

CONSISTENCY DETERMINATION

Allotment Amounts:

June 1, 2024 – May 31, 2025

Comparing to Budgets from:

TAMP Version 2022.3.0

What is Consistency Determination?

TDOT strongly believes in operating as an open and transparent governmental body. TDOT's Transportation Asset Management Plan (TAMP) exemplifies TDOT's commitment to plan, design, build, maintain, and manage one of the best transportation systems in the nation. This effort is rooted in our Mission, Vision, and Values. The annual consistency determination is TDOT's proof that it is managing the state's NHS pavement and bridge assets in accordance with a strategic plan to be as efficient and effective as possible with federal and state dollars and achieve Tennessee's performance goals and objectives.

What are the MAP-21 and Final Rule requirements?

Consistency requirements are identified in 23 CFR Part [515.13 \(b\) \(2\)](#) as follows: *Annual determination of consistency under 23 U.S.C. 119(e)(5). Not later than August 31, 2019, and not later than July 31 in each year thereafter, FHWA will notify the State DOT whether the State DOT has developed and implemented an asset management plan consistent with [23 U.S.C. 119](#). The notice will be in writing and, in the case of a negative determination, will specify the deficiencies the State DOT needs to address. In making the annual consistency determination, the FHWA will consider the most recent asset management plan submitted by the State DOT, as well as any documentation submitted by the State DOT to demonstrate implementation of the plan. The FHWA determination is only as to the consistency of the State DOT asset management plan and State DOT implementation of that plan with applicable requirements and is not an approval or disapproval of strategies or other decisions contained in the plan. With respect to any assets the State DOT may elect to include in its plan in addition to NHS pavement and bridge assets, the FHWA consistency determination will consider only whether the State DOT has complied with [§ 515.9\(l\)](#) with respect to such discretionary assets.*

TDOT TAMP Consistency Determination – 2025 v.1.1

Mission:

Provide a safe and reliable transportation system that supports economic growth and quality of life.

Vision:

A commitment to excellence in managing and improving the state's transportation system, promoting the success of our employees, and strengthening the trust of our customers.

Values:

- Stewardship
- Integrity
- Safety
- Consistency
- Development
- Innovation
- Collaboration
- Family

- (1) *Plan development. The FHWA will review the State DOT's asset management plan to ensure that it was developed with certified processes, includes the required content, and is consistent with other applicable requirements in this part.*
- (2) *Plan implementation. The State DOT must demonstrate implementation of an asset management plan that meets the requirements of 23 U.S.C. 119 and this part. Each State DOT may determine the most suitable approach for demonstrating implementation of its asset management plan, so long as the information is current, documented, and verifiable. The submission must show the State DOT is using the investment strategies in its plan to make progress toward achievement of its targets for asset condition and performance of the NHS and to support progress toward the national goals identified in 23 U.S.C. 150(b). The State DOT must submit its implementation documentation not less than 30 days prior to the deadline for the FHWA consistency determination.*
- (i) *FHWA considers the best evidence of plan implementation to be that, for the 12 months preceding the consistency determination, the State DOT funding allocations are reasonably consistent with the investment strategies in the State DOT's asset management plan. This demonstration takes into account the alignment between the actual and planned levels of investment for various work types (i.e., initial construction, maintenance, preservation, rehabilitation and reconstruction).*
- (ii) *FHWA may find a State DOT has implemented its asset management plan even if the State has deviated from the investment strategies included in the asset management plan, if the State DOT shows the deviation was necessary due to extenuating circumstances beyond the State DOT's reasonable control.*

Is the TDOT TAMP Compliant with Current Federal Requirements?

In November 2022, the Federal government passed the Bipartisan Infrastructure Law (BIL), which modified 23 USC 119 to require the life cycle cost and risk management analyses used to develop the TAMP to consider extreme weather and resilience ([23 USC 119\(e\)\(4\)\(D\)](#)). TDOT's current TAMP (version 2022.3.0) has been certified by FHWA as compliant with all TAMP requirements including this new requirement.

What is TDOT's Process for Documenting Consistency?

TDOT will submit to FHWA a summary of how the agency's annual investment strategy of planned allocations, as documented in TDOT's TAMP Version 2022.3.0, is in alignment and reasonably consistent with actual investment amounts during the 12-month period from June 1, 2024 to May 31, 2025, as agreed to by TDOT and the FHWA Tennessee Division during the meeting on February 26, 2020. This 12-month period allows TDOT additional time to extract the actual investment amounts and prepare the consistency determination report before the deadline. Should the amounts significantly deviate, TDOT will provide justification for the deviation. The 12-month TAMP Budget amounts and the Actual Investment amounts for the five work types, as defined by FHWA (Maintenance, Preservation, Rehabilitation, Construction, and Reconstruction), are compared in Table D-1. Budget amounts for the FHWA work type, Construction, are not presented in the table for both bridges and pavement. This is because new construction of bridge and pavement assets are beyond the scope of asset management investment strategies that focus on the state of good repair for bridge and pavement networks. Similarly, budget amounts for the Reconstruction work type are also not included for pavement in the table since pavement reconstruction locations are typically initiated through system enhancement and expansion projects rather than through the management of the pavement network state of good repair.

Table D-1 also provides explanations for any significant differences between the TAMP budgets, actual budgets, and actual investments. Crosswalks between TDOT's treatment types and the FHWA work types are presented in Table D-2. The planned TAMP investments for pavements and bridges are presented in Tables D-3 and D-4, respectively.

TDOT has continued to use the enhanced data query from PPRM so that details on bridge obligations included in pavement projects can be identified more easily. This allowed the pavement and bridge obligation adjustments to be calculated within the tabulation spreadsheet, reducing manual adjustments previously required. As the Project Delivery Network (PDN) software, known as TDOT 360, continues to be rolled out, PPRM will soon be phased out. So, TDOT will develop a new process for analysis of actual investment amounts for the 2026 TAMP Consistency Determination.

How is TDOT's Process Changing?

TDOT is making significant changes to its project delivery process and its organizational structure through the Integrated Program Delivery (IPD) and Empowering People, Influencing Culture (EPIC)

initiatives. Together they will create a team-based approach to project delivery by putting a matrix organization into place, allowing teams to work more easily across disciplines. Additionally, the Project Delivery Network (PDN) software is currently being implemented as a replacement for the PPRM software in order to provide consistency, reliability, efficiency, and transparency throughout the project delivery process.

Changes in funding allocations could also affect TDOT's project prioritization, selection, and delivery processes. Governor Lee's FY24 budget provided a general fund transfer of approximately \$3.3 billion to the DOT. The additional funding provides a comprehensive approach to addressing the state's increasing critical challenges to infrastructure including: significant investments in major urban and rural congestion, accelerating *Improving Manufacturing, Public Roads, and Opportunities for a Vibrant Economy* (IMPROVE) Act projects, increasing investments in infrastructure maintenance required to meet the demands of increasing costs, and leveraging local participation on projects that connect state highways to local communities. This has led to increased budgets and spending in several categories beyond what was included in the 2022 TAMP document.

TDOT has also made a commitment to include a status update on risk mitigation strategies in future consistency determination reports. TDOT held a workshop to update the risk register and risk mitigation strategies in the winter of 2024/2025 in order to meet that commitment.

TDOT has submitted an updated TAMP document to reflect the organizational changes and process changes that are being implemented as a result of the EPIC and IPD.

Table D-1 (Rev. 8-26-2025)

Fiscal Year 2025	Bridges										Pavement									
Work Type	Budget (\$M)				Actual Investment (\$M)			Grand Difference (Total Investment - Adjusted Budget) (\$M)	Investment Footnotes		Budget (\$M)				Actual Investment (\$M)			Grand Difference (Total - Adjusted Budget) (\$M)	Investment Footnotes	
	FY2025 TAMP Budget (\$M) * From 2022 TAMP	FY2025 Adjusted Budget (\$M)	Budget Difference (TAMP - Adjusted) (\$M)	Budget Footnotes	NHS	Non-NHS	Total				FY2025 TAMP Budget (\$M) * From 2022 TAMP	FY2025 Adjusted Budget (\$M)	Budget Difference (TAMP - Adjusted) (\$M)	Budget Footnotes	NHS	Non-NHS	Total			
Preservation	8.00	8.00	0.00	B1	6.37	0.73	7.10	-0.90	B6		234.00	333.95	99.95	P1	294.34	104.52	398.86	64.91	P6	
Rehabilitation	46.00	71.00	25.00	B2	68.92	20.94	89.86	18.86	B7		29.00	52.20	23.20	P2	48.98	28.51	77.49	25.30	P7	
Reconstruction	102.00	85.70	-16.30	B3	30.28	129.44	159.72	74.02	B8		N/A	N/A	N/A	P3	647.67	187.31	834.98	N/A	P8	
Construction	N/A	N/A	N/A	B4	0.00	0.03	0.03	N/A	B9		N/A	N/A	N/A	P4	6.19	10.27	16.46	N/A	P9	
Maintenance	4.00	4.00	0.00	B5	0.00	3.60	3.60	-0.40	B10		28.00	36.74	8.74	P5	0.00	39.00	39.00	2.27	P10	
Total	160.00	168.70	8.70		105.57	154.73	260.30	91.57			291.00	422.88	131.88		997.19	369.61	1,366.80	92.48		

Bridge Footnotes:

B1 **Bridge Preservation Budget:** The budget for bridge preservation of \$8M is a subset of our bridge rehabilitation budget of \$79M. The target is to allocate 10% - 15% of our total bridge rehabilitation budget for preservation of our larger assets. If funds are not specifically spent on this type of stand alone project, the funds are used on preservation efforts inside of other rehabilitation projects.

B2 **Bridge Rehabilitation Budget:** The budget for bridge rehabilitation in FY25 was approved at \$79M which includes \$8M for Preservation listed above. The additional \$25M above the original TAMP budget amount is primarily due to the Departments change in priorities and increasing funding for State of Good Repair for our bridge assets.

B3 **Bridge Reconstruction Budget:** Bridge reconstruction is primarily programmed as a part of TDOT's State of Good Repair project selection. The original bridge value was based on the 2022 IJA funding formula with additional funds provided to account for inflation. The formula for federal funds was modified in 2024 which resulted in reduced federal dollars dedicated to bridge funding. TDOT also changed the policy related to inflation adjustment which also reduced the amount of available funds. Expenses related to bridge inspection are no longer tied to this funding source. Other "one-time" funding sources are available for bridge reconstruction, but are not budgeted as they are specifically tied to existing projects.

B4 **Bridge Construction Budget:** New bridge construction is primarily programmed as a part of larger scale capital projects rather than being part of TDOT's State of Good Repair project selection. Therefore, TDOT has elected to omit budgets for bridge construction from our 2022 BIL-Compliant TAMP and subsequently in our 2025 Annual TAMP Consistency Determination. TDOT has redefined the process for prioritization of projects to be included in the 10-Year Program of Projects with new criteria used to distribute the additional \$3.3B general fund transfer. This new process is outlined in TDOT's 2025 out-of-cycle TAMP update which was submitted for recertification on May 30, 2025.

B5 **Bridge Maintenance Budget:** No footnote.

B6 **Bridge Preservation Investment:** Hold back funds to anticipate potential overruns resulted in an underrun of \$900k for preservation.

B7 **Bridge Rehabilitation Investment:** Additional funds from bridge rehabilitation projects completed under budget and excess preservation funds were directed towards bridge rehabilitation projects during the period between June 2024 and May 2025. \$20.8M in bridge rehabilitation projects were due to the damage caused by the Hurricane Helene disaster, which led to the \$18.86M in obligations above our budget of \$71M for rehabilitation.

B8 **Bridge Reconstruction Investment:** Additional funds from state general funds (TMA and GFT) during the period between June 2024 and May 2025 were available to fund projects that included major bridge replacements. The excess funds are state dollars resulting from bids under estimate that will be reprogrammed in the next performance cycle. \$85.4M in bridge reconstruction projects were due to the damage caused by the Hurricane Helene disaster.

B9 **Bridge Construction Investment:** New bridge construction is primarily programmed as a part of larger scale capital projects rather than being part of TDOT's State of Good Repair project selection. Therefore, TDOT has elected to omit budgets for bridge construction from our 2022 BIL-Compliant TAMP and subsequently in our 2025 Annual TAMP Consistency Determination. TDOT has redefined the process for prioritization of projects to be included in the 10-Year Program of Projects with new criteria used to distribute the additional \$3.3B general fund transfer. This new process is outlined in TDOT's 2025 out-of-cycle TAMP update which was submitted for recertification on May 30, 2025.

B10 **Bridge Maintenance Investment:** TDOT's Maintenance Management System (MMS) is unable to distinguish between expenses on/off the NHS, so the total expense for bridge maintenance of \$3.6M is shown in Table D-1 as an assumed expense against the non-NHS.

Pavement Footnotes:

P1 **Pavement Preservation Budget:** The budget for pavement preservation in FY25 was approved at \$333.95M, which is \$99.95M higher than the TAMP budget amount of \$234M. This is primarily due to inflation rates which have outpaced our estimates used in the 2022 TAMP and additional state funding provided by the Transportation Modernization Act.

P2 **Pavement Rehabilitation Budget:** The target for pavement rehabilitation budget was to allocate 10% of the total available budget of \$422.88M for pavement state of good repair. This exceeded the projected budget of \$29M in the TAMP due to inflation rates which outpaced our estimates used in the TAMP, additional state funding provided by the Transportation Modernization Act (which was passed after the 2022 TAMP was recertified and has been included in the 2025 out-of-cycle TAMP submitted by TDOT on May 30, 2025 - the 2025 TAMP has not been recertified by FHWA yet, so TDOT is not referencing that version of the TAMP here).

P3 **Pavement Reconstruction Budget:** With few rare exceptions, pavement reconstruction is primarily programmed as a part of larger scale capital projects rather than being part of TDOT's State of Good Repair project selection. Therefore, TDOT has elected to omit budgets for pavement reconstruction from our 2022 BIL-Compliant TAMP and subsequently in our 2025 Annual TAMP Consistency Determination. TDOT has redefined the process for prioritization of projects to be included in the 10-Year Program of Projects with new criteria used to distribute the additional \$3.3B general fund transfer. This new process is outlined in TDOT's 2025 out-of-cycle TAMP update which was submitted for recertification on May 30, 2025.

P4 **Pavement Construction Budget:** New pavement construction is primarily programmed as a part of larger scale capital projects rather than being part of TDOT's State of Good Repair project selection. Therefore, TDOT has elected to omit budgets for pavement construction from our 2022 BIL-Compliant TAMP and subsequently in our 2024 Annual TAMP Consistency Determination. TDOT has redefined the process for prioritization of projects to be included in the 10-Year Program of Projects with new criteria used to distribute the additional \$3.3B general fund transfer. This new process will be outlined in TDOT's out-of-cycle TAMP update which is scheduled to be completed in late 2024; however, since the 2025 Consistency Determination is using the 2022 BIL-Compliant TAMP which excludes this information, it will not be included in the 2025 report.

P5 **Pavement Maintenance Budget:** Includes \$28.75M in routine maintenance and \$7.985M for contract asphalt pavement pothole repairs.

P6 **Pavement Preservation Investment:** TDOT obligated an additional \$71.3M in pavement preservation projects in the October 2024 letting, which were not accounted for in the budget of \$333.95M. These additional projects in the October 2024 Letting were the result of remaining funds from other programs, including a significant underrun on the I-40 over the Buffalo River project on PIN 124452.00.

P7 **Pavement Rehabilitation Investment:** \$17.1M of the pavement rehabilitation obligations during the period between June 2024 and May 2025 was due to the Hurricane Helene disaster. Also, an additional \$8.2M of resurfacing projects were categorized as rehabilitation instead of preservation due to a need for additional structural capacity for select pavement segments.

P8 **Pavement Reconstruction Investment:** Pavement reconstruction is generally not included in TDOT's state of good repair program but is instead addressed through large-scale capital projects. Therefore, TDOT has elected to omit budgets and investments for these types of projects in our 2022 BIL-Compliant TAMP and subsequently in the 2025 annual consistency report. TDOT has developed a new prioritization matrix used to rank projects for inclusion in the fiscally-constrained 10-Year Program, and this new process is outlined in TDOT's 2025 out-of-cycle TAMP update which was submitted for recertification on May 30, 2025. \$127.7M of the pavement reconstruction obligations during the period between June 2024 and May 2025 were related to damage caused by Hurricane Helene.

P9 **Pavement Construction Investment:** New pavement construction is generally not included in TDOT's state of good repair program but is instead addressed through large-scale capital projects. Therefore, TDOT has elected to omit budgets and investments for these types of projects in our 2022 BIL-Compliant TAMP and subsequently in the 2025 annual consistency report. TDOT has developed a new prioritization matrix used to rank projects for inclusion in the fiscally-constrained 10-Year Program, and this new process is outlined in TDOT's 2025 out-of-cycle TAMP update which was submitted for recertification on May 30, 2025.

P10 **Pavement Maintenance Investment:** An additional \$17M in supplemental spot paving was approved in FY25 to address areas which were damaged due to severe winter weather. TDOT's Maintenance Management System (MMS) is unable to distinguish between expenses on/off the NHS, so the total expense for pavement maintenance of \$39M is shown in Table D-1 as an assumed expense against the Non-NHS.

This Consistency Determination document will be updated and posted on TDOT's website annually. It will also be referenced in the appendix of each version of TDOT's TAMP using the appropriate URL web address. Accompanying the 2025 Consistency Determination document is a link to the spreadsheet that was used to compile the actual investment data from PPRM (shown below). Below are links to the documents on TDOT's website.

TAMP Consistency Determination Document:

- https://www.tn.gov/tdot/maintenance/asset-management-office/transportation-asset-management-plan.html/2025_TAMP-Consistency_Determination_Report_v.1.1.pdf

TAMP Consistency Determination Spreadsheet:

- https://www.tn.gov/tdot/maintenance/asset-management-office/transportation-asset-management-plan.html/2025_TAMP-Consistency_Determination_Data_v1.1.xlsx

Table D-2: Crosswalk Between TDOT Treatment Types and FHWA Work Types

FHWA Work Types	TDOT Pavement Treatments	TDOT Bridge Treatments
Preservation	Preservation Activities, including: - Thin asphalt overlay (1.5 in. or less) - Microsurfacing - Chip seals - Cape seals - Crack sealing - Concrete joint sealing - Mill and fill asphalt overlays (1.5 in. or less)	Preservation Activities, including: - Repainting structural steel - Sweeping - Deck repairs - Deck waterproofing - Deck epoxy overlay - Polymer modified concrete deck overlay - Cleaning and resealing expansion joints - Scour Prevention ⁽¹⁾
Rehabilitation	Rehabilitation Activities, including: - Full-depth patching - Repair/replacing concrete slabs - Hot-in-place recycling with 1.25 in. overlay	Rehabilitation Activities, including: - Replacement of expansion joints - Concrete spall repairs - Structural steel repairs - Scour repairs ⁽¹⁾ - Bearing replacement
Reconstruction	Reconstruction Activities, including: - Rubblization and overlay of concrete pavement - Full-depth replacement of asphalt pavement	Reconstruction Activities, including: - Bridge replacement - Bridge widening
Construction	Construction Activities, including: - Highway widening - Highway realignments - New highway construction	Construction Activities, including: New bridge construction
Maintenance	Maintenance Activities, including: - Shallow patching skin patching - Partial-depth patching - Repair concrete corner breaks - Concrete joint repair - Other thin patching	Maintenance Activities, including: - Filling potholes in deck - Minor structure repair - Major structure repair - Cleaning structure

Table D-3: TDOT 10-Year Estimated Budget for Pavements by Work Type (Dollars in Millions)
(Source: 2022 TAMP Table 7-3)

Year	Construction	Reconstruction	Rehabilitation	Preservation	Maintenance	Total
2023	N/A	N/A	\$27	\$221	\$26	\$274
2024	N/A	N/A	\$28	\$228	\$27	\$283
2025	N/A	N/A	\$29	\$234	\$28	\$291
2026	N/A	N/A	\$30	\$242	\$28	\$300
2027	N/A	N/A	\$31	\$249	\$29	\$309
2028	N/A	N/A	\$32	\$256	\$30	\$318
2029	N/A	N/A	\$33	\$263	\$31	\$327
2030	N/A	N/A	\$34	\$271	\$32	\$337
2031	N/A	N/A	\$35	\$279	\$33	\$347
2032	N/A	N/A	\$36	\$288	\$34	\$358
Total	N/A	N/A	\$315	\$2,531	\$298	\$3,144

Table D-4: TDOT 10-Year Estimated Bridge Management Budget by Work Type (Dollars in Millions)
(Source: 2022 TAMP Table 7-4)

Year	Construction	Reconstruction	Rehabilitation	Preservation	Maintenance	Total
2023	N/A	\$100	\$45	\$8	\$4	\$157
2024	N/A	\$100	\$46	\$8	\$4	\$158
2025	N/A	\$102	\$46	\$8	\$4	\$160
2026	N/A	\$103	\$47	\$8	\$4	\$162
2027	N/A	\$104	\$47	\$8	\$5	\$164
2028	N/A	\$105	\$48	\$8	\$5	\$166
2029	N/A	\$106	\$48	\$8	\$5	\$167
2030	N/A	\$106	\$49	\$9	\$5	\$169
2031	N/A	\$108	\$49	\$9	\$5	\$171
2032	N/A	\$110	\$50	\$9	\$5	\$174
Total	\$N/A	\$1,044	\$475	\$83	\$48	\$1,648

Table D-2 Footnotes:

- 1) Table D-2: Crosswalk Between TDOT Treatment Types and FHWA Work Types is based on table 7-2 of the same name in the 2022 TAMP document. However, table D-2 was updated to include Scour Prevention and Scour Repairs which were inadvertently omitted from table 7-2 in the TAMP.