

Oregon Transportation Commission Report to the  
Joint Committee on Transportation

# Continuous Improvement Advisory Committee Activities & Recommendations

2022-2023

# TABLE OF CONTENTS

Membership.....	2
Background .....	2
2022-23 Areas of Focus.....	3
Agency Performance Measures .....	4
Climate Action.....	5
Social Equity .....	7
Project Delivery.....	8
Data Stewardship.....	12
Looking Ahead.....	12

## Continuous Improvement Advisory Committee Activities and Recommendations 2022-2023

### Membership

The current members of the Continuous Improvement Advisory Committee (CIAC) are:

Sharon Smith; CIAC Chair, Commissioner, Oregon Transportation Commission  
Ted Aadland; former President, Associated General Contractors  
Shanna Brownstein; Utility Partnerships Manager, TESLA  
Leah Horner; Assistant Director for Operations, ODOT  
Paula Hammond; Senior Vice President, National Transportation Market Leader, WSP USA  
Mac Lynde; Delivery & Operations Division Administrator, ODOT  
Amanda Pietz; Policy, Data, & Analysis Division Administrator, ODOT

### Background

#### Establishment of Committee

Sections 10 of House Bill 2017 as amended (2017) directs the Oregon Transportation Commission (“OTC” or “Commission”) to appoint a Continuous Improvement Advisory Committee (“CIAC” or “Committee”) comprised of members of the Commission, employees of the Department of Transportation (“ODOT” or “Department”), and transportation stakeholders. As described in the Sec. 10 of the legislation, the committee’s charge is envisioned as:

- Advising the Commission on ways to maximize department efficiency to allow increased investment in the transportation system over the short, medium, and long term;
- Developing key performance measures (KPMs), based on desired outcomes, for each division of the department; and
- Periodically reporting to the Commission with any recommendations the Commission and Department may execute their duties more efficiently.

In March 2018, the CIAC was formally appointed by the OTC and comprised members from the OTC and the Oregon Department of Transportation (ODOT). The committee’s inaugural meeting was held on March 20, 2018 and, with exception of brief disruption in the early months of the COVID-19 pandemic, has continued to meet regularly since that time. As outlined in the CIAC charter, the committee comprises eight to ten voting members, appointed at the discretion of the OTC Chair. The chair of the CIAC is an OTC representative. The committee includes three to four executive leaders from ODOT and an equivalent number of external transportation interest holders. To ensure the CIAC has the necessary expertise that enables substantive review and recommendation, the Commission actively seeks members demonstrating proficiency in collaboration, continuous improvement, comprehensive understanding of the multimodal transportation network, acquaintance with ODOT’s undertakings, and an in-depth knowledge of ODOT’s mission.

In addition to the statutory charge provided by HB 2017 (2017), the CIAC Charter further defines the role and scope of the committee. House Bill 2017 directs the committee provide feedback on

## Continuous Improvement Advisory Committee Activities and Recommendations 2022-2023

major projects over \$50 million and key performance metrics; the committee also provides feedback on the department's priority areas and objectives and offers recommendation and insight into identifying and operationalizing those priorities.

### [Conditional Fuels Tax Increase Report](#)

House Bill 2017 as amended (2017) raises fuel taxes in \$0.02 increments beginning in calendar years 2020, 2022, and 2024. Section 45 of HB 2017 makes those fuel taxes conditional upon the Commission's submittal of a report affirming certain projects have been completed and specific tasks undertaken. Among these statutory requirements, the conditional fuels tax increase report must include:

- Confirmation of the CIAC's review of and report to the Commission on all transportation projects costing \$50 million or more and completed not less than six months prior to the report; and
- Confirmation that any recommendations made by the CIAC and approved by the Commission have been implemented or plans for implementation have been developed.

This report fulfills this requirement through discussion of the CIAC's activities, reviews, and recommendations since its last report submitted to the Commission in September 2021.

### [2022-23 Areas of Focus](#)

The committee met 12 times over calendar years 2022 and 2023, the reporting period for this report. During this same period, the Department was implementing the 2021-23 OTC/ODOT Strategic Action Plan ("SAP").

The OTC/ODOT Strategic Action Plan ("SAP") establishes three priorities: equity, a modern transportation system, and sufficient and reliable funding. Within and across each priority are strategic outcomes, implementing actions, and performance metrics that focus the department's efforts.

Over this time, the committee discussed discrete topics but maintained overall focus on the connections *between* major projects, climate, and social equity goals in furtherance of the SAP. In each of these discussions the committee took the opportunity to evaluate the Department's decisions, plans, metrics, and actions through this "connected" framework and ultimately recommends that the Department continue to use the SAP as a lens through which to view all of its plans, decisions, and metrics.

This report provides additional detail on committee discussions, recommendations, and outcomes (if applicable) regarding the following topics:

- Agency Performance Measures
- Climate Action
- Social Equity

## Continuous Improvement Advisory Committee Activities and Recommendations 2022-2023

- Project Delivery
- Data Stewardship

### Agency Performance Measures

ODOT is actively working to align its strategic performance measures with the outcomes outlined in the OTC/ODOT Strategic Action Plan. Presently, ODOT operates under three types of core performance measurements:

- Strategic Action Plan Measures: These benchmarks assess the agency's progression toward the desired outcomes detailed in its strategic plan and most closely reflect ODOT's core values.
- Federal Performance Measures: Mandated by federal legislation, these metrics provide insights into Oregon's progression toward national transportation objectives.
- Key Performance Measures (KPMs): These are legislatively approved metrics that signify outcomes benefiting the residents of Oregon.

The overarching aim is to ensure that each performance measure propels ODOT's initiatives in a direction that resonates with its core values and goals, leading to tangible benefits for the residents of Oregon. During the meetings in July 2021 and June 2022, the committee analyzed the metrics stipulated by HB 2017. They reflected on the department's measurement strategy, aligning it with the agency's strategic vision. The consensus was that metrics should be integral to the business process and play a pivotal role in decision-making. Following these discussions, the committee advocated for the submission of the Key Performance Measures Executive Summary, the annual KPM performance progress report, which was presented to the Oregon Transportation Commission. The CIAC also worked on recommendations to additional outputs related to KPMs that would be useful to ongoing work: including how ODOT is tracking metrics related to sustainability, DMV Performance, the condition of the system and how the Strategic Action Plan and Oregon Transportation Plan outcomes are connected to the overarching KPMs in the future.

### **DMV Recommendations:**

During committee deliberations, there was a push for expanding the DMV service indexes. Historically, the metrics were narrowly focused, emphasizing lobby wait times below 20 minutes. However, the committee, recognizing the evolving nature of service delivery and challenges posed by the pandemic, advocated for a broader and more contemporary approach. This expanded perspective included:

- Consideration of the surge in appointments owing to COVID-19 restrictions.
- Inclusion of varied customer interaction points such as mail and web services.
- An emphasis on equity in service delivery.
- Incorporation of recent technological advancements and enhanced services.
- Additional focus on quality of service coupled with speed.

### **Outcomes and Future Outlook:**

In alignment with the committee's feedback, new DMV Service Index KPMs were formulated to cater to the following areas:

- In-Person Customer Service: Monitoring and optimizing wait times.
- Telephonic Customer Service: Ensuring minimal wait times for phone-based queries.
- Title Issuance: Streamlining processing times.
- Digital Self-Service: Notable enhancement in the DMV2U service options.
- Transactions, promoting self-service options. This initiative improves overall customer satisfaction and effectively reduces congestion and wait times in physical offices and phone ques.

### **Walking and Bike Path Recommendations:**

Oregon's walking and bike paths are integral to the fabric of its communities. Their presence aligns perfectly with ODOT's strategic action plan, emphasizing a high-quality multimodal transportation system and provides safer and more equitable transportation options.

The CIAC recommended thoroughly revising the existing performance measures concerning multi-use pathway conditions. Historically, metrics emphasized categorizing pathways as being in a "fair" or better condition. However, significant discussions illuminated that the measure does not truly reflect ODOT's commitment and progress toward enhancing walking and biking facilities.

### **Outcomes and Future Outlook:**

- ODOT initiated partnerships with MPOs, universities, advocacy groups, consultants, and data specialists to devise new performance indexes tailored for pedestrian and bicycle facilities.
- ODOT also undertook a comprehensive assessment of its priority pedestrian and bicycle corridors. Criteria such as land use patterns, equity considerations, historical accident data, and potential risks were brought into the evaluation process. Such a nuanced approach ensured heightened safety measures and enhanced local network access. A specific emphasis was placed on optimal crossing spaces, especially in areas with higher needs.

## [Climate Action](#)

### [Climate-based Decision Making](#)

CIAC discussions regarding Climate-based investment decisions prior to the 2022-23 reporting period focused on ODOT's role and scope, ways to build climate-based decision-making processes, how to ensure climate-based decision making processes are data-driven and informed by community, and how ODOT communicates benefits back to communities across the state. As part of those discussions, the committee made the following recommendations in its 2021 report:

## **Continuous Improvement Advisory Committee Activities and Recommendations 2022-2023**

- Consider using the GHG Index methodology the agency established to vet transportation projects in terms of their emissions impacts to identify competitive projects for FHWA or USDOT discretionary grants; investigate Federal grants for energy resiliency, fire safety, and related areas;
- Harness ODOT's strength in collaboration to develop strategic public/private partnerships;
- Ensure the agency's strategic measures help the department focus and drive investment dollars where it has positive climate & economic impact;
- Look for broader opportunities to influence decisions and change;
- When making investment decisions, consider population growth, how assets intended to reduce climate impact are actually used, and the differences of needs in rural areas from metro areas, then use data to show how these investments are helping people; and
- Devise an analysis and measurement system that addresses the unique needs of the different parts of the State and measures success according to these differences. Measures should incentivize Oregonians to act differently in different parts of the state, not just metro areas.

### **Since that time ODOT, under OTC direction, has taken several steps to implement those 2021 recommendations, including:**

- As part of evaluating transportation projects' greenhouse gas (GHG) emissions implications, ODOT established a baseline of emissions reduction targets and reviewed earlier project development stages as well as change processes for long-term systemic impacts.
- The ODOT Climate Office coordinated with ODOT Regions and proposed projects for the draft 2024-2027 STIP. Regional staff were encouraged to use the results to select the most beneficial projects, change the scope of existing projects, and to improve climate outcomes or add funds to improve project outcomes. This was done with the aim of achieving a greener overall portfolio of projects across STIP programs.

The CIAC continued its engagement and discussion on Climate Action into this reporting period. The committee discussed ways for ODOT to measure success and where and how best to advocate for additional progress, discussed the complexity in contracting and the long-term nature of transportation projects, affirmed ODOT's approach applying a climate-based decision lens at the portfolio or programmatic level (rather than on a project-by-project basis), and supported ODOT's ongoing collaboration, coordination, and communication efforts related to climate-based decision making.

### **ODOT, under OTC direction, will continue this work and ongoing collaboration with the CIAC, including:**

- Implement phase 2 communications around project selection and scoping.
- Hire consultants to assess where the climate and equity lens work was impactful, where it can be improved, and to identify actions and process improvements for 27-30 STIP.
- Incorporate multiple outcomes while expanding the climate lens to include low-carbon materials and resilience in addition to equity and safety.

## Continuous Improvement Advisory Committee Activities and Recommendations 2022-2023

- Expand the lens to Oregon Transportation Plan scenarios.
- Continue a portfolio approach and report out while focusing reporting efforts on what ODOT can measure and manage.

### [Transportation Electrification](#)

Oregon is on track to reduce carbon emissions from the transportation sector by 60% from 1990 levels by 2050. A critical component of that trend is transitioning the vehicle fleet from fossil fuel-powered to electric. ODOT continues to play a coordination, convening, and facilitating role in this transition, from its work completing the Transportation Electrification Infrastructure Needs Analysis (TEINA) to its role in planning and directing federal funds toward the state's electric vehicle charging network.

The CIAC carried its discussion of Transportation Electrification into this reporting period with a presentation from ODOT's Climate Office on the National Electric Vehicle Infrastructure Program (NEVI), ODOT's vision of a backbone network of high-powered EV charging stations along major corridors, and ODOT's goal of utilizing a Public-Private Partnership method to increase EV charging access, convenience, and equity.

#### **CIAC Recommendations:**

- Examine requirements and ODOT approach while focusing on incorporating the needs of disadvantaged communities. Also, ensure bidders can support stations long term, manage costs and supply chain issues, and improve vendor selection processes.
- ODOT should start with a couple of sites to learn from, encourage vendor partnerships so that disadvantaged businesses will be represented, and bundle multiple sites.

#### **ODOT, under OTC direction, has taken the following steps to implement these recommendations:**

- The Climate Office worked closely with private sector partners and Federal Highway Administration to provide comments and deliver on rules once enacted.
- Oregon will exceed minimum standards with medium-heavy duty future proofing, incentivizing superior amenities, pull-through design to meet vehicle needs of rural drivers, and 110-volt outlets for electric micro-mobility.
- NEVI rules prohibit DBE requirements, and ODOT will host pre-bid events for vendors to partner with. Sites will be bundled into corridors, and ODOT defers to the federal government guidance on additional reliability standards and metrics.

### [Social Equity](#)

The Office of Equity and Civil Rights (OECR) works towards goals that are aligned with the Strategic Action Plan (SAP). Those goals include increasing workforce diversity, increasing the contracting dollars going to historically underutilized businesses, and the implementation of the Engagement Toolkit and the Equitable Engagement Compensation Program.



## Continuous Improvement Advisory Committee Activities and Recommendations 2022-2023

The CIAC discussed equity throughout this reporting period and offered recommendations for ways the Department can continue its ongoing evolution, meet the outcomes identified in the SAP, and build a more accessible, equitable transportation system for Oregonians.

### CIAC Recommendations:

- Share information and framework with other state agencies who can learn from work ODOT has already done; determine which agencies and programs "overlap and partner" with ODOT and how state government can best utilize its collective scope and reach to build more equitable systems and communities.
- Share information and collaborate with AASHTO; share ODOT's work with other state DOTs to build acumen across the country, share lessons learned, and learn from other states.
- Visit different areas of Oregon to engage with ODOT staff across the state in addition to focused, one-on-one conversations around equity.

### ODOT, under OTC direction, has taken the following steps to implement these recommendations:

- The Office of Equity and Civil Rights now participates in the national Equity in Infrastructure Project (EIP) and is meeting regularly with other state leaders and social equity program peers.
- ODOT's Assistant Director of Equity and Civil Rights, Erika McCalpine, is an active member of AASHTO's Civil Rights group; she attends conferences, collaborate with peers, and sets ODOT and Oregon as a national leader in this space.
- The Assistant Director for OECR was able to visit multiple areas of the state, including Region 5. She was able to connect and visit with leaders and employees on the topic of social equity within ODOT and its communities.

## [Project Delivery](#)

### [Previous Recommendations](#)

CIAC discussions regarding project delivery prior to the 2022-23 reporting period focused on promoting expanded use of disadvantaged businesses, community input of project decisions, and the long-term climate impact of design, material, and construction decisions. As part of those discussions, the committee made the following recommendations in its 2021 report:

- Review the impact of unbalanced bidding on project costs against the risk of unresponsive bids.
- Benchmarking with other jurisdictions on aspirational DBE targets.
- Developing skilled workforce, particularly BIPOC and women-owned businesses.
- Incorporating climate justice into design and construction decision-making.
- Leveraging the NEPA process to include city and resident feedback, such as bridge and sound wall art, and the varying needs of different parts of the state.

Since that time ODOT, under OTC direction, has taken several steps to implement those 2021 recommendations, including:

- Developing an unbalanced bid policy that ensures fair competition amongst bidders and addresses potential detriment to the state. This new policy will take effect in January 2024.
- Completed a statewide disparity study to evaluate goal development for utilization of DBE firms across the state and identify barriers to firms contracting with ODOT.
- Achieved the FFY22 DBE goal of 22.44%; proposed FFY23-25 statewide DBE goal of 23.43% based on statewide disparity study.
- Worked with contractors, workforce, and federal partners to develop and implement a pilot program for ODOT's use of Community Workforce Agreements. The goal of this pilot program is to diversify and develop a skilled workforce pipeline for heavy highway construction projects. Eight pilot projects have been selected and are expected to go to construction in 2024-2025.
- Integrating climate and equity lenses into project delivery scoping that will establish a baseline for tool data capture within project delivery progress.

### Major Projects

CIAC discussions and recommendations regarding major projects were focused on the challenges of enhancing DBE participation in rural projects in Eastern Oregon (difficult in Eastern Oregon due to limited firms in the vicinity), mitigating climate impacts on highway paving projects, and strategies to increase contractor competition.

### CIAC Recommendations:

- Hold statewide events to facilitate interactions between DBE and primary construction firms' highlighting opportunities in eastern Oregon.
- Expand the DBE pool by collaborating with ODOT Office of Equity and Civil Rights to identify and encourage potential DBE firms in eastern Oregon to explore certification.
- Explore OSU-recommended, ODOT-tested and -verified concrete mix material as an eco-friendly concrete mix for other transportation structures like barriers, sidewalks, and retaining walls.
- Engage in early project marketing, contractor meetings, pre-bid meetings to increase contractor awareness (both DBE and non-DBE), mitigate potential risks, and curb unnecessary cost escalation.

### Cost Estimating

The CIAC discussed cost estimating several times throughout this 2022-23 reporting period. Specifically, committee members received background regarding the cost estimating challenges ODOT faces, and the programs and tools developed to implement risk-based cost estimating of major projects.

## Continuous Improvement Advisory Committee Activities and Recommendations 2022-2023

### CIAC Recommendations:

- Collaborate/peer exchange with DOTs across the country on cost estimating best practices, tools, and protocols that ODOT could learn from.
- Improve communications and project narratives on cost estimating progression and actual costs.
- Partner with ODOT communications to address media inaccuracies and improve public understanding of cost estimating on projects.
- Develop campaigns for major projects to demonstrate how ODOT's community engagement efforts address community needs. These efforts often result in changes to project scopes and therefore changes to project cost estimates.
- Develop visualizations or illustrations to inform the public that cost estimates are dynamic and change over time.

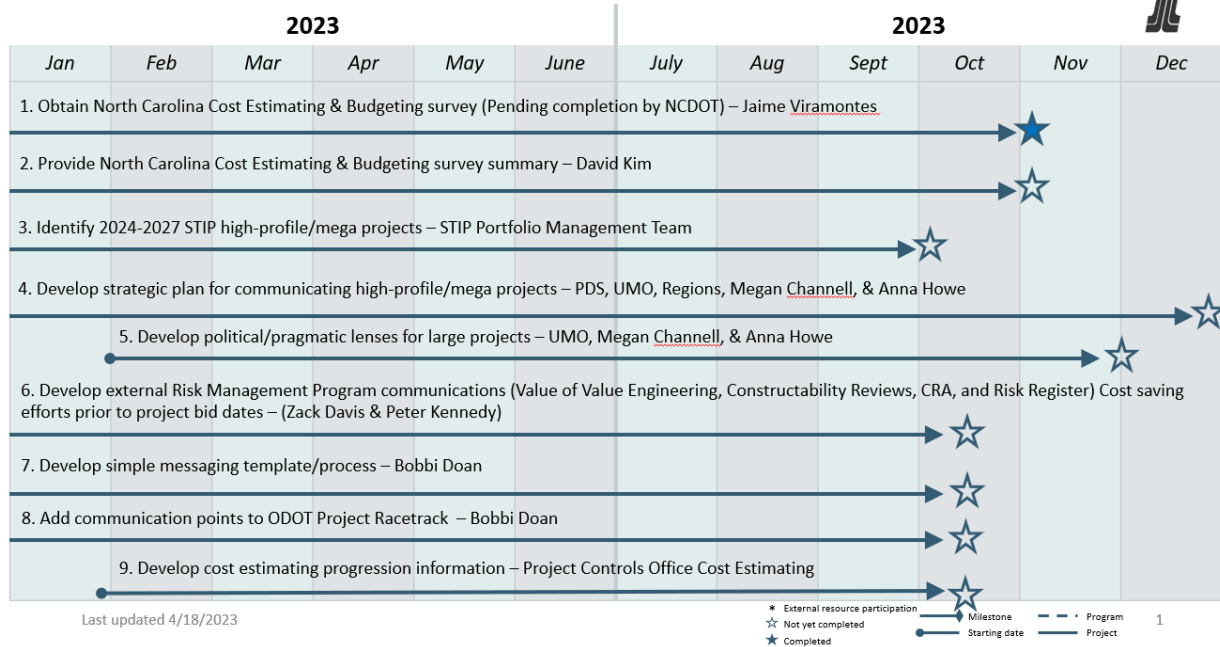
### ODOT, under OTC direction, has taken the following steps to implement these recommendations:

- Leveraging internal and external peer groups and task forces to holistically identify opportunities for improved communication regarding project estimating and project cost estimate changes.
- Leveraging integrated software solutions that will use the latest cost data, provide context and narrative to each project's cost estimate, and document and track changes.
- Established shared internal and external understanding of project cost baseline from which to measure performance; delivered robust communications outlining the standards of practice and requirements for developing cost estimates for ODOT STIP projects.
- Created a project cost-estimate progression and narrative for the US26 Outer Powell Project that outlined the factors behind cost estimate changes.
- Participated in and received the results of a North Carolina DOT nationwide survey on cost-estimating. Results indicated that 17 DOTs in the United States are struggling to maintain project budgets due to inflation and evolving cost estimates. Tools that are being implemented include risk assessments, constructable reviews and value engineering. All of which ODOT currently employs.

ODOT continues work to establish project cost estimating as a discipline and leveraging communications to build public understanding of the cost dynamics of projects. With expertise and support from the CIAC, ODOT continues to develop and test methods to better communicate internally and externally regarding project cost estimating.

## Continuous Improvement Advisory Committee Activities and Recommendations 2022-2023

### ODOT Continuous Improvement Advisory Committee (CIAC) Cost Estimating Communications Work Plan



### ADA Ramp Program

The CIAC engaged in discussion this reporting period about ODOT’s ADA Delivery Program (2017–2032), which is improving access across the state by addressing over 26,000 curb ramps on or along the state highway system in accordance with the Americans with Disabilities Act. The CIAC received a presentation from ODOT staff including a brief background of the ADA Delivery Program, ODOT’s progress on repairing or replacing ADA curb ramps on the ADA Curb Ramp Inventory list, and the challenges the ADA Delivery Program must overcome to complete the work outlined by 2032.

#### CIAC Recommendations:

- Establish a comprehensive revenue and funding strategy for the entire ADA Delivery Program through completion.
- Encourage innovation by utilizing Alternative Delivery Methods instead of the standard design-bid-build.
- Consider the use of an Outsourced Manager Model like the OTIA Bridge Program.

#### ODOT, under OTC direction, has taken the following steps to implement these recommendations:

- OTC approved an ODOT-recommended comprehensive funding strategy for this program in Sept 2022. Program funding comes from multiple sources and will total just over \$1.6 billion through the end of 2032.
- Two design-build projects are planned under this program (a \$38 million dollar project on US101 in North Bend and Coos Bay and a \$60 million dollar project (1,500 ramps) in the mid-Willamette valley).

## Continuous Improvement Advisory Committee Activities and Recommendations 2022-2023

- The ADA Delivery Program contracted with Jacobs Engineering to serve as Owner's Representative for the ADA Delivery Program. This model, recommended by the CIAC, will provide technical expertise, resources, and program management and enable success.

### Data Stewardship

ODOT, OTC, and the CIAC recognize the potential power in harnessing ODOT's data to enable the Department to become more data-centric and drive data-informed decision making. Over the past decade, the agency has invested millions of dollars and hundreds of thousands of staff hours in the collection and management of massive volumes of data assets. The CIAC has engaged in discussing the challenges of having data scattered across the agency, such as spreadsheets and databases, and ensuring data is accurate, available, and protected. The CIAC also discussed the need to move away from an application-centric system and toward a data-centric system to break down data silos and consequently make data interoperable and more usable. The CIAC emphasized the value of data to the agency and the possibilities that modern data engagement can bring.

#### **CIAC Recommendations:**

- Use data to tell meaningful stories that can help people understand the value of the changes needed in our data culture and practice.
- Keep track of savings and efficiencies gained by implementing changes in the management and usage of data, especially as we automate manual processes.
- Maintain robust internal communications across the agency and with CIAC to enable agency-wide understanding of data collection and data stewardship to enable more data-driven decision making.

#### **ODOT, under OTC direction, has taken the following steps to implement these recommendations:**

- ODOT's Chief Data Officer (CDO) is actively engaged at the state level, working at the behest of the state CDO and the CDO of the Oregon Department of Human Services (ODHS) to pilot an interagency data-sharing process/platform. The office is heavily involved in sharing its data stewardship program with other agencies.
- ODOT is creating a data literacy framework and data literacy training classes for the agencies' data stewards and trustees.

### Looking Ahead

The committee will continue to advise the department and provide recommendations to the Oregon Transportation Commission in accordance with HB 2017 and in support of the OTC/ODOT Strategic Action Plan. The department deeply appreciates the commitment and expertise of the CIAC Chair, Commissioner Sharon Smith. Under her leadership, the committee is better able to achieve its full potential and evolve in response to the ever-changing dynamics of a transportation system that meets the needs of the residents, communities, businesses, and partners the department serves.