

# NEBRASKA

Good Life. Great Journey.

DEPARTMENT OF TRANSPORTATION



Jim Pillen, Governor

June 28, 2023

Mr. Wayne Fedora  
Division Administrator  
Federal Highway Administration  
100 Centennial Mall N Rm 220  
Lincoln NE 68508-3803

Re: Fiscal Year 2023 TAMP Consistency Determination

Dear Mr. Fedora:

In accordance with 23 CFR Part 515.13 (b) (1), the Nebraska Department of Transportation (NDOT) is pleased to provide the enclosed annual submittal of the Transportation Asset Management Plan (TAMP) Consistency Determination for fiscal year 2023. The enclosed consistency determination report outlines how NDOT has implemented the approved Transportation Asset Management Plan in accordance with 23 U.S.C. 119 and 23 CFR Part 515 during the period of July 1, 2022 through June 30, 2023.

If you have any questions regarding this consistency determination report or the TAMP, please contact Brandon Varilek at (402) 479-4750 or by email at [brandon.varilek@nebraska.gov](mailto:brandon.varilek@nebraska.gov).

Sincerely,

Vicki Kramer  
Director

Enclosure

Cc: Justin Luther, FHWA  
Moe Jamshidi, NDOT  
Brandon Varilek, NDOT  
Amy Starr, NDOT  
Ryan Huff, NDOT  
Korey Donahoo, NDOT  
Ross Barron, NDOT  
Kent Miller, NDOT

Vicki Kramer, Director

Department of Transportation

Materials & Research Division  
1400 Nebraska Parkway  
PO Box 94759  
Lincoln, NE 68509-4759

OFFICE 402-479-4750 FAX 402-479-3975  
DOT.ContactUs@nebraska.gov

[dot.nebraska.gov](http://dot.nebraska.gov)

June 27, 2023

**Nebraska Department of Transportation  
Transportation Asset Management Plan  
FY 2023 Implementation (July 2022-June 2023)  
FHWA Consistency Determination  
(23 CFR part 515.13(b)(2))**

As described in the Nebraska Department of Transportation's (NDOT) Transportation Asset Management Plan (TAMP)<sup>1</sup>, NDOT annually publishes a Surface Transportation Program Book<sup>2</sup> which summarizes the construction program revenues, planned projects, work types, and estimates. Projects are organized by those scheduled for construction within one year, and those that are planned for construction in the following 5 years. In Jul 2022, NDOT published the Fiscal Year (FY) 2023 Surface Transportation Program Book that contained the list of projects planned to begin construction between July 2022 and June 2023, and those planned for construction in the following 5 years (July 2023-June 2028). The process used to develop the list of projects included in this Program Book is described in more detail in Section 8.5 of the TAMP and is summarized in Table 1.

---

<sup>1</sup> The Transportation Asset Management Plan can be found at:  
<https://dot.nebraska.gov/projects/publications/tamp/>

<sup>2</sup> The Surface Transportation Program Book can be found at: <https://dot.nebraska.gov/projects/publications/>

**Table 1. Annual Asset Allocation Development**

Season	Activity
Summer	Conduct Risk Assessment Gather Data for Condition Assessments of Highways and Bridges
Fall	Update Revenue Projections Generate Asset Candidates Based on 10-Year Life Cycle Set Preliminary Construction Program Size Set Preliminary Allocations for the following work types*: <ul style="list-style-type: none"> <li>• Highway Preservation and Modernization                             <ul style="list-style-type: none"> <li>○ e.g. 1"-6" Resurfacing</li> </ul> </li> <li>• Bridge Preservation and Modernization                             <ul style="list-style-type: none"> <li>○ e.g. 2-3" Resurfacing, Deck Repair, Remodel Bridge Rail</li> </ul> </li> <li>• Interstate Preservation and Modernization                             <ul style="list-style-type: none"> <li>○ e.g. 1"-4" Resurfacing</li> </ul> </li> <li>• Capital Improvement                             <ul style="list-style-type: none"> <li>○ New alignment or added capacity</li> </ul> </li> <li>• Routine Surface Maintenance                             <ul style="list-style-type: none"> <li>○ Crack Seal, Chip Seal, Patching</li> </ul> </li> </ul>
Winter	Refine project estimates, schedules and revenue projections Conduct Annual 20-Year Needs Assessment and Gap Analysis
Spring	Finalize Project Estimates, Construction Program Size and Allocations Refine project schedules based on new priorities
Summer	Update Planning and Program Documents to reflect new decisions

\* Table 2 shows a correlation between NDOT’s work types and the FHWA work types

Historic NDOT work types do not exactly match Federal Highway Administration (FHWA) work types. Examples of NDOT work types are provided in Table 1. A correlation of NDOT and FHWA work types are provided in Table 2 along with additional discussion in the TAMP. This 2023 Consistency Determination follows the approved Initial Process TAMP, which included NDOT work types.

The NDOT Statewide Transportation Improvement Program<sup>3</sup> (STIP) and Metropolitan Planning Organization (MPO) Transportation Improvement Program<sup>4</sup> (TIP) are among the planning and programming documents that were updated during the summer.

<sup>3</sup> The Statewide Transportation Improvement Program (STIP) can be found at: <https://dot.nebraska.gov/projects/publications/stip/>

<sup>4</sup> MPO Transportation Improvement Programs (TIP’s) can be found at: <https://dot.nebraska.gov/projects/publications/stip/>

In a typical year, the Department publishes a Program Book that lists all state transportation projects set to begin construction within the next fiscal year and identifies others anticipated to be let over the following five years. The FY 2023 Program Book followed standard processes and was published in July 2022.

Provided below is a comparison between the planned investment as of July 2022, and the actual investment that occurred by June 2023.

**Table 2.** Planned and Actual Investment for State FY 2023  
Includes Program and Contracted Standby Projects (rounded to nearest million)

<b>NDOT Work Type</b>	<b>FHWA Work Type</b>	<b>Planned Investment</b>	<b>Actual Investment</b>	<b>Difference in Millions</b>
Highway Preservation and Modernization	Preservation/ Rehabilitation/ Reconstruction	\$382	\$471	\$89
Bridge Preservation and Modernization	Preservation/ Rehabilitation/ Reconstruction	\$70	\$89	\$19
Interstate Preservation and Modernization	Preservation/ Rehabilitation/ Reconstruction	\$132	\$162	\$30
Capital Improvement (pavement & bridges)	Initial Construction	\$3	\$4	\$1
Routine Surface Maintenance (pavement & bridges)	Maintenance	\$55	\$55	\$0
<b>TOTALS</b>		<b>\$642</b>	<b>\$781</b>	<b>\$139</b>

To ensure proper alignment between actual and planned levels of investment for FY 2023, NDOT tracks the difference between the planned estimates and current estimates for the program on an ongoing basis. Deviations between the planned and actual investments are due to differences in the NDOT program estimate and the contract estimate. In FY 2023, Nebraska continued to experience above normal construction unit price increases on grading, asphalt and concrete items.

NDOT publishes the Surface Transportation Program Book annually to demonstrate commitment to the programming of projects and to demonstrate which projects will support progress towards performance measure targets. NDOT maintains two additional performance measures to demonstrate progress towards the commitments made annually.

1. “Accuracy of Project Estimates Contained in the 1-Year Program” is the first additionally tracked measure by NDOT. It is a measurement of the ability to accurately estimate the dollar amount of projects contained in the department’s one-year schedule of highway improvement projects (1-Year Program). The goal is to be within 5% of the total estimated cost of the published program as reported in the 1-year Program. Table 3 shows the goal was not met in FY 2022. This was due in large part to above normal construction unit price increases on grading, asphalt and concrete items in FY 2022.

**Table 3. Actual and Estimated 1-Year program Project Cost**

<b>Actual and Estimated 1-Year Program Project Cost</b>					
<b>Fiscal Year</b>	<b>Projects in 1-Year Program</b>	<b>1-Year Program Estimate</b>	<b>Fiscal Year-End Total Project Cost</b>	<b>Over/Under Program Estimate</b>	<b>Over/Under</b>
2013	135	\$380,732,000	\$376,220,000	(\$4,512,000)	-1%
2014	152	\$466,460,000	\$446,529,000	(\$19,931,000)	-4%
2015	153	\$447,786,000	\$501,012,000	\$53,226,000	12%
2016	110	\$453,412,000	\$467,351,000	\$13,939,000	3%
2017	95	\$506,168,000	\$498,937,000	(\$7,231,000)	-1%
2018	100	\$483,240,000	\$482,144,000	(\$1,096,000)	0%
2019	110	\$512,666,000	\$519,813,000	\$7,147,000	1%
2020	93	\$793,503,000	\$896,697,000	\$103,194,000	13%
2021	90	\$702,656,000	\$741,966,000	\$39,310,000	5.6%
2022	103	\$549,643,000	\$642,764,000	\$93,121,000	16.9%

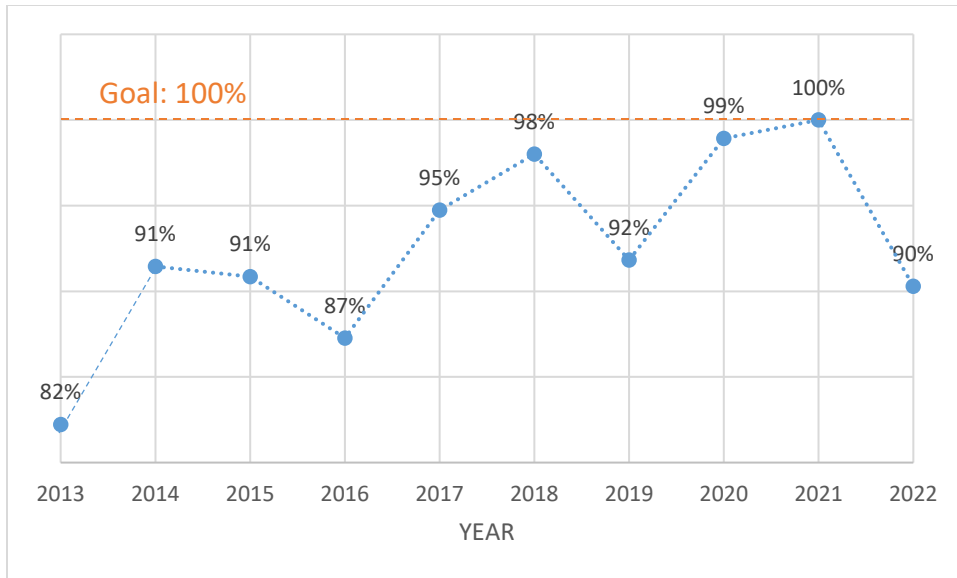
2. "1-Year Program Projects Delivered to Letting is the second measure additionally tracked by NDOT. It is a measurement of the ability to let projects, which are identified in the department's one-year schedule of highway improvement projects (1-Year Program). The goal is to deliver 100% of the projects. Table 4 and Figure 1 shows 90% of the 103 projects identified in the department's one-year schedule of highway improvement projects were delivered to letting in FY 2022.

**Table 4.** 1-Year Projects Delivered to Letting

<b>Fiscal Year</b>	<b>Projects in 1-Year Program<sup>1</sup></b>	<b>Projects Delivered</b>
2013	135	111
2014	152	139
2015	153	139
2016	110	96
2017	95	90
2018	100	98
2019	110	101
2020	93	92
2021	90	90
2022	103	93

*<sup>1</sup> Projects from the Nebraska Surface Transportation Program not included are those counted in the previous fiscal year, projects withdrawn, and projects built by entities other than the State of Nebraska.*

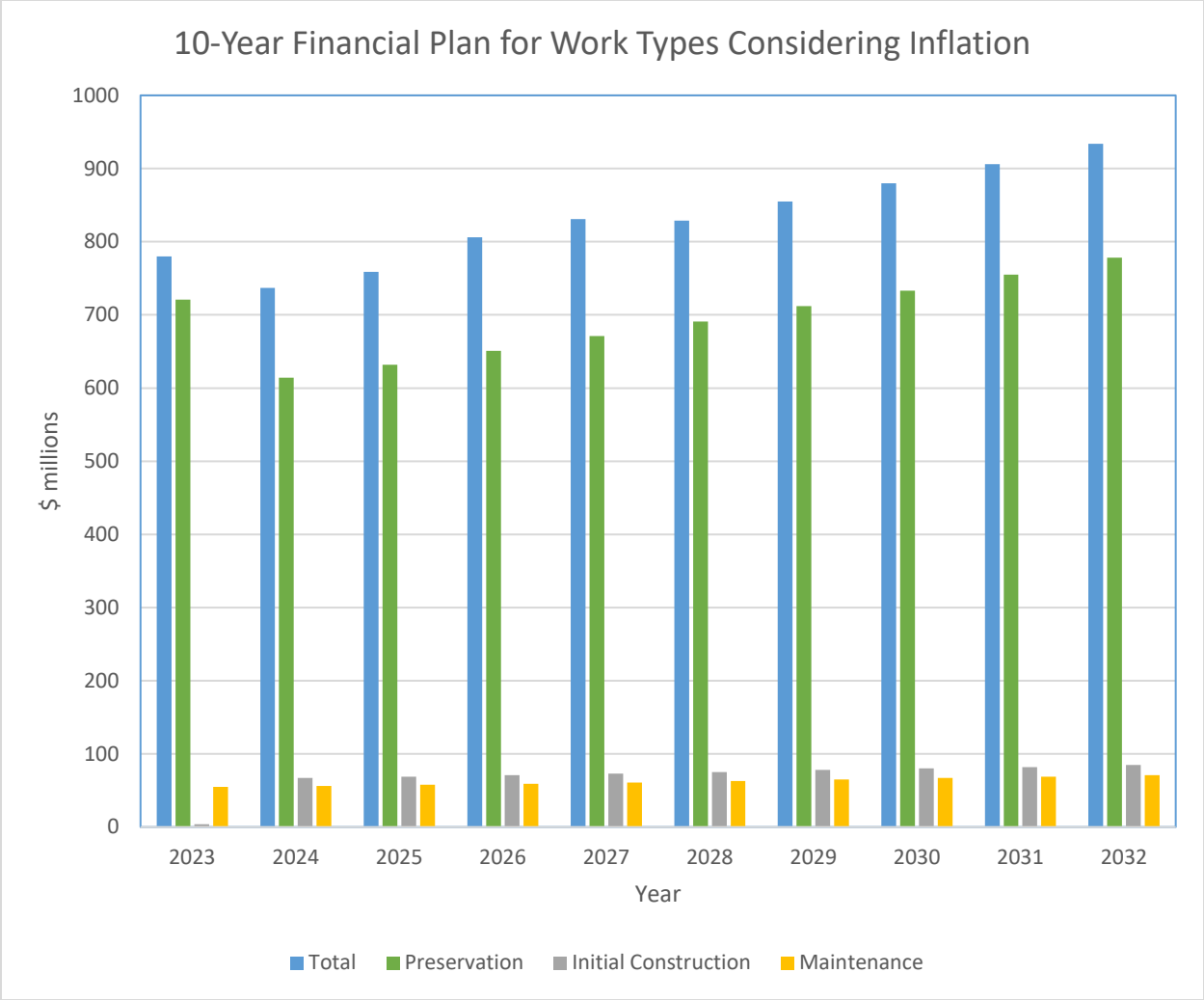
**Figure 1.** Percent of Projects Delivered in the 1-Year Program



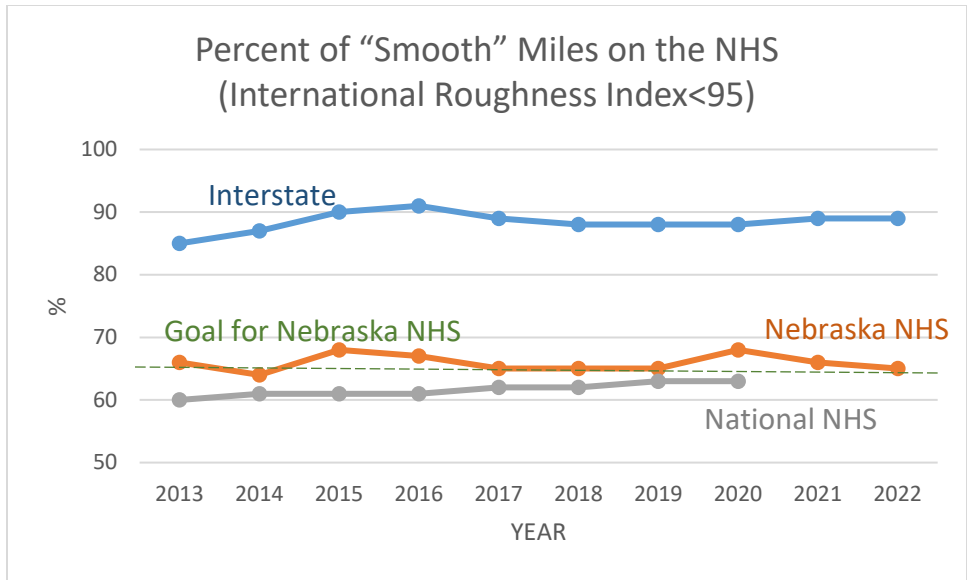
**FY 2023-FY 2032**

The investment plan for FY 2023 – FY 2032 is based on the assumption that the State experience will stabilize to traditional revenue and construction inflation rates of approximately 3 percent per year after FY 2023. A demonstration in the projected investment based on revenue assumptions by work type is displayed in Figure 2. The FY 2023 costs for the Initial Construction and Preservation/Rehabilitation/Reconstruction work types in Figure 2 are higher than the initial projected work type costs shown in Figure 35 of the NDOT TAMP. These cost variations for initial construction and preservation work types are due to above normal construction unit price increases on grading, asphalt and concrete items in FY 2023. As a result, the Total Costs, costs for Initial Construction, and Preservation/Rehabilitation/Reconstruction costs vary from the 2023 approved TAMP. For the future projected years, it is assumed initial construction costs will gradually decrease to normal levels, but the projected costs will still vary from the updated 10-year Financial Plan in the 2023 TAMP due to these adjustments. The projections shown below support NDOT goals to meet performance measure targets and maintain the system in a state of good repair (SOGR). NDOT’s historical investment strategies have emphasized preservation and maintaining a SOGR. The results of these long-term investments are shown Figures 3 through 5.

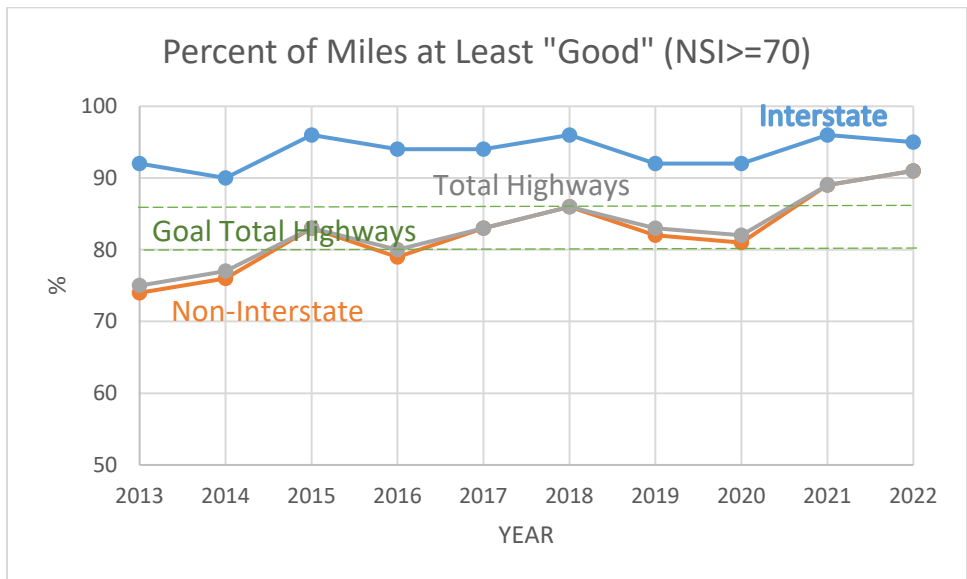
**Figure 2.** 10-Year Financial Plan for FHWA Work Types

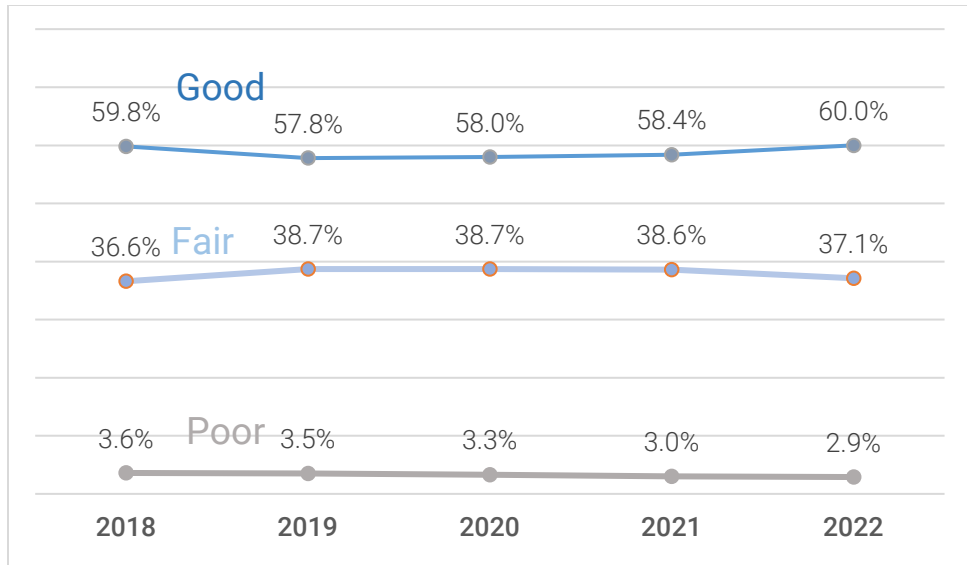


**Figure 3.** Percent of “Smooth” Miles on the NHS (International Roughness Index<95)



**Figure 4.** Percent of Highway Miles rated at least "Good" (Nebraska Serviceability Index  $\geq 70$ )





**Figure 5. Nebraska Bridges in a State of Good Repair (Goal 95% Good or Fair)**

### Summary

This consistency determination is the result of the planning process and practices described in NDOT’s updated TAMP and detailed in the attached “Record of Planning Activities”. This record illustrates NDOT’s integration of the TAMP into the planning processes that led to the development of Nebraska’s Surface Transportation Book and the Statewide Transportation Improvement Program (STIP). NDOT has been following these processes for many years and the resulting funding allocations have led to a state of good repair (SOGR) for pavements and bridges. No changes were made to NDOT asset management systems between the Initial Process and Final Consistency version of the TAMP.

It is expected that continued current funding levels and allocation strategies that are in alignment with practices described in the TAMP will maintain a SOGR. At this time, due to the SOGR, NDOT is currently meeting both state and national performance targets, with no performance gaps identified. NDOT believes this Consistency Determination, along with the Record of Planning Activities, shows NDOT’s compliance with the approved TAMP and meets all requirements of 23 CFR part 515.13(b)(2).

This and other related documents can be found at:

<https://dot.nebraska.gov/projects/publications/>

Documents produced in conjunction with this plan:

- Nebraska's Annual Surface Transportation Program Book  
<https://dot.nebraska.gov/projects/publications/>
- Statewide Transportation Improvement Program (STIP)  
<https://dot.nebraska.gov/projects/publications/stip/>
- Metropolitan Planning Organization (MPO) Transportation Improvement Programs (TIP)
  - [Transportation Improvement Program | City of Grand Island, NE \(grand-island.com\)](http://grand-island.com)
  - [Transportation Improvement Program – City of Lincoln, NE](#)
  - [MAPA \(Omaha Area\) Transportation Improvement Plan](#)
  - [Transportation Improvement Programs \(TIP\) - SIMPCO](#)

Attachments:

Record of Planning Activities

**Nebraska Department of Transportation  
Transportation Asset Management Plan  
Record of Planning Activities  
(23 CFR part 515.9(h))**

The following planning activities were completed as described by the process in Nebraska's Transportation Asset Management Plan (TAMP). These activities resulted in the publication of Nebraska's Surface Transportation Book, the Statewide Transportation Improvement Program (STIP), and the Metropolitan Planning Organizations (MPO's) Transportation Improvement Programs (TIP's).

1. District Allocations (TAMP Sec. 4.2 page 33, Sec 8.7 page 77)

The percent of the total budget for each District was calculated using life-cycle cost analysis over a 10-year period. The analysis, based on existing pavement condition, calculated the cost to meet performance measure targets for each individual District. This ensured that funds were distributed fairly among the Districts. District allocation percentages were provided to Program Management and the Administration in November 2021.

2. District 10-Year Candidate Lists (TAMP Sec. 4.2 page 33, Sec. 4.3 page 37, 5.2.4 page 44, Sec. 5.4.1 page 51, Sec. 8.7 page 77)

Based on District Allocations and the required funds to meet performance targets over a 10-year period, life-cycle cost analysis was used to generate a list of potential project candidates. The District Allocations and the 10-Year Candidate lists are tools used in the District Program meetings to select projects for the Surface Transportation Improvement Program. The District 10-year candidate lists were provided to District Engineers, Program Management, and the Administration in November 2021.

3. Submittal of 10-year candidates to the MPO's for the off-system NHS in November 2021.

4. 2021 State Highway Needs Assessment (TAMP Sec. 3.1.1 page 18, Sec. 3.3.2 page 26, Sec. 4.2.2 page 34)

This assessment of the 20 years needs of the transportation system identified gaps between historical funding levels and needed funding levels. The document is a high-level summary used to communicate funding needs to decision makers. The Assessment was presented at a Legislative hearing on 12/2021 and posted on NDOT's website.

5. District Program Allocation Meetings (TAMP Sec. 3.3 page 24)  
Program Management met with each District Engineer between Jan 25-26, 2022, , to review Allocations and the District 10-year Candidate lists. Projects were proposed to fill the Surface Transportation Improvement Program with decisions based on a combination of condition, performance targets, fund availability, and delivery risks.
6. Interstate Task Force Review (TAMP Sec. 3.3.2 page 26)  
The Interstate Task Force drove every mile of the Interstate system March 2022, with the exception of 3.2 miles of I-129 in South Sioux City. Task Force members were provided a book, which detailed the condition of each pavement section, historical and proposed work for that section.
7. Bridge Program Meeting (TAMP Sec. 3.4.3 page 27)  
Program Management met with the Bridge Division several times between late February and early May of 2023 to review pavement projects which include bridge work to consider delivery risks. Bridge only projects were proposed to fill the Surface Transportation Improvement Program with decisions based on a combination of condition, performance targets, fund availability, and delivery risks.
8. Funding Distribution Approval  
The Director approved the states FY2023 planned level of investment for each District and work type on May 4, 2022. The distribution for work type was approximately 91% for preservation, rehabilitation and reconstruction of bridges, Interstate and highway, 1% for initial construction and 9% maintenance. These planned levels of investment were determined from previous planning activities and considered current conditions, performance targets, funding levels, and delivery risks. The Surface Transportation Program Book reflects these levels and our plan to let construction projects for FY2023 (June 2022 to July 2023).
9. Development of Federal STIP and MPO TIP's Spring-Summer 2022
10. Nebraska's Surface Transportation Program Book (TAMP Sec. 3.1.1 page 18)  
The surface Transportation Program book is the results of the previous planning activities and was published July 1, 2022 and posted on NDOT's website.
11. Federal STIP and MPO TIP's (TAMP Sec. 3.1.1 page 18)  
Published September 2022

**Nebraska Department of Transportation  
Transportation Asset Management Plan  
Record of Planning Activities  
(23 CFR part 515.9(h))**

The following planning activities were completed as described by the process in Nebraska's Transportation Asset Management Plan (TAMP). These activities resulted in the publication of Nebraska's Surface Transportation Book, the Statewide Transportation Improvement Program (STIP), and the Metropolitan Planning Organizations (MPO's) Transportation Improvement Programs (TIP's).

1. District Allocations (TAMP Sec. 4.2 page 33, Sec 8.7 page 77)

The percent of the total budget for each District was calculated using life-cycle cost analysis over a 10-year period. The analysis, based on existing pavement condition, calculated the cost to meet performance measure targets for each individual District. This ensured that funds were distributed fairly among the Districts. District allocation percentages were provided to Program Management and the Administration in November 2021.

2. District 10-Year Candidate Lists (TAMP Sec. 4.2 page 33, Sec. 4.3 page 37, 5.2.4 page 44, Sec. 5.4.1 page 51, Sec. 8.7 page 77)

Based on District Allocations and the required funds to meet performance targets over a 10-year period, life-cycle cost analysis was used to generate a list of potential project candidates. The District Allocations and the 10-Year Candidate lists are tools used in the District Program meetings to select projects for the Surface Transportation Improvement Program. The District 10-year candidate lists were provided to District Engineers, Program Management, and the Administration in November 2021.

3. Submittal of 10-year candidates to the MPO's for the off-system NHS in November 2021.

4. 2021 State Highway Needs Assessment (TAMP Sec. 3.1.1 page 18, Sec. 3.3.2 page 26, Sec. 4.2.2 page 34)

This assessment of the 20 years needs of the transportation system identified gaps between historical funding levels and needed funding levels. The document is a high-level summary used to communicate funding needs to decision makers. The Assessment was presented at a Legislative hearing on 12/2021 and posted on NDOT's website.

5. District Program Allocation Meetings (TAMP Sec. 3.3 page 24)

Program Management met with each District Engineer between Jan 25-26, 2022, to review Allocations and the District 10-year Candidate lists. Projects were proposed to fill the Surface Transportation Improvement Program with decisions based on a combination of condition, performance targets, fund availability, and delivery risks.

6. Interstate Task Force Review (TAMP Sec. 3.3.2 page 26)

The Interstate Task Force drove every mile of the Interstate system March 2022, with the exception of 3.2 miles of I-129 in South Sioux City. Task Force members were provided a book, which detailed the condition of each pavement section, historical and proposed work for that section.

7. Bridge Program Meeting (TAMP Sec. 3.4.3 page 27)

Program Management met with the Bridge Division several times between late February and early May of 2023 to review pavement projects which include bridge work to consider delivery risks. Bridge only projects were proposed to fill the Surface Transportation Improvement Program with decisions based on a combination of condition, performance targets, fund availability, and delivery risks.

8. Funding Distribution Approval

The Director approved the states FY2023 planned level of investment for each District and work type on May 4, 2022. The distribution for work type was approximately 91% for preservation, rehabilitation and reconstruction of bridges, Interstate and highway, 1% for initial construction and 9% maintenance. These planned levels of investment were determined from previous planning activities and considered current conditions, performance targets, funding levels, and delivery risks. The Surface Transportation Program Book reflects these levels and our plan to let construction projects for FY2023 (June 2022 to July 2023).

9. Development of Federal STIP and MPO TIP's Spring-Summer 2022

10. Nebraska's Surface Transportation Program Book (TAMP Sec. 3.1.1 page 18)

The surface Transportation Program book is the results of the previous planning activities and was published July 1, 2022 and posted on NDOT's website.

11. Federal STIP and MPO TIP's (TAMP Sec. 3.1.1 page 18)

Published September 2022