



Oregon Transportation Commission Report to the
Joint Committee on Transportation

Continuous Improvement Advisory Committee
Activities & Recommendations
2024-2025

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Membership

The members of the Continuous Improvement Advisory Committee (CIAC) as of October 2025 are:

- Alicia Chapman; CIAC Chair, Commissioner, Oregon Transportation Commission
- Ted Aadland; former President, Associated General Contractors
- Travis Brouwer (interim); Deputy Director, ODOT
- Rod Cross; Mayor of Toledo, Oregon
- Paula Hammond; Senior Vice President, National Transportation Market Leader, WSP USA
- Tova Peltz; Delivery & Operations Division Statewide Capital Program Engineer, ODOT
- Amanda Pietz; Policy, Data, & Analysis Division Administrator, ODOT

Background

Establishment of Committee

Section 10 of House Bill 2017 (2017), codified as ORS 184.665, directs the Oregon Transportation Commission (OTC or Commission) to appoint a Continuous Improvement Advisory Committee (CIAC or Committee) composed of members of the Commission, employees of the Department of Transportation (ODOT or Department), and transportation stakeholders. As described in Section 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, the Oregon Department of Transportation (ODOT), and external experts. 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 10 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.

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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 to provide feedback on 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.

Information about the committee including meeting agendas and materials can be found [on the CIAC website](#).

In the 2025 Special Session, the Oregon Legislature passed HB 3991, which made changes to the membership and scope of work for the Continuous Improvement Advisory Committee. More information is provided in the "Looking Ahead" section at the end of this report.

Conditional Fuels Tax Increase Report

House Bill 2017 (2017) raised fuel taxes in \$0.02 increments in calendar years 2020, 2022, and 2024. Section 45 of HB 2017 made those fuel taxes conditional upon the Commission's submittal of a report affirming certain projects have been completed and specific tasks undertaken. Among the statutory requirements, the conditional fuels tax increase report had to 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.

The [final ODOT Conditional Fuels Tax Increase Report](#) was submitted to the Interim Joint Committee on Transportation in December 2023. Since that time the committee has continued its vital work on accountability and process improvement.

[2024-25 Areas of Focus](#)

The committee met 11 times over calendar years 2024 and 2025, the reporting period for this report. During this same period, the Department was implementing the [2024-28 OTC/ODOT Strategic Action Plan \(SAP\)](#).

The Strategic Action Plan 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.

The committee discussed discrete topics but maintained overall focus on the connections among major projects, accountability and transparency, and agency performance measures.

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The committee dug into transparency and accountability measures and spent several meetings reviewing the outcomes of various internal audits and ODOT's work in response to them. These included:

- Bicycle and Pedestrian Audit
- Weight-Mile Tax Audit
- Pavement Management Audit

This report provides additional detail on committee discussions, recommendations, and outcomes (if applicable) regarding the following topics in 2024-25:

- Agency Performance Measures
- Project Delivery
- Accountability and Transparency

Agency Performance Measures

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 and rules, 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 people of Oregon. During the meetings in June 2024 and September 2025, the committee analyzed the metrics stipulated by HB 2017. They discussed the department's measurement strategy and advocated continuing to align 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. After these discussions, the committee agreed on 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 system condition and sustainability, DMV lines of service performance, the timeliness of reporting, and how the Strategic Action Plan and Oregon Transportation Plan outcomes are connected to the overarching KPMs in the future.

After review and approval by the CIAC, the KPM report was submitted to the Department of Administrative Services and Legislative Fiscal Office as required and also presented to the Oregon Transportation Commission at its October 2025 meeting.

DMV KPM

In 2023, taking into account feedback from the committee, the DMV KPM was updated to capture more components of customer service, expanded from the former single metric of field office wait time. This metric looks at four points of service, rating each 1-5, with 5 being the highest and 1 the lowest. These include field office wait time, call center response time, title issuance and self-service options.

From 2023 to 2024, the data reported to the committee in 2024 and 2025, the average index remained steady at 3.25. This marks a notable improvement from the 2022 average index of 2.85, maintaining progress achieved since 2023.

The expanded KPM is a more complete story of customers' experience with DMV. The KPM improves ODOT's ability to adjust resources among the four service areas to achieve holistic service improvement. Areas that have the biggest impact on our customers: ability to answer the phone in a reasonable time, fast service in a field office, ability to produce vehicle titles quickly, and ability to increase capacity through self-service and third-party options (online, kiosks, DEQ registration renewal, Electronic Vehicle Registration integrator, third-party drive tests).

Walking and Bike Path KPM

Oregon's walking and bike paths are integral to the fabric of its communities. Their presence aligns with ODOT's Strategic Action Plan, emphasizing a high-quality multimodal transportation system and providing safer and more equitable transportation options.

In 2023, taking the committee's feedback into account, the measure was updated to reflect "Percent of ODOT priority pedestrian and bicycle corridors with walkways and bikeways in 'fair' or better condition and marked crosswalks meeting target crossing spacing guidance."

In the most recent KPM report, on the identified priority corridors, the system completeness is 45% and the crossing spacing completeness is 34%, both short of the current target of 49%. However, at 56% walkways and bikeways in fair or better condition, ODOT has exceeded the target of 49%. More progress is needed with marked crossings before the 49% target should be increased.

ODOT is working to address findings from its internal audit. A cross-agency team is implementing the 10 key recommendations from the audit, which will help ODOT complete bicycle and pedestrian facilities on state highways and thereby achieve this KPM faster.

In 2024, the internal audit examined ODOT's ability to complete bicycle and pedestrian facilities on state highways. The audit determined that limited funding and competing priorities for limited roadway space makes progress slow. Additionally, the audit noted that improvements

to data quality are necessary to monitor and report on progress. As part of the 2024 ODOT Transportation Funding Needs Analysis, ODOT determined that the current rate of investment would take over 150 years to complete the biking and walking system along ODOT's roadways. An additional \$115 million per year would dramatically shorten that timeframe, allowing for completion of the network in around 30 years. While this KPM is focused on select priority corridors, not the entire system, the prolonged timescale demonstrates the need for additional investment to achieve ODOT's goals.

Project Delivery

Previous Recommendations

In the 2022-2023 reporting period, CIAC recommendations regarding project delivery focused on the challenges of enhancing disadvantaged business enterprise (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.

In 2024-25, ODOT, under OTC direction, has continued to work to implement those recommendations:

- Launching the Small Business Development Program to help improve competition:
 - For years, small construction firms have faced significant barriers to securing prime contracts on major transportation projects. The Small Business Development Program was launched in April 2025 to help a clear path for these firms to lead the projects that build our communities across the state, after nearly a year of engagement with industry partners and small firms as members of the SBDP Advisory committee. This benefits the firms and enhances the overall competitiveness of ODOT projects.
 - The SBDP is an innovative, race-and gender-neutral initiative designed to empower small construction firms and increase competition for prime transportation projects.
 - Since its launch, the program has successfully engaged the contracting community, and 33 small firms have qualified, creating a vital pool of small firms ready to compete for ODOT projects.
 - Two public improvements with a combined value of \$4 million were selected for the 2025 rollout. These projects showcase ODOT's commitment to offering diverse work and regional opportunities.
 - OR99W/OR153 CURB RAMPS (AMITY): This project will rebuild approximately 75 curb ramps to meet ADA standards and improve accessibility. The mandatory pre-bid meeting saw attendance from 14 participating firms, demonstrating strong demand. Cost estimate: \$2,600,000.
 - I-84: I-5 -HOOD RIVER: This project will enhance safety along the corridor through improved lighting, signals, and signage. Cost estimate: \$1,360,000

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- Eastern Oregon focus:
 - In July 2024, Small Business Navigators attended DAS Connect 2 Oregon session in Redmond, Oregon. Presented on DBE program and networked with attendees. COBID office was in attendance and provided drop-in support for firms interested in certification.
 - Collaborations with Department of Administrative Services (DAS), other state agencies and local agencies for Connect 2 Oregon have provided training on procurement and state contracting to rural communities outside the I-5 corridor.
 - OECR offers scholarships to certified firms in our subscriber lists, including Region 5, to attend events offered by our partners at no cost that focus on state contracting, certification, upcoming projects, and procurement practices.
 - In OECR's Equity Line Newsletter, solicitation projects in all regions are being shared with subscribers. There are also highlight and business spotlights of firms doing good work with ODOT.
 - One key impact: In fall 2024 there was a 15% DBE goal on Contract 15566, Key #22383, OR86: Guardrail Upgrades. Targeted outreach was completed in conjunction with the Region 5 field coordinator. Project exceeded DBE participation goal, 18.28%, very unusual for an eastern Oregon project. This engagement helps our effectiveness in working with our DBEs so they have a better understanding of the work, how to engage and when and to be successful on our projects. It helps us meet and exceed our DBE goals.
- Lower-carbon materials:
 - Climate Office and Construction have partnered on expansion of use of low-carbon materials, including an OSU-recommended, ODOT-tested and -verified concrete mix material discussed in CIAC meetings as an eco-friendly concrete mix for other transportation structures like barriers, sidewalks, and retaining walls
 - ODOT received a federal grant to implement this work and other low-carbon materials. Efforts include product testing, durability analysis, pilot test locations, and establishing standards and design guidelines. This has brought substantial federal funding into ODOT to test and use low carbon materials, determining where and how to use long-term. Outcomes include lower emissions and industry support for transition of materials.

Major Projects

In 2024-25, the committee continued its conversation on major projects and improvements to cost estimation.

CIAC Recommendations from 2024-25:

- When looking at project delivery metrics, the committee suggested breaking down the statistics by cost or size of projects to get a better sense of whether large projects are struggling the most.

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- Provide more feedback to design teams from construction teams so that design plans are aligned with the situation on site for the people doing the work.
- To improve bidding competition in local areas, give adequate time for contractors to prepare bids, have better communication about the project ahead of time and improve pre-bid communication about scope and risk.
- Regarding cost estimation, the committee recommended using data in a more robust way to do more precise estimates and adjustments in the project life cycle.
- Help the legislature understand the need for funding a new “maintenance management system,” a technological tool that helps track maintenance needs, which allows for better budgeting and more understanding of real-time maintenance spending. (Oregon is one of five states that does not have such a system.)
- Regarding budget and revenue conversations, the committee suggested developing a high-level set of messages that outline the budget problem and make it easier to grasp and use more photos to tell the story.
- Data collected on pavement condition should be included in more centralized asset management.
- The committee recommended working closely with the manager of the Certification Office for Business Inclusion and Diversity (COBID) and the Oregon division office of the FHWA to see if there are ways to simplify the Disadvantaged Business Enterprise-certification process, which is controlled by Business Oregon. A number of firms have flagged the process as cumbersome, leading some to decide not to pursue recertification. Note: On October 3, 2025, the US Department of Transportation issued an Interim Final Rule making significant changes to the DBE program. The rule has been published in the [Federal Register](#) and is effective immediately. ODOT and all subrecipients of federal transportation funding subject to the DBE Program are required to comply. ODOT and COBID are collaborating to determine and communicate next steps. [See the announcement from ODOT’s Office of Engagement and Civil Rights from Nov. 6, 2025.](#)

Thus far, ODOT, under OTC direction, has taken several steps to implement those recommendations, including:

- ODOT is finding more ways to show this data effectively and to analyze trends based on project type and project size.
- At a higher level, the agency’s work on the Capital Investment Plan will allow the agency to be more precise in both budgeting and scoping, leading to better cost forecasting.
- The agency implemented Quarterly Project Portfolio Reviews in all five regions. Construction and maintenance staff are included in the reviews to provide meaningful feedback on the design plans and scope of work. Their attendance is required, not optional. It also allows our maintenance teams to provide feedback to both design and construction team members on how well the improvements are working.
- Construction staff are expected to actively participate in the project delivery milestone reviews at Design Acceptance, Preliminary Design Reviews and the Advanced Plans in Hand meeting. This ensures they provide feedback along the way to minimize design

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rework. Maintenance and Construction representatives are also expected to participate in project scoping and the final project walk through before the work is accepted.

- The agency has engaged AGC related to project communication and notification of bid letting dates. This will be a continuing effort as we look to change the way in which we program project funding.
- Funding a new maintenance management system is not on the current horizon, but conversations continue. The need and business case are documented in the Maintenance & Operations Technology and Data Plan (September 2022).
- ODOT refined and focused its budget messaging, including using more visuals, over the course of the Joint Committee on Transportation tour in fall 2024, in legislative workgroups and committees in 2024, and during the 2025 legislative session.
- The agency is working to incorporate pavement condition and other related data in its overall asset management plan, and in the future would like to have an asset management program.
- The Office of Engagement and Civil Rights is engaging with Business Oregon on ways to streamline the COBID process. (See note above.)

Transparency & Accountability

ODOT, OTC, and the CIAC recognize the importance of being a transparent organization that can show clear stewardship over the resources and taxpayer dollars it receives. The committee saw an early version of ODOT's State of the System dashboard and provided vital feedback to make it more functional and meaningful to the public. They also received reports on the agency's funding situation, DMV's response to Real ID, the agency's work in response to the 2024 Strategic Review and ODOT responses to several audits.

CIAC Recommendations:

- The CIAC saw a preview of the State of the System dashboard, a new site designed to be transparent about our performance and our system. The committee recommended plain language review, hybrid between data and narrative, emphasis on identifying what ODOT does and doesn't control, an added focus on key messages, and a robust communications plan. They also suggested an FAQ, definitions list, showing some datasets by region or district, and adding information about money we put into the economy and other potential data sets.
- DMV should expand the options for people dealing with wait times for drop-ins.
- The committee recommended the Public Transportation Division create an annual report that captures the value and accomplishments of the bicycle and pedestrian network as a whole, focusing on safety, access and connectivity.

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

- The [published version of the State of the System dashboard](#) was guided heavily by the committee feedback and took into consideration all of the first set of recommendations.

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The project team addressed the FAQ suggestion with a resource list for each area and addressed a need for definitions by including plainer language.

- Outreach was conducted to specialized GovDelivery contact lists for each of the outcome areas included on the State of the System dashboard. In the future, the team will look for opportunities to add more specialized data sets.
- The State of the System dashboard is currently being used as an external transparency tool to measure outcomes that Oregonians care about. It is also being utilized as an internal management tool to ensure that the agency is tracking and managing to a level of service and better performance expectations. The data is updated on a regular cadence (varying by data set) but is reviewed quarterly by the leadership team to identify areas that need improvement, how to address that and areas that are improving and why we see positive or negative trends.
- After the May 2025 presentation, DMV experienced staff shortages indirectly related to the reduction in force steps taken before HB 3991 was passed, which led to increases in wait times even after the Real ID crush lessened. DMV has been taking a number of steps to increase customer certainty, including piloting making some offices have “appointment-only” days and limiting the number of times people can take knowledge tests in a day. In addition, some of the busier locations are looking at adding appointment-making capabilities to the lobby queuing kiosks; that functionality should be available in January 2026.
- At this time, the Public Transportation Division has not created an annual report on all the division’s work. However, the Public Transportation Division's Active Transportation team captures its work in one annual KPM report and has created a [GIS-driven map dashboard](#), set to launch before the end of 2025, showing state-funded project locations of the three different active transportation funding programs.

Looking Ahead

House Bill 3991 (2025 Special Session) includes a number of accountability measures, one of which is changes to this committee’s membership, focus, and reporting topics and frequency. The goal is to improve oversight and delivery of major projects.

Starting in 2026, the committee will:

- Meet at least once a month.
- Develop performance measures and report quarterly to the OTC and JCT on status of performance measures.
- Report quarterly to the OTC and the JCT on ways ODOT and OTC can execute their duties more efficiently.

In November 2025, the closing meeting for this iteration of the Continuous Improvement Advisory Committee, the group discussed lessons learned and advice for the next iteration of the committee, with a focus on monitoring major projects.

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In the new guiding statutes for the committee, this biennial report will be replaced by the quarterly reports referenced above. As such, this is the final biennial report on the activities and recommendations of the Continuous Improvement Advisory Committee (2018-2025).

Thank yous

The department deeply appreciates the commitment and expertise of the CIAC membership since the committee's inception, including Chair Alicia Chapman and former Chair Sharon Smith. Through their leadership, the committee has provided vital feedback and recommendations to the agency, helping foster a culture of continued improvement and accountability.