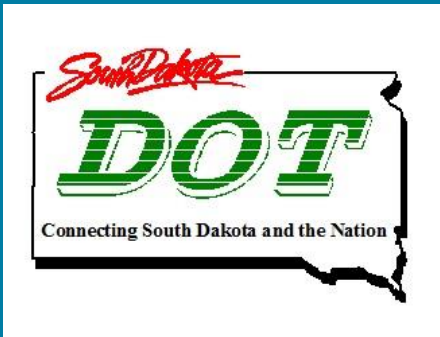


2020 - 2024

# Five-Year County Highway and Bridge Improvement Plan Guide



Office of Local Government  
Assistance  
May 23, 2019

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## **Five-Year County Highway and Bridge Improvement Plan**

### **A. What is the Five-Year County Highway and Bridge Improvement Plan?**

The Five-Year County Highway and Bridge Improvement Plan, or TRANSPORTATION PLAN, is a short-range planning document that will be developed and updated annually based on needs and identified department policies. The plan will include roadway classifications, roadway and bridge inventory, a five-year list of the projected revenue for highway and bridge improvements, a five-year list of programmed highway and bridge projects based on the projected revenue and the status of programmed projects from the previous plan. Projects that cannot be funded with current revenues can be included in the prioritized project listing and brought into the funded program if funding becomes available.

The TRANSPORTATION PLAN should be used as a tool to assist the county in budgeting, planning and incorporating the needs and concerns of the public.

Transportation planning is a cooperative process designed to foster involvement by all users of the system, such as the business community, community groups, the traveling public, freight operators and the general public through a proactive public participation process conducted by the county. The planning process also fosters communication between local governments such as townships, towns and larger cities to jointly discuss transportation needs and coordinate improvements.

### **B. Definitions**

**ADT** - Value of average daily traffic contained in the National Bridge Inventory (NBI Item 29).

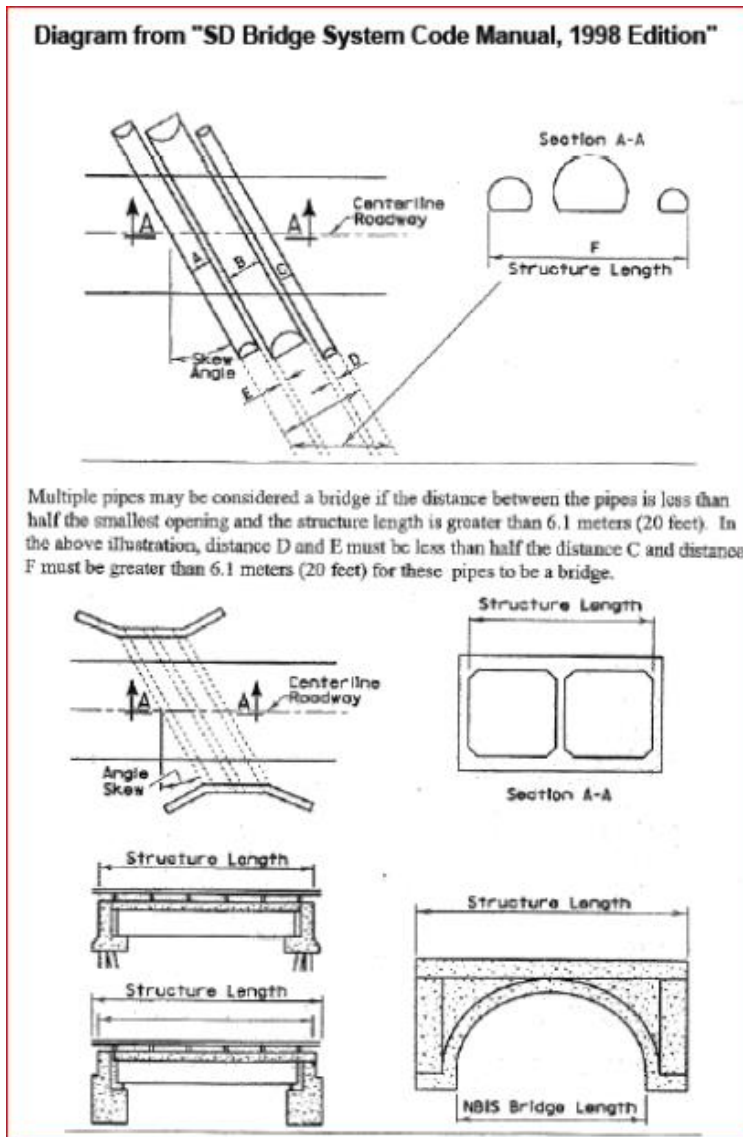
**Accepted Plan** – A plan which has been reviewed and accepted by the Department in accordance with Administrative Rule 70:12:02.

**Amended Plan** – Changes to the plan and plan sheets during the year which require a resolution signed by the appropriate governing entity. At a minimum, this includes a revised Project Listing and Revenue Sources Document.

**Annual Update Plan** – Submission of an annual update of the accepted plan, by an eligible applicant.

**Bridge** - As defined in the National Bridge Inspection Standards (NBIS): A structure including supports erected over a depression or an obstruction, such as water, highway, or railway, and having a track or passageway for carrying traffic or other moving loads, and having an opening measured along the center of the roadway of more than 20 feet between undercopings of abutments or spring lines of arches, or extreme ends of openings for multiple boxes; it may also include multiple pipes where the clear distance between openings is less than half of the smaller contiguous opening. Refer to Figure II-1.

Figure II-1



**Bridge Improvement Grant (BIG)** – Grant available to Local Public Agency (LPA) for preliminary engineering, bridge preservation, structure replacement or major rehabilitation.

**Bridge Preservation** – Actions or strategies that prevent, delay or reduce deterioration of bridges or bridge elements, restore the function of existing bridges, keep bridges in good condition and extend their life. Preservation actions may be preventive or condition-driven.

**Bridge Rehabilitation** – Major repair work such as deck replacement, bent cap repair, encasing pile, abutment repair, etc.

**Federal-aid System** – A public highway eligible for assistance from the Federal Highway Administration other than a highway functionally classified as a local road or rural minor collector.

**PE–BIG** – Subgrant available for LPA to cover preliminary engineering work, including preservation/rehabilitation/replacement investigation studies, surveys, bridge hydrologic/hydraulic (H/H) studies, including the type, location and size recommendation, foundations investigation, etc.

**Posted** – Bridge is signed for less than legal loads. NBI item 70.

**Preservation BIG**– Grant for minor repair/rehabilitation and preservation work valued at less than financial limits as set in Section III of this procedure. Examples are scour projects, fatigue retrofits, waterproofing joints, painting, safety upgrade rail/barrier, or deck treatments (Concrete Overlays, Epoxy Seals, Asphalt & Membrane overlays, and Epoxy Chip Seals). The primary function of these treatments is to preserve the structure elements and extend the service life of the structure.

**Rehabilitation Projects** – Major repair/rehabilitation work or combination of minor preservation work valued greater than financial limits to be classified as rehabilitation/replacement work.

**Replacement Projects** – Total replacement of the structure.

**Sufficiency Rating** - A method of evaluating bridge data to obtain a numeric value which is indicative of a bridge's sufficiency to remain in service. The result of this method is a percentage in which 100 percent would represent a perfect bridge and zero percent would represent a completely failed bridge. The value shall be as derived from the equations found in FHWA's "Recording and Coding Guide for the Structure Inventory and Appraisal of the Nation's Bridges".

**Wheel Tax** – Imposition of a tax by County ordinance as authorized in South Dakota Codified Law 32-5A. County rate evaluated will be based on the tax imposed to vehicles over 6000 lbs. GVW.

### **C. State Requirements**

In 2015, the State of South Dakota established the local Bridge Improvement Grant fund by SDCL 32-11-38. To be eligible for the funding, the county must have imposed a wheel tax and have an adopted TRANSPORTATION PLAN in accordance with the rules promulgated by the Transportation Commission and Administrative Rule, Article 70:12. County Commission certification adopting the plan and a copy of the plan must be submitted to the South Dakota Department of Transportation (SDDOT) for approval by October 15 each year. The TRANSPORTATION PLAN must be updated and submitted to the SDDOT annually to maintain eligibility for the bridge grant funding.



### **D. Developing and Updating a TRANSPORTATION PLAN**

Projects are generated from many sources including elected officials, studies, inventory management systems, local knowledge, staff members and other interested individuals and groups. In many cases, tools such as pavement management systems, bridge and culvert inventories, accident data, historical data and local knowledge is used to help identify potential new projects. Potential new projects must undergo a review of scope, priority, schedule and financing concepts.

Once the programmed project list is developed, a coordination meeting with townships and a public meeting should be held to provide an opportunity for public comment. Based on the results of the township coordination meeting, public meeting and comments from the county commission, a final version of the TRANSPORTATION PLAN is developed. This final version is then adopted by the commission. Commission certification adopting the plan and final document are to be submitted to the SDDOT for approval.

The annual TRANSPORTATION PLAN update starts with the previously adopted TRANSPORTATION PLAN. Projects in the previously adopted TRANSPORTATION PLAN are reviewed and those that have been completed, or because of changing conditions, are no longer needed, are removed from the TRANSPORTATION PLAN. The remaining projects carried over from the previous TRANSPORTATION PLAN are reviewed for changes to cost estimates, project funding, schedule or scope during the update process to ensure the most current information is represented in the TRANSPORTATION PLAN.

Updated projects from the previous TRANSPORTATION PLAN and new projects can be used to create an updated project needs list (optional). A financial plan is developed to identify available funding for highways and bridges. With the optional project needs list, or other method used to identify project needs, and the list of projected revenue available for highway and bridge use, a five-year programmed project list can be developed. The phasing and funding of these projects in the five-year project list is based on input from county elected officials, studies, inventory management systems, public, staff and local and historical knowledge.



## **E. What to Include in the TRANSPORTATION PLAN**

The TRANSPORTATION PLAN should include, but is not limited to, the following information:

### **1. Map(s)**

Create one or multiple maps to include classification of roadways. The maps are a tool to be used in the planning and public meeting process. They are available through the SDDOT. Since the maps are provided by the SDDOT, they do not need to be a part of the final submittal to the department. However, the plan submittal to the DOT should clearly state the maps were provided at the public meeting.

In addition, maps may include, if available, Average Daily Traffic (ADT), inventory of highways and structures, and structure locations. The classification map can either be the federal function classification map (SDDOT) or a local map showing the function of the roadway.

Roadway classification is the process by which streets and highways are grouped into classes, or systems, according to the character of service they are intended to provide. Basic to this process is the recognition that individual roads and streets do not serve travel independently in any major way. Rather, most travel involves movement through a network of roads. It becomes necessary then to determine how this travel can be

channelized within the network in a logical and efficient manner. Functional classification defines the nature of this channelization process by defining the part that any particular road or street should play in serving the flow of trips through a highway network.

Examples of classification of roadways are:

Arterial – Roadways with higher traffic with a longer uninterrupted distance

Collector – Roadways that connect traffic from the local roads to the arterials

Local – Roadways that have little or no through movement and typically serve short travel distances

Design standards are tied to functional classification. Each class has a range of allowable lane widths, shoulder widths, curve radii, etc.

Map examples can be found on pages 14-16 and required GIS data files and maps are available from the SDDOT.



## 2. Inventory of Highways and Bridges

Create a list or map(s) that show an inventory of roads maintained by the county. The map(s) or list should identify the location and surface type (gravel, blotter, asphalt concrete, etc.). Optional items could include, if available: surface width, surface thickness, base thickness, year built, last year improved and type of improvement, shoulder type, shoulder width and culvert inventory. A highway map showing surface type can be used for the highway inventory.

Create a list or map(s) that shows an inventory of the bridges for which the county is responsible per SDCL 31-14-2. The list or map(s) will identify the location of the bridge, sufficiency rating, and whether the bridge is posted for load capacity along with the posted limit(s). Optional items include: year built, last year improved and improvement type.



## SAMPLE BRIDGE INVENTORY LISTING

McPherson										
Structure Number	Custodian Code	SD Struct Type	Structure Length	Structure Width	Year Built	Year Reconstructed	Operating Status	Percent below Legal Load	Fed Suff Rating	Location
45010047	2	X028	32	0	1940		B	2	41.1	3.5W 7.3N Eureka
45380084	2	X028	26	0	1952		A	5	88.7	0.5E 6.6N of Leola
45460197	2	X020	92	28.3	1956		A	5	88.7	2.3N Wetonka
45470175	2	X031	32	19.7	1935		B	0	34.9	4.5N 1E Wetonka



### 3. Project Needs List (Optional)

To help in programming five years of projects, it may be beneficial to create a list of all the highway and bridge needs in the county. This list should include a project location, project description with an improvement type (reconstruction, maintenance, surfacing, structure replacement or rehabilitation) and a project estimate. Projects contained in the project needs list are organized according to project need based on input from public leaders, staff and the general public. The needs may be ranked as high, medium or low priority, or by a numbering system. The needs list could help show the public and elected officials the needs in the county and the programmed projects will show what projects can be done with the funding available.

When developing the list of needs, consideration should be given to traffic generators such as schools, grain terminals, large dairies, ethanol plants, etc. The impacts from the traffic generators may change the classification triggering a need to improve the roadway. Some of the traffic generators may exist in neighboring counties or states and should not be ignored in the decision-making process. Safety issues should also be considered. Examples of safety projects are narrow or non-existent shoulders, pavement markings, blind corners, sharp curves, steep side slopes and poor sight distance.

Some of the needs may be short-term, and some may be long-term. The long-term needs may require several projects in order to complete. Determining the timeframe of long-term and short-term needs can vary depending on the size or complexity of the project.

The needs should identify problems or deficiencies and explore possible solutions. The county may want to evaluate efficiency of the existing systems or reducing the frequency and severity of crashes in identified problem areas.

The system needs should also consider preservation of existing facilities. Preventive maintenance is typically applied to pavements in good condition having significant remaining service life. As a major component of pavement preservation, preventive maintenance is a strategy of extending the service life by applying cost-effective treatments to the surface or near-surface of structurally sound pavements. Examples of preventive treatments include asphalt crack sealing, chip sealing, slurry or micro-surfacing, thin and ultra-thin asphalt overlays, concrete joint sealing, diamond grinding, dowel-bar retrofit, and isolated, partial and/or full-depth repairs.

**a. Project Types**

- 1) Project improvements not considered routine or corrective maintenance by the county. Examples include:

ROADWAY

New Route Construction  
Reconstruction  
Pavement Replacement  
Overlays  
Re-graveling of segment/route  
Restoration of pavement drainage system  
Chip Seals  
Micro-surfacing  
Blotters  
Slope flattening  
Pipe/Culvert Linings or Rehab  
Surface Type Change (Gravel → Asphalt / Asphalt → Gravel, etc.)

STRUCTURE

New Bridge Construction  
Bridge Replacement  
Deck Replacement  
Deck/Slab Repair  
Deck Overlay  
Girder Repair/Painting  
Column, Cap, or Abutment Repair  
Scour Counter Measures  
Seal Coats  
Epoxy Chip Seal  
Bridge Painting  
Elimination of open joints  
Bearing repair  
Remove and Reset Box Culverts

- 2) The following types of projects are considered routine or corrective maintenance and it is optional to include them in the plan:

ROADWAY

Snow Removal

Pothole Patching/Repair  
 Gravel Blading  
 Crack Filling  
 Isolated Concrete/Asphalt Patching  
 Isolated Joint Replacement  
 Isolated / Spot Re-graveling

**STRUCTURE**

Bridge Deck Patching  
 Cleaning of Ditches and Structures  
 Cleaning of Debris around Structures  
 Pipe Cleanout

SDDOT’s Local Government Assistance Office should be consulted for other activities not listed.

**SAMPLE GRAVEL SURFACING SCHEDULE**

Amount of Traffic	Average Daily Truck Traffic	Gravel Thickness Required	Blading Frequency
High	>50	12"	Every month
Medium	10-50	9"	Every 2 months
Low	<10	6"	every 3 months

**b. Project Costs**

The Total Project Cost included in the TRANSPORTATION PLAN is based on varying levels of cost estimating. As the project moves from the planning level to a more detailed level of design, cost estimates are refined based on the more detailed information. The following defines the cost estimate types in order of increasing detail and certainty:

- 1) **Conceptual Estimate (Project needs List):** These conceptual estimates are used where a significant need has been identified but a detailed project scope has not been developed. These cost estimates have the potential to change significantly as the project scope becomes more defined.
  
- 2) **Planning Level Estimate (Five-year programmed project list):** These cost estimates are based on a generally defined scope. Cost estimates are usually based on limited field-work and general cost assumptions. No actual design work has been done prior to the development of these cost estimates. The cost estimate could still change significantly as design work begins, but the estimate is more reliable than the Conceptual Estimates.

- 3) **Engineer’s Estimate (Design phase):** These cost estimates are based on actual preliminary design work. If done for all facets of the project and there are no further additions to the project scope, these estimates should represent a fairly accurate cost for the project.

County governments will decide which type of cost estimate best fits to help them make decisions. Cost estimates should be updated as part of the TRANSPORTATION PLAN update.

The DOT has the statewide average bid prices for informational purposes on its website at <http://www.sddot.com/business/contractors/docs/averageunitprices.pdf> .

**SAMPLE TABLE OF PROJECT NEEDS LIST**

Project Location	Project Needs List Project Description	Total Project Cost	Prioritization Ranking (optional)

**4. Projected Revenue Available** (Five-year budget projection for highway and bridge program)

The TRANSPORTATION PLAN projected revenue table identifies the amount of funds projected to be available for highway and bridge use over the next five years.

Non-confirmed but potential revenue sources should be identified. These include, but are not limited to, grant funds applied for which confirmation has not yet been received.

Planned expenditures for each project are summarized into funding categories. The funding categories should reflect anticipated revenue sources. If they are different than what is listed below, the applicant should change the descriptions to best match the agency’s terminology. Below are examples of funding categories that may be used in the TRANSPORTATION PLAN:

**Revenue Sources** – This includes the following types of funding categories (other formats are acceptable):

- a. Local Funds** - The taxes levied portion of the revenue estimates includes a variety

of funding sources including property tax, motor vehicle licenses, wheel tax, etc. Local funds also include the annual Surface Transportation Program (STP) payout funds.

- b. Intergovernmental Revenue** – The Intergovernmental sources of revenue includes charges for services for townships and road districts.
- c. State Funds** - These are any revenues from the state for highway purposes including Bridge Improvement Grants (BIG), Agri-Business Grants, Pavement Marking projects, and State Match on SIB loans and STP projects, etc.
- d. Federal Funding** - Federal funding is available through various programs included in Federal transportation legislation. SDDOT administers most of these programs. They include Emergency Relief (ER), Federal Emergency Management Agency (FEMA), Surface Transportation Program Funds, Transportation Alternative Program (TAP), Safety funds, County-Wide Signing Projects, etc.
- e. Other** – Miscellaneous funding sources include transfer of general funds, sale of surplus property, and others that do not fit into the categories above.

**SAMPLE REVENUE SOURCES TABLE**

<b>Account Description</b>	<b>2020</b>	<b>2021</b>	<b>2022</b>	<b>2023</b>	<b>2024</b>
<b>Local Funds</b>					
General Funds-property tax					
Motor Vehicle Licenses					
Wheel Tax					
Annual STP Payout Funds					
<b>Intergovernmental Funds</b>					
Township Services					
<b>State Funds</b>					
PE - BIG (planning to apply for)					
PE - BIG (awarded by DOT)					
Preservation - BIG (planning to apply for)					
Preservation - BIG (awarded by DOT)					
Rehab/Repl - BIG (planning to apply for)					
Rehab/Repl - BIG (awarded by DOT)					
Other (Match on STP Projects, Pavement Marking Prj.)					
<b>Federal Funds</b>					
TAP					
ER/FEMA					
OTHER (STP, Bridge, Signing, Hazard Elimination, SIB Loans)					
<b>TOTAL</b>					



## 5. Project List (Five-year programmed project list based on projected funding)

Create a project list either by using the project needs list or another method and the projected revenue available for highway and bridge use. The projects must be selected based on projected revenue available. Include a project location, project description with an improvement type, funding source(s) and a planning level or engineers estimate. Projects contained in the project list are organized according to programmed year and are based on needs and input from public leaders, staff and the public. If there are no capital improvement projects planned for the next five years, this section may still have a project with the improvement “Maintenance” listed. A sample spreadsheet can be found on page 19.

Portions of a project may be unfunded. A portion of the project cost planned for the five years included in the TRANSPORTATION PLAN may include grant funding which has been or will be applied for, but not yet approved.

If it is anticipated that an application for Bridge Improvement Grant funds will be submitted, this **must** show up in your project list. Bridge Improvement Grants will include Preliminary Engineering Grants, Bridge Preservation Grants and Bridge Replacement/Rehabilitation Grants. Enter the proposed project in the year you anticipate expending most of the funds. For Preliminary Engineering, that would be the year you anticipate hiring a consultant to do the survey, structure sizing, and hydraulic analyses. In most cases this will be the date at the top of the application form. For Bridge Preservation or Replacement/Rehabilitation projects, it is the year you plan on letting and constructing a project. If the project is expected to be let to bids in the fall, but the expenditure of funds will be in the following summer, use the year when most of the funds are anticipated to be spent.

Equipment is often a large portion of the Transportation budget and should also be considered when evaluating project selections.

**6. Project Status List**

Include the previous year’s programmed projects list and descriptions from the previous TRANSPORTATION PLAN and explain the status of the projects. Some examples would be: completed, under design, planning, in-progress, deferred to a specific year, etc. Showing the status of the projects from the previous year’s Plan (all five years), will give the elected officials and public an understanding of where the programmed projects stand.

**SAMPLE TABLE OF PROJECT STATUS**

Project Location	Annual Listing of Programmed Projects		Status
	Project Description	Year	

**F. Public Involvement and Coordination with other Agencies**

Once a project list is developed, the county will coordinate with the townships on the township road bridges and conduct a public meeting to provide an opportunity for public comment. While a separate public meeting is recommended, it can be held in conjunction with a regular commission meeting. Following the public and township coordination meetings, the commission will consider all comments and develop a final version of the TRANSPORTATION PLAN. The county commission will adopt the final TRANSPORTATION PLAN and submit the TRANSPORTATION PLAN, including the cover form and certification, to the South Dakota Department of Transportation for approval.

The TRANSPORTATION PLAN shall include a copy of the affidavit of publication for the public meeting’s notice, a copy of the coordination letter / letter of notice from the county to the township if a bridge on a township road is included, an attendance list from the public meeting and a summary of all public comments.

**G. Amendments to the Plan**

The TRANSPORTATION PLAN may be amended by the county commissions at any of their regular meetings. Amendments that impact the potential application for BIG funds should be sent



to the SDDOT for their files to ensure that the BIG projects show up in the Plan prior to BIG applications being submitted.

## H. Submittal of Plans and County Contact Information

The **TRANSPORTATION PLAN** shall be submitted to the Department of Transportation by October 15 each year.

The **TRANSPORTATION PLAN** shall include the Submittal and Certification Form as shown on page 20.

The preferred method of submittal of the **TRANSPORTATION PLANS** is electronically in pdf format to [Wade.Dahl@state.sd.us](mailto:Wade.Dahl@state.sd.us). If it is not possible to email the plan, a hard copy (1) may be mailed to:

Wade Dahl  
SDDOT Local Government Assistance  
700 E Broadway  
Pierre, SD 57501



# CHECKLIST OF REQUIREMENTS FOR PLAN

\_\_\_\_\_ Certification Form

## Maps

\_\_\_\_\_ Map including roadway classification and bridge locations (if DOT unaltered maps are used at public meeting and are not attached, check here \_\_\_\_\_)

\_\_\_\_\_ Map showing Five-year programmed project locations from the Programmed Project listing

## Inventory lists

\_\_\_\_\_ Highways: include location and surface type (a map is acceptable; if DOT unaltered maps are used at public meeting and are not attached, check here \_\_\_\_\_)

\_\_\_\_\_ Bridges: include location, sufficiency rating, and actual load limits if posted.

\_\_\_\_\_ Projected Revenue Available per year

\_\_\_\_\_ 5-year Project List (Programmed Projects)

\_\_\_\_\_ Project Status List (not required for first time plan submittal)

\_\_\_\_\_ Affidavit of publication of public meeting notice (copy of the notice or article alone, is not sufficient)

\_\_\_\_\_ Township coordination letters/notice (sample letter and mailing list is acceptable)

\_\_\_\_\_ Attendance list from public meeting (all attendees – not just commission members)

\_\_\_\_\_ Public Comments (if no comments are received, clearly indicate that in the plan submittal)

## CHECKLIST OF REQUIREMENTS FOR ANNUAL UPDATE

- \_\_\_\_\_ Certification Form
- \_\_\_\_\_ Projected Revenue Available per year
- \_\_\_\_\_ 5-year Project List (Programmed Projects)
- \_\_\_\_\_ Project Status List
- \_\_\_\_\_ Affidavit of publication of public meeting notice (copy of the notice or article alone, is not sufficient)
- \_\_\_\_\_ Township coordination letters/notice (sample letter and mailing list is acceptable)
- \_\_\_\_\_ Attendance list from public meeting (all attendees – not just commission members)
- \_\_\_\_\_ Public Comments (if no comments are received, clearly indicate that in the plan submittal)

# SAMPLE TRANSPORTATION PLAN MAP(S) AND FORMS

## CERTIFICATION FORM

**The following Form shall be included at the front of the County Highway and Bridge Improvement Plan:**

---

Certification: As approved this \_\_\_\_ day of \_\_\_\_\_, 201\_\_  
\_\_\_\_\_ County Commission

By: \_\_\_\_\_  
County Commission Chairperson

Attest:

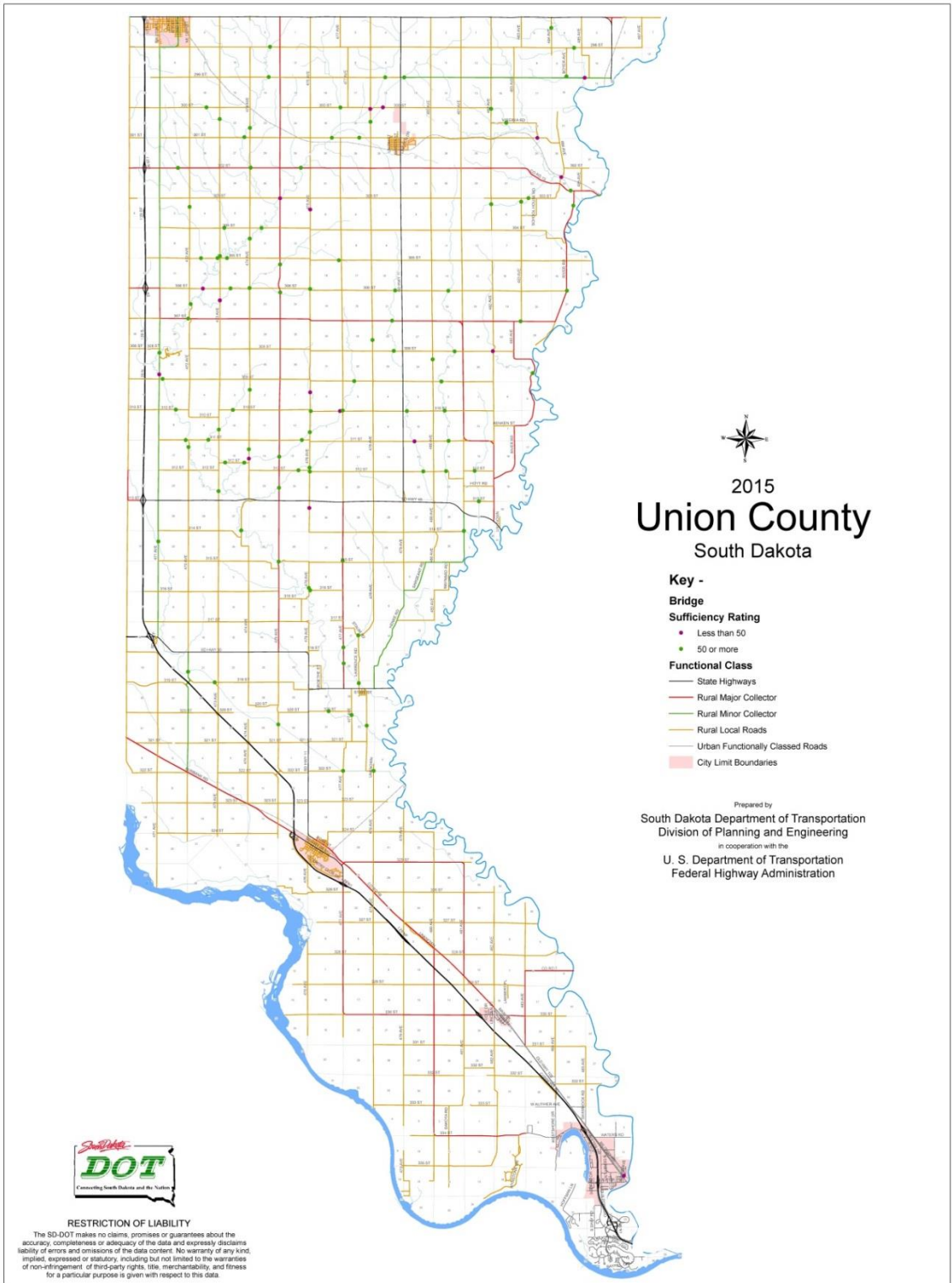
\_\_\_\_\_  
County Auditor or Clerk

County Contact Person: \_\_\_\_\_  
Phone Number: \_\_\_\_\_  
Email Address: \_\_\_\_\_

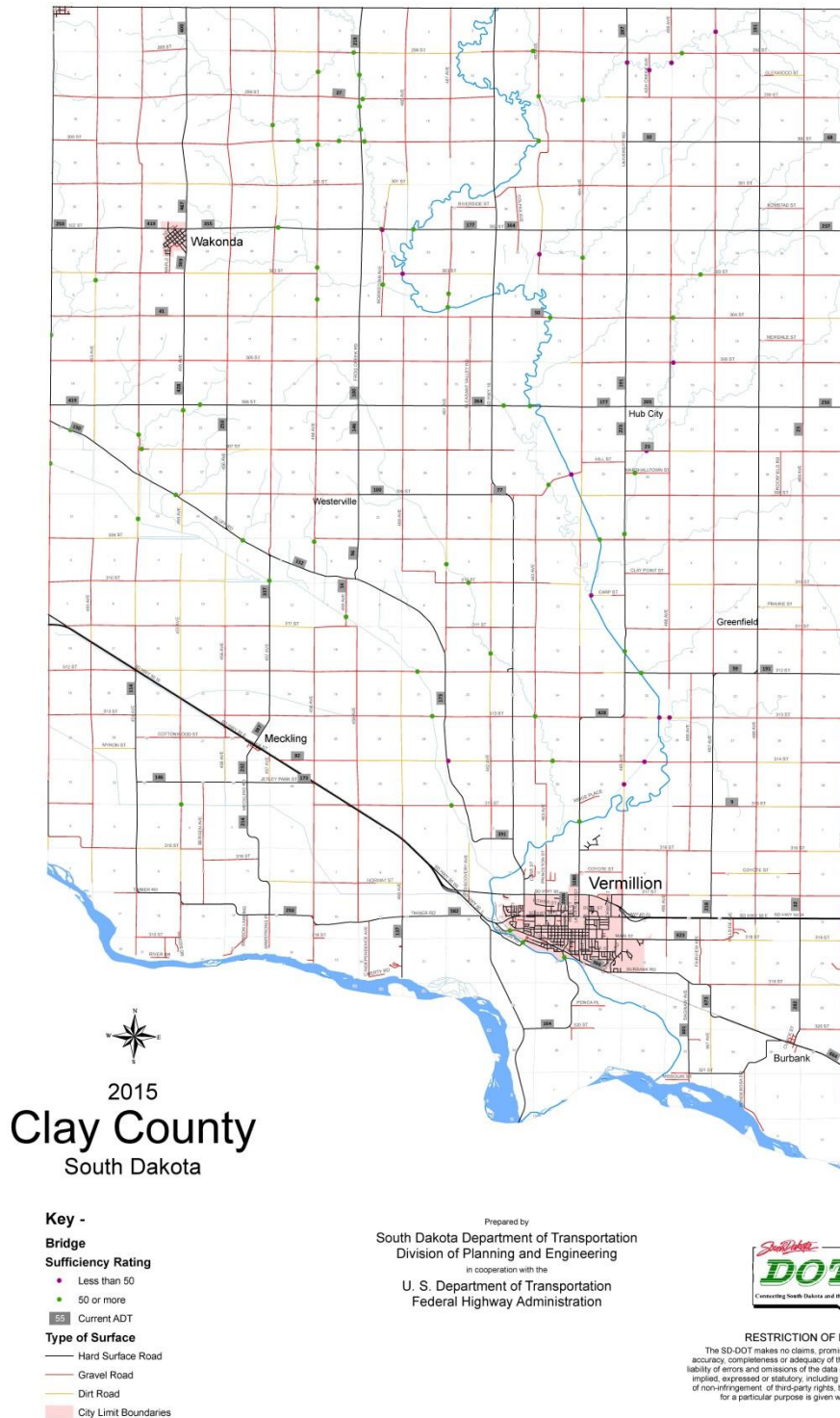
Received by SDDOT on \_\_\_\_\_  
Approved by SDDOT on \_\_\_\_\_

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# SAMPLE ROADWAY CLASSIFICATION AND BRIDGE SUFFICIENCY/LOCATION MAP



# SAMPLE SURFACE TYPE AND ADT MAP









**REVENUE SOURCES TABLE (Show amounts in thousands of dollars)**

<b>Account Description</b>	<b>2020</b>	<b>2021</b>	<b>2022</b>	<b>2023</b>	<b>2024</b>
<b>Local Funds</b>					
General Funds-property tax					
Motor Vehicle Licenses					
Wheel Tax					
Annual STP Payout Funds					
<b>Intergovernmental Funds</b>					
Township Services					
<b>State Funds</b>					
PE - BIG (planning to apply for)					
PE - BIG (awarded by DOT)					
Preservation - BIG (planning to apply for)					
Preservation - BIG (awarded by DOT)					
Rehab/Repl - BIG (planning to apply for)					
Rehab/Repl - BIG (awarded by DOT)					
Other (Match on STP Projects, Pavement Marking Prj.)					
<b>Federal Funds</b>					
TAP					
ER/FEMA					
OTHER (STP, Bridge, Signing, Hazard Elimination, SIB Loans)					
<b>TOTAL</b>					

**Note:**

- For State and Federal Funds, only enter the applicable amount (i.e. 80% of total project cost).
- Include both BIG funds awarded and BIG funds that will be applied for but not yet received.





