same time providing access and mobility for the visiting public. The FWS manages over 96 million acres of lands and over 760 million acres of submerged lands and waters. This area includes 573 national wildlife refuges (NWR), 38 wetland management districts, and 71 national fish hatcheries (NFH) across all 50 States and five U.S. territories. The FWS will continue using its limited resources to advance a cross-section of improvements, including data gathering, planning, design, engineering, and project delivery.

The FWS maintains an expansive transportation system throughout its national refuges and national fish hatcheries, including approximately 14,930 miles of roads (approximately 7,352 miles of public use, 7,578 miles of administrative use) and 5,058 miles of trails (approximately 4,197 miles of public use trails and boardwalks, 861 miles of National Historic Trails or National Scenic Trails). The National Refuge System owns 15 transit vehicles (buses/trams) on 15 national refuges.

Figure 1: FWS Transportation System Overview



Source: U.S. DOT Volpe Center on behalf of FWS

¹ This figure includes funding that Federal Lands Highway keeps for their activities dedicated to the FWS transportation projects.

The FWS also aims for its transportation projects to support **economic generation**. The latest FWS Banking on Nature report from 2017 estimated economic output associated with recreation visits totaled approximately \$3.2 billion, which in turn generated about \$1.1 billion in employment income and about 41,000 jobs.²

The FWS makes **strategic decisions** about its entire infrastructure based on data and its goals established in the FWS's National Long Range Transportation Plan, Plan 2035.³ Collecting data about transportation assets is essential for the agency to understand the state of these assets and develop projects that maintain or improve the transportation system.

This data helps shape decisions that align with the goals of Plan 2035 and will help bolster the analysis of needs that aims to maintain and expand the FWS's transportation system. When forming decisions, the FWS considers the six strategic goals outlined in Plan 2035, which include: Coordinated Opportunities; Asset Management; Safety; Environmental; Access, Mobility, and Connectivity; and Visitor Experience. The FWS scores transportation projects using these goals and integrates the scores into the Service Asset and Maintenance Management System (SAMMS), which is the FWS's asset management system, to better track projects, demonstrate project needs, and report out on accomplishments.

The FWS is dedicated to the **maintenance of its assets** and has

been striving to implement a life cycle investment model for its infrastructure to consistently maintain assets in a state of good repair before they fail or become significantly deteriorated. The agency takes this approach because proactive, preventative maintenance can cost up to 40 percent less than replacement. For years, the FWS has effectively leveraged funds to maximize the lifespan of its assets.

Moreover, the FWS Transportation Program is committed not only to operating and proactively maintaining its transportation system, but also to expanding and improving it to enhance access and better serve the American public.



Photo Blind Overlooking Post Oak Creek at Balcones Canyonlands NWR, Texas. Source: FWS

2 FWS Banking on Nature, 2017. https://www.fws.gov/sites/default/files/documents/USFWS_Banking_on_Nature_2017.pdf.

3 Plan 2035: The National Long Range Transportation Plan. <https://ecos.fws.gov/ServCat/Reference/Profile/76318>.

Baseline Data Collection

To maintain a safe, reliable, and strategically managed transportation system, the FWS collects baseline data on its roads, trails, parking lots, and bridge assets. The FWS completes bridge inspections alternating between half of the regions one year and the other half the subsequent year. The process of collecting road and trail data follows a cyclical pattern. The information helps the agency understand existing conditions, plan improvements, and prioritize investments that support visitor access and mission-critical operations.

Road Inventory Program

The FWS's Transportation Program maintains and updates its roadway data as part of the Road Inventory Program (RIP), which began in 2000. RIP assesses transportation assets across NWRs and NFHs on a five-year cycle. Each cycle updates data on the size and condition of these assets, with a focus on those that support public access to and within the stations, particularly high-priority roads and parking areas. The data collected is shared with the Federal Highway Administration (FHWA) to monitor the transportation assets of Federal Land Management Agencies (FLMAs) and assess funding needs. After field data collection and quality review are complete, a road condition assessment report is generated and presented in the FWS Asset Viewer. This report provides specific details about individual road segments within station boundaries, including:

- Start and End Coordinates
- Real Property Number
- Collection Method
- Date of Assessment

- Surface Type
- Segment Length
- Maintenance Treatment Description

Recommendations are provided along with the associated cost approximation for treatment recommendations.

RIP data is one of the most important sets of quantitative information on the FWS transportation network. This data provides an inventory of the transportation assets and their current condition, which the FWS staff use to support programmatic decision-making for transportation needs and to guide project selection processes outlined in Plan 2035.

Reporting has been enhanced with an interactive web map that centralizes transportation asset data, covering condition, location, and 2D/3D imagery. This tool demonstrates the use of emerging technologies and reinforces a commitment to innovative data collection, visualization, and sharing.



Wayfinding Sign for Visitors at Inks Dam NFH in Texas. Source: FWS

Trails Inventory Program

The FWS conducts the National Trails Inventory Program (TrIP) every five years to identify FWS-managed trails, assess their conditions, and update their geospatial data. TrIP offers a comprehensive overview of all recreational trail opportunities available to the public on FWS lands. The FWS Transportation Asset Viewer is a dynamic map that offers a spatial perspective, enabling efficient visualization and analysis of transportation asset data to support better decision-making and resource allocation for project delivery. This tool provides trail information on the following:

- Name
- Location
- Surface Type
- Trail Class
- Condition

The agency is dedicated to maintaining its commitment to offering safe, accessible, and enjoyable recreational opportunities for the public. While the process and program remain consistent, the FWS is actively exploring and integrating new methodologies and technologies. This includes the potential implementation of Handheld Environmental Trail Assessment Program (HETAP) machines to enhance data collection processes and improve the accuracy and efficiency of assessments. This innovative technology will enable the FWS to continue providing high-quality, safe, and accessible trail systems that cater to the diverse needs of the public.

TrIP remains a vital tool in identifying and assessing the FWS trails, providing crucial geospatial data on trail conditions. These efforts ensure that the FWS can not only maintain but also improve the accessibility and safety of the trails for all visitors, from casual hikers to those with mobility challenges. With this focus on innovation and public service, the agency is dedicated to upholding its responsibility to provide high-quality recreational trails while ensuring public safety.

The FWS remains dedicated to prioritizing the safety and accessibility of its trails in all planning efforts. After the assessment is complete, the FWS Transportation Asset Viewer is updated with the inspection data to provide staff and the public with an accurate picture of the FWS trail assets for recreational use. This data is then used internally to inform project and funding decisions. The agency is steadily advancing its preparations for the next cycle. This includes standardizing data collection protocols, training and further educating staff, and exploring pilot deployments to validate workflows and tools.



Trail View from Doeskin Ranch Parking Lot at Balcones Canyonlands NWR, Texas. Source: FWS

Bridge Safety Program

The FWS's Transportation Program maintains vehicular bridge inventory data as a part of the FWS's Bridge Safety Program, which began in 1990. The agency contracts with specialized engineering companies to routinely inspect and assess all the FWS-owned vehicular bridge structures located on NWRs, NFHs, and other facilities associated with fish and wildlife management. Most bridges are inspected at 24-month intervals. Others, due to condition and use, are inspected more or less frequently. Approximately half of the FWS's bridges are inspected in any given year. Inspections involve both public and nonpublic use bridges. Data for structures that meet the National Bridge Inspection Standards' definition of a bridge and that are open to public travel is provided annually to the FHWA and included in the National Bridge Inventory (NBI).

The NBI is a comprehensive database compiled by FHWA that includes information on all public-use bridges and tunnels in the United States. The NBI includes 71 percent of the FWS's vehicular bridges.

After inspectors complete the biennial inventory and appraisal of a bridge, they generate a bridge inspection report and share it with all stakeholders.

This report provides:

- Bridge Identification and Location Data
- Bridge Features and Geometry
- Bridge Use
- Condition Ratings and Appraisal Data
- Load Rating and Posting Information
- Recommended Work and Costs
- Inspection Type and Frequency
- Other Miscellaneous Data

Along with the RIP data, bridge inventory and appraisal data provides important quantitative information on the FWS transportation network. The FWS staff use this information to inform programmatic decision-making of transportation needs and transportation project selection, as outlined in Plan 2035.



Benville Arch Bridge at Big Oaks NWR in Indiana.
Source: Short Elliott Hendrickson Inc.

Overview of Program's Progress

Federal Lands Transportation Program

In FY25, the FWS’s Transportation Program and Federal Lands Highway (FLH) successfully planned, programmed, and delivered projects that serve visitors and improve staff operations.

The FLH is a key federal partner of the FWS in the planning and delivery of transportation projects. Each year, the FWS regional staff develop and update a six-year transportation plan aligned with Plan 2035 and agency goals. The FWS Regional Transportation Coordinators (RTC) then work with FLH Division Managers to determine which agency is best suited to deliver each project.

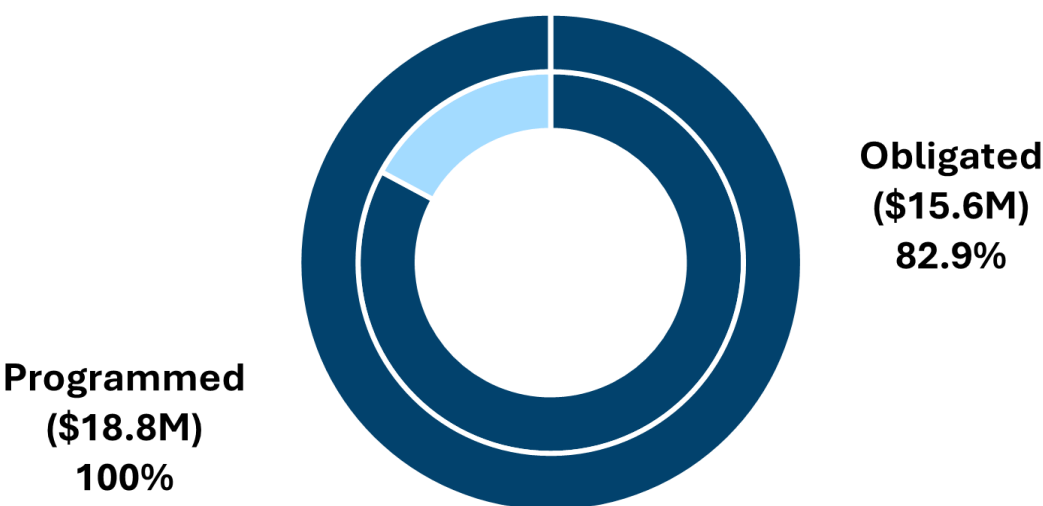
The FWS aims to obligate all of its FLTP funds. As plans are unpredictable, RTCs

are prepared to obligate funds to shelf-ready projects in place of other projects when necessary.

Figure 2 summarizes the FWS’s FY25 FLTP funding that the agency utilized for program implementation from the Infrastructure Investment and Jobs Act (IIJA). IIJA programmed funds are either obligated by the FWS (transferred to the FWS by FLH) or are directly obligated by FLH.

This figure displays FLTP allocated funds that the FWS both programmed and obligated. In FY25, the agency programmed approximately \$18.8 million and obligated approximately \$15.6 million. The FWS’s FY25 obligation rate was 82.9 percent, which was shy of its target obligation rate of at least 95 percent for successfully spending its allocated FLTP funds. The agency will strive to reach or exceed the 95 percent obligation rate in FY26.

Figure 2: FLTP Funds Programmed and Percent Obligated in FY25



Source: FWS, 2025

Federal Lands Planning Program

In FY25, the FWS received \$2.8 million in Federal Lands Planning Program (FLPP) funds for FWS projects. The FLPP funds significantly supported the FWS in completing the following projects in FY25:

- Bridge Inventory and Inspection Program
- Visitor Survey
- Enhancing Visitor Estimation
- Transportation Fellows Program
- Various Volpe National Transportation System Center Projects
- Maintenance Action Team Planning Support
- FLPP Administration



Hellcat Boardwalk at Parker River NWR in Massachusetts. Source: Bridget Kerner, FWS

Emergency Relief for Federally Owned Roads

Emergency Relief for Federally Owned Roads (ERFO) funds supplement FLMA's repair programs in the event of a natural disaster over a widespread area. In the event of a catastrophic failure of FLMA facilities due to an external cause, ERFO funds can be utilized to cover the expenses for repair and reconstruction of eligible facilities. To be declared an eligible ERFO disaster, damage across all FLMA sites in an affected area must exceed \$750,000 in eligible repairs. Individual sites are eligible to receive funding if their damage costs exceed \$5,000. Only federal lands transportation facilities open to the public are eligible for ERFO funds. ERFO is a reimbursable program and FLMAs are permitted to complete projects utilizing FLTP funds, which can be reimbursed via ERFO funds in a future year, pending eligibility. In FY25, the FWS obligated approximately \$7.8 million of ERFO funds for current year ERFO projects or prior year ERFO eligible projects where FLTP funds were used towards the project.



Fish Jumping Out of Weight Basket During a Fish Transfer at Inks Dam NFH in Texas. Source: FWS

FWS Urban National Wildlife Refuges

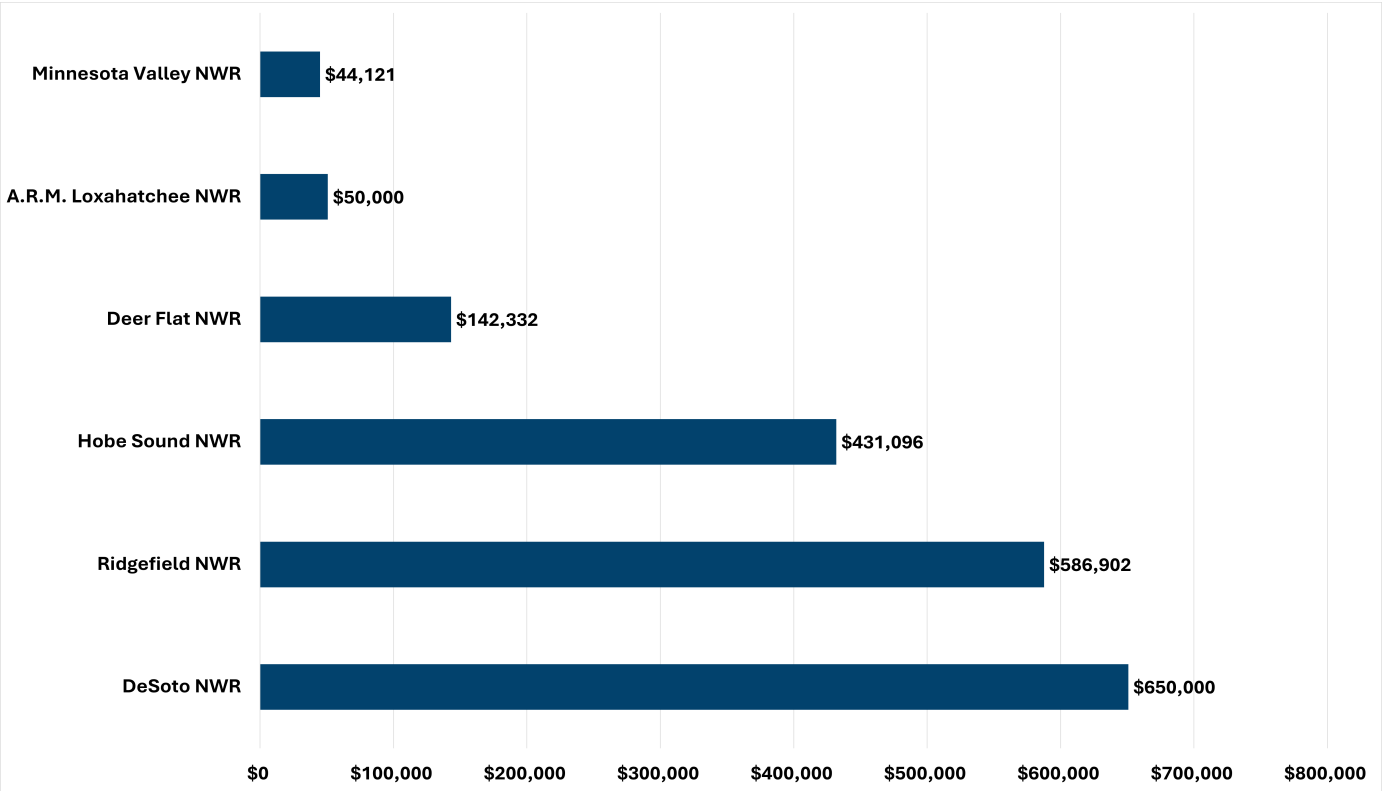
The FWS Urban Wildlife Conservation Program (UWCP) has continued to develop its program to establish and expand the presence of national wildlife refuges in demographically and geographically varied cities across the U.S. The goal of this program is to promote understanding and interest in modern conservation by deploying innovative community-centered models in and near cities, where 80 percent of Americans live.

By connecting urban communities with wildlife, the FWS strives to encourage the next generation of outdoor enthusiasts and inspire involvement

in long-term conservation. There is a national wildlife refuge located within a one-hour drive of nearly every metropolitan area across the U.S. By connecting more visitors with urban national wildlife refuges, the FWS aims to improve access and engage new audiences in outdoor recreation and conservation. In FY25, the agency programmed projects at seven (7) urban refuges and obligated approximately \$1.9 million in FLTP and ERFO funds, which can be seen in Figure 3.

The UWCP was established in FY13 and strives to improve lives by expanding access to green space, education, and outdoor recreation for Americans living in and around cities. The program tackles deep-rooted barriers and fosters new connections that advance conservation and strengthen communities.

Figure 3: FLTP and ERFO Funds Obligated to Urban Refuges in FY25



Note: Great Swamp NWR is included in the total projects programmed at seven (7) urban refuges in FY25. However, the FWS obligated very little to the project (\$22.00), so this project was not included in the figure. Source: FWS, 2025

FY25 Summary of Projects

In FY25, funding was obligated to 44 FWS transportation projects. Approximately \$472,553 was obligated for boat docks and ramps projects, \$825,065 was obligated for bridges, \$1.9 million was obligated for parking lots, and \$2.9 million was obligated for trails and boardwalks projects. Funds were primarily applied to roads projects (totaling approximately \$11 million). The distribution of obligated funds by asset type is found in Figure 4 below.

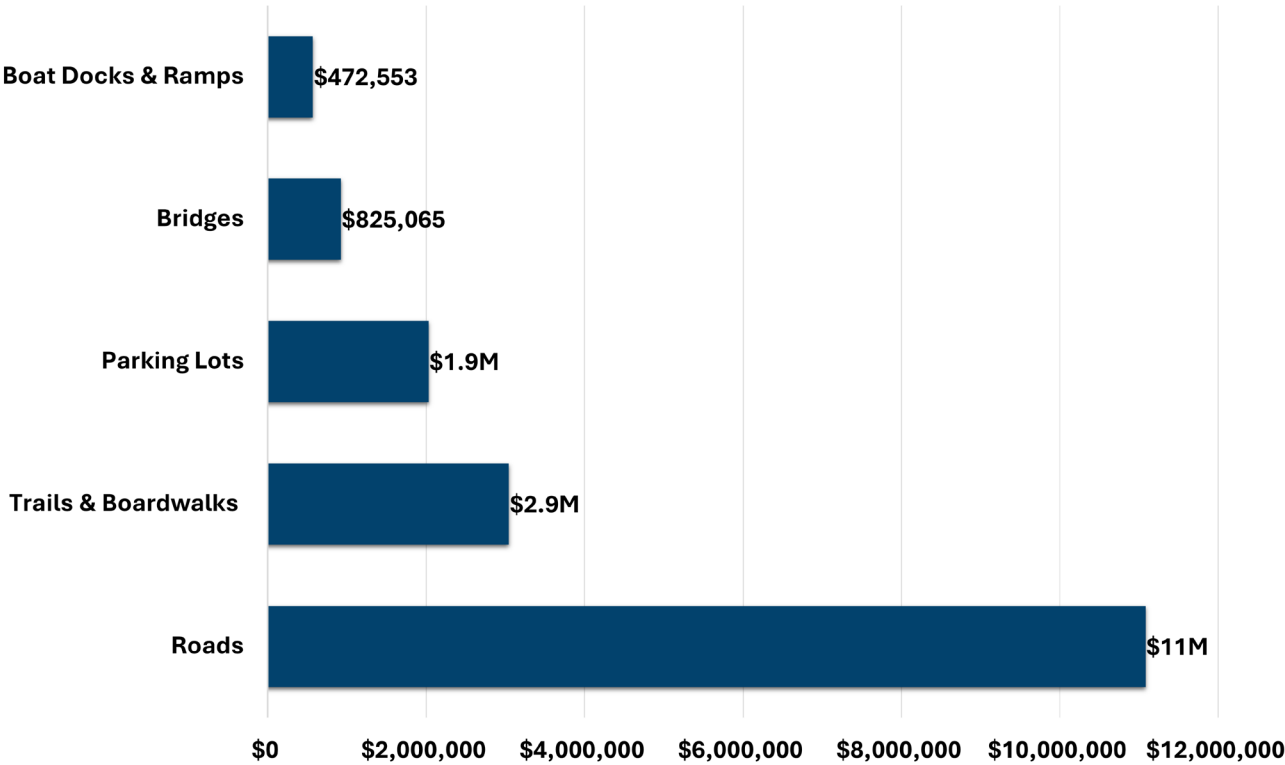


Welcome Kiosk at Balcones Canyonlands NWR Headquarters Road in Texas. Source: FWS



Hiker Enjoys Summit View on Overlook Trail at Inks Dam NFH in Texas. Source: FWS

Figure 4: FLTP and ERFO Funds Obligations by Asset Type in FY25



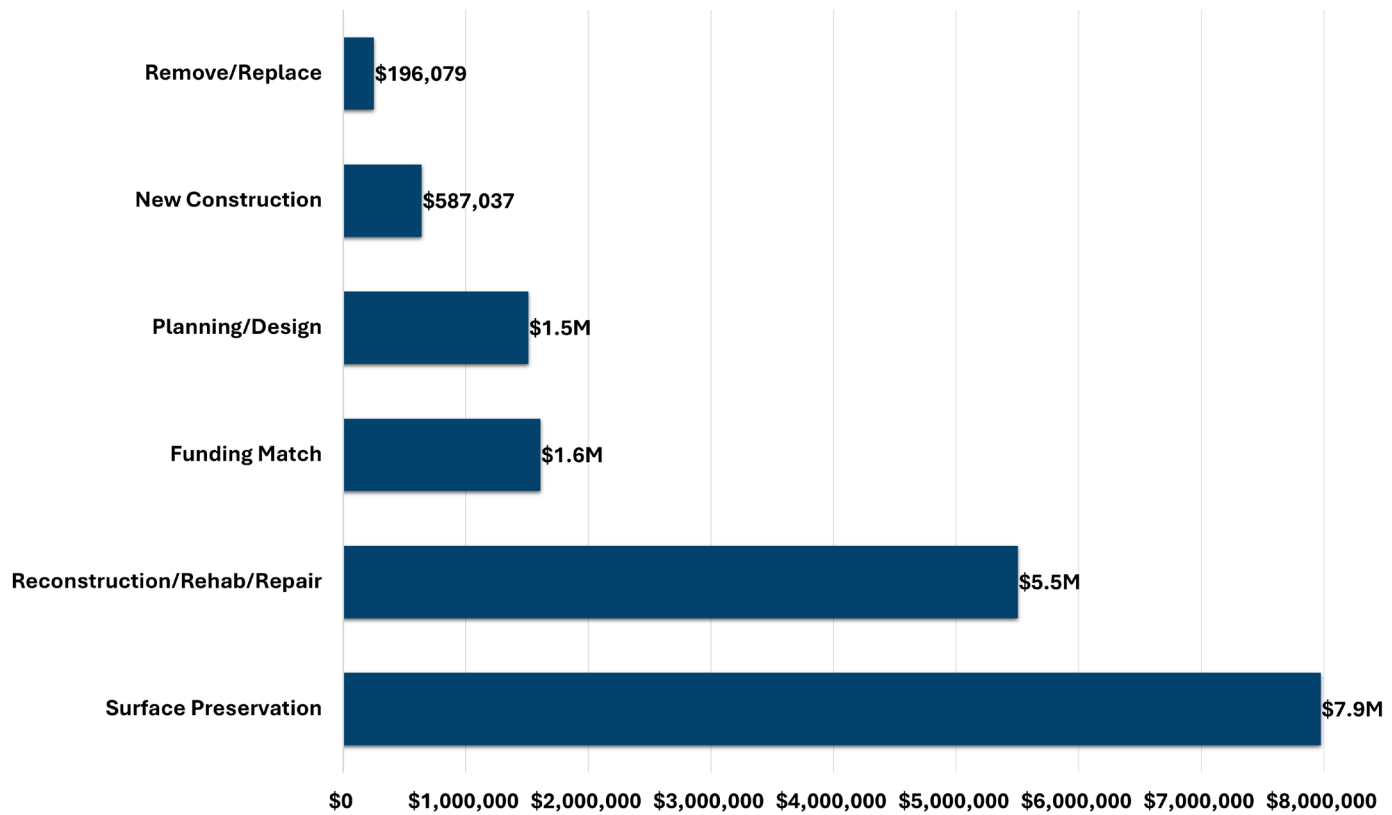
Notes: 1) The total amount of obligated FLTP funds in this figure is higher than the total amount in Figure 2 (~\$17M vs. ~\$15.6M) because this total **excludes** FY25 de-obligations and the total in Figure 2 **includes** FY de-obligations. 2) Bridge funding does not include annual Deferred Maintenance (DM) or Great American Outdoor Act (GAOA) funds. Source: FWS, 2025

In FY25, funds obligated to removal and replacement projects accounted for approximately \$196,079, new construction projects accounted for approximately \$587,037, planning and design projects accounted for approximately \$1.5 million, and reconstruction, rehabilitation, and repair projects accounted for approximately \$5.5 million. Most obligated funds were dedicated to surface preservation projects for a total of approximately \$7.9 million (see Figure 5).



Catfish Mural Painted on the side of a Rest Area Building at Inks Dam NFH in Texas. Source: FWS

Figure 5: FLTP and ERFO Funds Obligated Funding by Work Type in FY25



Note: The total amount of obligated FLTP funds in this figure is higher than the total amount in Figure 2 (~\$17.2M vs. ~\$15.6M) because this total **excludes** FY25 de-obligations and the total in Figure 2 **includes** FY de-obligations. Source: FWS, 2025

Large Projects

The FWS aims to balance large priority projects and smaller projects that can enhance or enable better public visitation for more people to more sites. In FY25, funds were obligated for three large projects. Large projects constitute those with a budget of more than \$1 million.

The three projects include the FLTP funding match for the Nationally Significant Federal Lands Tribal Projects Program (NSFLTP) greenway multi-use regional trail project at Crab Orchard NWR in Illinois, a surface preservation project at Tensas River NWR in Louisiana, and a project to reconstruct the boat launch, pave the parking lot and construct a trail at Umbagog NWR in New Hampshire.



Roadway Paving as part of the Surface Preservation Project at Tensas River NWR in Louisiana. Source: DOT Construction, INC.



Beginning Asphalt Rehabilitation as part of the Surface Preservation Project at Tensas River NWR in Louisiana. Source: DOT Construction, INC.



Completed Section of Asphalt Repair as part of the Surface Preservation Project at Tensas River NWR in Louisiana. Source: DOT Construction, INC.

FLAP Funding

In FY25, the FWS used FLAP funds to maximize improvements to its transportation infrastructure, enhance relationships with State and local jurisdictions, improve returns on investments, and increase safe access to public lands.

The FWS has made great strides in improving safety, developing infrastructure, and facilitating outdoor recreation through strategic project planning and sustained partnerships with State and local communities.



View of Judith Mountains behind the Missouri River at Charles M. Russell NWR in Montana.
Source: Katie Theule, FWS

In FY25, the agency collaborated with Phillips County and Western Federal Lands Highway (WFLH) on a project aimed at improving drainage and increasing the bearing capacity of a 23-mile road segment at the Charles M. Russell NWR located in Lewistown, Montana. This initiative enhanced the road's surface condition and ensured reliable access to Federal Lands. The road was reshaped to achieve a proper crown and width, several culverts and cattleguards were replaced, and crushed road base gravel was placed along the entire 23-mile segment.



Views of the Missouri River from the Auto Tour Route at Charles M. Russell NWR in Montana.
Source: WFLH

Project Highlights

The following section highlights some of the efforts undertaken this past year across the FWS. These highlights were selected based on their unique project elements and adherence to the values and goals as presented in the FWS Plan 2035.

Maine: Green Lake National Fish Hatchery

Green Lake NFH is located 40 minutes southeast of Bangor, Maine within FWS Region 5. Deficiencies with the hatchery roads and parking lots serving the Atlantic Salmon Environmental Education area, Trail System, and Hatchery Office were found in 2006 and confirmed in 2012, leading to a recommendation for total reconstruction of the Entrance Road and Access Loop.

Inspections identified significant structural damage attributable to frost heaving, which is the upward movement of soil during freezing conditions. In response, the regional Infrastructure Management Division (IMD) staff implemented several remedial measures: a geotextile base layer was added to reduce the impact of freezing, a 220-foot culvert was installed to enhance drainage, and 0.21 miles of the Hatchery Entrance Road were repaved. The project also incorporated signage and design upgrades, including Architectural Barriers Act (ABA) enhancements for parking lots.

All of these efforts contribute to enhancing the Hatchery's capability

to fulfill its mission and support the goals of the FWS as well as the Fish and Aquatic Conservation programs. In addition, these upgrades and fixes will enhance the Station's ability to consistently accommodate guests at the Hatchery. Green Lake NFH partners with local businesses, municipalities, and schools to organize environmental education events that support activities related to aquaculture. Improved signage and a new parking layout will help the Hatchery manage traffic and parking more effectively.

Plan 2035 Goals:

Asset Management: The project enhanced the durability of the hatchery roads by incorporating a geotextile base layer, installing a new culvert, and repaving the roadway.

Access, Mobility, and Connectivity: The revised design aims to enhance accessibility for individuals with mobility impairments through the addition of an increased number of designed areas.

Visitor Experience: Repairs and upgrades will improve visitor navigation at the Hatchery.



Green Lake NFH Entrance Road after a Fresh Coat of Asphalt. Source: Rich Yee, FWS

Texas: Laguna Atascosa National Wildlife Refuge

Laguna Atascosa NWR, situated near Brownsville, Texas within FWS Region 2, is home to one of the most important ocelot populations in the U.S. Previously, visitors could explore the 14.2-mile Steve Thompson Wildlife Drive (STWD), an auto tour loop showcasing thorn-scrub forests, coastal prairies, freshwater wetlands, and the Laguna Madre shoreline. Additionally, STWD provided access to Plover Point Boardwalk, Moranco Blanco Trail, and Redhead Ridge. Nevertheless, for the past seven years, STWD has been closed following the tragic death of an ocelot due to a collision with a vehicle. The closure will remain in place until adequate infrastructure measures are implemented to protect ocelots from further vehicle-related incidents.

In 2023, FWS was awarded \$1.7 million through the Wildlife Crossing Pilot Program to construct two concrete box culvert crossings on the north side of the wildlife drive. The project encompassed the installation of two prefabricated concrete culverts to serve as wildlife underpasses and the construction of wing walls to direct wildlife towards the crossings. Additionally, 0.34 miles of STWD over the wildlife crossings were upgraded from a 10-foot gravel road to a 20-foot asphalt road. For safety purposes, jersey barriers were included on both sides of the road. Plover's Point was repaved, striped, and an ABA-compliant parking pad added at the boardwalk entrance.

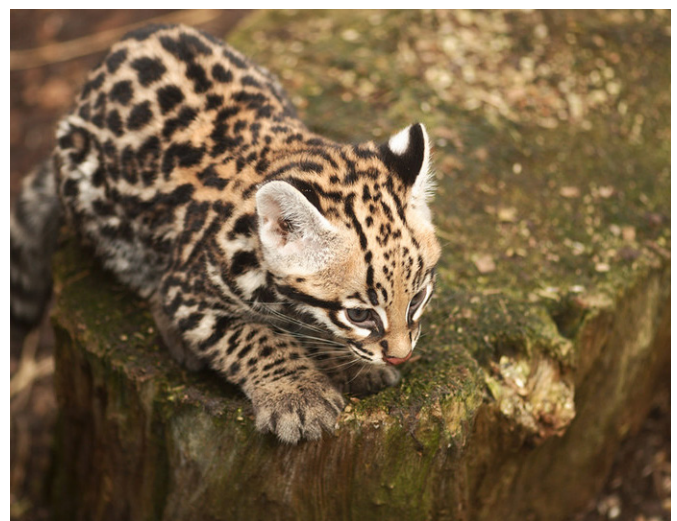
This project was made possible through partnerships with the Texas Department of Transportation, the Texas Parks and Wildlife Division, and Central Federal Lands Highway. With the support of these organizations, FWS was able to secure funding necessary to complete the wildlife crossings.

Plan 2035 Goals:

Asset Management: By improving a Class I principal refuge road and parking lot that was previously rated as moderate to poor, the project achieved the asset management strategic goal.

Safety: Wildlife crossings were implemented to decrease the potential of wildlife-vehicle collisions, thereby achieving safety objectives by reducing risks of serious and fatal injuries to motorists.

Environmental: Wildlife crossings were implemented to decrease the potential of wildlife-vehicle collisions, thereby achieving environmental objectives by protecting an endangered species and enhancing the connectivity of critical habitats.



A Striking View of an Ocelot's Distinctive Markings. Source: Michael Thompson

Access, Mobility, and Connectivity:

The project provided access to trails, boardwalks, and viewsheds into the Laguna Madre for both vehicles and bicycles alike. Additionally, ABA upgrades to the parking lot and trail ensure a unified and fully accessible experience for all visitors, including those with mobility challenges.

Visitor Experience: This project provided access to service-owned lands, establishing environmental education opportunities through informational signage and interpretation of wildlife crossings. The diversity of visitors was expanded by providing vehicle access for individuals with limited mobility and are considered essential for boosting visitor satisfaction and engagement.



Ocelot Crossing Culvert at Laguna Atascosa NWR. Source: Nate Begay, FWS



Entrance to Crossing Section at Laguna Atascosa NWR. Source: Nate Begay, FWS



View of the Ocelot Crossings from the Road at Laguna Atascosa NWR. Source: Nate Begay, FWS



Steve Thompson Wildlife Drive at Laguna Atascosa NWR. Source: Nate Begay, FWS



Jersey Barriers and Wing Walls to Protect Wildlife and Visitors at Laguna Atascosa NWR. Source: Nate Begay, FWS

Wisconsin: Trempealeau National Wildlife Refuge

The FWS, in collaboration with the Eastern Federal Lands Highway, planned and executed upgrades to the entrance road at Trempealeau NWR, located in Trempealeau County, Wisconsin. This project included creating a strengthened entrance road featuring two box culvert bridges. These changes aim to manage rising water levels that previously closed the refuge's only public entrance road for 30-50 days each year. Without a safe alternative entrance, public access to the refuge was increasingly restricted. The new raised road, along with concrete reinforcement and riprap, will now withstand typical flood conditions with minimal cleanup or downtime, greatly reducing road closures and emergency repair costs.

A secure secondary entrance and trailhead parking lot were established by relocating an old residential driveway away from the railroad tracks. Supplementary roadway signage was added, and an electrical gate was installed to enhance safety measures. The secondary entrance mainly serves as a regional bike trail throughout most of the year but can now accommodate public-use vehicle traffic when the primary road is submerged.

These improvements allow safe refuge operations year-round, preventing cancellations of school tours, public events, and visitor center hours.

Plan 2035 Goals:

Coordinated Opportunities: In conjunction with FLTP funds designated for this project, an additional \$3.2 million in ERFO funding was employed to improve the resilience of the main entrance road. Contributions from county crews have notably improved the turn lane leading to the secondary entrance road. By integrating multiple funding sources, permanent repairs were carried out concurrently with other safety and pavement preservation tasks, thereby minimizing the construction timeframe and reducing the overall number of contracts and associated overhead.

Asset Management: The Trempealeau Entrance Road has experienced substantial flood damage almost annually for over a decade due to increased water flows during flood events on the Trempealeau River. Despite continuous efforts by refuge employees to make the road passable after each event, long-term improvements were necessary to ensure safe and reliable access to the refuge. These enhancements will eliminate the frequent need to close and repair the road, significantly reducing future expenditures on DM, FLTP, and ERFO.



Entrance Road Gate Turnaround (Post Project) at Trempealeau NWR. Source: FWS

Safety: The enhanced entrance road and improved secondary access will significantly increase safety for both staff and visitors to Trempealeau NWR. The secondary entrance road, which also functions as the parking lot for the Great River State Bike Trail and Flyway Trail Winona Connector trailhead, a former residential driveway was relocated away from a railroad crossing to enhance sight distances.

Access, Mobility, and Connectivity: Repairs to these routes also help ensure connectivity of the regional trails linking Winona, Minnesota, to La Crosse, Wisconsin. Flood-induced closures also interrupt the regional trail, restricting access to the towns via the trail. Additional highway signage has been installed to raise visitor awareness about the new entrance location. Trail users will benefit from the upgraded secondary entrance road, the expanded trailhead parking area, and new signage added by the project, all of which will greatly improve their overall experience.



Marshland Trailhead (Pre-Project) at Trempealeau NWR. Source: FWS



Marshland Trailhead (Post Project) at Trempealeau NWR. Source: FWS



Entrance Road of River (Pre-Project) at Trempealeau NWR. Source: FWS



Entrance Road of River (Post Project) at Trempealeau NWR. Source: FWS

Conclusion

In FY25, the FWS completed regional transportation projects that benefited both staff and visitors. Although the Project Highlights section features only three examples, the FWS and the FLH collaborated on numerous significant projects across the county. Despite limited funding, the FWS achieved significant improvements by carrying out major rehabilitation projects and developing a more dependable transportation system that supports multiple modes of travel. Looking ahead, the agency remains committed to maintaining and managing its transportation infrastructure to the fullest extent possible within available resources.

The FWS continues prioritizing its efforts in strategic decision-making through baseline data collection, and long-range transportation plan project scoring. To improve the efficiency of road inspections, the agency will continue to adopt a dynamic scheduling approach that streamlines the inventory process and strengthens the quality and timeliness of data collection. Further, the FWS continues to use Plan 2035's six strategic goals to shape projects as it actively pursues project implementation and targets its highest priorities nationwide.

Next Steps

Inventory Program: The FWS will continue to advance the inventory program by expanding engagement with stakeholders and piloting new and emerging technologies to streamline field data collection. The agency is also exploring interoperable data standard and automated workflows

to enhance data sharing efficiency, improve data quality, and accelerate the process of making decisions regarding transportation asset management. The FWS will continue to innovate how transportation asset condition data is collected in the field and ensure that this information is comprehensively shared with all relevant stakeholders. Using the most up-to-date data enables the program to allocate funds efficiently, extending the lifespan of assets, and to enhance the recreational experience for the public.

Plan 2035: The FWS will continue to collect data on Plan 2035 progress and publish an annual Plan 2035 benchmark report. The FWS will continue using the scoring rubric it built into the SAMMS database to evaluate projects and make decisions.

FLTP Funding: The FWS has strived to improve its obligation rate to be higher than its target. Though in FY24, the FWS was able to exceed its obligation rate target, in FY25, the agency fell short of its 95 percent target. The FWS will continue to strive to meet its obligation goals for FY26.

GAOA: The \$95 million allocated to the FWS annually through GAOA from FY21 through FY25 aided the FWS in correcting deficiencies and reducing the overall DM backlog. However, it is unclear if GAOA will be reauthorized for FY26 and beyond.

Integrating RIP Data: The data collected from RIP assessments will be analyzed and shared with regional offices, individual stations, and the public. Details regarding the FWS transportation assets are instrumental for informing strategic and programmatic decisions.

Acknowledgements

The FWS developed this Accomplishments Report with support from FWS staff, FHWA, and the U.S. DOT John A. Volpe National Transportation Systems Center (Volpe Center). Development of this report was a collaborative effort, gathering input from multiple agencies, organizations, and disciplines. The authors would like to acknowledge the following individuals for their contributions of time and subject matter expertise to this effort:

FWS Headquarters Transportation and Data Management Branch:

- Bridget Kerner
- Eric Bergey
- Peter Tomczik
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- Vince Ziols
- Pamela Eby
- Jorge Avila
- John Dyer
- Luis Diaz Hernandez
- Brian Ellington

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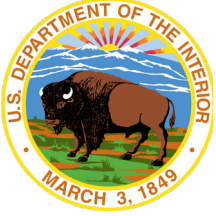
- Emily Maciejak
- Yu Jin Kim
- Ben Rasmussen
- Taylor Long
- Jake Butler



FWS, FLH, and U.S. DOT Volpe Center Team Photo Taken During the 2026 Annual Meeting at Balcones Canyonlands NWR in Marble Falls, Texas. Source: FWS, 2025

Appendix A: FY25 Benchmarking Report

U.S. Fish & Wildlife Service



Performance Measure Benchmark Report ***Plan 2035: The National Long Range Transportation Plan*** **Fiscal Year 2025**



Fishing Dock at North Attleboro NWF in Massachusetts. Source: FWS

Benchmarking Process

To ensure long-range plans remain relevant, the FWS progress toward achieving the agency's established goals should be regularly benchmarked. This Benchmarking Report for Fiscal Year 2025 (FY25) presents the benchmarking analysis and quantitative reporting of the performance measures outlined in the Plan 2035. The FWS public-use transportation network is funded in part by FLTP base allocations. The FWS uses a project selection process of scoring, prioritizing, and programming FLTP base allocations to give the FWS transportation program consistency and advance strategic goals from the Plan 2035.

To create these reports, the FWS reviews the performance goals it set in Plan 2035. All performance measures and targets from the previous fiscal year (FY24) were maintained.

Data Sources

Table 1 includes a list of the data sources used and related to the FY25 Benchmark Report. Each data source includes the data's origin with the agency, a point of contact, and a URL (if one exists). The majority of this report uses data collected in the SAMMS.



Trail at Balcones Canyonlands NWR in Texas.
Source: FWS

Table 1: Data sources related to the Benchmark Report FY25.

Data Source	Period of Time Covered	Data Origin: Agency and Division, Contact, Link
Visitor Survey Data	N/A	FWS Human Dimensions Branch; Emily Gutierrez. Note that the FY24-28 National Visitor Survey Data will not be available until FY29.
RIP	2025	FWS IMD; Luis Diaz Hernandez
TrIP	2025	FWS IMD; Luis Diaz Hernandez
DM	2025	FWS IMD; Jorge Avila (FWS); Retrieved in SAMMS
GAOA	2025	FWS IMD; Jorge Avila (FWS); Retrieved in SAMMS
ERFO Program	2025	FWS IMD; Eric Bergey; Retrieved in SAMMS
FLTP	2025	FWS IMD; Eric Bergey; Retrieved in SAMMS
Bridge Condition Data	2025	FWS IMD; Brian Ellington
Law Enforcement Management Information System (LEMIS)	2025	FWS IMD, Vince Ziols
National Performance Measures, Refuge Annual Performance Plan (RAPP)	2025	FWS IMD; Conrad Lamar; Retrieved from internal RAPP Report

Performance Measures Report

This section shows the performance to date for each established performance measure, which are grouped by goal area. In Plan 2035, the 2016 Baseline Performance data is listed with a 20 Year Target Performance.

The FWS maintained most of the performance measures from the FY24 Benchmark Report. Since the FY20 Benchmarking Report, the agency has reported on FLTP projects and additional project datasets such as DM. While most readers likely identify FLTP as funding associated with transportation projects, the additional project datasets provide a more complete picture of the transportation system as a whole.

This section includes the FY25 Benchmark Performance data values based on the source listed in Table 1. To learn more about these data sources, readers can cross reference Table 1 from the previous section.



Turtles at North Attleboro NFH in Massachusetts.
Source: FWS

Coordinated Opportunities		FY16 Baseline	FY23	FY24	FY25	20 Year Target	FY25 Data Source
1.2	Increase the percentage ratio of supplemental funding to base funding for projects and planning	23% or about \$7M/yr.	40% or \$9.8M	109% or \$28.9M	90% or \$36M	40%	Obligated projects from ERFO, GAOA, DM, FLTP



View from Balcones Canyonlands NWR in Texas. Source: FWS

Asset Management		FY16 Baseline	FY23	FY24	FY25	20 Year Target	FY25 Data Source
2.1	Increase percentage of road miles in good or excellent condition*	62% RIP Cycle 4	62%	62%	62%	80% or higher	Roads Inventory Program
2.2	Maintain percentage of trail miles in good or excellent condition*	84% Trail Inventory Cycle 2	91%	91%	91%	Greater than or equal to previous performance	Trails Inventory Program
2.3	Increase percentage of bridges in good condition*	65%	53%	52%	49%	95% or higher	Bridge Inspection Program

*Asset Management Performance Measure Note: These data incorporate cyclic data with inspections, which are not updated on an annual basis. Road inspections and trail inspections are on 5-year cycles. Most bridges are inspected on 2-year cycles. Some are inspected more or less frequently, depending on their condition.

Safety	FY16 Baseline	FY23	FY24	FY25	20 Year Target	FY25 Data Source
3.1 Complete safety assessments for highly visited refuges	Baseline established at year 1	2 RSAs funded, 1 RSA completed	3 RSAs completed	2 RSAs completed	5 per year nationally	Obligated projects from FLTP
3.2 Reduce number of transportation related fatalities that occur on refuges and hatcheries	2 fatalities in past 5 Years	1 fatality	0 fatalities	0 fatalities	0 fatalities	LEMIS
3.3 Increase percentage of projects that install new safety countermeasures.*	Baseline established at year 1	22% or 20 projects with Safety focus	22% or 20 projects with Safety focus	31% or 24 projects with Safety focus	15% of projects per year; by 2035, 20% of projects per year	Obligated projects from FLTP, DM

* Safety 3.3 Note: This performance measure was updated in FY20; it measures percent of projects per year that acknowledge existing safety hazards and implement new infrastructure improvements related to safety concerns.

Environmental		FY16 Baseline	FY23	FY24	FY25	20 Year Target	FY25 Data Source
4.1	Increase percentage of transportation projects that track the elements of the Roadway Design Guidelines through the Project Acknowledgments checklist	Baseline established at year 1	63% or 25 projects	70% or 30 projects	64% or 35 projects	60% by 2017, 100% by 2021	Obligated projects from FLTP
4.2	Increase the number of projects that enhance aquatic or terrestrial organism passage	Baseline established at year 1	9% or 8 projects (6 FLTP projects, 2 FLAP projects)	19% or 6 projects (6 FLTP projects)	7% or 4 projects (4 FLTP projects)	5 per year nationally	Obligated projects from FLTP

Access, Mobility and Connectivity	FY16 Baseline	FY23	FY24	FY25	20 Year Target	FY25 Data Source
5.1 Increase the total number of multi-modal connections to refuges and hatcheries	Baseline established at year 1	11% or 3 FLTP projects and 2 FLAP projects	9% or 4 FLTP projects	15% or 8 FLTP projects	3 projects per year	Obligated projects from FLTP
5.2 Increase the number of multimodal transportation options on refuges and hatcheries	Baseline established at year 1	27% or 12 FLTP projects and 0 FLAP projects	30% or 13 FLTP projects	33% or 18 FLTP projects	5 projects per year	Obligated projects from FLTP
5.3 Increase number of projects that improve access at main ingress/egress points	Baseline established at year 1	30% or 14 FLTP projects and 4 FLAP projects	13% or 12 FLTP projects and 0 DM projects	36% or 28 FLTP projects and 0 DM projects	2-3 projects per year	Obligated projects from FLTP, DM

Visitor Experience	FY16 Baseline	FY23	FY24	FY25	20 Year Target	FY25 Data Source
6.1 Integrate wayfinding and/or ITS into transportation projects	Baseline established at year 1	20% or 7 FLTP projects and 2 FLAP projects	26% or 11 FLTP projects	22% or 12 FLTP projects	2-3 projects per year	Obligated projects from FLTP
6.2 Maintain or improve transportation satisfaction ratings (Based on National Visitor Survey)*	75% 'Highly Satisfied' with 'Very Important' elements	81% of visitors were very or extremely satisfied with trail hiking and bicycling opportunities	N/A*	N/A*	Greater than or equal to 75% 'Highly Satisfied' with 'Very Important' elements	National Visitor Survey
6.3 Increase visits that use alternative transportation	Performance measure established in FY18 Benchmark Report	39.7% 1.6M Bicycle Visits, 23.5M Foot Trail and Pedestrian Visits, 63.3M General Visits	38.2% 1.8M Bicycle Visits, 24.9M Foot Trail and Pedestrian Visits, 69.9M General Visits	27.8% 2.0M Bicycle Visits, 23.4M Foot Trail and Pedestrian Visits, 98.3M General Visits	Increase % nationally	National Performance Measures
6.4 Increase percent of projects that increase visitor accessibility**	New performance measure	5 FLTP projects (11%), 0 FLAP projects (0%)	3 FLTP projects (7%)	5 FLTP projects (9%)	10% of projects per year; by 2035, 15% of projects per year	Obligated projects from FLTP

*Visitor Experience 6.2 Note: The National Visitor Survey data for FY25 was not available at the time of this report. National Visitor Survey data are collected in four-year cycles and data for FY25 will be available after the cycle ends in FY28. Survey data is published online at <https://www.fws.gov/project/national-visitor-survey>.

**Visitor Experience 6.4 Note: This performance measure was updated in FY20; It measures the percent of projects that implement new ABA access where none previously existed.

Conclusion

This benchmark report updates the benchmark values and data sources for several performance measures. Data collection will continue to improve in coming years to create a complete picture of progress made for the goal areas of Plan 2035. In summary, this report found that:

For the Coordinated Opportunities goal, the percentage ratio of supplemental funding to base funding for projects and planning decreased for FY25. However, the percentage ratio has far surpassed the established 20-year target of 40 percent for FY25.

For the Asset Management goal, the data remained the same since the last RIP/TrIP Cycle. 62 percent of roads were in good or excellent condition, which fell short of the 20-year target of 80 percent or higher. 91 percent of trails were in good or excellent condition, which is an increase from the previous inspection in FY16, meeting the goal of maintaining the percentage to be greater or equal to previous performance. Additionally, 49 percent of bridges were in good condition which was a slight decrease from FY24, falling short of the 20-year target of 95 percent or higher.

For the Safety goal, this report recorded zero transportation related fatalities in FY25. Two RSAs were completed in FY25, which fell short of the 20-year target goal of five complete RSAs per year. The percentage of projects that installed new safety countermeasures was 31 percent for FY25, surpassing the target goal of 20 percent of projects per year.

For the Environmental goal, 64 percent of projects (or thirty five projects total) in FY25, tracked the elements of the Roadway Design Guidelines through the project lifecycle. This was a decrease from FY24 and fell short of the Service's objective to reach its benchmark goal of 100 percent. This report also found that four FLTP projects enhanced aquatic or terrestrial organism passage in FY25, which did not meet the goal of at least five projects enhancing such passages per year.

For the Access, Mobility and Connectivity goal, this report found that the number of programmed projects with multi-modal connections to/on refuges and hatcheries has increased in FY25, surpassing the 20-year target. There were 28 projects that improve access at main ingress or egress points in FY25, far surpassing the target goal of 2-3 project per year.

Finally, for Visitor Experience, the report recorded a slight decrease in the number of projects that incorporated wayfinding and/or ITS into transportation projects, but the 20-year target goal was met. The percentage of visitors that used alternative transportation for visits decreased in FY25. Nine percent of projects for FY25 increased visitor accessibility, which fell short of the target goal of 10 percent of projects per year.

The FWS acknowledges that these data sources are being improved each year. While some of these data sources will remain constant, future data sources will be updated in the next Benchmarking Report as needed.

Endnotes

FWS RAPP Report (internal): <https://refugeresults.fws.doi.net/dashboard/#/>

FWS The National Visitor Survey (external): <https://www.fws.gov/project/national-visitor-survey>

