



**Washington State
Department of Transportation**

Washington State Quality Award Assessment Application

WSDOT South Central Region

**WSQA
Lite**

Monday,
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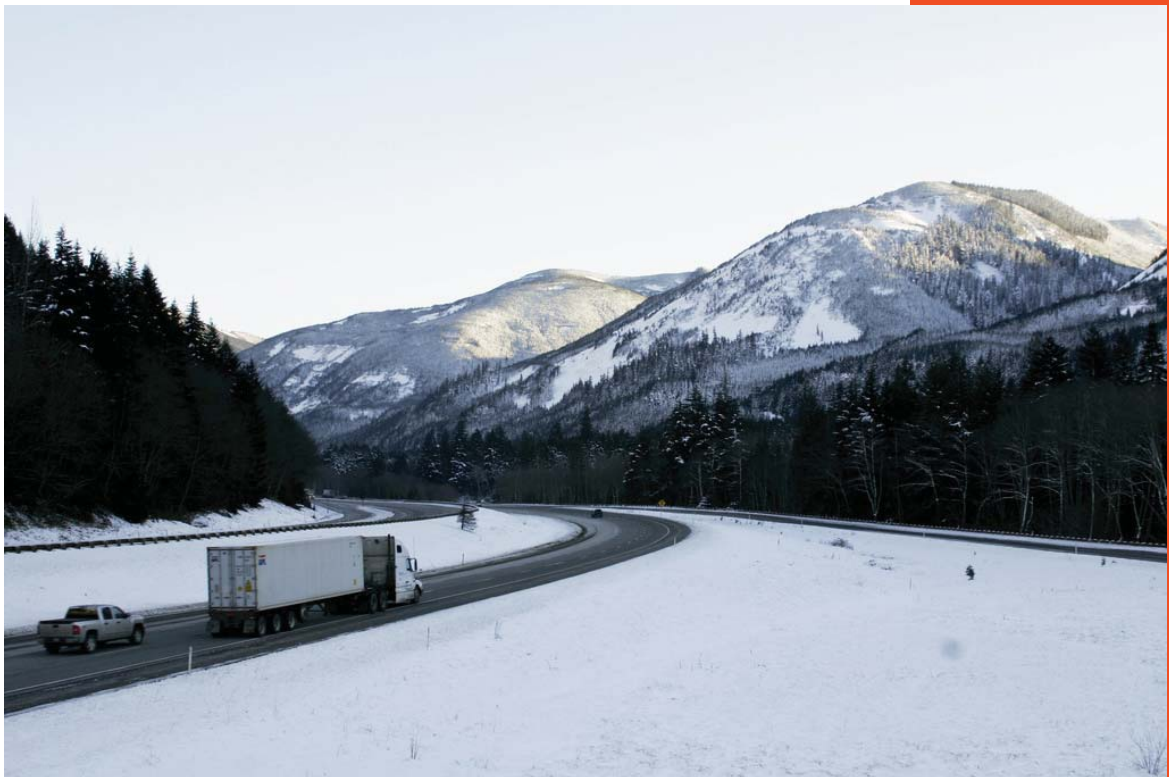


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Glossary

of Terms and Abbreviations

A

ARA: Assistant Regional Administrator

ATMS: The Automated Training Management System is a resource developed to assist anyone in WSDOT who manages training, as well as the employees who require and receive training throughout their career within the department.

C

CIPP: The Capital Improvement and Preservation Program lists groups of projects by transportation mode, which include Highway Capital, Traffic Operations, Washington State Ferries, Rail Capital, Local Programs, and Capital Facilities.

CRA: Cost Risk Assessment is a broad program of risk based assessment being conducted within WSDOT. A key difference between conventional estimating and CRA is the expression of project cost and schedule as a distribution (range) rather than as a single number. To develop this outcome, some of the components of an estimate are described as variables, or risks. A major part of CRA is to take a conventional project estimate and to separate out the parts of the estimate that represent base from those representing risk. The risk elements are then described in terms of their possible consequences and likelihood of occurrence.

E

EAP: The Employee Assistance Program helps employees from government, universities, colleges, and multiple governmental programs resolve personal or work-related problems. The program is voluntary and available at no cost to both employees and their family members.

ECRB: External Civil Rights Board.

EIS: The Environmental Impact Statement is a detailed written statement of project environmental effects required by state and/or federal law. This term refers to either a draft or final EIS, or both, depending on context.

EMP: The Environmental Management Program was developed by WSDOT specifically for construction activities. The program is based on regional environmental compliance plans, training, and work procedures that apply to construction activities. At this time WSDOT measures environmental performance based on its ability to comply with applicable environmental requirements.

F

FAHP: Federal-Aid Highway Program.

FHWA: The Federal Highway Administration is the section of

the United States Department of Transportation with jurisdiction over the use of federal funds for state highways, local streets, and road improvements.

FTA: The Federal Transit Administration is one of 11 operating administrations within the U.S. Department of Transportation. The FTA supports locally planned and operated public mass transit systems throughout the United States.

FTE: Full-time equivalent staff position.

G

GEC: General Engineering Consultant.

GMA: The Growth Management Act was passed by the state legislature in 1990. It requires state and local governments to manage Washington's growth by identifying and protecting critical areas and natural resource lands, designating urban growth areas, preparing comprehensive plans and implementing them through capital investments and development regulations.

GMAP: Government Management Accountability Performance is the cornerstone of the Governor's accountability initiative. GMAP is a management tool that promotes the sharing of current performance data to achieve better results.

GNB: The *Gray Notebook* is a periodic report prepared by WSDOT staff to track a variety of performance and accountability measures for routine review. The GNB anchors WSDOT's management philosophy and is the basis for external performance reporting.

H

HAR: Highway Advisory Radio.

HMA: Hot Mix Asphalt.

HRMS: The Human Resources Management Report.

HSP: The Highway System Plan is a WSDOT planning document that addresses the state highway system element of the Washington Transportation Plan. The HSP defines service objectives, action strategies and costs to maintain, operate, preserve, and improve the state highway system for 20 years. It is the basis for the state highway element of the six-year plan and the biennial state highway program. It is periodically updated to reflect completed work, changing transportation needs, policies, and revenues. It compares highway needs to revenues, describes the "financially constrained" costs of the highway programs, and provides details of conceptual needs in the Improvement program.

HQ: Headquarters is located in Olympia and is a concentration of WSDOT strategic leadership and executive management and

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of Terms and Abbreviations

planning functions. HQ takes full responsibility for managing WSDOT activities.

HR: Human Resources department of WSDOT.

HRMS: Human Resources Management System.

I

ICRB: Internal Civil Rights Branch.

IRT: The Incident Response Team serves a crucial role in keeping Washington on the move. IRT staff is a specifically trained group of WSDOT maintenance employees who respond to blocking incidents on our state's freeways and highways. Their main function is to clear roads and help drivers and restore the normal flow of traffic as safely and as quickly as possible.

L

Lane mile: One mile of one lane of road. One mile of a roadway with four lanes is four lane miles

LOS: The Level of Service is a qualitative measure that incorporates the collective factors of speed travel time, traffic interruptions, freedom to maneuver, safety, driving comfort and convenience, and operating costs provided by a highway facility under a particular volume condition. Traffic operational characteristics range from LOS A (free flow) to LOS F (low speeds and frequent stoppages).

M

MAP: Maintenance Accountability Process. Twice a year, each region's maintenance office is graded on its performance and efficiency from a large list of regular maintenance activities. These activities include pavement patching and repairs, shoulder maintenance, culvert maintenance, litter removal, vegetation management, bridge repairs, snow and ice removal, guardrail maintenance and much more.

MPO: The Metropolitan Planning Organization is the local agency designated by the Governor to administer the federally required transportation planning process in metropolitan areas with populations over 50,000. The MPO is responsible for the 20-year long-range plan and the Transportation Improvement Program (TIP).

MO: Maintenance and operations.

N

NEPA: National Environmental Policy Act.

'Nickel': The 2003 Funding Package for transportation capital improvements.

NWR: Northwest Region.

O

OEO: Office of Equal Opportunity.

OFM: The Office of Financial Management provides vital information, fiscal services and policy support that the Governor, Legislature, and state agencies need to serve the people of Washington State.

P

PASP: Pre-activity safety plans help managers and employees carry out work activities in a safe manner. Staff use the PASP process to identify potential hazards and how they can be controlled. PASPs are reviewed by all persons involved in a given task prior to the activity. The safety office maintains a library of PASPs for common activities.

PCCP: Portland Cement Concrete Pavement is a hydraulic cement made by heating a limestone and clay mixture in a kiln and pulverizing the resulting material.

PD: Project delivery is a way for WSDOT to show customers its effectiveness by delivering projects and programs of the highest quality and in a timely and fiscally responsible manner.

PE: Project engineers work in both design and construction. Design PEs are responsible for designing highways and other facilities that integrate all modes of transportation. Construction PEs work closely with contractors to ensure projects are delivered on time and on budget.

PEO: Project engineer offices include all members of a design or construction team.

PM: Program management.

PMP: Performance Management Program.

PMRS: The Project Management and Reporting System provides WSDOT with a system that enables its staff to effectively deliver capital projects efficiently, on time and within budget. The PMRS provides accurate, transparent, clear and useful information for progressive implementation through June 2010.

POG: Priorities of Government.

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of Terms and Abbreviations

Q

QPR: Quarterly Project Report.

R

RA: Regional Administrator.

RCW: Revised Code of Washington.

ROW: Right-of-way is part of the WSDOT Design Office, providing technical support in the disciplines of right-of-way plan development and survey support to WSDOT headquarters and regional offices.

RTPO: The Regional Transportation Planning Organization is a planning organization authorized by the Legislature in 1990 as part of the Growth Management Act. The RTPO is a voluntary organization with representatives from state and local governments and is responsible for coordinating transportation planning activities within a region.

S

SAO: Strategic Assessment Office.

SCR: South Central Region.

SEPA: State Environmental Policy Act.

SIP: Strategic Implementation Plan.

SPMG: Statewide Program Management Group.

SR: State Route.

STIP: The Statewide Transportation Improvement Program is a planning document that includes all federally funded projects and other regionally significant projects for a three-year period. The STIP is a compilation of all projects that are in the Transportation Improvement Programs (TIPs) developed by the regional planning organization (MPOs and RTPOs). A new STIP must be developed every two years or less and is approved jointly by FHWA and FTA for compliance with statutory requirements and financial feasibility.

T

The Pass: Refers to Interstate 90 Snoqualmie Pass, which is the main east-west corridor across Washington State. This corridor is crucial to the state's economy, and vital to the lives of those who travel it. WSDOT is planning on expanding I-90 to meet both the current and future needs of those who travel the Pass.

TIP: Transportation Improvement Programs.

TMC: There are seven Traffic Management Centers in Washington. It's a way for WSDOT crews to keep an eye on traffic and highways throughout the state. The TMC is the nerve center of highway monitoring and operations.

TPA: The 2005 Transportation Partnership Account funding package for transportation capital improvements.

TRB: The Transportation Research Board works to provide leadership in transportation innovation and progress through research and information exchange, conducted within a setting that is objective, interdisciplinary, and multimodal.

V

VE: Value Engineering is a systematic process using a team from a variety of disciplines to improve the value of a project through the analysis of its functions. The VE process incorporates, to the extent possible, the values of design; construction; maintenance; contractor; state, local and federal approval agencies; other stakeholders; and the public.

VMS: A Variable Message Sign is an electronic traffic sign used on roadways to give travelers information about special events. WSDOT uses these signs to warn traffic of congestion, collisions, roadwork, or speed limits on specific state highways.

W

WA: Washington State.

WDFW: Washington State Department of Fish & Wildlife.

WFSE: Washington Federation of State Employees.

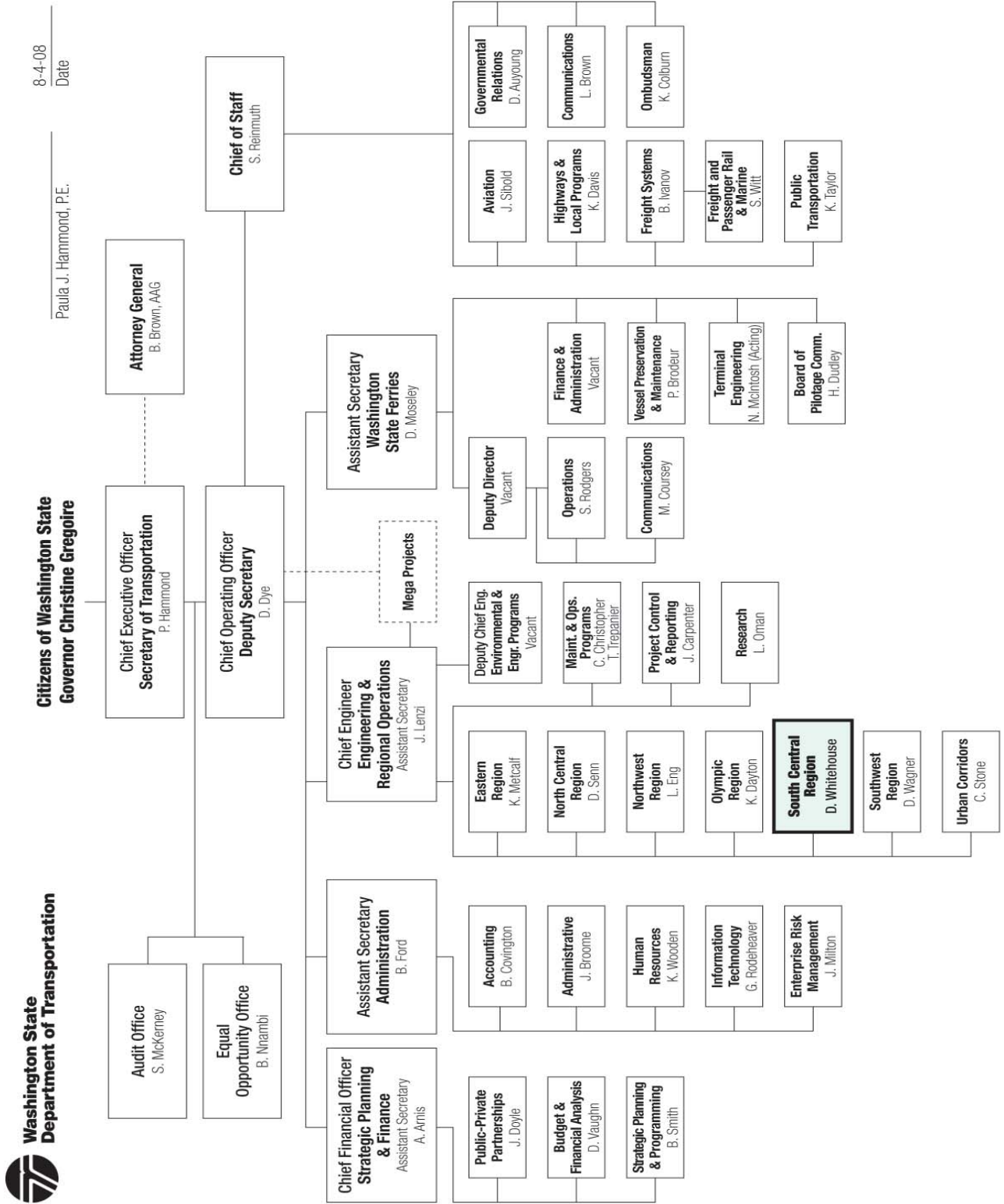
WSDOT: The Washington State Department of Transportation.

WSP: The Washington State Patrol.

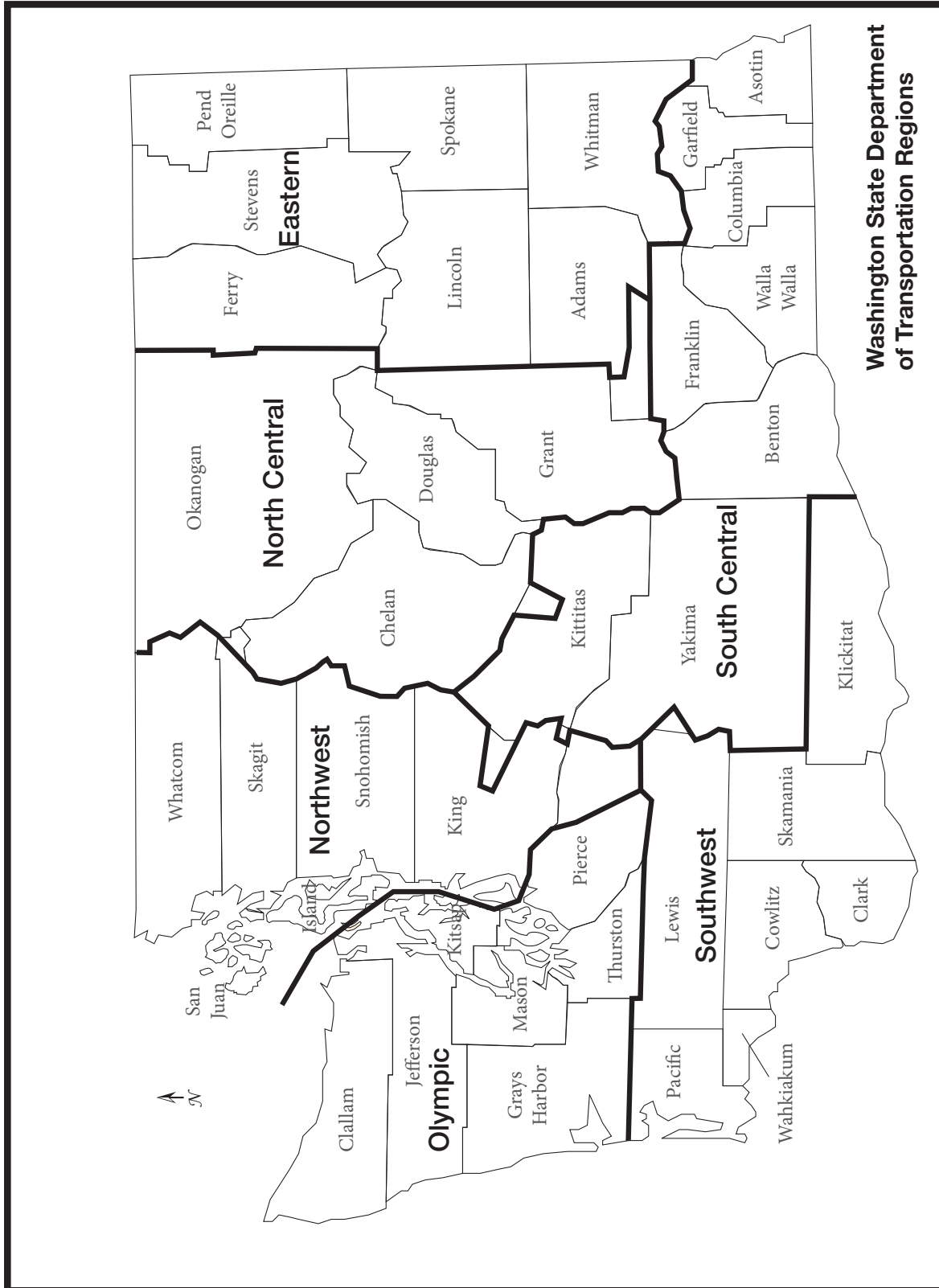
WTP: The *Washington Transportation Plan* is a WSDOT planning document developed in coordination with local governments, regional agencies, and private transportation providers. It addresses the future of transportation facilities owned and operated by the state and those the state does not own but has an interest in. It presents a 20-year vision for these various modes of transportation. It identifies significant transportation investments that are needed to maintain the system, improve safety, provide mobility to a growing population, and keep the economy moving. These transportation needs are defined by service objectives which are specific, desired outcomes for each mode of transportation. Each service objective is supported by one or more action strategies.

WTSC: Washington Traffic Safety Commission.

Organizational Chart



Map of WSDOT's South Central Region



**Washington State Department
of Transportation Regions**

Preface:

Organizational Profile

P.1 Organizational Description

P.1a Organizational Environment

P.1a (1) Main products, services and delivery mechanisms

The Washington State Department of Transportation (WSDOT) is a multi-modal transportation agency in one of the fastest growing states in the country, responsible for planning, building and operating a complex highway system in addition to operating a freight and passenger rail system and the largest auto ferry fleet in the world. Located in central Washington state, the South Central Region (SCR) of WSDOT is responsible for two main functions:

1. **Project Delivery (PD)** Building, improving, and preserving state freeways, highways and other transportation facilities:

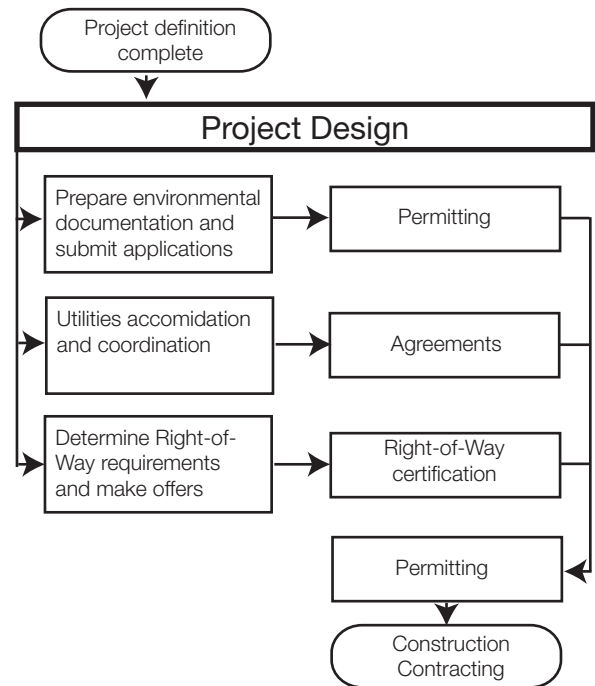
In the 2007-09 biennium, SCR plans to deliver more than \$175 million in projects to improve safety, reduce congestion and preserve infrastructure. The 2007-2026 *Washington Transportation Plan (WTP)* establishes goals for WSDOT that are consistent with the direction provided by the Legislature in RCW 47.04.280. The Washington State Highway System Plan (HSP) is the element of the WTP that addresses current and forecasted state highway needs based on the investment options identified in the WTP. These long-range planning documents assess current and future transportation needs.

SCR planning engineers identify needs and solutions for state highways in the region through a collaborative planning process with local governments, regional planning agencies, tribes, and private transportation providers. These improvements are prioritized statewide and submitted to the Washington State Legislature for funding. Funded improvements become part of the Capital Improvement and Preservation Program (CIPP).

SCR program management (PM) staff review funded projects to ensure that all state and federal accounting requirements are met. Next, design teams work closely with right-of-way experts, materials engineers, utility engineers, surveyors and environmental staff to ensure that SCR is in compliance with local, state and federal regulations. Design teams employ special processes such as Value Engineering (VE) and Cost Risk Assessments (CRA) to ensure that projects are designed as cost-effectively as possible and to minimize risks to the project schedule, budget, and scope.

Fully designed projects are advertised and awarded to the contractor with the lowest qualified bid. Construction offices then coordinate with the contractor's construction schedule, ensure the project is built to the design plans and specifications,

Figure P1-1



ensure that safety precautions are followed to protect the traveling public and workers, and inspect and approve the final product.

An important element of project delivery (PD) is communicating key benefits of the projects during both the design and construction phases, as well as providing road closure information to the public during construction. (See Figure P1-1)

2. Maintaining and operating safe and efficient facilities

In the 2007-2009 biennium, SCR is budgeted to spend \$50.8 million on maintenance and traffic operations (MO). SCR is committed to keeping traffic safely moving by maintaining safe facilities, operating our routes efficiently, strategically planning for weather events and responding to traffic incidents and other emergencies as quickly as possible.

Maintenance

The region is divided into four maintenance areas, with each area's headquarters strategically located to provide quick, efficient service to their area of responsibility. Crews routinely patrol routes within their jurisdiction to monitor and respond to potential hazards, such as rock falls, roadway debris, or collisions. They are also responsible for maintaining roadways at the Legislature-mandated level of service in thirty areas, which include maintenance functions such as vegetation

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P.1 Organizational Description

management, roadway sweeping, snow and ice removal, and pavement striping.

SCR maintenance crews face the additional challenge of keeping several mountain passes open during the winter months. SCR is wholly or partially responsible for four mountain passes, and has sole responsibility for Snoqualmie Pass – the state’s major east-west crossing of the Cascade Mountain Range. SCR has developed an in-depth winter weather response plan to combat often harsh and unpredictable winter weather on the passes, and avalanche threats from active snow chutes adjacent to state highways. When this report was being finalized, the region was experiencing severe winter storms and all SCR crews were working around the clock to ensure safe travel for passengers and freight. Crews use high-tech weather and snowpack analysis and industry-leading snow removal and avalanche control equipment to manage the passes during the winter season.

Operations

SCR employs specially-trained maintenance staff who respond to blocking incidents on our area’s freeways and highways as part of the agency’s incident response program. They clear roads and help drivers to restore the normal flow of traffic as safely and quickly as possible, and provide assistance to other emergency responders during incidents and also assist motorists directly by relocating disabled vehicles, assisting with flat tires or offering other aid.

Traffic Management Center (TMC) staff use traffic technology, such as traffic cameras and variable message signs to smooth traffic flows and reduce situations that constrict roads, as well as help drivers adapt to changing circumstances on the road. SCR’s main TMC is located in Union Gap, with support from a winter operations center on Snoqualmie Pass. TMC staff monitor traffic and identify problems using dozens of cameras located on routes throughout the region, coordinate with the Washington State Patrol (WSP) and emergency response crews to respond to highway incidents, and dispatch and coordinate the activities of maintenance crews in responding to incidents.

A key component of training for both PD and MO are their respective Environmental Management Programs (EMP). Each program includes regional environmental compliance plans, training and work procedures that apply to construction and maintenance activities. EMP training for appropriate staff ensures that SCR projects and operations are in compliance

with environmental laws, regulations and policies.

P.1a (2) Organizational culture

WSDOT strives to be a high-performance organization credible and accountable to the Governor, Legislature, taxpayers and transportation delivery partners across the state. WSDOT aims to “keep Washington moving” by being a proactive agency, adaptive to changing technologies, government initiatives, environmental factors, and changes in the industry. (See Figure P1-2)

Figure P1-2

SCR Purpose
Key elements of our purpose are outlined in RCW 47.01.011: Create a statewide transportation development plan which identifies present status and sets goals for the future, promote and protect land use programs required by law, coordinate transportation with the economic development of the state, and administer programs relating to the safety of the state’s transportation systems.
SCR Mission
Keep people and business moving by operating and improving the state’s transportation systems vital to taxpayers and communities.
SCR Vision
Our employees create our success by working in partnership with citizens, elected officials, contractors, and local agencies to plan, build, maintain, and operate a safe and efficient transportation system.
SCR Values
<ul style="list-style-type: none">• Work together in a culture of workplace excellence and diversity.• Adhere to highest standards of courtesy, integrity and ethical conduct.• Encourage and recognize employees’ professionalism and career growth.• Strive for the effectiveness of all of our employees in meeting WSDOT’s communications standards.

P.1a (3) Workforce profile

SCR’s diverse programs and projects are supported by 581 permanent employees, including planners, engineers, avalanche specialists, biologists and fiscal analysts. During the winter months, the region employs as many as 100 non permanent and seasonal employees, many who assist with snow and ice removal. About 48 percent of SCR’s staff is stationed throughout the region at 14 strategically located work sites. The remaining 52 percent work out of the region headquarters in Union Gap.

About 52 percent of SCR’s employees work in MO. Another 44 percent work in PD. The remaining 25 employees work in support services, including information technology, human

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P.1 Organizational Description

resources, communications, financial services, secretarial support, and safety.

SCR actively recruits college engineering students to fill summer workforce vacancies; students gain valuable career related experience and are more likely to consider seeking a career with WSDOT. SCR travels to states such as Montana and Wisconsin to recruit graduating engineers. In addition to the challenging nature of the work, key benefits for employees include health insurance, retirement benefits, vacation and sick leave, 11 paid holidays, and shared leave. SCR employees may seek confidential, professional help with personal or work-related problems through the Employee Assistance Program (EAP) of the Department of Personnel. Regional leadership emphasizes workforce and agency pride, and annually recognizes all permanent employees with WSDOT logo-apparel.

SCR has 43 Washington Management Service (WMS) employees. Other employees are members of two WSDOT recognized separate unions that are exclusive bargaining representatives for several bargaining units. Engineering employees (up through the transportation engineer 3 level) and transportation planners are represented by the International Federation of Professional and Technical Engineers (Local 17, AFL-CIO). Maintenance employees (up through the maintenance supervisor level) and some support services staff are represented by the Washington Federation of State Employees (WFSE).

Given the diverse organizational mission of WSDOT, a wide range of safety and health credentials are required for different positions by internal, state, and federal agencies.

P.1a (4) Major facilities, technologies, and equipment

Facilities

The map on page *vii* shows SCR's physical boundaries, which extend on the north along I-90 from North Bend to Vantage, to Satus Pass on the south, and to the Idaho state line at Clarkston on the east. The region's terrain varies from the rugged Cascade Mountains to arid plateaus, from busy metropolitan settings to rural farmlands. SCR is responsible for all or part of nine counties and covers seven Legislative districts. The region also includes unique features such as the U.S. Military Reservation Yakima Training Center, the Yakama Nation Reservation, and the U.S. Department of Energy's Hanford site.

In addition to work sites, SCR also manages a variety of transportation facilities. Of WSDOT's total facilities, SCR is responsible for:

- 2,931 lane miles of highway, (16 percent of the state's total

centerline miles) including 38 percent of the state's concrete lanes.

- Maintenance of about 500 bridges—about 15 percent of all state bridges.
- Operating and maintaining six rest areas, 12,372 acres of property, and six environmental mitigation sites.

Technologies:

SCR engineers and program management staff use the Project Management and Reporting System (PMRS) to manage project scope, schedule, cost, and associated information. This industry-leading project management software helps SCR staff deliver capital projects efficiently, on time and within budget. Its reporting and fund managing capabilities help program management staff project future workforce needs.

In 2006, Washington state purchased the Human Resources Management System (HRMS), a flexible personnel/payroll software application, to replace one of the state's older mainframe systems and support significant changes to the state's civil service system. HRMS is configured to state requirements for all state agency personnel and payroll software applications, providing functionality that meets business process requirements, reporting requirements, and allows for future expansion into other personnel functions. This system calculates payroll, performs the accounting for warrants, and supports hiring processes.

The Automated Training Management System (ATMS) is a software application used by staff who manage training, as well as employees who require and receive training throughout their career. ATMS assists human resources staff in identify training needs, scheduling courses and classes, registering employees and selected non-WSDOT employees, reporting, and confirming classes.

SCR provides laptops, PDAs and/or cell phones to senior managers and senior maintenance staff to ensure that they are available and accessible to internal and external customers. SCR uses a Virtual Private Network (VPN) to allow managers with WSDOT laptops to access internal files and networks from home or while traveling.

Equipment:

SCR manages more than 1,800 pieces of equipment with a fleet of over 500 motorized vehicles, including five snow blowers, 80 dump trucks that convert from summer use to snow plows, a striping truck, mowers, and a Sno-Cat. SCR utilizes specialized equipment to keep our crews safe, such as impact attenuators to protect active work zones. SCR uses real-time data from 27

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P.1 Organizational Description

remote weather stations to aid in avalanche forecasting and winter weather management. Seasonal avalanche control is accomplished with a 105 mm recoilless rifle, manually-placed explosive charges and a specially trained dog. All avalanche technicians wear avalanche beacons while in the field.

P.1a (5) Regulatory environment

Federal and state laws govern most of SCR's operations. Projects that include federal funding are governed by the FHWA/WSDOT Stewardship Agreement. The agreement formalizes delegated responsibilities, ensures the efficient and effective management of public funds, and ensures that the Federal-Aid Highway Program (FAHP) is delivered consistent with laws, regulations and policies. FHWA and WSDOT jointly administer the FAHP through methods of oversight that include performance indicators and measures.

The National and State Environmental Policy Acts (NEPA/SEPA) are public disclosure regulations that are managed by SCR. For each project, SCR environmental staff uses the WSDOT Environmental Procedures Manual to navigate NEPA/SEPA requirements. Staff uses several types of studies to investigate and document all the potential impacts of a project.

The Legislature outlined WSDOT's responsibilities in Title 47 of the RCW. In addition to Title 47, RCW 43.88 requires all state agencies to define their objectives and establish measurable goals to achieve desirable and timely results.

SCR and WSDOT as a whole are subject to internal, state and federal audits, including audits from the Department of Revenue, the Department of Retirement Systems, the Internal Revenue Service, the Joint Legislative Audit Committee, and the State Auditor's Office. SCR values recommendations to improve its operations, and has developed comprehensive action plans to address those recommendations within its control.

P.1b Organizational Relationships

P.1b (1) Organization structure and governance system

The organizational chart on page *vi* shows the major reporting relationships within SCR and WSDOT. As a cabinet agency, the Secretary of Transportation reports directly to the governor. The agency's Chief Engineer oversees the seven regional offices, including SCR. Within SCR, the regional administrator (RA) is responsible for the operations of the entire region. The RA organizes the region's workforce and functions to effectively deliver SCR's key products and services.

P.1b (2) Key customer and stakeholder groups

SCR's transportation systems are used by everyone from school bus drivers to long-haul truckers to bicycle clubs to daily commuters. In addition, other stakeholders have an interest in SCR's business practices and planning for future transportation investments. The table below shows key customers and stakeholders for our two main services: project delivery and maintenance & operations (MO). Other stakeholders include employees, contractors and consultants, and local planning organizations and advocacy groups. (See Figure P1-3)

Figure P1-3

Customers/ Stakeholders	Key requirements and expectations
Legislature and Governor	Accurate accounting and reporting of progress on policy goals. Responsiveness to constituent inquiries and complaints.
Facilities users	Accountable investment of resources. Safe, efficient facilities. Real-time communication of highway conditions, incidents.
Other agencies (federal, local, ports, tribal)	Clear and timely communication. Adherence to land use programs and other regulations.
Economic vitality groups	Inclusion in planning process. Development and delivery of key projects.
Special interest groups	Balanced consideration of competing needs in transportation system. Inclusion in planning process.

P.1b (3) Role of suppliers, partners, collaborators, and distributors

Partnerships are critical to carrying out the WSDOT mission in SCR. From PD and MO and construction, partnerships play an important role every day.

Partners and collaborators: Local planning organizations, coalitions and advocacy groups: SCR works with five regional planning organizations (RTPOs) and metropolitan planning organizations (MPOs) to coordinate regional transportation planning efforts. In addition to coordination with RTPOs and MPOs, SCR also relies heavily on transportation coalitions comprised of interested citizens, elected officials, rural communities, business leaders, city and county staff, ports and members of various advocacy groups. Four active coalitions in SCR help facilitate regional planning, influence policy-makers, and provide a united voice for local transportation needs.

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P.1 Organizational Description / P.2 Organizational Challenges

RTPOs, MPOs, and coalitions provide a forum for community input and easily-accessible cross-sections of the community for giving and receiving information. During the planning process they identify and define needs, identify potential solutions and support public outreach efforts.

Distributors: Contractors and consultants: Contractors are a key “distributor” of SCR’s improvement and preservation projects. SCR staff work closely with contractors because SCR’s PD success depends on their success. From time to time, SCR also hires consultants to help deliver some of the larger projects. The general engineering consultant (GEC) works with SCR staff to help manage the delivery of SCR’s mega-project, the I-90 Snoqualmie Pass East Project. The GEC approach offers SCR the advantage of top-quality staff for a limited time period and at a negotiated, fixed price.

A key supply chain requirement for both project delivery and MO is the availability of materials such as steel, asphalt, salt, and fuel. This supply chain can be affected by market fluctuations and available manufacturers. Volatile material costs, such as liquid asphalt, which has doubled in price from the summer of 2007, affect our ability to deliver the paving program.

P.1b (4) Key supplier and customer partnering relationship and communication mechanisms

See Figure P1-4 for the key partnering relationships.

Figure P1-4

Suppliers/ Customers	Partnering relationship & communication mechanisms
Contractors	The “Ad & Award” Web page provides information on bids, schedules, contract plans and specifications; contractors meet regularly with PEO staff to coordinate scheduling and discuss ongoing issues.
Local agencies & governments	Tribes, counties, cities and RTPOs.
Local planning organizations, coalitions & advocacy groups	Transaction.
Facilities users	Communications mechanisms include the web site, public meetings, highway advisory radio (HAR), variable message signs (VMS), listservs, e-mail, telephone and the media.

P.2 Organizational Challenges

P.2a (1) Competitive position

WSDOT competes with other agencies and with other states for limited federal funding and competes with the private sector for hiring employees.

WSDOT employs a “OneDOT” philosophy that does not differentiate between regions and counties. However, SCR is one of seven regions that rely on increasingly limited state-wide funding. Only nine percent of the state’s population lives within the region’s boundaries, but the same area contains 17 percent of the state’s highways and 20 percent of the state’s land. Due to low traffic volumes, investment dollars needed to address chokepoints and bottlenecks are difficult to attain.

P.2a(2) Key success factors

As an agency, WSDOT is committed to demonstrating that it is a good steward of federal and state funding. WSDOT maintains and manages performance through a nationally recognized system.

In order to remain competitive in the face of fiscal and geographical challenges, SCR maximizes its public outreach and planning efforts through partnerships with local agencies and transportation coalitions. SCR also utilizes cutting-edge technology in key areas like maintenance operations and project management to increase efficiency, accuracy and accountability. In response to dwindling maintenance funds and a vast geographic area of responsibility, SCR’s maintenance department employs a variety of innovative techniques to meet its performance goals.

P.2a (3) Outside Data

WSDOT’s key sources of comparative data on key transportation issues come from other public transportation authorities (state DOT’s, regional transportation authorities, and even international transportation agencies). WSDOT also makes comparative assessments on issues like finance and human resources by comparing with other U.S. public agencies, who typically make their data available because of public disclosure requirements.

There are access limitations to data in the public domain, as many agencies often are not reciprocal in facilitating requests, data may be out of date, not quality controlled, or unorganized. However, comparative data ensures that WSDOT makes good assessments when setting benchmarks for key programs and performance measures.

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P.2 Organizational Challenges

P.2b Strategic Context

Business Directions, WSDOT's strategic plan for 2009-2015 identifies key challenges currently facing WSDOT: increasing demands on the system, highway safety, aging infrastructure, increasing costs, diminishing revenue, workforce needs, information technology, environmental challenges, and capital project delivery. All of these challenges affect SCR, but five are particularly felt by the region:

1. *Increasing demands on the system* – The growth in Washington State's population, workforce, and economy continues to put pressure on the transportation system. In terms of size and growth, western Washington counties continue to have the largest overall populations. However, while the majority of growth since 2000 remains concentrated on the west side of the state, three counties in SCR ranked within the top ten fastest growing counties from 1998 to 2008. Franklin County ranked first with a growth rate of 58.11 percent. Kittitas County was fourth, with a rate of 25.48 percent, and Benton County was ninth, with a rate of 20.36 percent. In addition, Yakima is the 10th most populous city in the state. This growth creates choke-points for commuters, travelers and freight, and threatens the economic vitality of the region – a top priority for many SCR stakeholders.

SCR is also particularly challenged by the need to keep freight moving, as Washington's transportation system supports the highest per capita trade in the nation. Over 450 million tons of freight, worth more than \$350 billion, moves through Washington state each year, the majority by truck. Between 1993 and 2003, freight truck trips increased by 72 percent on the I-90 corridor.

2. *Aging infrastructure* – SCR highways include 694 lane miles of chip seal pavement, 1,654 lane miles of asphalt (HMA), and 911 lane miles of concrete (PCCP). As pavement ages, a regular schedule of maintenance, rehabilitation, reconstruction, and replacement is needed to keep the system usable. Timing is important. If maintenance and preservation are deferred, costs increase dramatically – pay now, or pay more later. Currently, about 93 percent of state highway pavement is in fair or better condition, and SCR's condition rating matches the statewide average. WSDOT rehabilitates asphalt and chip seal pavements by using a lowest life-cycle cost model that identifies the optimal time for rehabilitation. In SCR and statewide, asphalt backlogs are growing due to rising material costs.

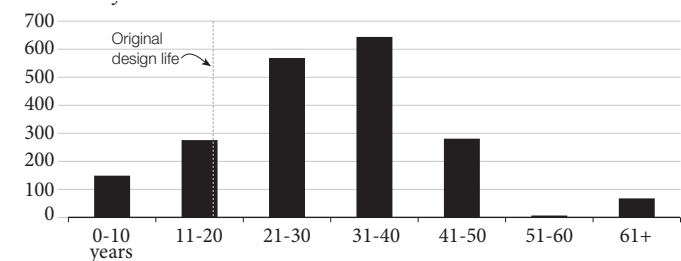
The state also faces a large challenge with concrete pavement. Much of Washington's concrete pavement, a legacy of the federal interstate system, is old and deteriorating. Existing

PCC pavement life ranges from 25 to 45 years. Over 900 lane miles, or 38% of the state's concrete miles, are in SCR. Concrete pavement is typically placed on heavily traveled interstates and is very expensive to replace at an estimated \$2.5 million per lane mile. In addition to pavement, SCR faces the challenge of aging technology and equipment for highway operations. Computer systems and equipment (such as traffic signals, variable message signs, and traffic cameras) are used on many state highways to improve traffic management and provide traveler information. Many of these systems are old and obsolete and will need upgrading or complete replacement in the coming years. (See Figure P2-1)

Figure P2-1

Age of state highway concrete pavement

Number of lane miles



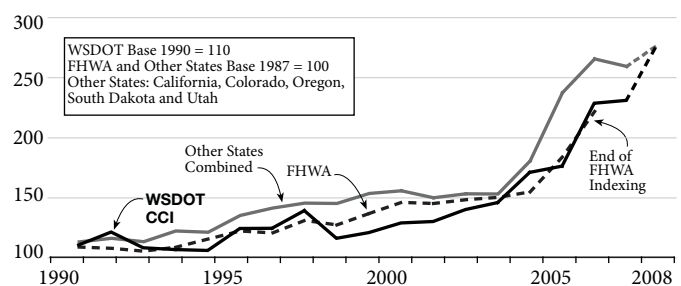
Data Source: WSDOT.

3. *Increasing costs* – Between 1990 and 2001, materials costs rose by an average of 1.5 percent a year. Since 2001, costs have grown much more rapidly. Between 2002 and 2005, materials costs increased by 8 percent each year, but between 2005 and 2006, costs rose 30 percent – an increase that significantly affects highway construction and maintenance. (See Figure P2-2)

Figure P2-2

Construction Cost Indices: Washington State, FHWA, and selected Western states

1990 - 2008 (year to date)



Data Source: WSDOT Construction Office

Note: WSDOT 2008 index is for quarters 1 and 2. The FHWA Index was discontinued in 2007. Other states 2008 data includes California, Colorado, Oregon, South Dakota and Utah annual indices. Note: 2003 and 2004 WSDOT CCI data points adjusted to correct for spiking bid prices on structural steel.

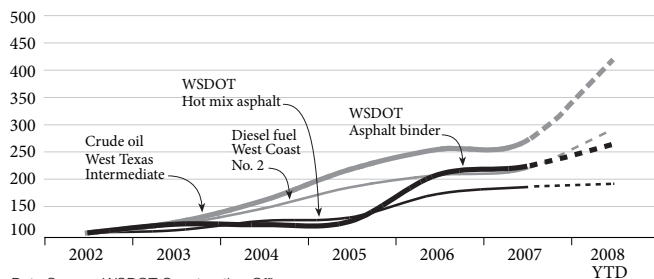
Preface:

Organizational Profile

P.2 Organizational Challenges

Figure P2-3

WSDOT asphalt, crude oil & diesel fuel indices 2002 - 2008 (year to date)



Data Source: WSDOT Construction Office.
 Note: Base in 2002 = 100. Diesel and crude indices compiled by the U.S. Dept. of Energy, Energy Information Administration.

WSDOT expects further increases in 2008 with a weak U.S. dollar causing inflation for materials that are in high demand worldwide, such as steel and cement. Additional impacts to costs include increased environmental regulations, new seismic standards for bridges, and the rising cost of fuel. (See Figure P2-3)

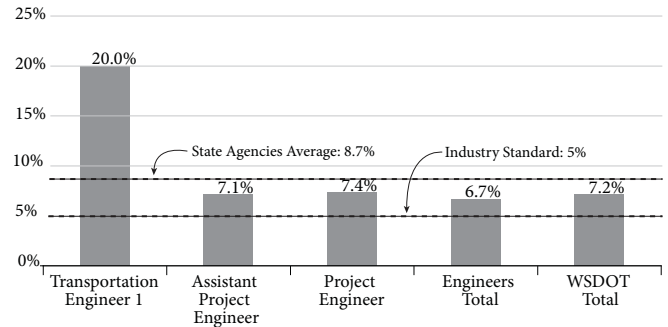
SCR faces another fiscal challenge in the cost of keeping I-90 Snoqualmie Pass clear and open for travel in the winter. Biennial maintenance budgets are based on weather, which is difficult to predict. During the 2007-08 winter, heavy snowfall resulted in a statewide maintenance budget override of \$8.3 million. WSDOT will carry a \$3 million deficit into the next winter, further hindering an already-strapped budget.

4. *Diminishing revenue* – At the same time that the cost of doing business is rising, agency revenue is decreasing. The transportation system in Washington is funded by a variety of sources, including the state gas tax (the largest source), licenses, permits and fees. The gas tax is based on volume (gallons), not price. There is generally an inverse relationship between the price of gasoline and consumption: as prices rise, people drive less and reduce their gasoline purchases, decreasing overall gas tax revenue. In June 2008, gas tax revenues for the long-term period 2007-2023 were forecast to be \$1.4 billion lower than the amount forecast in June 2007. This represents a loss of 3.5 percent of total transportation revenues over this 16-year time period.

5. *Workforce* – WSDOT maintained an acceptable rate of six percent turnover for engineers in 2007, meeting its goal to maintain a turnover rate of six to eight percent. This rate compares well to the five percent industry standard and the eight percent for all state agencies. (See Figure P2-4)

Figure P2-4

WSDOT turnover by key job classification January 2007 - December 2007



Data Source: WSDOT Human Resources.

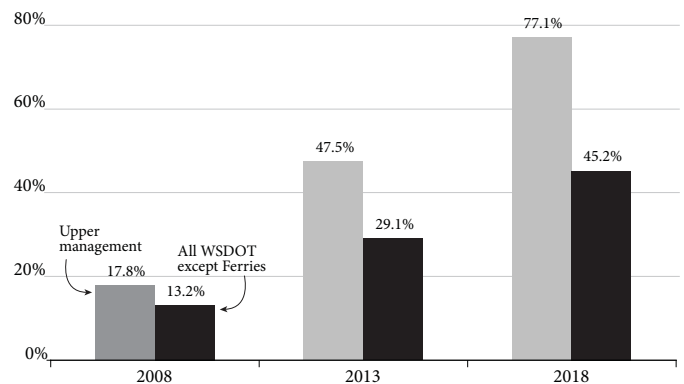
A difficult challenge felt acutely by SCR is recruiting qualified, motivated seasonal employees for maintenance operations on Snoqualmie Pass during the winter. SCR has exhausted the labor pool in communities along I-90 between Ellensburg and Snoqualmie Pass. Qualified workers on the west side of the pass are often not interested due to wages below market rate.

Retirement also poses a significant risk. While the current turnover rate for all employees within WSDOT is 1.6 percent annually, 35 percent of the agency, and 48 percent of executives, will be eligible for retirement within five years, posing an even greater risk to the preservation of institutional knowledge and expertise within the agency. (See Figure P2-5)

Figure P2-5

WSDOT retirement forecast, 2008-2018

Cumulative percentage excluding Ferries employees (as of Dec. 20, 2007)



Data Source: WSDOT Human Resources.

Note: Percentages are based on 5,813 employees (118 upper management employees, not including Merit System 5)

Preface:

Organizational Profile

P.2 Organizational Challenges

Key Advantages

- Partnerships and collaborations – Internal partnerships are critical to carrying out the WSDOT mission in SCR. From maintenance to project delivery and construction, partnerships play an important role in what we do every day. Partnerships can be developed for one project or can develop into long-lasting relationships that continue to create solutions that work best for everyone involved.
- Leadership – empowerment: Robust internship program, E4 rotation, senior leadership development
- Seasonal staffing
- Training matrices
- Mentoring
- Human resources – online HR tools
- Business Planning – strategic plan

P.2 (c) Performance Improvement System

WSDOT’s “what gets measured, gets managed” management priority and its primary performance report, the *Gray Notebook*, are among the most advanced management approaches across Washington State agencies. As such, agency-wide performance reporting is a high priority at WSDOT. Data tracking, measurement, and reporting methods are continuously refined and evaluated. The reporting approach is dynamic to adapt to changing public and legislative expectations, agency needs, and to provide timely performance information.

As a state agency, WSDOT also tracks performance through the Government Management and Accountability Program (GMAP). WSDOT’s performance is also measured through the Transportation Progress Report, produced biennially by OFM.

Section Two: Assessment Criteria

Category 1: Leadership

1.a. How do senior leaders set organizational vision and values?

Senior WSDOT staff develop the agency’s organizational vision and values, management principles, and performance goals, incorporating legislative policies and the needs and values of the WSDOT workforce. (See Figure 2.1-1 WSDOT’s Strategic Plan is updated biannually and reflects WSDOT’s mission and legislative goals and shapes every aspect of the agency’s services, products, workforce, and relationships with customers and stakeholders. WSDOT’s management principles articulate our organizational vision and values, particularly as they relate to responsibility to employees, external customers, and stakeholders.

SCR leaders adapt the agency-wide vision to fit the unique needs of SCR stakeholders and workforce. In 2004, SCR’s Regional Administrator implemented quarterly performance measurement reviews for the region, in addition to statewide policies and goals.

Figure 2.1-1

WSDOT Management Principles

Leadership	Provide strategic vision and leadership for state’s transportation needs
Deliverability & accountability	Manage resources for the highest possible return on value; be disciplined and accountable
Business practices	Encourage progressive business management practices; balance short-term cost savings by long-term preservation and improvement needs
Safety	Place highest priority on the health and safety of the people who use and work on our transportation facilities
Environmental responsibility	Incorporate principles of environmental protection and stewardship into day-to-day operations and development of state’s transportation facilities
Excellence and integrity	Promote a culture of workplace excellence and diversity that encourages creativity and personal responsibility, values teamwork and respects contributions; adhere to the highest standards of courtesy, integrity and ethical conduct
Communications	Stress the importance of sharing clear, concise and timely information with our employees, customers and stakeholders; strive for effectiveness of all employees in meeting WSDOT’s communications standards

1b. How do senior leaders communicate with and engage the entire workforce?

WSDOT’s organizational structure makes it easy for senior leaders to communicate the agency’s vision and values and also to solicit input from the general workforce and from customers. Senior leaders at SCR have developed a relatively flat organizational structure for the region, which facilitates open, collaborative communication between managers and employees. SCR’s senior leadership team consists of the Regional Administrator (RA); four Assistant Regional Administrators (ARA) in the areas of project development, construction, maintenance and operations, and planning and program management; the local programs engineer; and the administrative officer. The senior leadership team meets monthly to review the direction of the region, discuss trends in performance measurements and address future concerns.

Senior leaders use e-mail, intranet and meetings to address workforce concerns or to share information that affects the entire workforce. Senior leaders utilize SCR’s intranet page to share announcements about upcoming events, publish quarterly performance results, spotlight employee achievements, and distribute policy and procedure reminders. The intranet is available to all SCR employees. The RA regularly drops in on department staff meetings to discuss current issues and solicit feedback from employees. In addition, the RA maintains a monthly electronic newsletter that is distributed to all staff.

SCR senior leaders emphasize workforce safety and workforce engagement. SCR has developed a robust employee recognition program that includes longevity recognition and financial incentives for both usable ideas and remaining accident-free.

Each year WSDOT senior leaders share safety performance measures and goals with all WSDOT staff via a live webcast broadcast to 100 locations statewide. Following the webcast, SCR employees receive region-specific directives from SCR senior leaders.

The Employee Suggestion Program provides cash incentives and recognition for individual ideas. State employees submit suggestions to save the state money, generate revenue, and/or improve services or processes within state government. Suggestions are evaluated by agencies with the authority to potentially implement the idea.

Section Two: Assessment Criteria

Category 1: Leadership

1c. Describe how your organization addresses its responsibilities to the public and ensures ethical behavior.

WSDOT's accountability challenge is to be a high performance organization credible and accountable to the Governor, Legislature, taxpayers, and transportation delivery partners across the state. WSDOT is responsible for providing for public involvement in the transportation planning and development process. In addition to public outreach and communications efforts, SCR employs many tools to ensure that the region is accountable and accessible to its many customers and stakeholders:

Ethics training: Employees must complete WSDOT's ethics course when they start working for our agency. Each year, supervisors review ethics policies during each employee's annual review. During election seasons, employees are reminded of specific election-related ethics guidelines via the intranet, agency-wide e-mails and staff meetings. All general service employees complete an ethics refresher course every three years, and all managers complete a course every two years.

The WSDOT Internal Audit Office: WIAO offers a variety of services including internal audits; audits of agreements and contracts with external service providers such as consultants, railroads and utilities; management requested investigations into inappropriate governmental activity such as fraud, waste and abuse of state resources; monitoring internet and e-mail abuse by employees; and a wide range of management advisory services including responding to employee questions regarding the Washington State Ethics Law.

WIAO is very proactive with the Attorney General's Office, as well, in maintaining a current and relevant interpretation of changing ethics rules and new emerging fact patterns. WIAO have also established an agency culture, led by the entire agency leadership team, that places a heavy focus on training and coordination of ethics issues.

Whistleblower Program: The State Auditor's Whistleblower Program allows state employees to confidentially report assertions of improper governmental action. Every year WSDOT reminds employees of the Whistleblower program via e-mail and intranet.

Tribal Liaison Office: The Tribal Liaison Office's responsibilities include providing a central contact point for tribal access to department resources, supporting legislative actions that relate to tribal matters and communicating with tribes regarding the same, and supporting technical training programs for tribes and the public.

The Office of Equal Opportunity (OEO): OEO manages and monitors WSDOT's Equal Opportunity, Affirmative Action, Contract Compliance, and Non-Discrimination programs. OEO has two basic units: The External Civil Rights Branch (ECRB) is responsible for fostering equal opportunity in procurement contracting and service delivery through the administration of various equal opportunity programs. The ECRB is guided by the Transportation Commission's Policy Statement on Civil Rights, various other department policies, and federal and state civil rights laws and regulations. The Internal Civil Rights Branch (ICRB) is charged with ensuring that the agency's facilities, programs, services, and workplace are free from sexual harassment and discrimination on the basis of race, creed, color, national origin, sex, sexual orientation, military/veteran status, or the presence of any sensory, mental, or physical disability in accordance with agency policy, state and federal law.

Plain English: WSDOT's ongoing effort to use "Plain English" is receiving national attention through its *Gray Notebook*, and reader-friendly environmental impact statements. The Reader-Friendly Document Toolkit provides guidelines for WSDOT employees as they develop Environmental Impact Statements (EIS). WSDOT employees also apply easy-to-read writing throughout the agency as part of its everyday way of doing business. Using Plain English is one of WSDOT's means of staying accountable to citizens.

Government Management, Accountability & Performance (GMAP): GMAP serves as an internal and external tool for sharing current, up-to-date performance data. GMAP forums are focused on the highest priorities that each agency is responsible for, or charged by the Governor. Safety, Transportation, Economic Development, and the Environment are important recurring issues that are openly addressed in the GMAP forums. When the forums identify issues where performance needs to be improved, GMAP serves as a forum for developing performance measures as well as reporting on the progress to reach level of service goals that are acceptable to the Governor and the state. The WSDOT GMAP forums to date have reported the on-time and on-budget status of project delivery.

Washington State Office of Financial Management's Attainment of Transportation Policy Goals Report (Attainment Report): Under a new state law, the Washington State Office of Financial Management (OFM) is responsible for setting objectives and establishing performance measures for each of the five Transportation Policy Goals. OFM must report on the attainment of

Section Two: Assessment Criteria

Category 1: Leadership / Category 2: Strategic Planning

the goals and objectives to the Governor and Legislature each biennium. In January, 2008, OFM published a baseline report to get feedback from the Governor and Legislature on draft objectives and performance measures. OFM relies on WSDOT to produce a majority of this report and provide detailed performance data for state owned systems

WSDOT's Performance Dashboard: This dashboard, offers readers a snapshot glance at WSDOT's progress against the five statewide policy goals and WSDOT's strategic plan. Some results are discussed in depth within each edition of the *Gray Notebook*, while others are in previous editions or will be

updated in coming editions based on established reporting cycles.

Because of WSDOT's strong performance management process and the detail narrative and data analysis provided in the quarterly Gray Notebook, all of these various performance mandates can be met using the same, consistent and high quality data and analysis that is also used to manage WSDOT's programs and make informed investment decisions. The SCR, along with all other regions and programs apply this performance data and best practice information to make day to day and longer term management decisions.

Category 2: Strategic Planning

2a. What are your key strategic objectives?

WSDOT's mission is to keep people and business moving by operating and improving the state's transportation systems vital to our taxpayers and communities. In order to accomplish this mission, WSDOT works towards achieving five goals: safety, preservation, mobility (congestion relief), environmental quality, and system stewardship. These goals are consistent with the statewide transportation policy goals established by the Legislature for all transportation agencies. Not everything WSDOT does is represented in the strategic plan. Instead the plan is focused on what we believe to be the highest priorities for Washington's citizens, now and into the future.

Performance management and reporting is a high priority at WSDOT and reflected in the strategic plan. The plan identifies a number of measures that will be used to track performance against the plan. These strategies and related activities are aligned with those within our 2009-11 budget request. They are also consistent with performance measures used in the Priorities of Government program (POG), the Government Management and Accountability Program (GMAP), and the Office of Financial Management's Transportation Progress Report.

Safety

Goal: To provide for and improve the safety and security of transportation customers and the transportation system.

Objective: Reduce fatal and serious injury collisions by 50% over the next ten years, moving toward Target Zero.

Action plan:

- Complete safety capital projects funded by the Nickel and TPA.
- Work with partners, including FHWA, WTSC, WSP, and

local agencies, to identify and address high priority safety needs.

- Implement low-cost, short term projects to address risks contributing to collisions.

Performance measures: Number of fatal and serious injury collisions; rate of fatalities per 100 million vehicle miles traveled.

Preservation

Goal: To maintain, preserve, and extend the life and utility of prior investments in transportation systems and services.

Objective: Maintain highway and bridge systems to optimize their short and long-term usefulness and minimize life-cycle costs.

Action plan: Identify, track and reduce maintenance backlogs and MAP performance gaps

Performance measure: Percent of target met for state highway maintenance activities

Objective: Preserve highway pavements at the lowest life-cycle cost.

Action plan:

- Reduce pavement preservation backlogs
- Retrofit partially failed concrete pavements
- Prioritize and reconstruct critical sections of concrete pavement that have failed.

Performance measure: Percent of state highway pavement in fair or better condition.

Mobility

Goal: To improve the predictable movement of goods and people throughout the state.

Objective: Identify and implement the most critical and cost effective new capacity investments in highways and ferries

Section Two: Assessment Criteria

Category 2: Strategic Planning

to reduce bottlenecks and chokepoints and improve system throughput and reliability in conjunction with corridor management plans.

Action plan:

- Deliver mobility projects funded by the 2003 and 2005 funding packages.
- Plan and request funding for future projects, including the South Central Region's work with the US 12 Coalition on widening the highway.

Performance measure: Completed mobility projects funded by 2003 and 2005 funding packages

Objective: Freight Mobility: Improve the ability of truck and freight rail systems to serve industry needs, produce healthy regional economies, and build competitive advantage for Washington State products in the global marketplace

Action plan: Complete funded freight highway and rail system improvements.

Performance measure: Delay on major freight corridors** (** Limited data availability)

Objective: Traffic Management: Optimize efficiency of the existing system by improving and expanding traffic management to increase the operating capacity of highways and reduce the causes and severity of congestion.

Action plan: Replace the operation system for Snoqualmie Pass to provide better communications and travel times.

Objective: Traveler Information Provide user-focused information so the public can make informed decisions about when, where and how to travel – “all roads, all modes, all the time.”

Action plan:

- Improve access to traffic flow and mobility information as identified in the WSDOT intelligent transportation systems and travel information (5-1-1) plans.
- Develop and enhance tools available to the public and freight carriers to assist in making travel decisions.

Performance Measure: Travel and traffic website usage

Environment

Goal: Enhance Washington's quality of life through transportation investments that promote energy conservation, enhance healthy communities, and protect the environment.

Objective: Species and Habitat Protection: Protect and restore fish and wildlife habitat.

Action plan:

- Remove fish passage barriers.
- Improve habitat connectivity.

Performance Measure: Number of barriers removed; miles of habitat improved.

Stewardship

Goal: To continuously improve the quality, effectiveness and efficiency of the transportation system.

Objective: Deliver high quality capital projects on-time, within scope, and within budget.

Action plan: Employ state-of-the-art project management across all regions and projects.

Performance measure: Projects completed on-time and within budget.

Objective: Advocate for transportation system investments to meet priority needs.

Action plan: Work with partners to understand investment outcomes and explore potential new funding sources

Performance measure: Quantification of funding needs.

Objective: Ensure that WSDOT's performance management and communication programs continue to demonstrate agency accountability, performance, and stewardship in order to maximize the return on and value of taxpayer dollars.

Action plan: Communicate and publish consistent, credible, and accurate performance information through the Gray Notebook and WSDOT's website.

Objective: Workforce: Enhance workforce recruitment, performance management, and leadership throughout WSDOT.

Action Plan:

- Implement new recruitment processes and techniques to meet workforce level needs.
- Implement training programs to maintain work force excellence and address staff turnover, retirement, and technology changes.

Performance measure: Training targets met.

2b. How do your strategic objectives address your strategic challenges and strategic advantages?

The strategic planning process is directly tied to regional and state needs and priorities through a series of plans designed to meet the state's five main policy goals.

WSDOT develops the Washington State Highway System Plan (HSP) to address current and forecasted state highway needs based on the investment options identified in the Washington Transportation Plan. These long-range planning documents assess current and future transportation needs through a collaborative planning process with local governments, regional planning agencies, tribal organizations, environmental groups and private transportation providers to ensure that the state's transportation network functions safely, efficiently, reliably and cost effectively.

Section Two: Assessment Criteria

Category 2: Strategic Planning

We seek direction from these sources by soliciting feedback at key points in our planning process. The HSP is updated every two years, and guides WSDOT in the development and prioritization of the Capital Improvement and Preservation Program (CIPP). Each future update of the HSP, builds upon the previous plan, refining identified needs, strategies, and solutions; and will expand to cover emergent issues and additional locations. Each update also includes a “snapshot” of the most recent findings of WSDOT’s continuous system-wide analysis, performance measurement and monitoring programs.

2c. How do you deploy action plans through out the organization to achieve your key strategic objectives?

In order to meet the goals of the strategic plan, action plans are integrated into WSDOT and SCR operations. The action plans are involved in the schedule, scope and budget reviews of each capital project and a key component of monthly activity schedule meetings.

For example, a recently completed roadside improvement project on SR 24 in Benton County and Yakima County is an example of using the agency’s safety, stewardship, and mobility goals to meet the region’s priorities of reducing injury collisions and pursuing lower-cost projects to help move freight through the region. The \$4.4 million project constructed new truck climbing and passing lanes eastbound and westbound on SR 24 between SR 241 and Cold Creek Road in a section with five injury collisions in the last two years. The project was completed two months early. (See Figure 2.2-1 and photograph at right.)

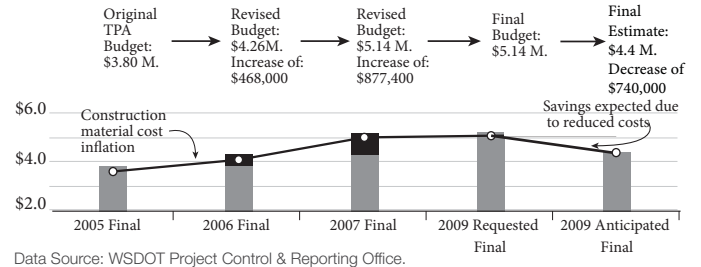
The strategic plan goals are also used to address workforce issues and training, to improve environmental compliance and habitats and to communicate results and programs to the public.

Figure 2.2-2 (at right) shows the many levels of planning for WSDOT projects and the organizations involved.

Figure 2.2-1

SR 24/SR241 to Cold Creek Road – Add lanes

Estimated annual project budget from conception to final completion
Dollars in millions

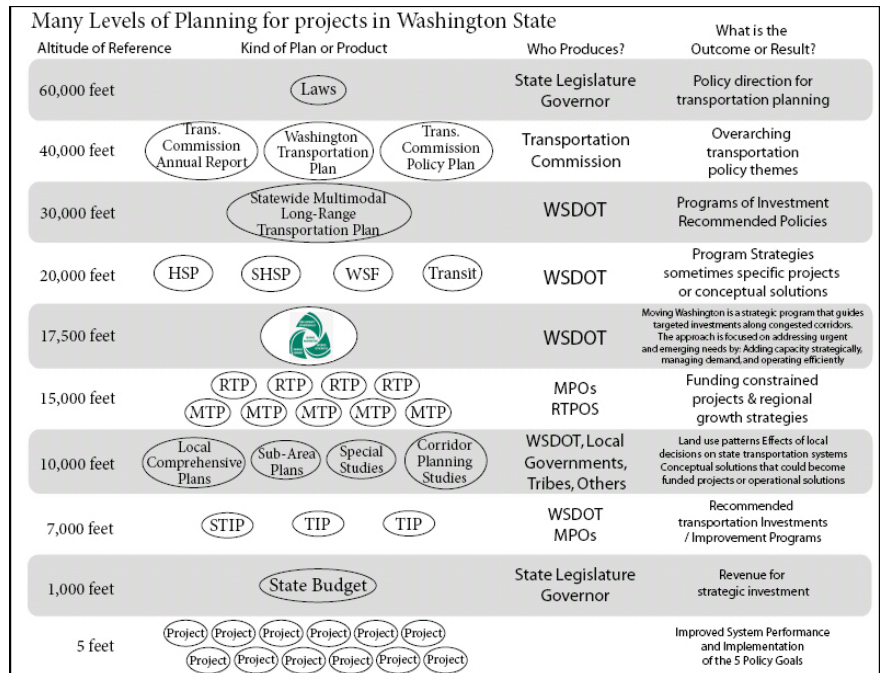


Data Source: WSDOT Project Control & Reporting Office.



The newly constructed truck passing lane on SR 24 is designed to improve safety and accommodate freight mobility.

Figure 2.2-2



Section Two: Assessment Criteria

Category 3: Customer and Market Focus

3a. How do you capture customer-related information?

As described in WSDOT's design manual, WSDOT's goal is that decisions (whether related to construction projects or maintenance operations) be made in the best overall public interest and that other agencies and the public be involved early to ensure that decisions are responsive to the public's interests. SCR works hard to understand and stay current with the unique needs and expectations of the customers and stakeholders in the region. The region is largely rural and widespread, focused on agriculture and economic development, with a major emphasis on freight mobility. SCR strives for open communications and accessibility for the public to effectively meet stakeholders' needs.

SCR captures customer information by inviting public feedback via phone and e-mail, holding public meetings during the project design process, conducting customer surveys, maintaining ongoing contacts with local and regional planning groups and transportation coalitions, meeting with constituents at fairs and community festivals throughout the region, and maintaining ongoing contacts with business groups, community organizations, legislators, other government officials, tribal leaders, and other transportation agencies. SCR's employees are also customers and we listen to their feedback about our services and projects.

Because of the diversity of SCR's services and customer base, the region uses a range of creative methods to engage our customers and provide opportunities for feedback.

Fair and festival outreach – SCR employees from all disciplines interact face-to-face with constituents at local fairs and festivals, including the Central Washington State Fair.

Public meetings and open houses – SCR makes it easy for constituents to provide feedback on projects by holding meetings in affected communities. In the current biennium, SCR has held 123 events to discuss project information and gather constituent concerns. As an example, for our mega-project, the I-90 Snoqualmie project, SCR developed a unique tool to reach the diverse and widespread audience with an interest in I-90: the "virtual open house." This is an online version of the open house that allows people to participate in project discussions without leaving home. The virtual open house includes a live camera feed of presentations, online project materials, and tools for participants to submit questions and concerns. As web-based reporting tools improve, SCR will be able to receive even more feedback.

Web site – SCR surveys show that customers, including the freight industry, rely heavily on the internet as their primary source for travel and project information. For example, a 2007 survey conducted for the I-90 Snoqualmie project revealed that 53 percent of customers use the web site to plan their trips over I-90 versus other information tools. Because of the popularity of the web site, SCR provides as much information as possible on its web site – everything from project details to current mountain pass conditions to live traffic cameras. SCR is also continually looking for new opportunities to respond to customer needs for timely, relevant information online. In 2006 SCR developed travel time graphs for the Thanksgiving holiday showing peak travel times over the weekend. The graphs were used by media on both sides of the Pass. Customers responded positively and the travel time graphs are now developed for several routes statewide for major holidays. The travel graphs were one of two projects recognized by the Transportation Research Board (TRB) in January 2008 for creative approaches to communicating complex information to the public.



The 'Burl the Squirrel' activity book communicates project information to children (top half) and to adults.

Burl the Squirrel activity books – The I-90 Snoqualmie project team developed Burl the Squirrel activity books as a user-friendly way to communicate the complex issues associated with a major transportation project. The cartoon squirrel is featured in a series of activity books depicting various aspects of the project and different stages of the Environmental Impact Statement (EIS)

process. The tool is aimed at engaging children and their parents and sparking further interest in the project. The team has handed out more than 10,000 books to children. The books are also available online and have generated media coverage and prizes, including an award from the TRB.

Updated highway information – The agency and region communications departments understands the region's highway users depend on the latest updates about road conditions. This system is particularly important during devastating weather events to keep drivers aware of the status of key routes and

Section Two: Assessment Criteria

Category 3: Customer and Market Focus

the agency's efforts to clear roads. During the December, 2008 storm, the region provided detailed pass reports updated one to two times hourly and used the online traffic cameras to keep drivers informed about unpredictable conditions. The updates, combined with a statewide public relations campaign urging drivers to check the information online before driving helped the WSDOT web site provide detailed information as users notched a record 5.8 million page views on Dec. 17, 2008.

How do you determine which requirements are most important?

In addition to direct feedback from drivers and others who use our facilities, SCR receives valuable input from many stakeholders who represent our constituents. Stakeholders such as the Governor's office, the Legislature, other agencies, local governments, tribes, labor organizations, transportation coalitions and advocacy groups are conduits for information on what our customers expect and value.

SCR also gauges customer needs and expectations by tracking key indicators of current and projected market conditions, such as voter support for particular initiatives or trends in contractor bids for projects. For instance, WSDOT developed the asphalt escalation clause to minimize contractors' risks and encourage competitive bidding, which was used on 15 contracts statewide through September, 2007.

WSDOT actively follows current trends showing public support for various aspects of economic vitality including agriculture and tourism. SCR identified the following barriers to transportation growth, vitality, and tourism: poor access to the highway system, two lane (vs four lane) roadways; winter closures or delays due to weather and avalanche closures; bottlenecks and chokepoints in the transportation system; and lack of adequate semi-truck parking facilities. SCR is addressing those barriers with focused projects to meet those needs:

- US 12 projects expanding from two to four lanes in Walla Walla County.
- progress on I-90 Snoqualmie Pass East project adding lanes and minimizing avalanche closures.
- construction of passing/climbing lanes on I-90 Westbound to Ryegrass Summit, I-90 Eastbound at Highline Canal, SR 241 east of Yakima, and I-82 Eastbound Manastash Ridge (not funded).

3b. How do you enable customers to seek information, conduct business, and make complaints?

Many of our information sources are available to and used by all

types of customers and stakeholders. The WSDOT Web site is a clearinghouse for agency-wide and region-specific information, including road closures, current traffic conditions, project details and budget information, press releases, strategic initiatives, maintenance procedures, and bicycle and pedestrian resources. SCR uses highway advisory radio (HAR), variable message signs (VMS), and the 5-1-1 hotline to provide travel information on the road. SCR has built relationships with local and statewide media, and utilizes media coverage to promote awareness about projects and alert drivers to roadway incidents.

Customers can lodge complaints with region staff by e-mail, by phone, or in person. Region staff is committed to responding to all constituent correspondence and complaints within seven business days. Most correspondence is funneled through the communications office, which works with the appropriate staff to resolve the issue. Constituents can also bring comments to public meetings, as noted above. Complaints can also come to region staff via the Governor and legislators' offices, HQ and other agencies. Significant issues are managed up to senior leaders.

Customers who are not satisfied with SCR's response to an issue can contact the WSDOT executive staff. The executive staff has the responsibility for investigating whether the department's decision making may have been unreasonable, unfair, arbitrary or improper, and if it has, helping to set matters right.

Other communications channels are specific to certain services or customers.

Environmental impact statement (EIS) process: The EIS document provides comprehensive information about a project's purpose and need, proposed plans, and potential environmental effects in areas such as wetlands and wildlife, noise and future traffic operations. Creating an EIS is required as part NEPA and SEPA. During the EIS process, SCR releases the EIS in draft form for the public to review, comment on and ask questions about. Before an EIS can become final, it must be released in draft form for the public to review, comment on and ask questions about. Engineers track and respond to each comment received, and may make changes to the project design as a result of the EIS.

Doing Business with WSDOT: The region and WSDOT open communications with contractors through the Doing Business with WSDOT effort, including meetings and brochures to help companies find the best contacts for projects within the agency and learn the rules for the bidding process.

Section Two: Assessment Criteria

Category 3 / Category 4: Measurement, Analysis, and Knowledge Management

3c. How do you determine customer satisfaction, dissatisfaction and loyalty?

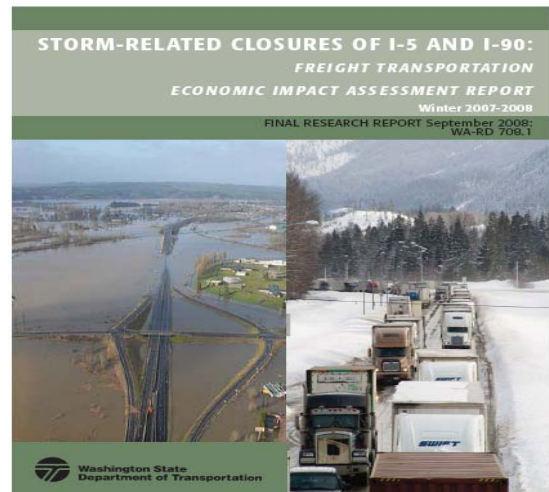
Customer satisfaction is gauged informally by tracking correspondence and media coverage, including reviews of 446 news articles in FY '08.

We also conduct formal surveys of targeted groups in order to determine current levels of customer support for our projects and operations, and to determine their priorities and expectations. For the I-90 Snoqualmie Pass East project, SCR surveyed 1,501 households near the I-90 corridor throughout the state in 2007. The survey asked about how they use the corridor, perceived problems on I-90, how they feel SCR is managing the pass, how they get travel information, and how they felt about the proposed project. Based on the survey results, SCR made changes to its public outreach and communications strategies in order to better meet the public's expectations and raise awareness for the proposed project.

WSDOT sponsored a statewide survey on freight movement during the winter season of 2007-08 (see photo at right), including 2,758 responses from people in the trucking industry and freight sectors. The survey helped create a detailed assessment

of the economic impact of the freight industry and placed a high price on the toll of road closures last winter.

The department also seeks feedback from contractors on all projects and participates in the statewide survey about state agencies.



Cover of 2008 Freight Survey Report.

Category 4: Measurement, Analysis, and Knowledge Management

WSDOT is considered a national leader in performance management and is recognized nationally and internationally as one of the leading transportation organizations in this regard. The agency's quarterly performance report, *Gray Notebook* (GNB), the most visible product of WSDOT's performance management program, has served as a role model for many other agencies around the country, evidenced by numerous professional publications. Likewise, WSDOT managers and performance analysts are in high demand nationally for their skill and advanced approaches to performance management.

"WSDOT's *Gray Notebook* is second to none in the country for reporting performance measures." Christine Johnson, FHWA Director of Field Services, November 2002.

The frank and consistent performance reporting in the GNB supported two legislative transportation revenue packages (2003 and 2005), funding a total of \$15 billion worth of projects. This is the largest capital delivery program in the state's history. In addition, a statewide initiative to repeal the 2005 gas tax increase was defeated by Washington State citizens. This seems to be a further public vote of confidence in the department's ability to communicate effectively using performance measures.

WSDOT's "what gets measured, gets managed" mantra and the *Gray Notebook* are among the most advanced management approaches in Washington State government. As such, agency-wide performance reporting is a high priority at WSDOT. Data tracking, measurement, and reporting methods are continuously refined and evaluated. The reporting approach is dynamic to adapt to changing public and legislative expectations, agency needs, and to provide timely performance information.

4a. How do you select, collect, align, and integrate data and information for tracking daily operations and for tracking overall organizational performance?

WSDOT's Strategic Assessment Office (SAO) at Headquarters works with every program and region of the complex and multifaceted agency. It collects and analyzes performance data and distributes performance results focused on agency mandates, delivery responsibilities and the State's five transportation policy goals – safety, preservation, mobility, environment, and stewardship. Within each program and policy category, WSDOT has established objectives and measurements to determine whether the agency is meeting its performance goals and where it can improve.

Section Two: Assessment Criteria

Category 4: Measurement, Analysis, and Knowledge Management

“...*The Gray Notebook is one of the nation’s leading examples of effective state-wide performance monitoring.*” FHWA’s “*Traffic Congestion and Reliability*” (2005)

Using the example of preservation, annual assessments of pavement and bridge conditions are used by agency management and policy-makers to understand and address preservation needs for tens of billions of dollars worth of highway and ferry assets. When national incidents—such as the Minneapolis bridge collapse—occur, SAO ensures that information and analysis of Washington’s facilities are readily available. Key preservation measures include:

- State Highway Pavement: Percent of state highway pavement in fair or better condition.
- Bridges: Percent of state bridges in fair or better condition.
- State Highway Maintenance: Percent of targets met for state highway maintenance.

In support of this effort, each region, including SCR, monitors and tracks the condition of every bridge, drainage feature, unstable slopes, and mile of pavement in its jurisdiction.

4b. How do you review organizational performance and capabilities?

The *Gray Notebook* is the foundation of agency performance assessment and reporting, as well as public and legislative communication. The development of the GNB has influenced many related accountability and performance products. It also supports multiple performance measurement and reporting initiatives and requirements.

The GNB provides quarterly, in-depth reports on agency and transportation system performance. The GNB assures that WSDOT is transparent and accountable to Washington State citizens, the Governor, legislators and interest groups. It is also an important internal management and integration tool. The rigor and quality control involved in developing each performance report requires a hands on approach by staff and managers at all levels and across all programs.

As a state agency, WSDOT also tracks and reports performance through the Governor’s quarterly Government Management and Accountability Program (GMAP). WSDOT’s performance is also measured through the Transportation Progress Report, produced biennially by OFM.

South Central Region supports statewide performance measurement, and also tracks and analyzes other measures to assess the region’s performance.

These include:

- the Maintenance Accountability Process (MAP)
- project delivery (projects to advertisement)
- employee safety
- estimating accuracy
- environmental compliance
- communications/public outreach.

4c. How do you make needed data and information available? How do you make them accessible to your workforce, suppliers, partners, collaborators, and customers, as appropriate?

WSDOT created and uses a style of reporting called ‘Performance Journalism,’ which combines effective, detailed narrative writing with visual graphs, tables and measurements to provide a clear and accurate assessment to the widest possible audience. The analysis is compiled into the GNB, described above, which is published quarterly.

The GNB is distributed in hard copy and electronically to a broad audience of 2,000 to 3,000 subscribers. Subscribers include the media, all state legislators, the Governor, the Transportation Commission, interest groups, cities and counties, national academic and research organizations, national partners, American Association of State Highway and Transportation Officials members, and international colleagues. In addition, each edition is archived online and an electronic subject index allows access to every performance measure ever published.

WSDOT also makes extensive use of its website for performance reporting (<http://wsdot.wa.gov/Accountability/default.htm>).

4d. How do you manage organizational knowledge to accomplish the collection and transfer of workforce knowledge?

The hands on approach by staff and managers at all levels in the performance reporting process ensures strong cross-organizational knowledge exchange on all performance reporting programs and issues. In addition to providing web-based access to all its own performance reporting, WSDOT created a web-based Performance Management Library that provides agency colleagues access to other state DOT’s performance reports and relevant and updated national and international reports and research on performance topics.

Section Two: Assessment Criteria

Category 5: Workforce Focus

5a. How do you determine the key factors that affect workforce engagement and workforce satisfaction? How do you assess workforce engagement and workforce satisfaction?

WSDOT's executive management considers the agency's workforce its single most valuable asset, and has committed considerable resources to staff training, performance evaluation and management, and safety. WSDOT challenges its employees to continuously improve the way we do business, to meet and exceed the needs of our customers, and to carry out their duties in an ethical manner. To help them do so, WSDOT has implemented such events as the agency-wide, day-long Safety Stand Down to discuss and promote working safely, and enforced requirements for mandatory training in operations, safety, and ethics through new automated and computerized tracking systems.

SCR's success in project delivery and maintenance and operations depends on a well-trained workforce that is engaged and motivated for success. Regular workforce assessments ensure that each department is adequately staffed to deliver their work, and that employees are prepared and know how to do the work required. SCR is also committed to providing our employees with varied opportunities for advancement and regular recognition for employee achievement.

SCR uses both informal and formal methods to gauge workforce engagement and satisfaction, including weekly work group meetings and monthly staff meetings. These meetings provide a forum for employees to discuss various workforce issues and share concerns and needs. Work group supervisors and managers relay workforce concerns and issues to senior leadership. Employees also have an opportunity to discuss job satisfaction or problems during their mandatory annual review.

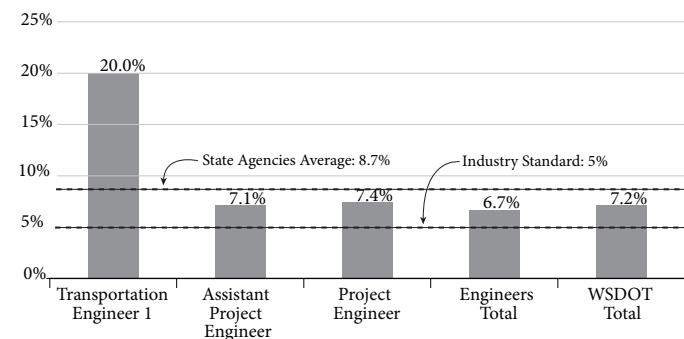
Anecdotal evidence that SCR workers are satisfied and engaged in their work is derived from remarks in meetings. That SCR's workers are committed to meeting their job expectations and supporting their colleagues is displayed by the region's ability to meet performance goals for maintenance and operations as well as capital project delivery goals.

Job satisfaction may also be inferred from the low rates of employee turnover, which is below that for the agency overall (3.9% in SCR versus 6.4% annual turnover for all WSDOT). For example, the turnover rate in SCR for administrative roles such as Safety Officers is 2.3% compared to WSDOT's average

of 9.0%; for Transportation Engineers SCR is 2.8% compared to WSDOT's overall 5.4%, and 5.3% for Maintenance Technicians compared to the agency's overall 6.5%. (See Figure 2.5-1)

Figure 2.5-1

WSDOT turnover by key job classification January 2007 - December 2007



Data Source: WSDOT Human Resources.

Finally, an annual survey of employee satisfaction is conducted statewide by the Department of Personnel. WSDOT overall has improved its score by 0.10% over the previous survey 18 months earlier. The anonymous nature of the survey means it is not possible to break out responses by region. However, this information, and several other human resource measures, are reported at quarterly accountability forums with the Governor and compared with other state agencies; WSDOT compares favorably in satisfaction and maintaining a low employee turnover.

To foster workforce satisfaction, employee recognition is greatly supported by senior leaders. In the South Central Region, annual employee recognition lunches are held in addition to specific work group recognitions for project or major task accomplishments.

5b. How does your workforce development and learning system address your core competencies, strategic challenges, and accomplishment of your action plans?

WSDOT's performance management program (PMP) is designed to foster a positive, performance-based culture that supports employee competence, employee productivity, achievement of organizational goals and objectives, and documentation of an employee's strengths and areas in need of improvement. This web-based electronic system puts emphasis on helping managers set clear performance expectations for employees every year, by reviewing selected core job

Section Two: Assessment Criteria

Category 5: Workforce Focus

competencies then assessing performance and improvement against the plan agreed between employee and manager in the previous evaluation. Managers and departmental executives are sent monthly updates from HR staff that name employees who are due for their annual reviews; noncompliance is followed up by a personal message from HR managers. The South Central Region is one of WSDOT's most successful regions, with 99% (132 out of 133) of its required performance evaluations completed during fiscal year 2008; the WSDOT agency goal is to achieve 100% compliance, and the fiscal year 2008 average agency-wide is 92%.

Training programs that help employees improve their skills are vital for an engaged and capable workforce. Training courses are designed to support WSDOT's business needs, vision, goals, and mission. Every major WSDOT employee classification has a specific training matrix outlining the training recommended and required for that position. This training encompasses all aspects of employee development from technical to personal, and ultimately leadership training, to enhance the employee's ability for career advancement.

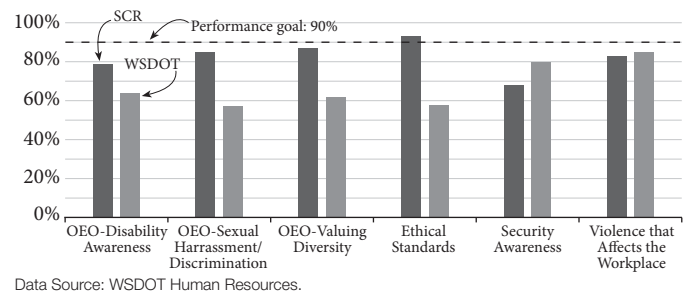
The tracking of this training received is a key measure of our workforce engagement and development. An important tool to track whether employees have received and completed required training is the Automated Training Management System (ATMS), a software application that allows human resources staff and managers to identify training needs, schedule courses and classes, register employees and selected non-WSDOT employees, and track attendance. Employees are emailed or otherwise notified about classes they have been enrolled in. To maximize compliance for mandatory and statutorily required training, and fill scheduled classes to capacity, optimizing the training budget, a No-Show and Late Cancellation Notice was initiated within ATMS in May 2008. This enhancement sends email notices to employees and their supervisors when registered employees miss scheduled training classes or cancel their registration less than 15 days before the class start date. The system generates a No-Show/Late Cancellation report on demand, maintains accurate training records, and provides a valuable tool for managing regional training needs.

Certain training is required for all WSDOT employees: several are courses outlined by the Office of Equal Opportunity (OEO) and are mandated by the Washington State Legislature, including preventing sexual harassment, valuing diversity, and disability awareness, while others are WSDOT-mandated, such as ethics and violence that affects the workplace. WSDOT's

goal is to achieve 90% compliance for these courses in any given quarter; at the last available reported quarter (quarter ending 31 March 2008), about 70% of SCR employees were up to date on the mandatory OEO courses, an improvement of almost 10% over the previous year.

Figure 2.5-2

Compliance ratings for mandatory training for all employees: SCR vs. WSDOT average
2007-09 fiscal biennium, through fifth quarter, September 30, 2008



WSDOT's goal is to achieve 90% compliance in any given quarter for statutorily required training for maintenance employees, an extensive series of courses which are directly associated with improving the safety of our maintenance employees. (The 90% compliance expectation reflects the highly seasonal nature of workforce numbers, turnover, and opportunities to attend training.) To deliver training and increase compliance rates, WSDOT augments traditional instructor-led training with computer-based and online training, other distance learning approaches, and safety training days; the agency is working on making even more required courses available through alternative teaching modes. These approaches are important to SCR, as they allow maintenance employees based in remote areas of the region to gain required WSDOT workplace training with minimized travel or work schedule disruption.

Beyond required training, other learning opportunities arise at WSDOT. Cross training is strongly encouraged by senior leaders, and on several occasions, SCR managers have been given rotational assignments to broaden experiences and bolster career advancement opportunities. The WSDOT Graduate Fellowship Program (GFP) focuses on providing advanced training in disciplines of high interest that will benefit the department. While attending graduate school, participants continue their full time employment with WSDOT in exchange

Section Two: Assessment Criteria

Category 5: Workforce Focus / Category 6: Process Management

for funding for tuition and books. Participants are required to continue employment with the department for a three year period upon completion of the program, which includes a two-year utilization assignment to a position that makes direct use of the enhanced capabilities and knowledge. The Project Management Academy program assures that project managers have the necessary skills and knowledge of best practice in project management. Staff that complete this training will be certified, a required step in the career ladder to managing the agency's largest projects. WSDOT also prepares for future succession, within both project delivery and maintenance and operations, through programs such as the Senior Leadership Succession Plan, which identifies and prepares seniors staff members to assume positions of significant responsibility within WSDOT during the next decade, and the Leadership Enhancement and Development Program, which fills a gap between WSDOT's core leadership and management training and the Senior Leadership Succession Plan.

5c. How do you assess your workforce capability and capacity needs, including skills, competencies, and staffing levels?

Senior leaders meet monthly to assess workforce needs and progress toward project milestones, reviewing projects which will be put out for bid in coming months to ensure adequate staff will be available to manage and implement each phase. These meetings also ensure that maintenance and operational needs are covered in all seasons (such as winter plowing or summer vegetation management). SCR considers customer and stakeholder expectations and needs as part of assessing workforce capability and capacity needs. For example, SCR hired additional public outreach staff to address public awareness expectations that accompanied an increased number of projects in the area – and the concurrent need for public awareness. These skilled communicators assist project and maintenance teams with publicizing SCR's work and responding to customer feedback.

Category 6: Process Management

6a. What are your organization's core competencies and how do they relate to your mission, competitive environment, and action plans?

WSDOT's core competencies are integrally connected to the agency's five policy goals pertaining to safety, preservation and maintenance of assets, mobility of people and freight, environmental responsibility, and stewardship. These competencies are:

- a) to ensure the highest regard is paid to the safety of the traveling public and of the agency's employees, as well as to the activities and assets that support this goal;
- b) to maintain and operate the state's roads, bridges, and ferries efficiently and cost-effectively;
- c) to deliver the legislatively approved highway construction program;
- d) to limit the impact WSDOT's work has on the natural environment; and
- e) to exercise good stewardship of fiscal resources, and to work as a "good neighbor" with federal and other state agencies, tribal governments and local jurisdictions, transportation advocacy groups and the general public.

These competencies are elaborated on through the agency's strategic plan. The Strategic Implementation Plan (SIP), developed to support and guide the actions proposed in the agency's plan, is a new (2008) framework to help the agency's leadership

hold management accountable for the timely achievement of the benchmarks or milestones the plan sets out. In addition to simple milestones, WSDOT applies an array of performance measures to its activities; these measures are constantly reviewed, analyzed, and published for the information of policy-makers and the general public, and also serve as an internal review mechanism for the agency.

The South Central Region is responsible for implementing those activities that fall within its boundaries; SCR also supports WSDOT's strategic goals through innovations and best practices that may be applied across the agency.

6b. What are your organization's key work processes? How do these relate to your core competencies?

WSDOT's key work processes, measures, and outcomes vary greatly depending on what aspect of the agency's work is being examined; hundreds of performance measures are reported on in the quarterly *Gray Notebook* performance report each year. To discuss all those conducted in SCR alone would take many pages. Examples will be offered for each of the five core competencies outlined above.

- a) *Ensuring the safety of workforce.* In addition to the training requirements discussed in Category 5, WSDOT promotes

Section Two: Assessment Criteria

Category 6: Process Management

the individual personal safety of workers by encouraging work teams to conduct Pre-Work Safety Plans before beginning the day's work. [to be verified on intranet:] Upon entering the job site, the team leader reviews the work to be accomplished during the day, traffic control plans and escape routes as appropriate for each team member, and the condition of the equipment to be used. Team members examine and contribute additional potential hazards -- fog which might obscure them from drivers passing on the highway, unstable slopes which might cause equipment to tip -- and ensure that all members are aware of these hazards and the best ways to avoid accidents or injuries.

Since the WSDOT stated goal of reducing workforce injuries in fiscal year 2009 is to reduce OSHA-recordable injuries by 60% from FY 2008, these safety plans can make a significant contribution. SCR is one of only two WSDOT regions on track to achieve this challenging goal.

b) Maintaining and operating the state's highways. WSDOT uses the Pavement Management System to track the condition of hard surfaced roadways (both asphalt and concrete), and to determine the most cost effective schedule (Lowest Lifecycle Cost) for repaving. Pavement quality ratings are based on overall pavement distress, including cracking, rutting, patching, and settlement. Asphalt surfaced pavements require resurfacing every 10 to 15 years; concrete pavements can last up to 30 years or more before major rehabilitation is required. If rehabilitation is done too early, pavement life is wasted; if rehabilitation is done too late, very costly repair work may be required, especially if the underlying structure is compromised. WSDOT continually looks for ways to balance these basic principles while making adjustments to traditional paving practices.

SCR is responsible for monitoring and repairing 2,931 lane miles of highway, including 38% of the state's concrete lanes and 15% of the state's bridges.

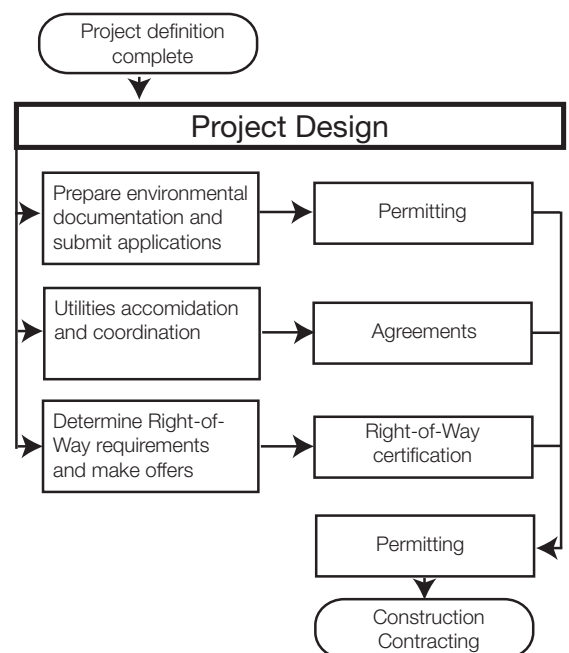
On the operations side, SCR has some of the state's most difficult winter operational challenges, including Snoqualmie Pass on I-90, the state's most important east-west artery. In particularly hard winters, this pass is subject to closures which can last many hours, or even days. To prepare for the winter operations at Snoqualmie Pass, SCR must actively track weather forecasts, stock and maintain adequate supplies of salt and de-icer products, make sure plows and other snow removal equipment are serviced and in position for immediate deployment, protect snowsheds and guardrail against damage by equipment or the

elements, and prepare workers for out-of-the-ordinary safety hazards such as avalanches. During the severe winter season of 2007-08, Snoqualmie Pass received the highest snowfall in 50 years, and was closed for 370 hours (compared to 75 hours the previous winter); however, no injuries to workers or the public were sustained, and while expenses were high to acquire additional materials and cover workforce overtime, SCR was able to deploy both when required to reopen snow-choked roads. The amount of materials and overtime was tracked and compared with past years and other regions to provide WSDOT with more accurate forecasting tools for future winter programs.

c) Delivering highway construction projects. WSDOT has already delivered 182 of the 391 highway and bridge construction projects funded by the Nickel and Transportation Partnership Account gas taxes, to add safety, improve mobility and reduce congestion across the state. SCR was responsible for completing 39 of those projects in addition to dozens of other projects funded from other sources; 27 projects are currently under construction in SCR. (While most projects are planned well in advance, SCR may also have to do emergency repairs to roadways or guardrail due to damage inflicted by weather or accidents.)

The details of planning processes applied differ depending upon the project (bridges call for different procedures and studies than installing a traffic roundabout), but this example captures the essential processes. (See also Figure 2.6-1)

Figure 2.6-1



Section Two: Assessment Criteria

Category 6: Process Management

First, a deficiency or problem with a section of roadway is identified: for instance, a series of sharp curves with blind corners results in frequent run-off-the-road accidents and the occasional collision with vehicles entering the road. SCR surveying crews are dispatched to make detailed observations, ensuring that designers and engineers who will subsequently plan the improvement to the road are using best possible and most recent data; they may use traditional equipment in addition to state-of-the-art GPS instruments. Designers will examine a range of alternatives which might involve different levels of construction work and therefore more or less money and time: perhaps realigning and straightening the entire stretch of road is the best solution, but a cost-effective alternative might involve installing additional guardrail alongside the roadway and mirrors for blind driveways. Right of way studies will take place, to determine if any purchases might need to be made to complete the project; geotechnical and environmental studies and permitting activities take place, which might reveal the need for new stormwater mitigation facilities or proximity to a previously unmarked cultural heritage site. These needs are fed back into the design process to ensure the final design is comprehensive when it is placed before the estimators. The chief engineer's estimate is prepared, and the project is scheduled for advertisement to bid by construction firms. Bids received are compared against the engineer's estimate and analyzed before acceptance. Plans for mitigating stormwater or managing local traffic flow during construction are prepared. Construction generally begins after all permitting is accomplished and project management teams assembled, but project managers must remain flexible and constantly knowledgeable about the project in case construction work reveals previously unsuspected problems, such as unstable soils. The project is closely followed by SCR staff and managers during regular meetings, including a quarterly briefing to WSDOT HQ management, and is tracked for its performance against budget, stated scope, and agreed schedule.

Upon completion of the project, managers review successes and problems; their experiences are added to a WSDOT-wide 'lessons learned' pool of knowledge which other regions can draw upon. More formally, and to ensure the delivery of the \$15 billion capital construction program, WSDOT solicited the assistance of national experts to develop a strategic program for project and program delivery. These experts, the Statewide Program Management Group (SPMG) are a consortium of leading consulting firms in the transportation industry along with WSDOT staff and are supporting WSDOT's implementation of the plan's strategies.

WSDOT has chosen to maintain a "strong ownership role" in delivering the program to maintain WSDOT's core expertise and technical capabilities. Doing so will assist WSDOT in developing future project managers and team leaders through on the job training and by working in partnership with industry experts on challenging projects.

Key to the SPMG success is the Project Management Academy to assure that project managers have the necessary skills and knowledge of best practices. Staff that complete this training will be certified – a required step in the career ladder to managing the agency's largest projects. As part of SPMG project, WSDOT invested \$17 million into training, new electronic software and management systems.

d) Limit impact on the environment. WSDOT works to ensure that all agency activities and projects are in compliance with relevant federal and state environmental regulations. Any activity or action which will result in an environmental effect is typically covered under the federal National Environmental Policy Act (NEPA), or the (Washington) State Environmental Policy Act (SEPA). Both NEPA and SEPA requires that any agency proposing a major federal (or state) action, which may significantly affect the environment, consider the environmental impacts of the proposed action, any unavoidable adverse environmental impacts, and the relationship between local short term uses and long term productivity of the environment. Some WSDOT highway construction projects that are federally funded or require federal approvals fall under this requirement. The level of analysis for transportation projects range from:

- Categorical Exclusions (CE) - projects in which there are clearly no significant impacts;
- Environmental Assessments (EA) - projects in which the significance of impacts is not clearly known, to;
- Environmental Impact Statements (EIS) - projects in which significant impacts are anticipated.

There are three types or categories of effect (or impact) that must be considered during the NEPA and SEPA processes: direct, indirect, and cumulative. Identifying direct effects, which are those effects caused directly by WSDOT activities, at the same time, and in the same place, is relatively simple and straightforward. Identifying and analyzing indirect effects, which are effects caused by transportation project activities, that occur later in time, at some distance from the project, and are in the chain of cause-and-effect relationships, can be more complex and generate more disagreement. But as complex as indirect effects may be, the cumulative effects analysis generates the

Section Two: Assessment Criteria

Category 6: Process Management

most complex and contested issues and is easily the most misunderstood. Cumulative impacts are the summation of impacts on a resource resulting from the incremental impact of the action when added to other past, present, and reasonably foreseeable future actions regardless of what agency (federal or non-federal) or person undertakes those actions. Cumulative impacts can result from individually minor but collectively significant actions taking place over a period of time.

This category of effects has generated numerous national legal challenges to transportation projects during the past few years. Therefore, it is important that WSDOT conduct both indirect and cumulative effect analyses in an efficient, consistent, legally defensible, and logical manner. The processes documented in WSDOT's Environmental Procedures Manual help the department meet the goals for cumulative effects analyses.

Overall, the goal of WSDOT's environmental analyses and documentation is to foster good decisions and enable effective public participation. WSDOT's written documents follow "Plain English" guidelines established by the Governor's office in order to be readily understood by our audience. This guidance attempts to clarify the requirements of cumulative impact analyses and provide a consistent framework for the analyses.

WSDOT prepares one additional form of environmental documentation for project and program activities, called Programmatic Permitting. These permits, issued by two of Washington State's natural resource monitoring authorities, the Washington State Department of Ecology (Ecology) and the Washington State Department of Fish and Wildlife (WDFW) allow WSDOT to carry out activities that occur with a regular frequency, but whose processes and impacts are both documented and have acceptable thresholds for impacts. In essence, rather than preparing 20 environmental impact statements or assessments annually for ferry vessel cleaning, WSDOT has one permit on file that accurately documents the impacts for the activity, and is then allowed to proceed with the project on their own schedule rather than waiting for each permit to be processed and approved, saving valuable time, energy, and money in the process, creating uniform standards of practice across all regions and departments, and generating an accurate account of the number of permitted activities carried out. Permits are issued for five year intervals and are subject to review and modification based on Ecology or WDFW input.

e) *Display stewardship of fiscal resources.* The agency goal is to have every project meet three key benchmarks: keeping to

its originally planned schedule, within its original scope, and to its original budget throughout the lifetime of a highway construction project -- which may extend over many years. When achieved, this goal ensures the most cost-effective use of tax revenue. Within the broad structure of those three elements, WSDOT also plans project milestones, which allow closer tracking of schedule, scope, and budget; they are:

- Project definition complete – the preliminary picture of what a project will achieve and generally how it will do so, including deficiencies or problems being addressed.
- Begin preliminary engineering – this pre-construction phase involves design, right-of-way, and environmental activities.
- Environmental documentation complete – this milestone is the date that WSDOT will have finished and submitted environmental assessments to the appropriate regulatory agencies.
- Right-of-way certification – this date marks the point by which any right-of-way acquisitions have been completed.
- Advertisement date – the date that WSDOT schedules to publicly advertise a project for bids from contractors. When a project is advertised, it has a completed set of plans and specifications, along with a construction cost estimate.
- Operationally complete – the date when the public has free and unobstructed use of the facility, even if minor work items (such as landscaping) remain to be finished.

Projects may also be subject to additional studies, such as a cost-risk assessment or value engineering review, which review problems and propose resolutions which help keep projects on schedule or on budget. Project milestones are reported in the *Gray Notebook*, as are reviews of projects with budget or schedule problems.

Of the South Central Region's 39 completed Nickel or TPA projects, it advertised 36 early or on time, and delivered 31 on or under budget, 38 on time or early, and 32 on time and on budget.

6.1b2: What are the key requirements for these processes?

WSDOT, and by extension the South Central Region, is required to track and report many of its processes by state and federal laws, Executive directives, legislative mandates, and its own accountability commitments. These requirements include: RCW 43.17.385, RCW 43.88.090 (3) and (4), RCW 47.04.280, RCW 47.01.071 (5), Executive Order 05-02, Initiative 900, RCW 46.68.290.

Section Two: Assessment Criteria

Category 6: Process Management / Section 7: Organizational Results

6.2a1: What are your key performance measures or indicators and in-process measures used for the control and improvement of your work processes?

These are just a sample of the key performance measures which WSDOT applies to its processes. All are fed back internally to improve performance, and most are also reported via the *Gray Notebook*, the Attainment Report to OFM, the GMAP process, or other external reporting methods.

a) *safety of the traveling public and of the agency's employees, key performance measures include:*

- Fatality rates on state highways (progress against *Target Zero*)
- Safety rest area user survey
- Rate per 100 workers of OSHA recordable injuries
- Percent of organizational units without injuries
- Percent of workers in compliance with mandatory maintenance worker training.

b) *maintaining and operating the state's roads, bridges, and ferries, key performance measures include:*

- Bridge condition ratings (number of functionally obsolete and structurally deficient bridges, number in fair or better condition)

- Maintenance of capital facilities and assets (such as safety rest areas) in fair or better condition
- Pavement ratings (miles of pavement in fair or better condition).

c) *to deliver the legislatively approved highway construction program, and e) stewardship of fiscal resources, which have significant overlap, the key performance measures include:*

- Percent of completed project management plans for highway construction projects
- On time delivery; on budget delivery; on scope delivery
- Percent of projects advertised on time or early
- Award amount and final contract costs compared to the Engineer's Estimate
- Estimated cost vs Bid amount vs Completed cost
- Percent of workers in compliance with OEO training.

For core competency d) *environmental stewardship, key performance measures include:*

- Herbicide use, pounds of active ingredient
- Environmental non-compliance events
- Monitoring wetland replacement sites
- Completed management activities.

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7a.1: What are the current levels and trends in key performance measures or indicators of financial performance, including aggregate measures of financial return, financial viability, or budgetary performance, as appropriate?

SCR participates in the biannual budget requirements that estimate costs for various WSDOT programs that occur within the region's boundaries. In addition, SCR uses a variety of measures to evaluate the financial performance of other programs and operations.

Every quarter, SCR submits financial information related to the 2003 Nickel and 2005 Transportation Partnership Account-financed projects that were opened to bid, were currently under construction, or had completed construction during the three-month reporting period. This information is synthesized in a series of reports included in the quarterly *Gray Notebook* (GNB), providing leaders with an account of the financial accuracy of estimates, bidding, construction, and maintenance costs associated with new or refurbished transportation infrastructure.

For each individual project currently in design or construction

phases, SCR prepares a quarterly project report (QPR). Each of the individual QPRs are collated at the end of the quarter and presented in a forum with both regional and statewide WSDOT leadership to inform them of the financial and logistical progress and challenges associated with that quarter's workload. The forums provide an opportunity for creative problem solving and question answering among project leads, as well as direct contact between leadership and on-the-ground staff. These QPRs are also published to the individual project websites for the public to review, so that local constituents can be better informed of the status and logistics of project construction.

In addition, SCR submits updates to the GNB on a variety of important financial performance measures for projects in advertisement and construction, including the scheduled advertisement date, the projected operationally complete date, and the contract award amount.

When SCR completes a project, it provides the final financial performance in the Schedule, Scope, and Budget Summary report for the corresponding quarterly GNB, including whether the project was completed early, on-time, or late, the baseline estimated cost at completion, the current estimated

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cost at completion, the last Legislative expectation cost at completion, and whether the project was delivered below, on, or above budget. SCR also supplies detailed financial and logistical analysis of a project's completion in the *Gray Notebook*.

7a.2 How do your key performance results compare to competitors or others in your industry?

For project delivery, SCR and WSDOT compare very favorably to their peers nationally, which is an achievement when considering some of the limitations of transportation construction in Washington state vs. elsewhere: considerable topographical, geomorphologic, and hydrological challenges, higher prices for wages, materials, and fuel, stricter environmental regulations, and limited available land space. Across financial, logistical, Legislative, and environmental concerns, WSDOT's project delivery record is among the best in the nation. WSDOT has been a leader in developing national comparative benchmarks for project delivery, as evidence in its leadership in the American Association of Transportation and Highway Officials' "Measuring Performance Among State DOT's" publication

7b.1 What are your results for key measures or indicators for ethical behavior, regulatory, and legal compliance?

SCR staff currently has a 100 percent compliance with Performance Management Program (PMP) annual ethics reviews. Staff are asked to re-evaluate ethical standards on a biennial basis, and provided with opportunities to review changing standards. SCR remains committed to being in compliance with all relevant federal and state non-discrimination policies, including those against women, minorities, veterans, and disabled persons. SCR reports compliance ratings with mandatory state employee diversity, harassment, and safety training quarterly in the GNB. In addition, SCR also publishes information on the number of environmental compliance issues, including informal and formal violations.

7b.2 How do your key performance results compare to competitors or others in your industry?

SCR compliance ratings for ethics reviews remain on par with or higher than other Washington state government agencies. Diversity training at SCR fluctuates with the mean compliance rating for other WSDOT regions and offices, but remains below the agency goal of 90 percent compliance.

7c.1 What are your results for key measures of indicators of accomplishment of your organizational strategy and action plans?

SCR and other WSDOT regions recently collaborated on a

restructured Strategic Plan which incorporates performance measures into the business activities of WSDOT and its regions, programs, and project delivery schedules. The newly developed Strategic Implementation Plan (SIP) provides SCR with relevant measures to evaluate performance for all programs and project delivery schedules. The data collected will later be synthesized and used to evaluate progress to review strategies in future revisions to the Strategic Plan.

7d.1 What are your current levels and trends in key measures or indicators of product and service performance that are important to your customers?

SCR reports on the performance of several key measures identified internally and with the assistance of OFM and the Governor's office that relate to the regions' performance and obligations related to the five Legislative policy goals for transportation.

Safety: The annual highway fatality rating per 100 million vehicle miles driven indicates that SCR has a fatality rate above the national benchmark goal set by the US Department of Transportation's Federal Highway Safety Administration. No distinct trend has emerged related to the region's annual fatality rates, but figures are comparable with other high-desert and mountainous-terrain areas in the western United States. (See Figure 2.7-1)

Figure 2.7-1

Highway collision and fatality data comparing South Central Region with state-wide statistics 2003-2005

Year	SCR fatalities	SCR fatal and serious injury collisions	SCR fatality rate per 100 million VMT
2003	32	126	1.00
2004	48	111	1.47
2005	39	120	1.20
2006	40	131	1.22
2007	46	123	1.37

Year	State-wide fatalities	State-wide fatal and serious injury collisions	State-wide fatality rate per 100 million VMT
2003	292	1118	--*
2004	283	1125	1.02
2005	316	1182	1.17
2006	308	1184	1.12
2007	280	1163	1.00

Data Source: WSDOT Transportation Data Office.

*Data Note: Figure unavailable at press time.

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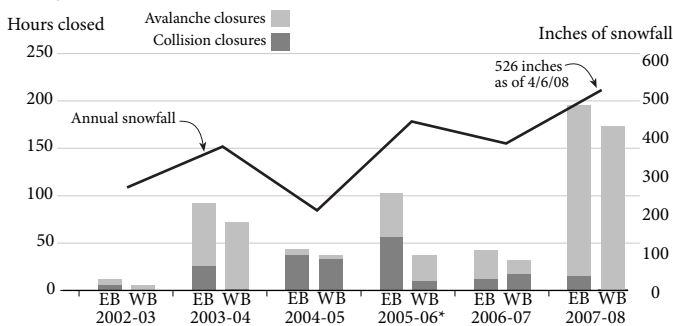
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Mobility: SCR's key measure for mobility continues to be the operation of the I-90 corridor through Snoqualmie Pass in the Cascade mountain range during the winter driving season. During the 2007-08 winter season, the state lost an estimated \$17 million in freight value by losing access to its main east-west corridor. In the last year, SCR struggled with increasing material costs for moderately severe winter condition ratings on I-90. During the 2007-08 winter season, I-90 saw a 25 percent increase in recorded snowfall, but a 400% increase in interstate closures. Post-winter evaluations and conferences help to evaluate processes and performance and better-prepare for the next winter season. (See Figure 2.7-2)

Figure 2.7-2

I-90 Snoqualmie Pass snowfall and eastbound/westbound highway closures

Eastbound and westbound I-90 avalanche and collision-related closures during the winter season, 2002-2008



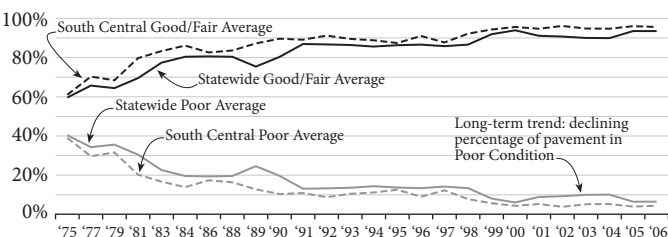
*Does not include 2005-06 rock fall closures of 42 hours EB and 56 hours WB.
Data Source: WSDOT Maintenance Office.

Preservation: SCR remains at or above the mandated Level of Service (LOS) for highway pavement, bridge, and facilities maintenance for infrastructure located in the region. 93 percent of pavements were rated in fair or good condition, equal to the statewide goal, which is 3 percent above the expected performance level. (See Figure 2.7-3) 98 percent of all bridges were in good or fair condition, 1 percent above the statewide goal and current performance level. (See Figure 2.7-4) SCR has also achieved a satisfactory rating in 27 of 32 MAP activities, compared with 17 for the statewide average. (See Figure 2.7-5)

Figure 2.7-3

State highway pavement trends, 1975-2006

South Central Region vs. statewide annual totals



Data Source: WSDOT Materials Lab.

Figure 2.7-4

Bridge structural condition ratings for FY 2007

South Central Region vs. Statewide FY ratings

Condition rating & description	South Central Region	Statewide
Good: A range from no problems to some minor deterioration of structural elements.	92%	88%
Fair: All primary structural elements are sound but may have deficiencies such as minor section loss, deterioration, cracking, spalling, or scour.	6%	9%
Poor: Advanced deficiencies such as section loss, deterioration, cracking, spalling, scour, or seriously affected primary structural components. Bridges rated in poor condition may have posted truck weight restrictions.	2%	3%

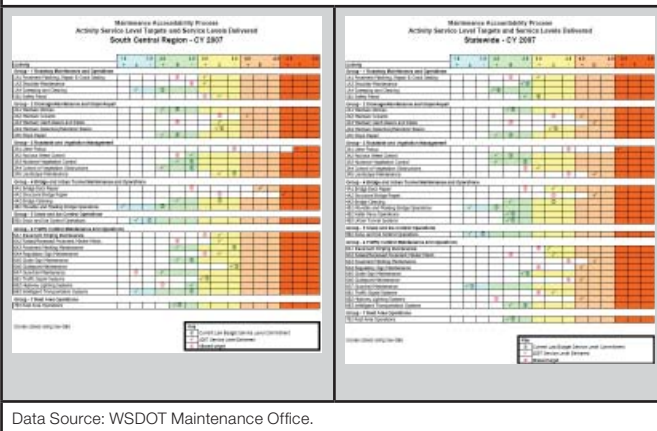
Data Source: WSDOT Bridge Office.

Figure 2.7-5

Maintenance Accountability Program (MAP) ratings

South Central Region vs all WSDOT regions

Calendar Year 2007



Data Source: WSDOT Maintenance Office.

Environment: SCR has a very good compliance rating for informal and formal environmental violation notices. During the 2007-09 fiscal biennium, SCR incurred 18 incidents, none of which escalated to an event that incurred a formal regulatory violation. The goal is to incur zero formal violation notices annually. SCR has also been steadfast in improving fish passage barriers located along state highway right-of-ways. (See Figure 2.7-6)

The region has the lowest percentage of fish passage barriers to bearing waterway crossings of any of the six regions at 43 percent, and has the fewest barriers remaining that are thought to have significant habitat gain if repaired at 53, and

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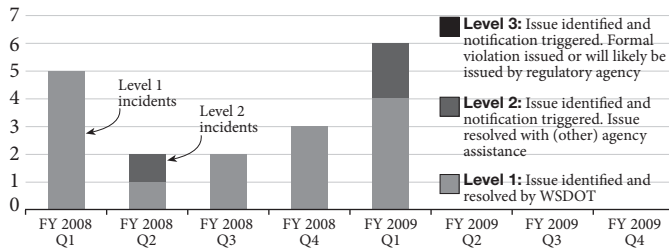
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has repaired nine percent of the identified barriers, compared with a 13 percent average statewide.

Figure 2.7-6

Number of identified environmental compliance incidents by risk level, per quarter

South Central Region, 2007-2009 biennium, biennium to date



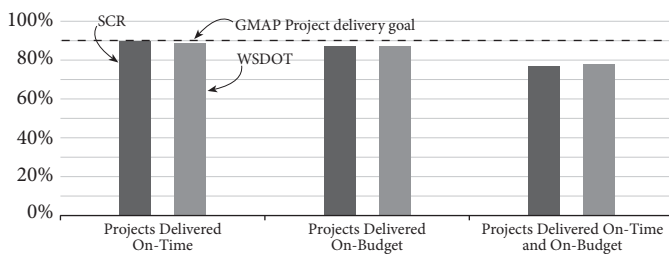
Data Source: WSDOT Environmental Services.
* Data Note: Complete data available as of December 2008.

Stewardship: To date, SCR has 39 Nickel and TPA projects delivered since the first finance package was enacted in 2003. Ninety percent of SCR's projects have been delivered on-time, and 87 percent of these projects have been delivered on-budget. Seventy-seven percent of these projects were delivered both on-time and on-budget. The GMAP goal for on-time and on-budget Nickel and TPA project delivery is 90%. In addition, the most recently enacted legislative budget for these projects was a combined \$180.6 million, and these projects were delivered for \$179.1 million—1% below budget expectations. (See Figure 2.7-7)

Figure 2.7-7

Cumulative performance on Nickel and TPA project delivery

South Central Region averages vs. all WSDOT region averages, 2003-2008



Data Source: WSDOT Project Control and Reporting Office.

What have the 39 Nickel and TPA projects accomplished?

- 29 projects were constructed to improve safety on state highways
- 7 relieved congestion
- A WSDOT analysis of one of these projects, a lane addition to US 12, is estimated to have improved travelers' speed by 12%, from 47 mph to 55 mph
- 2 projects addressed economic improvement initiatives
- 1 project remedied an unstable slope.

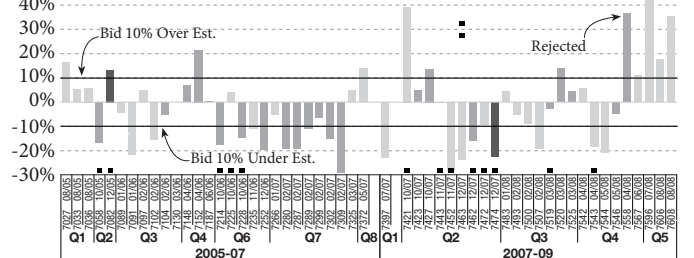
However, much work remains to be done: the 16 remaining projects are a combined \$824 million, including the nearly-\$600 million project improving Snoqualmie Pass.

Currently, SCR has 27 additional projects are in advertisement or construction. The majority of projects going to construction in the 2007-09 biennium have been awarded below the engineer's original estimate, and the majority of projects have been completed with a final project cost to original bid estimate below the regional goal of four percent above bid, and well below the statewide goal of 10 percent above bid. (Note that the engineer's estimate is based on contracts awarded. The number of projects may not match the number of contracts, as several construction contracts may comprise a single project.) (See Figure 2.7-8)

Figure 2.7-8

Engineer's estimate vs. bid

Percent difference vs. bid cost \$t



Contract number in Ad Date order

7d.2 How do your performance results compare to competitors or others in your industry?

SCR's performance continues to compare favorably across all key performance measures in the five policy goals when compared with other state transportation departments nationally, as has been noted in national surveys and rankings (bridge rankings, pavement roughness, etc). For example, in 2007, roughly 93% of SCR's highway pavement was in fair or better condition, while only 67% of major roads nationally are in fair or better condition, according to The Road Information Project.

7e.1 What are your current levels and trends in key measures or indicators of customer satisfaction and dissatisfaction?

SCR continues to be active in communication with the communities served by the region. It regularly updates its websites, project pages, folios, QPRs, and attends community meetings, planning sessions, and social events. It also provides

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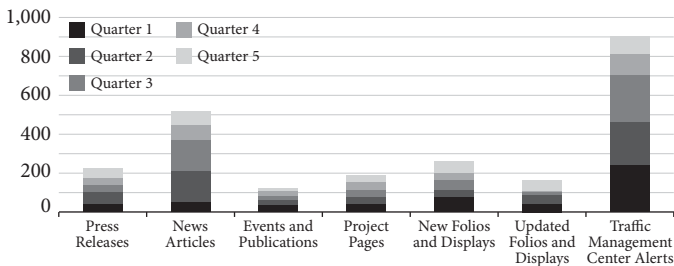
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additional access through electronic means including blogs, podcasts, RSS feeds, and other social media. Targets are not set at particular levels, but fluctuate with need based on the size and number of projects and activities occurring in the region. (See Figure 2.7-9)

Figure 2.7-9

SCR Communications and public outreach statistics

Number of documents and communications activities achieved, 2007-2009 fiscal biennium, through quarter five, September 30, 2008



7e.2 How do your key performance results compare to competitors or others in your industry?

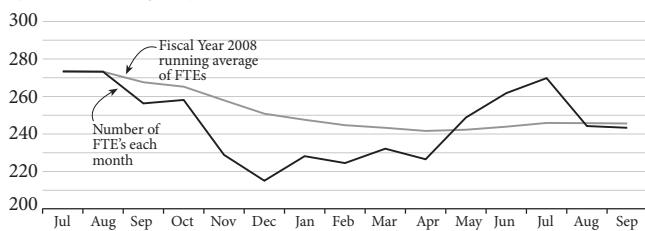
SCR's communication and outreach efforts are considered to be at the top of the nation for both transportation and public agencies. Recent accolades include a TRB award for its I-90 mega project outreach communications campaign, and continued recognition in national publications by industry leading forums including TRB and AASHTO.

7f.1 What are your current levels and trends in key measures or indicators of workforce engagement, workforce satisfaction, workforce development, and workforce capability and capacity (including staffing levels, retention, and appropriate skills?)

SCR's current Full-Time Equivalent (FTE) staffing levels are lower than in the beginning of the 2007-09 biennium due to a statewide hiring freeze due to the recent national economic downturn and state budget difficulties. (See Figure 2.7-10)

Figure 2.7-10

Number of SCR FTEs vs. fiscal year running average July 1, 2007 through September 30, 2008



Data Source: WSDOT Human Resources Office.

However, efforts are in place to gauge and maintain employee satisfaction in order to keep current employees in their positions, and critical positions continue to be filled as necessary. Staffing continues to be above the mean for past biennia, due to the need for qualified professionals to assist with the delivery of Nickel and TPA projects on-time and on-budget, as required by the Legislature and Governor.

7f.2 How do your key performance results compare to competitors or others in your industry?

SCR is not immune to the challenges faced by other public agencies, including those in transportation and general engineering. Lower salaries and benefit packages compared with the private sector make recruiting difficult. However, retention and turnover rates appear to be better than those of other states.

7g.1 What are your current levels and trends in key measures or indicators or the operational performance of your key work processes?

The key measures that reflect WSDOT's work processes were outlined in Category 6: Process Management on page 12. There were three key management philosophies outlined:

- Safety of the traveling public and of the agency's employees
- Maintaining and operating the state's roads, bridges, and ferries
- To deliver the legislatively approved highway construction program
- To limit WSDOT's negative impact on the environment
- The stewardship of fiscal resources which have significant overlap (with highway projects).

All of these key operational performance goals are discussed as they relate to the five Legislative policy goals.

7g.2 How do your key performance results compare to competitors or others in your industry?

Excellent project delivery is perhaps WSDOT's most important performance result. WSDOT's status as a leader in project delivery was confirmed by a 2008 performance audit that found "Many state transportation organizations and the American Association of State Highway and Transportation Officials have identified the Department's practices as innovative."

In addressing material cost escalation, WSDOT faces the same challenges as nearly every state in the nation. But according to a 2006 survey by the Federal Highway Administration, WSDOT is recognized as using national best practices to manage projects within budget. SCR has utilized all of these practices to assure its strong performance results in delivering projects on time and on budget.