

ADOPTED STRATEGIC BUSINESS PLAN | 2018 - 2022

ONE ODOT:
POSITIONED FOR
THE FUTURE



ADOPTED BY OTC & ODOT: APRIL 19, 2018

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Cover Photo Credit: David Campbell, Culvert connecting North Fork Clackamas River to North Fork Reservoir

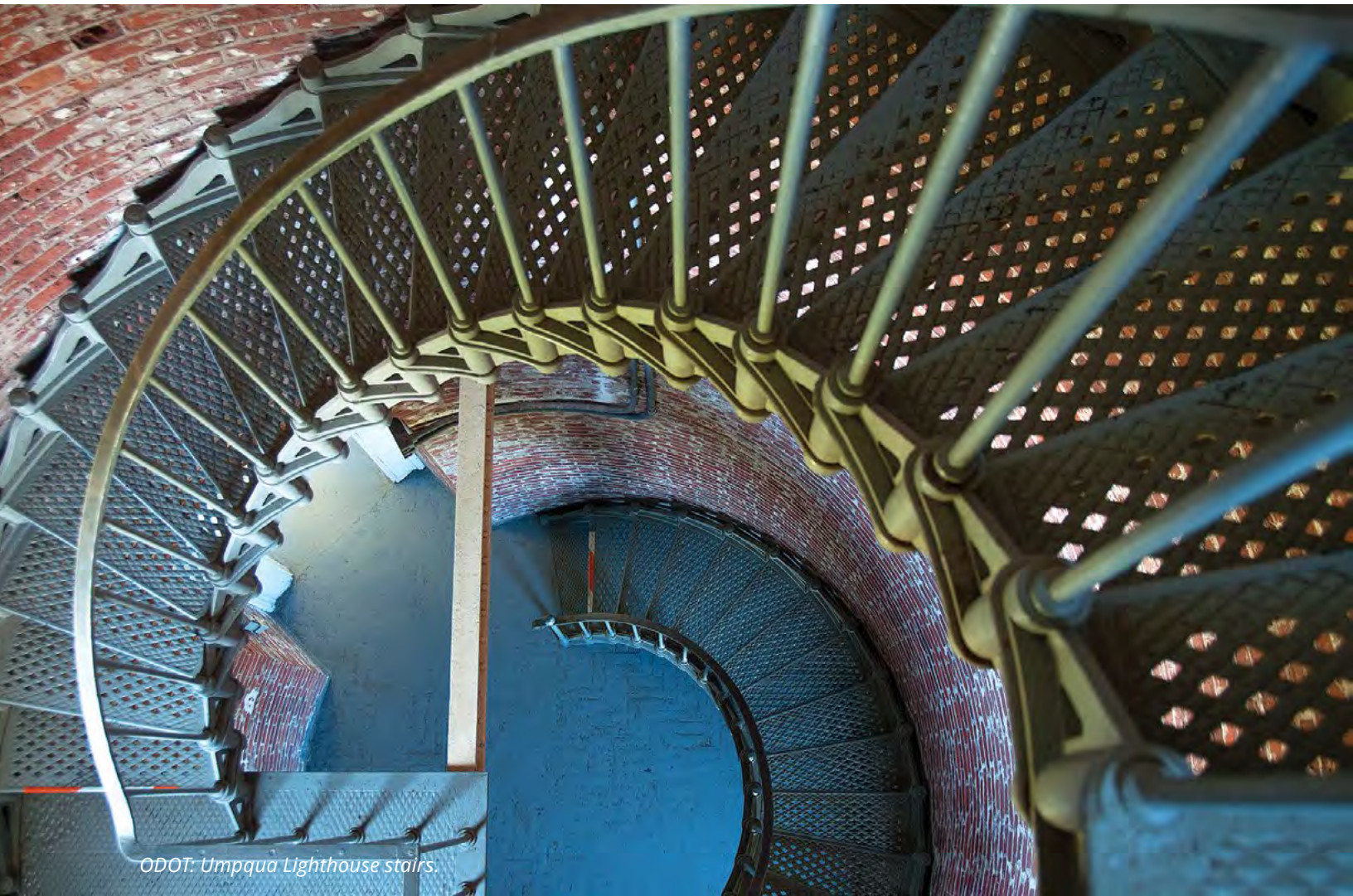
INTRODUCTION

MESSAGE FROM ODOT DIRECTOR AND OREGON TRANSPORTATION COMMISSION CHAIR

We are pleased to present to you the Strategic Business Plan of the Oregon Department of Transportation (ODOT). This important document has been developed in close consultation and support of the Oregon Transportation Commission (OTC), and through a collaborative effort involving professionals from across our agency. The Strategic Business Plan (SBP) defines essential priorities to guide our work over the next five years, with regular efforts to assess, adapt and measure progress. It positions ODOT and the OTC on a pathway to achieve our vision to become a truly best-in-class transportation department.

Creation of the SBP has been prompted by opportunities and challenges that make this a very important, exciting time in the history of our agency. These include:

- **House Bill 2017:** This landmark legislation provides \$5.3 billion to improve and maintain the state transportation system (including first-ever dedicated support for public transportation). With this investment, ODOT is being asked to meet important performance
- **milestones and effectively execute a complex array of initiatives.** Additionally, the accountability and stewardship responsibilities embedded in this historic piece of legislation ensures that the ethic of responsible planning, prioritizing and resource management is adhered to – the SBP will go even further to strengthen our stewardship of the state’s financial resources.
- **McKinsey Management Review:** An in-depth assessment of our agency that recognized many strengths, while identifying key opportunities for improvement. These included better strategic focus, alignment, priority setting and crafting performance measures most critical and relevant to ODOT’s near term challenges.
- **Generational Transition:** Demands on our organization are growing just as we face the dual challenge of retaining “veteran” knowledge and expertise and attracting/developing people with fresh ideas and diverse backgrounds.



ODOT: Umpqua Lighthouse stairs.

We are confident that the SBP will enable each member of our team to link his or her contribution to the mission and goals of the agency, ensuring clarity of purpose and a unified organization where everyone's role is clear and meaningful in the support of the overarching agency mission. It should also reinforce a commitment to public service as a calling at the core of who we are—motivating everything we do and visible in the excellence of our work.

Our heartfelt thanks to all those who have contributed to this plan and who will help bring it to life. We welcome your comments and in turn will provide regular updates on our progress toward meeting the challenges and opportunities of today, and the future.

Matthew L. Garrett

Director, Oregon Department of Transportation

Tammy Baney

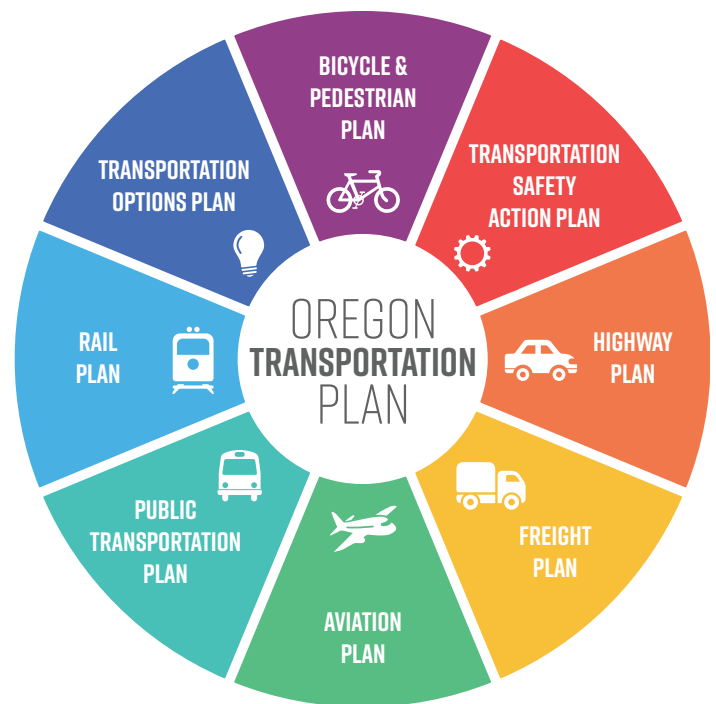
Chair, Oregon Transportation Commission

SCOPE OF THE STRATEGIC BUSINESS PLAN

RELATIONSHIP BETWEEN TRANSPORTATION SYSTEM POLICY AND ORGANIZATIONAL FITNESS

The OTC, working through ODOT, sets a comprehensive 20-year vision and policy for Oregon's transportation system: the *Oregon Transportation Plan* (OTP). The OTP is supported by specific transportation mode and topic plans that provide policy and goals to guide the evolution of transportation across the state. These plans are developed in partnership with transportation stakeholders and adopted by the OTC. All of these documents work together to provide a comprehensive strategy for preserving, maintaining and enhancing transportation throughout Oregon, setting the foundation for ODOT's mission.

Contrasted with transportation-system related policy plans, the SBP focuses on priorities and actions that will make ODOT a more capable, efficient organization for delivering on our mission and strengthen our unity of purpose as One ODOT.



We have approached the SBP process much like an athletic training program, identifying the right steps to build our organizational fitness and boost the agency's ability to perform at the highest level. Questions that have driven the effort include:

- What are the major opportunities and needs we must address to deliver on the state's transportation strategy and goals, including delivery of the charge under House Bill 2017?
- How can we be more coordinated and focused in our daily work, improvement efforts and the execution of key initiatives?
- What steps can leaders take to provide clear direction to people—both staff and stakeholders—across our complex array of services and programs?
- How do we encourage and engage each other, as dedicated employees, so we can fulfill our potential and ensure we achieve our mission and vision?

- What structures and practices will ensure we are able to assess changing needs and trends and respond proactively to stay ahead?

This plan is a guide to **action** that begins immediately and carries us forward in our commitment to being a leader among state agencies and transportation departments.

ROLES

The OTC defines policy and direction for transportation in Oregon, which ODOT implements. The OTC also serves in an oversight capacity to ensure ODOT is well managed and operating as efficiently as possible. As key partners in this plan, the OTC provides guidance and input, approves the plan, and receives regular progress updates. ODOT develops and executes the plan, and measures, monitors and reports progress towards success.



ODOT: A blower works on clearing one lane of the McKenzie Pass, OR 242, to help expedite the snow melt.

OUR ORGANIZATION

AGENCY OVERVIEW

ODOT began in 1913 when the Oregon Legislature created the Oregon Highway Commission to “get Oregon out of the mud.” Today, we develop and operate a diverse portfolio of programs related to Oregon’s system of

- Highways, roads, and bridges (including bikeways and walkways).
- Railways.
- Public transportation services.
- Transportation safety programs.
- Driver licensing and vehicle titling/registration.
- Motor carrier/trucking regulation.

As of the most recent biennium, ODOT manages a \$3.9 billion budget that impacts the daily lives of every individual, business and community in the state as well as the millions who visit and do business in Oregon every year. The agency operates under the direction of the OTC, which sets strategy and policy for the state transportation system. Together, the OTC and ODOT work closely with the governor and state legislature to ensure efforts to maintain and enhance the system are aligned with the broader needs, priorities and resources of the state.

MISSION

ODOT PROVIDES A SAFE AND RELIABLE MULTIMODAL TRANSPORTATION SYSTEM THAT CONNECTS PEOPLE AND HELPS OREGON'S COMMUNITIES AND ECONOMY THRIVE.

5-YEAR VISION

ODOT works together to be a recognized leader in transportation, an employer of choice in our local communities, and well positioned to deliver transportation solutions for Oregon's future.

Specifically we have:

- A high-performing and collaborative workplace where staff at all levels are aligned in our shared mission.
- Flexible processes and mechanisms that adapt to changing needs and proactively respond to trends and opportunities.
- Modernized systems, technology and services to maximize resources and improve productivity and efficiency.
- Strong and informed governance for priority-setting, decision-making and evaluating progress on initiatives.

VALUES

These principles inform decision making and guide our behavior in working with each other, our partners and the communities we serve:

INTEGRITY: We are accountable and transparent with public funds and hold ourselves to the highest ethical standards.

SAFETY: We share ownership and responsibility for ensuring safety in all that we do.

EQUITY: We embrace diversity and foster a culture of inclusion.

EXCELLENCE: We use our skills and expertise to continuously strive to be more efficient, effective and innovative.

UNITY: We work together as One ODOT to provide better solutions and ensure alignment in our work.

STRATEGIC PRIORITIES

CRITICAL AREAS OF FOCUS

ODOT's Strategic Priorities guide where the agency will devote resources, attention and creativity to more effectively fulfill our mission and vision. These four action areas were identified through a collaborative process of assessment and discussion involving the OTC and ODOT professionals across the organization.

SUMMARY OF ODOT STRATEGIC PRIORITIES



Unify & Align ODOT Operational Governance

Improve structures and processes to define agency priorities, communicate across the organization, boost accountability and track progress.

Outcome: Greater focus, clarity and achievement of key goals.



Optimize & Modernize Technology & Data

Address gaps in technology/data resources and capability through a cohesive agency strategy and disciplined development approach.

Outcome: Up-to-date and effective systems, software and data resources. Ability to target and apply innovative solutions.



Build a Qualified & Diverse Workforce for Today & the Future

Attract and retain people and knowledge essential to our responsibilities. Develop leadership, skills and diversity at all levels.

Outcome: An engaged, diverse and effective workforce committed to public service and able to meet changing transportation needs.

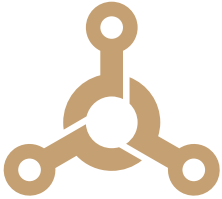


Strengthen Strategic Investment Decision Making

Better link long-range plans and objectives to shorter-term transportation and agency investments.

Outcome: More informed and effective investments and management of trade-offs.

The following is a detailed overview of each ODOT Strategic Priority:



UNIFY AND ALIGN ODOT OPERATIONAL GOVERNANCE

BACKGROUND

Strong, connected decision-making, priority-setting and alignment are essential to drive an organization's strategy. Refining ODOT's operational governance processes and structures must therefore be a key first step in implementing the SBP.

The need for tighter focus and communication of priorities has become very clear as we have examined our capabilities. As noted in the McKinsey *Management Assessment*:

[W]hen asked about the top two to three priorities for ODOT, senior leaders had varying answers ranging from "customer service" to "execute the commission's strategy." This means that leadership may not be emphasizing the same priorities within their divisions, and that day-to-day activities therefore may be more informed by division level strategic plans than with ODOT's overall objectives.

Beyond improving internal structures and processes for priority setting and alignment, this will demand changing individual and group habits ingrained in our culture. Examples of new ways of thinking and behaving that will need to be learned and cultivated:

- Fewer initiatives and priorities are often better than more.
- Reach out to others before taking independent action.
- A "Just do it" attitude should be balanced by "Look before you leap."
- Prioritization and sequencing of well-intentioned ideas is a sign of good management.
- Taking on too many discretionary efforts can get in the way of doing the important everyday work of the organization.

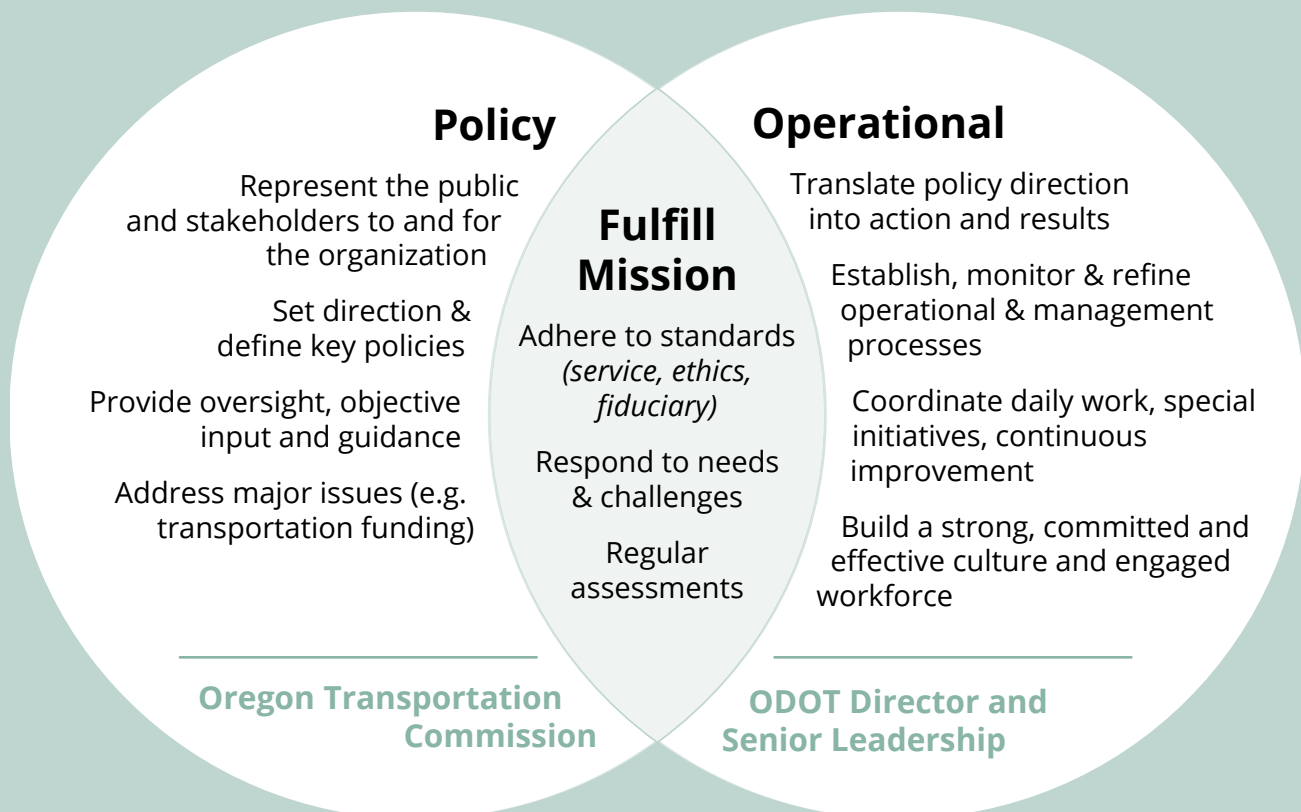
Building aligned operational governance and priority management will demand strong commitment, resources and shared accountability from our top leadership as well as each division and unit.

GOVERNANCE is the cascading system of policies, practices, processes, measurements and responsibilities by which an organization is directed and controlled.

The OTC is responsible for setting **policy** and providing **governance** for the transportation system and the agency. ODOT leadership is responsible for the **operational governance** needed to implement policy and manage the agency effectively and efficiently.

Effective operational governance leads to greater alignment, focus and accountability across the agency, and higher quality, sustainable outcomes.

Policy and Operational Governance: *Distinct roles, shared objectives*





John Lingerfelt: Springtime in Salem.

ACTIONS AND OUTCOMES

1. Pause and Prioritize Initiatives to Focus on HB 2017 and the Strategic Business Plan

While we prepare for stronger operational governance across the agency and plan for delivery of HB 2017, each division and business unit will apply tighter scrutiny and patience on launching of discretionary new initiatives. We will also review current efforts to find opportunities to reduce the burden on our resources during implementation of the Strategic Business Plan and delivery of HB 2017.

This does not mean stopping important critical agency improvements that are well underway or nearing completion. But it does mean asking critical questions now to set the stage for a more comprehensive priority assessment and allow greater focus.

“An infinite number of good ideas come forward each day. We need a process to ferret out priorities and allow for alignment of those good ideas—either in or out.”

- ODOT Staff Member

2. Establish a Cross-Division Operational Governance Team

This internal group will be responsible for guiding the achievement of the ODOT mission, vision and strategic priorities, and setting management direction throughout the organization.

OUTCOMES

- ▶ Clear responsibilities and process for setting agency direction, managing priorities and establishing effective internal policies.
- ▶ Defined relationships with OTC and other governance groups (e.g. Divisional Management Teams and Leadership/Management Teams).
- ▶ Refined and well-chosen set of strategies linked to priorities and other critical initiatives that are regularly reviewed, tracked and updated.
- ▶ Leadership deliberation and teamwork on key decisions—serving as a model for the rest of the agency.

STRATEGIES

- ▶ Determine a framework (structure, charter, criteria, review cycles) and participation in cross-division governance team. Conduct initial meeting(s) and refine over time.
- ▶ Conduct review of current division and functional initiatives and adjust portfolio to better focus efforts and resources on strategic agency priorities.
- ▶ Develop process and timing for agency-wide or major initiative reporting and updates.

3. Streamline/Refine Operational Governance Practices

Evaluate the broader array of management and leadership teams that have a role in defining priorities and managing resources for a division, function or geography. Determine opportunities to build stronger connections and enhance coordination.

OUTCOMES

- ▶ Clear lines of communication and deployment of responsibility up, down and across the organization.
- ▶ Greater discipline around launch of new initiatives; matching commitments to impact and resource availability.
- ▶ Ability to adjust pace and focus in response to changing needs, events, etc.
- ▶ Effective, ongoing assessment of progress, with defined responsibility and proactive accountability.
- ▶ Timely, fact-based performance reviews that inform decisions, raise issues and identify opportunities for improvement.

STRATEGIES

- ▶ Clarify individual and team roles and responsibilities in suggesting and deploying function, division and agency-wide priorities.
- ▶ Define criteria and methods for assessing potential new efforts. Provide guidance to management teams on principles of effective portfolio management.
- ▶ Develop a method to ensure visibility—including mandatory and discretionary efforts.

- ▶ Apply the ODOT Change Framework as a guide to each initiative team and sponsor—both to support execution and effectively track progress.
- ▶ Establish a cycle or schedule to help refine and coordinate timing and level of decisions, progress reviews, etc.

- » Clearly defined relationship to OTC and other governance groups.
- ▶ Established strategic-level agency priority deployment and portfolio management process.
- ▶ Refinement of subordinate operational governance groups, clarification of roles, responsibility and authority.

SUCCESS MEASURES & INDICATORS

ACTION OR PROGRESS

- ▶ Completed formation and launch of agency-wide operational governance group. Features:
 - » Represents the entire agency.
 - » Authority to set agency-wide priorities, review and establish internal policies, guide performance reviews.

IMPACT OR RESULT

- ▶ Improved operational governance through alignment of planning, priorities, policies and performance across the agency.
- ▶ Higher rate of change initiative completion with documented results against baseline and target (budget, schedule, return on investment, etc.).
- ▶ Perception/satisfaction of participants and stakeholders tied to outcomes (unity, transparency, resource usage, consistency, etc.).



ODOT: Networking and Collaborating



BUILD A QUALIFIED AND DIVERSE WORKFORCE FOR TODAY AND THE FUTURE

BACKGROUND

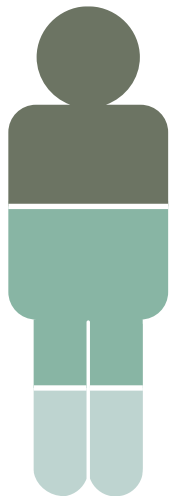
ODOT's staff of roughly 4,500 includes individuals with diverse responsibilities such as roadway maintenance, vehicle registration, transit system coordination, local community and government support, short- and long-range planning, safety campaigns and programs, project delivery, public fund management—and many more. Our team is supported by external firms and individuals: contracted partners who provide a wide array of specialized services and supplemental capacity.

Several trends impact our ability to secure the right people for the right roles, with the support needed to do their best work. These include:

- Competition to fill key roles is increasing as ODOT, other DOTs and businesses seek talent to handle new transportation and infrastructure funding packages. Private sector compensation is difficult to match, especially in urban areas.
- A wave of retirements means a loss of people with extensive knowledge and experience. The rate of departures from ODOT has grown and is projected to continue for several years.



ODOT Transportation Excellence Award Winners of 2017



ODOT Current Workforce *Generational View as of January 2018*

40% Born: 1946-1964
Baby Boomer Generation

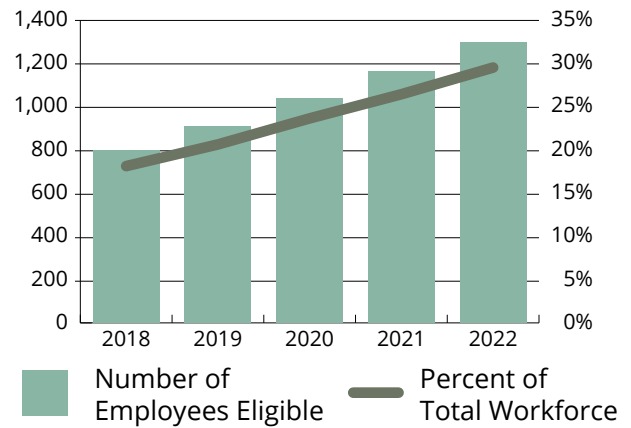
37% Born: 1965-1979
Generation X

23% Born: 1980-2000
Generation Y/Millennials

Born: 2001-Present,
iGen/Generation Z is anticipated
to enter the workforce in 4-5 years.

ODOT Employee

Retirement Eligibility Projected - Next 5 Years



- Today’s potential new employees have high expectations for advancement and tend to be less interested in long-term commitments. However, many jobs at ODOT require several months and even a few years for a new hire to reach full capability.
- Our willingness to take on new tasks, as well as the cyclical nature of transportation funding, put pressure on staff to meet service levels and commitments. Managers and supervisors have less time to lead and support staff.
- There is a clear need to build greater diversity in our staff to broaden opportunities and reflect the changing nature of the state’s population.
- A growing percentage of our work is being handled through external contracting—offering valuable opportunity to the state’s business community. We must ensure that ODOT retains the appropriate level of internal expertise to effectively manage contractors.

ACTIONS AND OUTCOMES

To build the culture and environment described in ODOT’s values, we must establish a coherent workforce vision, and identify specific goals, priorities and creative, yet practical, solutions. We’ll begin our efforts in two key areas: leadership and employee development.

1. Build & Support Leadership Excellence

Achieving our mission and vision will rely on a strong corps of leaders that is prepared to effectively guide ODOT—today and in the future.

OUTCOMES

- ▶ Leadership practices and behaviors meet the needs of a more diverse and changing workforce, as well as more complex and interconnected issues.
- ▶ Identification and development of high potential individuals, expanded “bench strength” and a future generation of ODOT leaders.

- ▶ Successful, timely promotions with positive impact on both manager and staff. Correct balance of technical and interpersonal skills.
- ▶ Highly engaged staff, positive climate of strong performance, including reduced absenteeism, greater retention, better use of mediation to resolve issues, employees feel more valued as part of the ODOT team.



ODOT: Oregon DOT Construction/Utilities Career Day, Baker City, Oregon.

STRATEGIES

- ▶ Develop a consistent and compelling set of leadership principles to serve as a guide to establish expectations and evaluate leader performance.
 - » Refine Leadership role descriptions and expectations (overall and job specific) to guide recruitment and ensure competencies and criteria are clear.
- ▶ Strengthen leadership capability-building: consistent and complete professional development, with time and opportunities to practice, lead strategically and assess progress.
- ▶ Update criteria and process for finding leader candidates. Develop and use career path methods to broaden experience and evaluate potential.

2. Strengthen Talent Attraction, Employee Capability & Retention

We must prepare our people with the skills and knowledge to effectively deliver on a broad and changing array of responsibilities, supported by passion for public service and commitment to working as One ODOT.

OUTCOMES

- ▶ Higher retention of staff and sustained resources to fulfill the agency's mission and vision.
- ▶ Accurate, meaningful and effective management of performance and a climate of accountability and high expectations.
- ▶ More effective development of staff skills/experience. Visible commitment to growing our people and providing opportunities.

- ▶ Preservation of and access to key knowledge so it is accessible and used by staff and management.
- ▶ Employees are prepared and encouraged to contribute their skills and knowledge to improve agency performance.
- ▶ Vibrant climate for all staff that attracts talent and enhances recruitment success. Refreshed ODOT spirit and energy, grounded in commitment to public service.

STRATEGIES

- ▶ Identify & address factors that impact manager & staff departures, promotions, movement within ODOT.
- ▶ Review and enhance capability building and career development strategies, including coaching/mentoring rotational assignments, flexible roles, training, etc.
- ▶ Enhance performance management and feedback practices to ensure more thorough and honest assessments, with appropriate follow-up.
- ▶ Assess and improve processes and practices that build connections to internal and external best practices. Apply an array of approaches, from cross-training to process documentation, to retain essential knowledge.
- ▶ Improve channels of communication to all agency employees and staff, tailoring messages to build understanding of the contribution of each division, branch and individual.
- ▶ Work with state government and external partners to ensure ODOT is positioned to offer compelling opportunities to its people.

- ▶ Take advantage of the momentum behind HB2017, the SBP and other change efforts to convey positive messaging and position ODOT as an “employer of choice.”

A key success factor in building a stronger workforce and creating our next generation of staff and leaders will be a closer and more effective partnership between the agency’s Human Resources professionals and business lines.

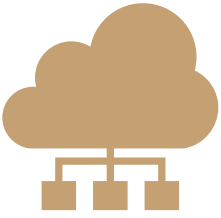
SUCCESS MEASURES & INDICATORS

ACTION OR PROGRESS

- ▶ Adoption of unified ODOT leadership excellence principles & capabilities.
- ▶ Alignment of leadership programs and assessments with agency leadership excellence principles and capabilities.
- ▶ Assessment of changing agency needs and workforce trends, identifying organizational and individual gaps.
- ▶ Diversity of participation in leadership and staff development.

IMPACT OR RESULT

- ▶ Higher success rate in attracting and retaining talent needed to fulfill the agency’s mission.
- ▶ Improved results in leadership competency assessments and in reduction of workforce gaps.
- ▶ Increased employee engagement/ satisfaction re: support for career development and leadership effectiveness.
- ▶ Expanding diversity in leadership, developmental opportunities and overall agency staff makeup.



OPTIMIZE & MODERNIZE TECHNOLOGY & DATA

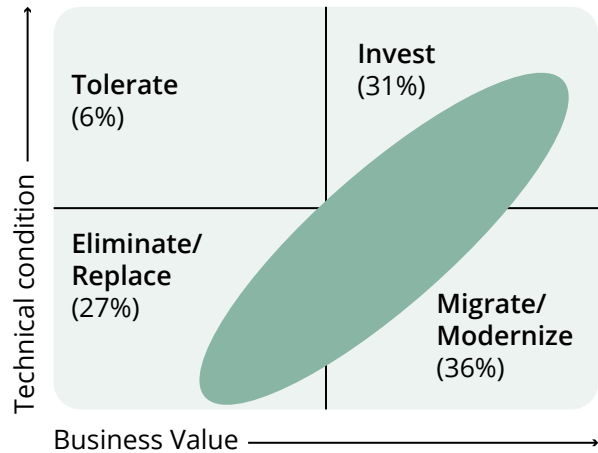
BACKGROUND

Today's ODOT is something of a living history museum of information systems. Parts of our organization rely on software and databases that were launched in the 1960s and for which skilled support is hard to find. Other IT systems and infrastructure are more modern, but aging. A smaller list features new or emerging technology. ODOT's data and information management is likewise mature in some parts of the organization and far from best practice in other areas.

Technology and data are more than just "nice to have" features of the agency: We are heavily reliant on the information and capability they provide to fulfill our mission and provide essential services. Here are just a few examples:

- Calculating and collecting vehicle and truck registration fees.
- Gathering safety information to determine risk levels.
- Tracking and reporting project progress and performance against goals (schedule, budget, objectives).
- Administering grant funds.
- Evaluating conditions of our transportation assets (bridges, roads, etc.)

The challenge we face today has been described as a growing "technology debt"—a point where maintaining systems takes more effort and cost than replacing them—coupled with fragmented data management.



Excerpt from a Gartner, Inc. assessment of 185 current ODOT software applications. Indicates more than 60% require some significant change to ensure agency needs can be met in the future.

TECHNOLOGY – Systems and hardware that allow us to get work done faster and more efficiently.

DATA – Information, facts and numbers that we use in our work and/or provide to stakeholders.

A ONE ODOT EXAMPLE: SECURITY CAMERAS

To enhance safety for staff and customers, several groups within ODOT have been exploring installation of on-site security cameras. What began as multiple, disconnected efforts, however, has merged into a collaborative approach and a path to reduced costs and complexity.

Today's security systems rely on computer networks, so ODOT's Information Systems (IS) branch received several requests for advice on how to set up camera systems. IS proposed that the different business groups (e.g. Highway and DMV Divisions) work together to develop common requirements and a unified approach to camera purchase and installation. The ODOT Facilities organization, which manages camera installation and maintenance, joined the effort and provided project management support.

This unified effort promises less variation in technology, advantages in price negotiation, and fewer maintenance challenges: The kind of smarter approach to keep watching for!

Failure to invest in our systems and data mean we are in catch-up mode, and find ourselves struggling to meet needs for timely and accurate information.

Some noteworthy positives:

- Recent completion and approval of a comprehensive Strategic Data Business Plan. The Plan maps out a vision, goals and priorities for systematic improvement of data resources and usage, and a new approach for governing data.
- A detailed Application Portfolio Assessment, recently conducted by Gartner, Inc., provides insights into hundreds of software and applications currently used/supported across ODOT. The report recommends action on a large proportion of technology resources.
- DMV's Service Transformation Program, an anticipated \$90 million replacement of

obsolete systems for vehicle registration, driver licensing and other modules, is a good example of success in gaining funding and commitment to address significant gaps.

These promising indicators, however, do not outweigh the many challenges that make Technology and Data an important strategic priority. Specific problem areas identified:

Technology & Data Vision and Goals: The diversity of agency services contributes to a disconnected environment and approach. Technology and data investment is driven by narrow business needs/requests, lacking coordination and an overall vision.

Priorities and Coordination: Multiple requests for IT solutions lead to long queues and difficulty determining which should take precedence. Simultaneous efforts are launched to address similar needs, sometimes leading to duplicate systems.



Business/User Need Clarification and Response: Expertise to evaluate business needs and develop more effective solutions is scarce—and often diverted to firefighting and urgent demands. Divisions and functions independently buy tools or develop data that may not meet their needs, leading to “orphan” databases or applications.

Infrastructure & Compatibility: ODOT has a large, but fragmented IT infrastructure (hardware, software, security, networking, etc.) with high maintenance costs. Likewise, the agency supports thousands of independent and often incompatible databases, with limited knowledge and access across business lines.

ACTIONS AND OUTCOMES

1. Enhance Enterprise Technology & Data Governance

Meeting data and technology challenges will require more effective, coordinated decisions on resources, investments and overall portfolio of efforts.

OUTCOMES

- ▶ ODOT is able to embrace current information technology systems and best practices to ensure efficiency, transparency and engagement.
- ▶ Cross-agency coordination, decision-making, execution and accountability; limited negative effects of silos.
- ▶ Greater visibility of the technology and data needs across the agency with more informed actions within divisions and functions.



ODOT: State Radio Project; view from Lime Hill near the Snake River.

- ▶ Comprehensive understanding of ongoing costs and data/tech investments. Ability to shift resources to more productive uses.

STRATEGIES

- ▶ Create agency-wide business improvement and investment decision and prioritization processes, inclusive of technology and data initiatives – with strong information Systems Branch (IS) partnership.
- ▶ Establish a unified way to view and assess existing or proposed improvements. Develop common criteria that favor consolidated and focused efforts that reduce duplication, redundancy and “orphan” systems.
- ▶ Refine and consolidate budget information on technology and data. Assess types of costs and associated benefits to maximize the impact of our investments.
- ▶ Develop a solid, multi-year plan to close Tech & Data “technology” gap while meeting immediate business and performance improvement needs. [Strong link to Strategic Investment effort.].

2. Promote Strategic Modernization & Focused Development

We must apply a more consistent approach to defining and executing on targeted technology and data opportunities and innovations.

OUTCOMES

- ▶ Thoroughly defined business cases for technology/data investments, deployed to meet short- and long-term needs and reduce “technology debt.”
- ▶ Effective clarification of needs and related requirements and validation of solution intended to meet them.
- ▶ Overall sharper execution of development initiatives.

STRATEGIES

- ▶ Follow lead of agency-wide governance, deploying consistent approaches, guidelines and tools to drive more disciplined business-line technology/data priority-setting. Emphasize clear links to

agency-wide tech & data direction and business objectives (e.g. productivity, service levels, innovation etc.)

- ▶ Use specialized resources/guidance—including State CIO, ELT, Strategic Data Business Plan, IS Branch Strategy, Gartner report—to inform and guide Tech & Data policies and priorities.
- ▶ Increase capability and resources for businesses to assess opportunities and better apply non-IT solutions (e.g. streamlining processes) before or along with seeking Tech/Data solutions.
- ▶ Assess IT project delivery capabilities and identify/implement improvements to better ensure on-time, on-budget completion with expected or exceeded results.
- ▶ Conduct consistent, accurate follow-up evaluations of Tech and Data projects to support learning and continuously improve governance, project management and implementation.

Overall, the results of these efforts will address ODOT's current and pending technology and data gaps and lead to more effective processes and capabilities to keep the agency closer to the leading edge of technology.

SUCCESS MEASURES & INDICATORS

ACTION OR PROGRESS

- ▶ An enterprise-wide governance structure(s) for technology and data has been launched with the consensus support of senior leaders and the OTC.
- ▶ Investment, management and maintenance plans and budgets for technology and data are in place that include divestitures as well as proposed investments for future rebalancing in support of agency needs.
- ▶ Consistent format/tool is in use for describing business case, goals, scope, coordination process, and maintenance plan for tech/data initiatives.

IMPACT OR RESULT

- ▶ Clarity of the business driven information systems initiative portfolio addressing a balance of needs across the agency and inclusive of multi-division and agency-wide efforts.
- ▶ Increasing agency management and staff satisfaction with technology and data tools and resources.
- ▶ Reduction in outdated, costly-to-support and/or redundant agency technology and data assets.



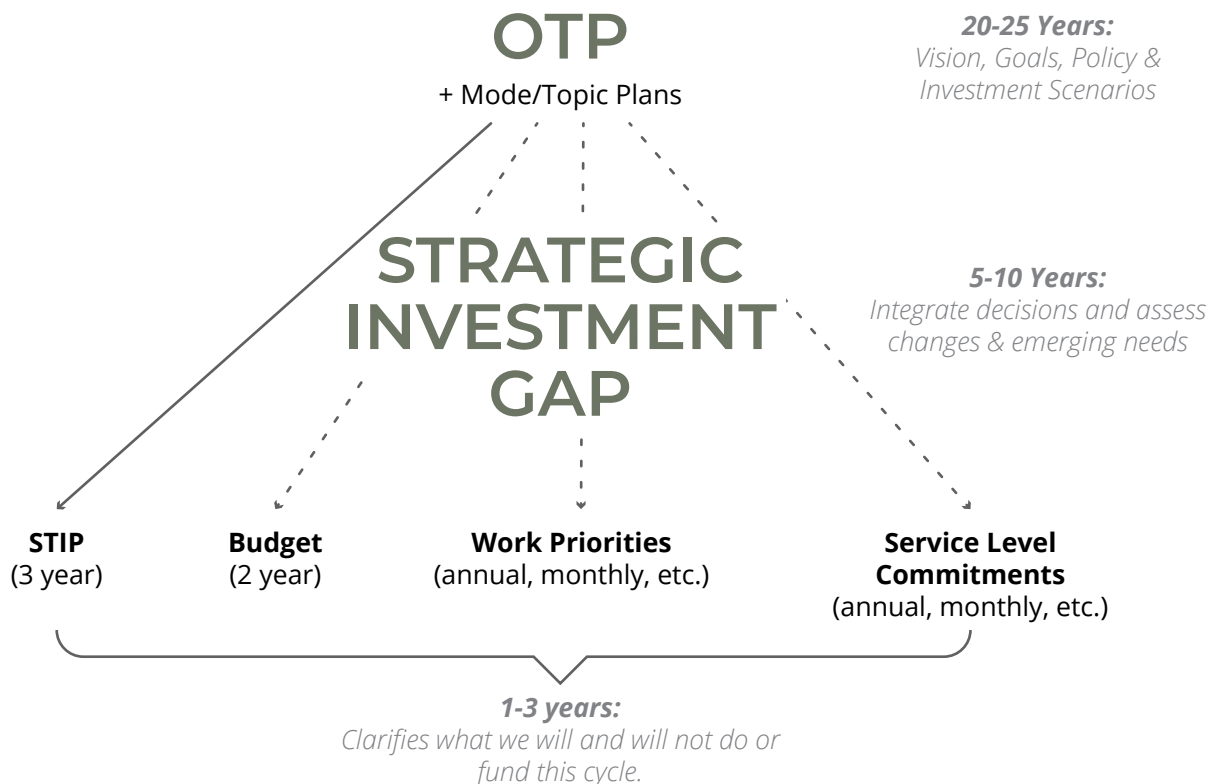
STRENGTHEN STRATEGIC INVESTMENT DECISION MAKING

BACKGROUND

ODOT seeks to support and make investment decisions that maximize positive outcomes for Oregonians. These should be closely tied to long-range state transportation plans, opportunities and challenges, while maximizing the efficiency and effectiveness of the organization. The Oregon Transportation Plan (OTP) and supporting mode and topic plans—most of which cover a 20-year time horizon—provide the vision, direction and objectives for the future, but these must be translated into specific spending allocations.

Decisions on how funds are invested are made through two shorter-term and more detailed processes:

- The **biennial budget** is approved each odd-numbered year by the Legislature and Governor. It determines spending levels for agency operations and many other dimensions of the transportation system.
- The **Statewide Transportation Improvement Program (STIP)** is developed every three years through an intensive review process and is approved by the Transportation Commission.



These two processes are not synchronized: for example, the STIP adopted in September 2017 covers 2019-2021. The biennial budget adopted in mid-2017 runs through mid-2019.

The gap between the 20-year plans and the two- and three-year budget and STIP cycles has become a growing challenge. Transportation Commission members, for example, have expressed concern about not having the opportunity to weigh options at a more strategic level and to connect spending decisions more clearly to goals expressed in the OTP and other guiding documents. Other effects include:

- Updated, comprehensive information is not available so that impacts and trade-offs may be fully understood and considered.
- Input from some stakeholder groups is not always available or up-to date when it would be most useful in evaluating options.
- Decisions on investments to ensure ODOT can fulfill its responsibilities—for example, staffing and systems required to meet service levels—tend to be disconnected and not always proactive.
- As noted in the McKinsey Management Assessment, important choices may happen without full knowledge or deliberation, meaning they are not as transparent as they should be.

Some work has already been done to better connect long-range planning and final investment decisions. In January 2017 the OTC adopted a Strategic Investment in Transportation document to highlight

needs across the transportation system and present a menu of options for strategic investment in anticipation of the legislature's work that eventually led to HB 2017 (2017). That effort, however, did not address agency-related investments.

ACTIONS AND OUTCOMES

Design & Implement Integrated Investment Process/Plan

We will work with the OTC, governor, legislature and stakeholders to develop and implement a new, mid-term process that ensures more connected and transparent investment strategy that balances agency and system needs.

OUTCOMES

- ▶ Greater flexibility to plan investments in order to anticipate and respond to changing economic, technological, environmental and social needs.
- ▶ Clear alignment and connection points between different investment decision cycles.
- ▶ Appropriate consideration and balance between system and agency investments.
- ▶ Investment decisions clearly linked to plans, goals and policies. Ability to explain the rationale for choices and trade-offs.
- ▶ Increased understanding of progress and impacts of investments on both agency and system.
- ▶ Comprehensive and timely engagement of a full range of internal and external stakeholders to guide and provide feedback on investment options.



STRATEGIES

- ▶ Continuously assess emerging needs and challenges in the transportation system and all areas of agency operation, to identify when shifts are required in goals, investments, and decision criteria.
- ▶ Improve how ODOT evaluates needs and risks, and makes enterprise-level investment decisions to effectively carry out its mission.
- ▶ Assess role, level and timing of input provided by various stakeholders to ensure their voices are heard and integrated into more stages of our decision process.

- ▶ Build clear process steps, criteria and communication strategies to ensure open, traceable and transparent decisions.
- ▶ Maintain an overall 5-10-year investment strategy that informs the shorter-term STIP, biennial budget and other investment decisions. Establish consistent and properly-timed reviews.
- ▶ Link investment goals to agency performance measures, dashboards and system health indicators.

Of our four Strategic Priorities, the effort to build a more robust and informed investment decision process will have the most direct impact on priorities and direction for the state transportation system.



ODOT: Excited students crowd around the new Lewis & Clark Bridge Display.

SUCCESS MEASURES & INDICATORS

ACTION OR PROGRESS

- ▶ Definition and method(s) to assess “agency capability” have been established.
- ▶ Process for defining stakeholders and decision authority has been established for strategic investment decisions involving money and resources.
- ▶ Strategic investment decision process adopted by OTC and in place for start of 2021-23 Budget process (Fall '19).

IMPACT OR RESULT

- ▶ Strategic investment process supports OTC direction and aligns biennial budget and STIP processes with regard to transportation system, agency capabilities, and levels of service.
- ▶ Improving participant/stakeholder perceptions of the strategic investment process: effective, efficient, equitable, transparent, and understandable trade-offs.
- ▶ Effectiveness of the ODOT investment portfolio (transportation system, agency capabilities, and levels of service) measured against needs and return on investment expectations.



Dan Kaplan: Historic Columbia River Highway stream.

AN AGENCY IN ACTION

FROM PRIORITIES TO STRATEGIES TO RESULTS

ODOT is committed to ensuring that the SBP is a driver of sustained, meaningful change. The path envisioned to build a more fit and focused agency, deliver on our strategic priorities, and achieve the desired results is outlined below.

MAINTAIN MOMENTUM AND PERFORMANCE

It will be essential that ODOT not break stride as we carry out the strategic business plan. Critical activities will continue even as we reflect on priorities and build better focus and alignment.

March – July 2018

SBP Implementation Planning

- Transition operational governance structure/processes
- Align and focus agency work efforts to strategic priorities
- Prioritize initiatives for first two years
- Adapt agency business practices to the new mission, vision & values

July 2018 – Continuing

SBP IMPLEMENTATION, PROGRESS TRACKING & ONGOING REFINEMENT

DELIVER ON HIGH-PROFILE EFFORTS

We will continue a number of important, ongoing initiatives in our current portfolio. Examples include:

HB 2017 Keep Oregon Moving Implementation



The Oregon Legislature’s historically significant investment in transportation to help further the things that Oregonians value—a vibrant economy with good jobs, strong communities with a good quality of life, a clean environment, and safe, healthy people.

Service Transformation Program



DMV’s multi-year initiative to transform business processes and replace computer systems to achieve customer service improvements.

Innovative Road Usage Charge Program



Oregon has pioneered the pay-by-the-mile concept, and our OReGO program is currently demonstrating an effective option for replacing the gas tax funding mechanism.

Oregon Public Transportation Plan



Work in progress to update the 1997 modal plan, which sets the vision for public transportation in Oregon and provides a policy framework for providers and government agencies, statewide.

Management Review Implementation



OTC and ODOT’s actions on eight key recommendations from the Department of Administrative Services in response to the Governor-requested management review completed in early 2017 by McKinsey and Co.

SUSTAIN SERVICE AND DELIVERY

We remain committed to our core responsibilities of meeting customer needs, maintaining and enhancing the state transportation system, and responding to mandates and policy changes. Initiatives emerging from the SBP will be carefully reviewed in respect to our current capacity for change and to ensure we can continue to fulfill our core responsibilities.

GUIDING PRINCIPLES & PRACTICES

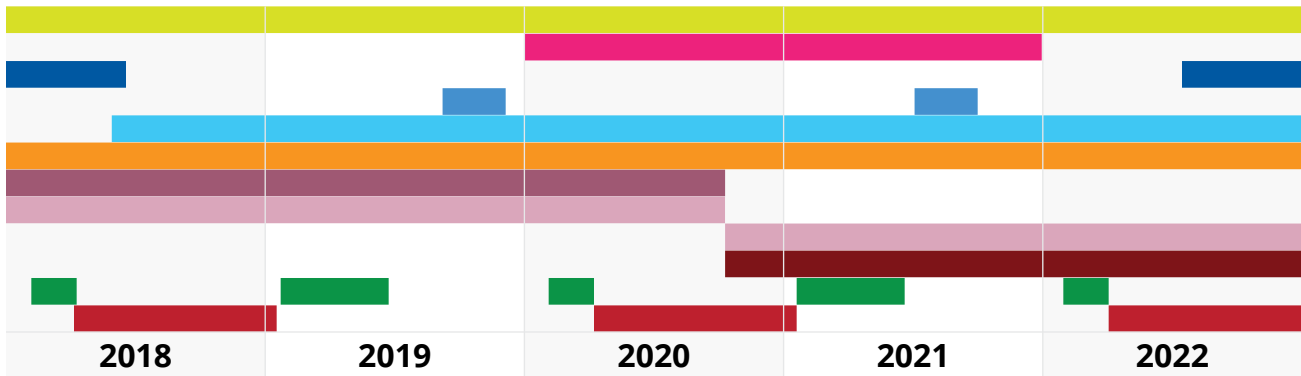
Working closely with the OTC, we will apply the following principles to ensure progress on the Strategic Priorities and One ODOT vision:

- **Communication and engagement:** A plan to share, explain and update people across ODOT and throughout our stakeholder network is already in place, and will be updated as the SBP is deployed. This plan is balanced between providing information and listening to the concerns and ideas of our staff, management and partners so their input can be considered in our implementation efforts.

- **Organizational change leadership:** Success in addressing our Strategic Priorities will require adopting new policies and practices—never an easy transition even when everyone is committed to the change. Our organizational culture needs to evolve in order to unify and align our internal operational governance and accountability, and adapt and respond more nimbly to shifts in policy, transportation trends, technology, and workforce dynamics. Understanding the impact of change, and helping our people adjust their habits and behaviors, will receive significant attention at each phase of the SBP implementation.
- **Responsiveness and consistency:** Looking ahead at the five year time horizon for the SBP, we know that ODOT’s work load will already be significant—even as we apply greater discipline and unity to our goals and priorities. (See “ODOT Five-Year Activity Horizon” timeline.) We also know that new opportunities and challenges will arise in the months and years ahead. Success of the SBP will require that we say “no” or “not yet” more frequently in order to maintain focus on the priorities outlined in the plan. This balance is one of the most important characteristics of the more fit and effective ODOT we intend to be.

ODOT FIVE-YEAR ACTIVITY HORIZON

Over the period covered by the Strategic Business Plan, we will integrate our priorities and progress with the state legislative and budget processes, key planning efforts, the Statewide Transportation Improvement Program (STIP) cycle and other anticipated efforts as reflected on the timeline below.



- Service Transformation Program**
- Oregon Transportation Plan Update**
- ODOT Strategic Business Plan**
- Development & Planning
- Review & Update
- Implementation
- House Bill 2017**
- Implementation
- Statewide Transportation Improvement Program (STIP)**
- 2018 - 2021 in effect
- 2021 - 2024 in development
- 2021 - 2024 in effect
- 2024 - 2027 in development
- Legislative Sessions**
- Biennial Budget Preparation**

CONCLUSION & CALL TO ACTION

As a new endeavor for ODOT and the OTC, this Strategic Business Plan has been and will continue to be a collaborative, challenging and inspiring effort. The process has drawn contributions from all parts of the agency. The work needed to bring the plan to reality, however, will further expand the level of engagement and support required. In conclusion, we encourage our team and stakeholder partners to support the following success factors as we build a stronger, best-in-class, Department of Transportation for Oregon:

Look to our mission, vision and values:

These guide our actions and ensure we meet our most fundamental commitment to the people of Oregon and to our practices as an agency of state government.

Take individual responsibility, work and think collaboratively: Our concept of using the SBP to build the fitness of ODOT relies on each contributor playing a value-adding role,

while being more connected with and tuned to broader team and organizational needs.

Build on strengths as we create the future: Recognize that preserving the best parts of our organization will be equally important as we address our needed areas of improvement. At the same time, we must avoid defending “the way we’ve always done things” when new ways are required.

Move aggressively, manage risks: The SBP is a five-year plan, but we expect to see results much sooner and will update priorities to match our achievements. With clearer direction and focused resources, we should be able to accelerate our pace of improvement, learn from setbacks, and kindle a new spirit of energy and progress.

The work ahead will be challenging, but as ODOT has proven many times in the past 100-plus years, together we will rise to the challenge.



ODOT: Salem Train Station and Greyhound Bus Depot.

APPENDIX

DEVELOPMENT OF THE STRATEGIC BUSINESS PLAN

The SBP is the result of a nine month-long effort involving a diverse cross section of contributors across ODOT and the OTC. Input from all levels of the organization is included and the plan direction and priorities are fully owned by agency senior leadership. Key steps in the planning process included:

Objectives and High-Level Plan – This is the overall conception of how the SBP would best meet the needs of the agency and included critical guidance from SBP Sponsors.

Baseline Assessment – A follow-up to the [McKinsey Management Assessment](#) and the Department of Administrative Services [recommendations](#), the [baseline review](#) explored specific needs, challenges and opportunities to be addressed in the SBP. It featured dozens of interviews and discussions with management, staff and OTC members.

Future State Evaluation and Focus Area Selection – The specially-formed SBP Leadership Task Force reviewed assessment findings and conducted a special review of trends and issues under themes including political, economic, social, technological, legal, social and environmental impacts.

These were synthesized into four Focus Areas targeted for more in-depth exploration and recommendations.

Working Group Deep-Dive and Recommendations – With representatives from each division and various levels within the organization, the Working Groups met over a period of weeks to conduct a thorough inventory of problems, opportunities and directions to address under each Focus Area. Each group developed and presented recommendations to strengthen ODOT and position the agency to meet short- and long-term needs.

Mission, Vision and Values Review – In parallel, a sub-group was formed to assess ODOT's existing mission and values, and to establish a 5-year Vision for the agency. Both the updated mission and values were presented to staff through focus groups and their feedback was critical in finalizing this work.

Final Plan Direction and Strategic Priorities – The SBP Leadership Task Force conducted a thorough review and deliberation on Working Group recommendations and arrived at the

approved the list of actions that are the core of the SBP. Both the Task Force and Sponsors have provided feedback at several stages in the writing of this SBP document.

OTC Draft Plan Review and Comment –

Prior to final edits and refinements to the initial phase SBP, the OTC publicly reviewed and discussed the emerging priorities and the draft plan with ODOT which helped shape and refine the plan and coming activities.

Priority Refinement and Success

Measures/Indicators – Priority Action Teams, which included some members of the original working groups and fresh participants from various areas and levels of the organization, developed success

measures/indicators for each priority. These led to some refinements of the actions, outcomes and strategies. The success measures/indicators and refinements were reviewed and approved by the SBP Leadership Taskforce and the OTC, and added into the final, complete version of this SBP document.

Implementation – The Priority Action Teams will close out their work by developing implementation recommendations for initiatives, resourcing and prioritization in order to ensure effective progress.

The following diagram outlines the two key phases of effort leading to the complete ODOT Strategic Business Plan:

July 2017 – January 2018

Strategic Priorities

Initial Phase Planning Work

- Future State Analysis, Focus Areas Selection
- Mission and Values Review and Refresh
- Set 5-year Vision
- Strategic Priority Definition & Outcomes



January – March 2018

SBP Action Planning

Second Phase Planning Work

- “Strategic Pause” Assessment
- Refine Strategies and Develop Success Measures
- Determine Operational Governance Structure/ Processes



ODOT Strategic Business Plan

ACKNOWLEDGMENTS

The Strategic Business Plan would not have been possible without the enthusiasm, thoughtful participation and contributions of the following individuals.

Sponsors

Matthew Garrett	Director, Oregon Department of Transportation
Tammy Baney	Chair, Oregon Transportation Commission
Travis Brouwer	Assistant Director, Oregon Department of Transportation

Kurtis Danka	Chief Information Officer
Eryca Dinsdale	Chief Innovation Officer
Gary Farnsworth	Region 4 Manager
Tom Fuller	Communications Section Manager
Bob Gebhardt	Chief Administrative Officer
Leah Horner	Government Relations Manager
David Kim	Statewide Project Delivery Manager

Project Team

Kelly Bruce	Project Lead
Pivotal Resources Inc.	Consultant Partner
Shelley Crick	Graphic Designer
Sarah Dornon	Administrative Support
Amber Garrett	Administrative Support
Linda Milligen	SBP Coordination
Carla Phelps	SBP Coordination
Joanna Robert	SBP Communications, Lead
Shelley Snow	SBP Communications, Lead

Paul Mather	Highway Division Administrator
Tom McClellan	DMV Administrator
Amanda Pietz	Active Transportation Program Implementation & Analysis Manager
Amy Ramsdell	Motor Carrier Division Administrator
Frank Reading	Region 3 Manager
Jennifer Schoorl	Director of Human Resources
Darlene Weaver	Technical Services Environmental Policy and Program Advisor

Strategic Business Plan Leadership Task Force

Jerri Bohard	Transportation Development Division Administrator
Travis Brouwer	Assistant Director
Stefanie Coons	DMV Field Services Group Manager
Troy Costales	Transportation Safety Division Administrator

Mission, Vision, Values Sub Group

Jerri Bohard	Co-lead, Transportation Development Division Administrator
Travis Brouwer	Co-lead, Assistant Director
Linda Beuckens	DMV Service Group Manager
Melissa Canfield	Chief Procurement Officer
Kurtis Danka	Chief Information Officer

Eryca Dinsdale Chief Innovation Officer
Jarod Johnson South Central Oregon Area Manager
David Kim Statewide Project Delivery Manager
Amy Ramsdell Motor Carrier Division Administrator
Joanna Robert Legislative Coordinator
Feather Sams Huesties Region 5 District Operations Coordinator
Jennifer School Director of Human Resources
Jennifer Sellers Northwest Rail Corridor Project Manager

Andrew O’Keefe Public Transit Fiscal Coordinator
Marybeth Olson Transportation Development Strategic Planning and Analysis Manager
Tova Peltz Region 1 Geo-Environmental Manager
Natasha Petersen Employment Relations & Litigations Manager
Frank Reading Region 3 Manager
Katie Thiel Legislative Coordinator

Governance & Accountability Working Group and/or Priority Action Team Members

Travis Brouwer, Priority Action Team Lead
Assistant Director
Amy Ramsdell, Working Group Lead
Motor Carrier Division Administrator
Alex Bettinardi Transportation Planning Senior Integrated Analysis Engineer
Linda Beuckens DMV Services Group Manager
Brandon Cobb DMV Field Services Operations Manager
Troy Costales Transportation Safety Division Administrator
Kurtis Danka Chief Information Officer
Ken Franklin Highway Division Performance Management Program Manager
Bob Gebhardt Central Services Division Administrator
Victoria Hawley Senior Systems/Data Analyst
Marilyn Holt District 12 Manager
Leah Horner Government Relations Manager
Stacey Johnson Transportation Safety Operations Section Manager
Amy Joyce Legislative Liaison
Della Mosier Region 4 Technical Center Manager

Workforce Working Group and/or Priority Action Team Members

Gary Farnsworth, Working Group Lead
Region 4 Manager
Darlene Weaver, Priority Team Lead
Technical Services Environmental Policy and Program Advisor
Stefanie Coons DMV Field Services Group Manager
Mary Dirksen Senior HR Business Partner
Jennifer Galvin Motor Carrier Portland/ Pendelton Audit Manager
Anna Giddens-Reed Human Resources Central Operations Manager
Ana Jovanovic Portland Metro West Area Manager
David Kim Statewide Project Delivery Manager
Daniel Klump Human Resources Region 2 Lead HR Business Partner
Diana Koppes Organizational Development Manager
Jennifer Lara Strategic Business Services Branch/Project Delivery Services Manager
Lisa Lewis DMV Headquarters Facilities Manager
Daniel Ohrn Region 2 Environmental Program Coordinator
Roseann O’Laughlin Transportation Development Division Senior Transportation Planner
Susan Peithman Active Transportation Policy Lead

Carla Phelps Strategic Business Services
Leadership Program Manager

Shannon Pratt Information Systems
Enterprise Support Services
Manager

John Raasch Environmental Resources
Manager

Jennifer Schoorl Director of Human Resources

Michael Scott Region 3 Transportation
Maintenance Specialist

Melissa Sutkowski Region 2 Project Leader

Darlene Weaver Technical Services
Environmental Policy and
Program Advisor

Angela Miller Region 4 Business Manager

Emily Nascimento Central Services Performance
System Business Partner

Daniel Porter Active Transportation Senior
Financial Analyst

Tony Sutton Information Systems IT
Highway Program Coordinator

Frank Thomas Regional PublicTransit
Coordinator

Pablo Torrent Strategic Data Systems
Manager

Denise Whitney-Dahlke Transportation Development
Division Strategic Data
Program Manager

Christopher Wright Transportation Data Section
Manager

Brenda Yates Strategic Business Services
Process Improvement Project
Leader

Technology & Data Working Group and/or Priority Action Team Members

**Tom Fuller, Working Group/Priority
Action Team Lead**
Communications Section
Manager

Thomas Amato Information Systems Technical
Solutions Manager

Alex Bettinardi Transportation Planning
Senior Integrated Analysis
Engineer

Keith Blair Region 2 Interim Traffic
Manager

Jerri Bohard Transportation Development
Division Administrator

Craig Daniels DMV Records Section
Manager

Eryca Dinsdale Chief Innovation Officer

Deborah Fraser DMV Business Systems
Support Manager

Jeremiah Griffin Assistant District 8 Manager

Becky Knudson Transportation Development
Division Senior Transportation
Economist

Audrey Lawson Salem Motor Carrier Services
Section Manager

Jon Makler Region 1 Planning Manager

Joe Messmen Maintenance and Operations
Wireless Field Operations
Manager

Strategic Investment Working Group and/or Priority Action Team Members

Frank Reading, Working Group Lead
Region 3 Manager

Tom McClellan, Priority Action Team Lead
DMV Administrator

Maile Boals Public Transit Grant Manager

Frannie Brindle Area 4 and 5 Manager

Kelly Brooks Region 1 Policy and
Development Manager

Theresa Conley Regional Public Transit
Coordinator

Robert Dibble Facilities Construction/
Specification Program
Supervisor

Michelle Godfrey Communication Section Public
Information Officer

Gary Farnsworth Region 4 Manager

Hal Gard Rail & Public Transit Division
Administrator

Stefan Hamlin Highway Budget Officer

Matthew Harris Central Services Senior
Financial Analyst

Paul Kroll Motor Carrier Grants
Coordinator

Mac Lynde Active Transportation Section Manager

Jerry Marmon District 8 Manager

Paul Mather Highway Division Administrator

Andrea McCausland DMV Budget Coordinator

Galen McGill Intelligent Transportation System Manager

Katie Parlette Region 4 STIP/Financial Planning Coordinator

Vivian Payne Region 2 Project Delivery Manager

Amanda Pietz Active Transportation Program Implementation and Analysis Manager

Jeff Shambaugh Region 2 Maintenance and Operations Project Manager

Craig Sipp Region 5 Manager

Rian Windsheimer Region 1 Manager

Naomi Zwerdling Region 2 Transportation Growth Management Planner

Theresa Conley Regional Public Transit Coordinator

Carroll Cottingham Distracted Driving Project Coordinator

Andrew Dick Automated/Electric Vehicle Advisor

Donnell Fowler Technical Services Design Support Service Manager

Vidal Francis Region 1 Construction Project Manager

Anna Giddons-Reed Human Resources Central Operations Manager

Cecelia Gilbert Active Transportation Statewide Programs Analyst

Jeremiah Griffin Assistant District 8 Manager

Cole Grisham Active Transportation Local Public Agency Coordinator

Stefan Hamlin Highway Budget Officer

Matthew Harris Senior Financial Analyst

Bert Hartman Technical Services Bridge Program Unit Manager

Jon Heacock Region 4 Technical Center Manager (retired)

Susan Hoeye Human Resources Succession Planning Specialist

Chris Hunter Assistant District 7 Manager

Rod Kamm Information Systems Project Delivery Manager

Philip Kase Performance Management Chief

Sarah Kelber Office of Innovation Public Information Officer

Diana Koppes Human Resources Organizational Development Manager

Jarod Johnson South Central Area Manager

Ana Jovanovic Portland Metro West Area Manager

Amy Joyce Legislative Liaison

Audrey Lawson Salem Motor Carrier Services Section Manager

Sheila Lyons Active Transportation Bicycle/ Pedestrian Facilities Specialist

Ray Mabey Technical Services Delivery Services Section Manager

Kelly Mason Transportation Safety Grants Assistant

Curren Mohney Technical Services Engineering Geology Program Leader

Focus Group Participants

Jessica Adams Computer Support Analyst Team Lead

Jenna Adams-Kalloch Office of Innovation Senior Project Manager

Susie Ashenfelter Strategic Business Services Process Improvement Project Analyst

Mike Baker Region 3 Planning Manager

Amber Bending Payments, Payroll and Administrative Services Manager

Stephanie Bentea Region 3 Project Leader

Linda Beuckens DMV Service Group Manager

Coral Beyer Highway Claims Against Others Technician

Doug Bish Technical Services Traffic Services Engineer

Brandon Cobb DMV Field Services Operations Manager

Twyla Cobos Procurement Contract Risk/ Insurance Consultant

Mary Cole Procurement Contract Coordinator

Terry Molyneaux Information Systems
Enterprise Operations
Manager

Darrell Newton Region 4 Local Agency Liaison

Oscar Njuju Strategic Business Services
Process Improvement Project
Leader

Nikki Nowack Asset Management
Integration Manager

Shane Ottosen Region 2 Construction Project
Manager

Jean Palmateer Public Transit Senior Principal
Planner

Katie Parlette Region 4 STIP/Financial
Planning Coordinator

Ken Patterson Region 5 Area Manager

Theresa Penninger Region 5 Planning Manager

Daniel Porter Active Transportation Senior
Financial Analyst

John Raasch Technical Services
Environmental Resources
Manager

Michael Rock Transportation Planning Unit
Manager

Jennifer Sellers Northwest Rail Corridor
Project Manager

Jeff Shambaugh Region 2 Maintenance and
Operations Project Manager

Stacy Snider Rail Operations Section
Manager

Shelley Snow Strategic Communications
Program Manager

Melissa Sutkowski Region 2 Project Leader

Chris Warden Business Services Manager

Denise Whitney-Dahlke Transportation Development
Division Strategic Data
Program Manager

Holly Winston Technical Services Senior
Local Bridge Standards
Engineer

UNITY IN ORANGE

Employees from all parts of ODOT recognize National Work Zone Safety week by sporting their best orange — a reminder to slow down for workers when we see orange signs, barrels, cones and barricades.



Across pages 40-41, top row: Region 5; North Salem DMV; District 14, Ontario; Road Inventory and Classification Services; Office of Project Letting. **Middle row:** Lebanon DMV; Strategic Business Services; Region 1, Portland; Central Services, Human Resources; Region 4. **Last row:** John Day - Canyon City; Director's Office, Traffic Counting Crew.





Adopted by OTC & ODOT: April 19, 2018

For more information:

Email: SBP@odot.state.or.us