



COLORADO
Department of
Transportation



Quality Improvement Council Stewardship and Oversight Agreement Update May 2, 2018

The Quality Improvement Council (QIC) is announcing the release of the newly signed Stewardship and Oversight Agreement (SOA) between the Federal Highway Administration (FHWA), Colorado Division and the Colorado Department of Transportation (CDOT), which outlines responsibilities for administering the Federal-Aid Highway Program (FAHP). Personnel should take the time to review this agreement. The key changes are highlights from the associated Annual Report are described below.

Location of the QIC Stewardship and Oversight Agreement

<http://www.coloradodot.info/business/designsupport/cdot-fhwa-stewardship-agreement>

Contact Information

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Purpose of the QIC Stewardship and Oversight Agreement

The purpose of this SOA is to formalize the roles and responsibilities FHWA Colorado Division and CDOT for administering the FAHP. It outlines a risk-based approach for the FHWA Colorado Division and CDOT to effectively and efficiently manage the public funds and to ensure the FAHP is delivered in accordance with applicable laws, regulations, policies, and consistent with good business practices.

The SOA outlines the framework by which FHWA and CDOT will administer the FAHP to maintain Colorado's national highway network, optimize operations, improve safety, and provide for national security while protecting and preserving environmental resources. The SOA addresses a collaborative approach to administer the FAHP through various stewardship and oversight activities, including the delegation of specific roles and responsibilities that CDOT has assumed from the flexibility Congress provided within ISTEA, TEA-21, SAFETEA-LU, and MAP-21¹. These Transportation Bills have transferred responsibility to the States for the design, plans, specifications, estimates, contract awards and inspection of many Federal-aid projects. The SOA also outlines the mechanisms that CDOT will use to establish roles, responsibilities, and processes. These responsibilities also apply to projects administered by local agencies.

Through the SOA, FHWA and CDOT management will pursue – within state and federal laws, regulations and policies – alternative methods for providing quality services and transportation products. The FHWA and CDOT partnership also ensures that federal funds will be expended cost-effectively and its implementation provides justification for continued disbursement of federal funds.

¹ Intermodal Surface Transportation Efficiency Act (ISTEA), Transportation Equity Act for the 21st Century (TEA-21), Safe, Accountable, Flexible, and Efficient Transportation Equity Act: A Legacy for Users guaranteed (SAFETEA-LU), Moving Ahead for Progress in the 21st Century (MAP-21)

The QIC does not anticipate updating the SOA until 2021. However, the SOA Annual Report will continue to be developed each year.

Highlights from the 2017 Stewardship and Oversight Agreement Annual Report

1. **Civil Rights:** The OJT/SS contract performance measure on the number of persons placed and employed (post-services) (SAP #461) was low because there was a large time gap while CDOT was changing supportive services vendors. A contract was initiated with Community College of Denver (CCD) end of March 2017. The current target is feasible going forward.
2. **Planning:** CDOT did not meet its target of 100% of contracts executed on time due to a decision by a Metropolitan Planning Organization (MPO) that was beyond CDOT's control; the 2017 actual was 94.44%. This was one of 5 contracts.
3. **Structures:** Data analysis trends suggest that "good" condition bridges are not being maintained appropriately and are deteriorating quickly into "fair" condition. The costs to maintain the condition of "good" bridges are far less than those to maintain or improve the condition of "fair" and "poor" bridges. Therefore, the decrease of "good" bridges shows an increased risk to the inventory and greater costs needed to maintain bridges. The Structures Program is currently setting a target to increase or maintain current levels of "good" bridges.

Additional background: FHWA now requires that all states report major structures (bridges) using the new MAP-21 metric of "good" and "poor" structures. After applying the inventory to the new metric CDOT determined that over the last decade it has reduced bridges in "poor" condition to well exceed the target of 10% and to a point of diminishing return. Also, there is an alarming trend in the reduction of CDOT's "good" bridges, which is projected to outnumber "fair" bridges by FY19. Assuming the decrease in "poor" bridges in the same time period is due largely to replacements (which would move those bridges to "good" condition), the decline of "good" bridges is even more significant.

4. **Financial Management:** The number of days to close projects increased, primarily due to a focus on closing old projects. A new effort is underway to close projects quarterly.
5. **Highway Maintenance:**
 - On May 15, 2017, the Division of Highway Maintenance (DHM) partnered with the Governor's Office of Community Partnerships (OCP) to develop a bridge preservation program. This bridge preservation program is managed and operated by the Center for Employment Opportunities (CEO). The CEO program provides transitional job training to parolees who in turn complete work for public sector agencies. Since starting the CEO program at CDOT, 55 bridges have been cleaned. DHM is currently in the process of securing additional funding to complete more bridge cleanings before the end of the 2018 fiscal year. In addition, DHM's director, Kyle Lester, will be asking for additional funding to expand the program throughout the Front Range.
 - In fiscal year 2016, the DHM director, Kyle Lester instituted a requirement that the Maintenance section's resurfacing projects must be an 80% match to the Pavement Management Systems project recommendations. In FY 2015, maintenance resurfacing projects matched the PMS project recommendations by 49%. In FY 2017, the match was 85%.
 - In August 2017, DHM contracted with a vendor that provides remote data collection services to the Pavement Management and the Division of Transportation Development (DTD), to extract asset inventory data from the images captured through the pavement

condition project. By utilizing existing images, DHM saved CDOT \$400,000 by not paying mobilization and collection costs. The current project is scheduled to be completed in June 2018 and CDOT will receive new and updated asset inventory data for 9 safety related assets statewide.

- 6. Risk Response Strategies Section:** This section provides an overview of the QIC's risk response identification and prioritization process. It describes the QIC's 5 current risk response activities and 5 risk response activities that were completed in 2017. Finally, it provides a status of recommendations in the implementation phase (many of which have been completed in 2017).

2018 Stewardship and Oversight Agreement Updates

The last update to the Stewardship Agreement occurred in April 2016. Since then, the following sections were reviewed and updated:

- Minor changes made to sections 10.4.4 Major Projects and 10.4.5 High Performance Transportation Enterprise
- Appendix A: CDOT and FHWA Roles and Responsibilities by Functional Program Areas, as described below
- Appendix B: Manuals and Operating Agreements - minor updates

Key updates include:

1. **Overall:** The QIC continues to strive to streamline performance measures across CDOT reporting requirements. The Performance Asset Management Branch (PAMB) is tracking new national requirements and once they are finalized PAMB staff will help functional area leads ensure they are aligned. PAMB staff also provide information on measures from other reports (e.g., L2 and Performance Plan) so functional leads can use the same ones in the SOA, where appropriate.
2. **Applied Research and Innovation:** Removed performance measures for “annual number of people attending training – on the Front Range and Eastern Plains (#473), on the Western Slope (#474) and attending training offered by the Local Technical Assistance Program (LTAP) Center (#475)”. The goals are captured in other performance measures (#s 416 and 417). Also, the LTAP program has been directed to refocus the work plans to include promoting innovation, with less focus on the number of people trained.
3. **Asset Management:** Described that per 23 CFR 515.11(a) CDOT's Initial Asset Management Plan is due to the Colorado Division by April 30, 2018.
4. **Contracting, Engineering Estimates and Other Project Support:** Added information about the Engineering Contracts Unit and Construction Area Engineers. Added a performance measure to evaluate the “overall program estimate accuracy (EEMA) (#809)” and deleted the performance measure for “percent of projects awarded without a justification letter and CE approval” (#239).
5. **Pavement and Materials:**
 - Added new federal performance measures including: percentage of pavements of the Interstate System in good (SAP#811) and poor (SAP #812) condition and percentage of pavements of the non-Interstate NHS System in good (SAP #813) and poor (SAP #814) condition.

- Updated the target/baseline for the “Percent of NHS pavements within Colorado with an International Roughness Index (IRI) less than 95” (#254) to the 2017 actual of 59%.
6. **Planning:**
 - Added new federal performance measures including: Truck Travel Time Reliability (TTTR) Index (SAP#817), Peak Hours of Excessive Delay (PHED) (SAP #820), Non-SOV Travel (SAP #819) and On-Road Mobile Source Emissions (SAP #817).
 - Added the following information - In accordance with 23 CFR 450, CDOT, Metropolitan Planning Organizations (MPOs) and transit providers enter into a memorandum of agreement (MOA) that covers transportation planning and programming activities in compliance of FHWA and FTA requirements. Included within the MOAs are how CDOT and the MPOs work collaboratively in developing and implementing Fixing America’s Surface Transportation Act (FAST) Act performance regulations for safety, asset management, and system performance goal areas.
 7. **Structures:** Modified the target/ baseline for “Stated-owned bridges and deck area in good condition (FHWA definition)” (742, 743, 744) to “current performance or upward trend”. Specific targets for NHS bridges and deck area in “poor” and “good” condition (FHWA definitions) will be developed in May 2018.
 8. **Highway Maintenance:** Added more details on program areas including Avalanche Mitigation, Managed Lanes and Office of Emergency Management.
 9. **Transportation Systems Maintenance and Operations (TSM&O):**
 - Added new federal performance measures including: Interstate Level of Travel Time Reliability (LOTTR) (SAP #815) and Non-Interstate NHS Level of Travel Time Reliability (LOTTR) (SAP #816).
 - Additional performance measures may be added after the Statewide Transportation Demand Management (TDM) Plan is completed.
 10. **TSM&O Intelligent Transportation Systems (ITS):** Provided more detailed information on the four Branches and additional initiatives to improve operations. The Active Traffic Management and Operations Branch will now manage the Corridor Management and Incident Command Program.
 11. **TSM&O Intelligent Transportation Systems (ITS):** Added information about the Planning and Business Development and Connected and Autonomous Vehicle Units.
 12. **TSM&O Safety and Traffic Engineering:**
 - Added five federal performance measures, which include five-year averages for: number of fatalities (SAP #343), average rate of fatalities per 100 million VMT (SAP #434), number of serious injuries (SAP #435), average rate of serious injuries per 100 million VMT (SAP #436), and number of non-motorist fatalities and serious injuries (SAP #810). These will be tracked along with the Strategic Highway Safety Plan (SHSP) visionary goals. These sets of similar performance measures are defined and calculated differently and both provide value.
 - Added information about the High Risk Rural Roads (HRRR) Program.