

THE GRAY NOTEBOOK

CELEBRATING 15 YEARS OF TRANSPARENCY & ACCOUNTABILITY

Washington State Transportation Commission

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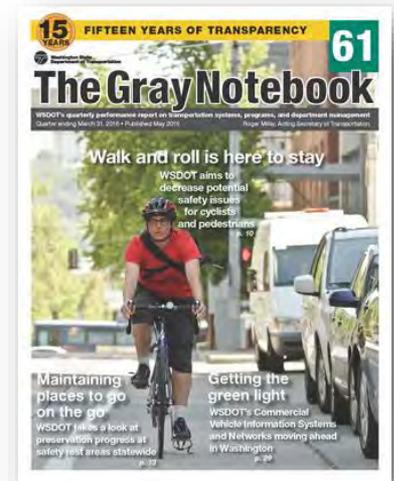
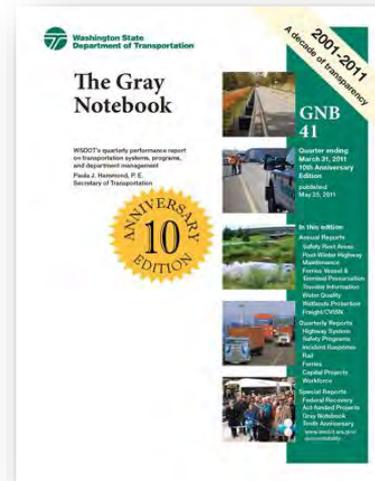
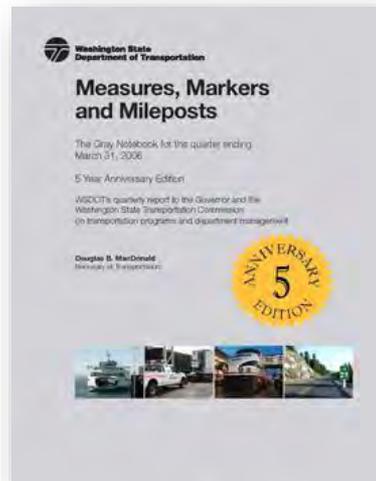
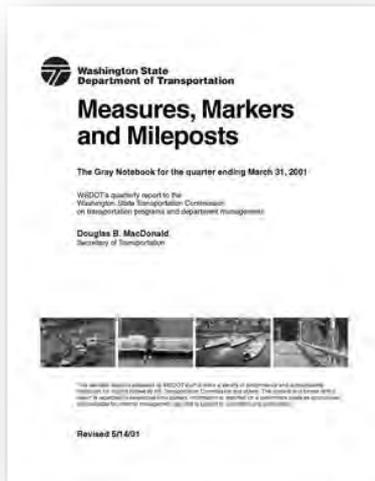
July 19, 2016

CELEBRATING THE GRAY NOTEBOOK

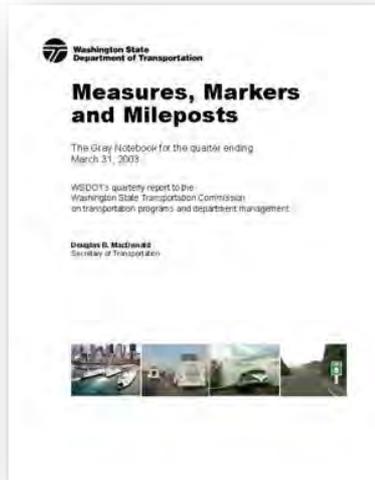
The Gray Notebook

Created entirely by WSDOT employees for 15 years

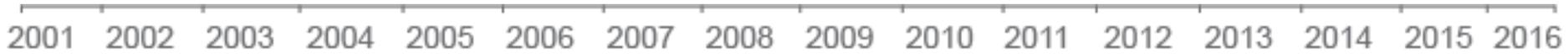
WSDOT has been publishing its nationally acclaimed performance report, the *Gray Notebook*, every quarter for 15 years.



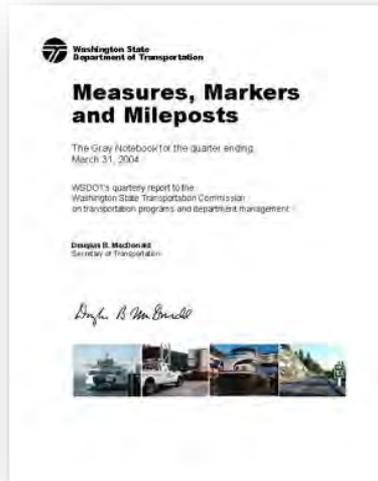
The Gray Notebook



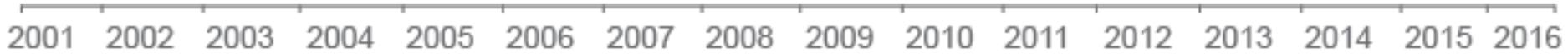
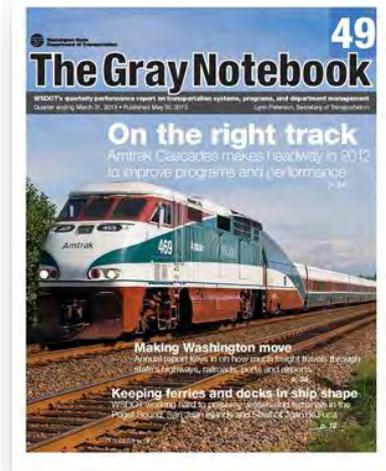
It is the longest continuously published comprehensive performance report of its kind in state government.



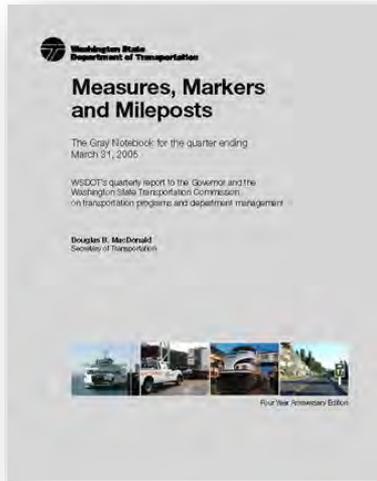
The Gray Notebook



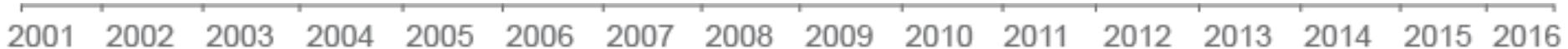
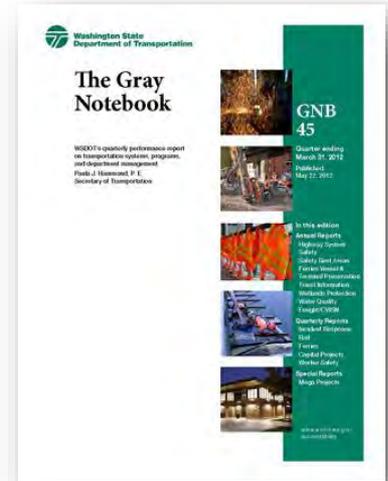
The *Gray Notebook* is created entirely by WSDOT employees and informs Washingtonians of the state of transportation and how their tax dollars are used.



The Gray Notebook



The continued support of WSDOT executives, article authors, program contributors, graphics artists, administrative support, printers, and IT staff is integral to telling the agency's performance story.

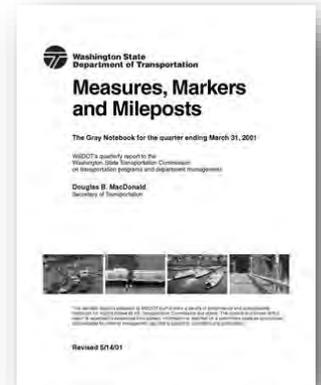


The Gray Notebook

Thank you talented authors and contributors 2001-2016

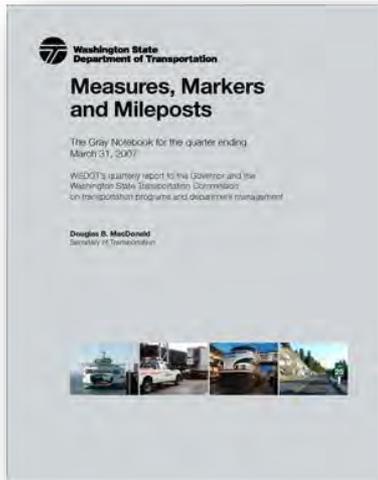
Since 2001, more than 550 individuals have contributed to the *Gray Notebook*.

As we celebrate 15 years and 61 quarterly publications, we honor their work.



2001 2002 2003 2004 2005 2006 2007 2008 2009 2010 2011 2012 2013 2014 2015 2016

The Gray Notebook



WSDOT also thanks the Transportation Commission for its support of the *Gray Notebook* work through the years.



2001 2002 2003 2004 2005 2006 2007 2008 2009 2010 2011 2012 2013 2014 2015 2016

HISTORY OF THE GRAY NOTEBOOK

The Gray Notebook

Delivers exemplary public service

Through the *Gray Notebook*, WSDOT delivers exemplary public service and provides performance results that show the public, media and legislators how tax dollars are used.

Legislators cited the *Gray Notebook* as evidence that WSDOT was accountable and credible when approving past transportation funding packages.



The Gray Notebook

Celebrating 15 years of terrific, talented teamwork

The entire Team OSAPA works on the *Gray Notebook*. Analysts work with program authors and contributors to create the articles, managers lead the planning, editing and review process, and our administrative coordinator distributes the finished product.

Since 2001, more than 40 OSAPA staff members have contributed to the publication.

A horizontal timeline bar with a blue border, containing the years from 2001 to 2016. The years are listed in a light gray font, with vertical tick marks above each year.

2001 2002 2003 2004 2005 2006 2007 2008 2009 2010 2011 2012 2013 2014 2015 2016

Looking back

Why did WSDOT turn to performance reporting?

The *Gray Notebook* was a voluntary effort, created in 2001 in response to multiple drivers including:

- Addressing a voter-initiated repeal of the MVET tax, a 30% revenue erosion
- Blue Ribbon Commission and gubernatorial concerns over departmental inefficiency and lack of accountability
- Media preoccupation with state's "transportation crisis"
- To pave the way for critically needed revenues despite these concerns



Looking back

The WSDOT response – Go Gray

WSDOT's strategic approach:

- Accountability and transparency
- Comprehensive performance analysis and reporting
- Project delivery on time, on budget
- Adaptive and dynamic performance measurement to meet changing needs

The *Gray Notebook* anchored two philosophies:

- “What gets measured, gets managed”
- “No surprises reporting”

WSDOT's performance management standard

When we began, performance reporting provided an opportunity to better manage our programs and projects. Telling our performance story is just as relevant today. We've demonstrated that through transparency and accountability, WSDOT can:

- Make a case for funding (funding and revenue challenges) – our initial driver
- Incorporate best management practices
- Conduct sound strategic and business planning
- Compete for limited resources
- Answer public and political expectations for accountability
- Provide national benchmarking and comparisons
- Demonstrate sustainable transportation practices
- Be a national leader

The Gray Notebook

Celebrating 15 years of executive support

Four distinct leaders have helped make the *Gray Notebook* a success



Doug MacDonald



Paula Hammond



Lynn Peterson



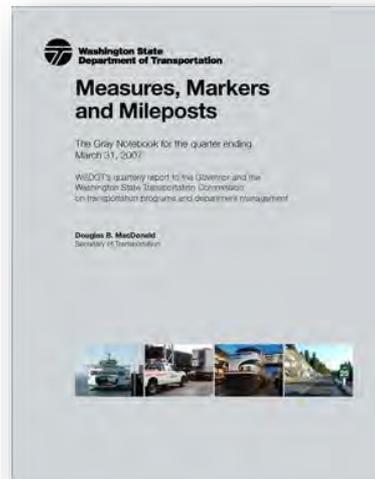
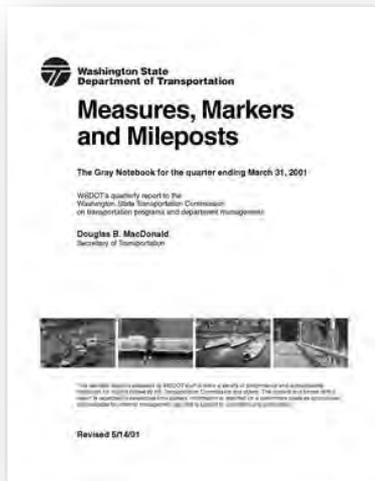
Roger Millar



The Gray Notebook

Celebrating 15 years of executive support

2001 - 2007



Former Secretary Doug MacDonald initiated the *Gray Notebook* in 2001, and through 25 editions, he created a culture of transparency and accountability. This culture continues today.



The Gray Notebook

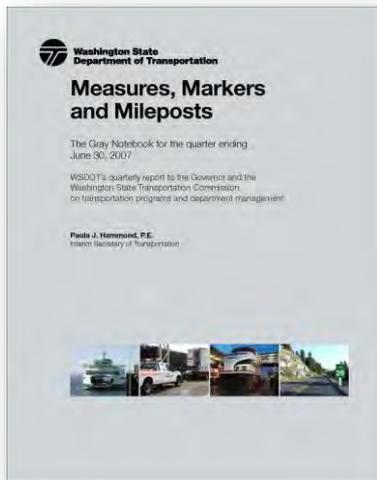
Celebrating 15 years of executive support

2007 - 2012



We solidified the *Gray Notebook's* reputation through 23 editions under former Secretary Paula Hammond's leadership by:

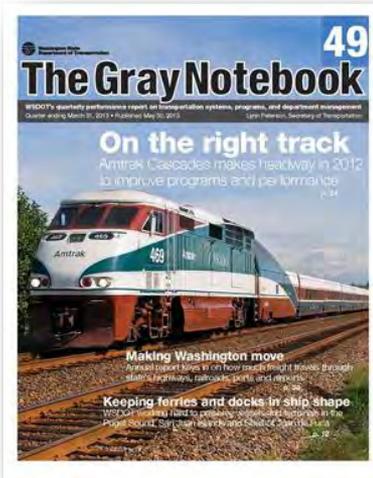
- Using Quarterly Publication Reviews to better hold programs accountable
- Fine-tuning performance journalism
- Focusing on early “no surprises” communication to improve project delivery



The Gray Notebook

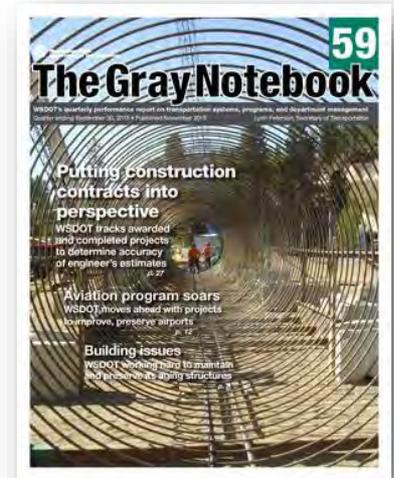
Celebrating 15 years of executive support

2013 - 2016



We improved the reach of the publication in the 11 editions under former Secretary Lynn Peterson by:

- Making our publications even more reader-friendly
- Expanding the multimodal measures in the *Corridor Capacity Report*, our breakout publication, which garners national media attention



The Gray Notebook

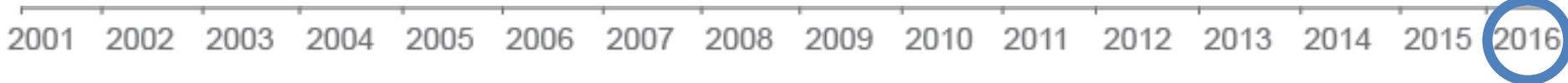
Celebrating 15 years of executive support



Present

We renewed the *Gray Notebook's* connections to the agency's strategic plan under acting Secretary Roger Millar and continue to improve by:

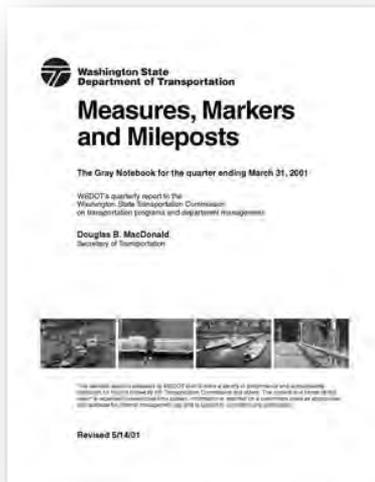
- Integrating practical solutions and workforce development performance into our reporting
- Expanding interactive data exploration tools like GIS story maps



The Gray Notebook

Impossible to produce without Daniela

2001 - present



From the beginning, the *Gray Notebook* process has been guided by Office of Strategic Assessment and Performance Analysis Director Daniela Bremmer, a visionary leader whose high standards have set the tone for delivering the “gold standard” in government performance reporting nationally.



EVOLUTION OF THE GRAY NOTEBOOK

The Gray Notebook

The evolution of exemplary reporting

The Gray Notebook has evolved to a more reader friendly publication, but one thing has remained constant through the years – our unwavering commitment to transparency, accountability and quality performance reporting.

Examples illustrating this commitment:

- CVISN
- Project Delivery

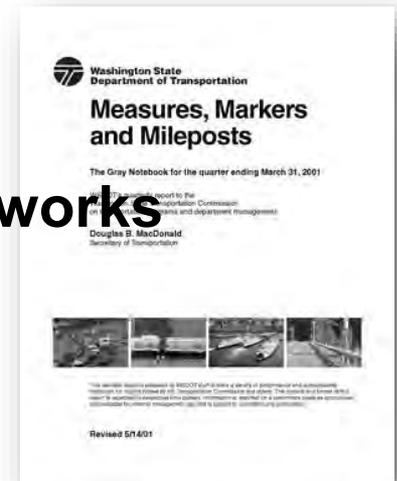


The Gray Notebook

Commercial Vehicle Information Systems and Networks (CVISN) Reporting THEN

While *Measures, Markers and Mileposts* (Gray Notebook 1) introduced the nation's first Commercial Vehicle Information Systems and Network it did so without:

- Metrics
- Pictures or charts
- In depth performance story



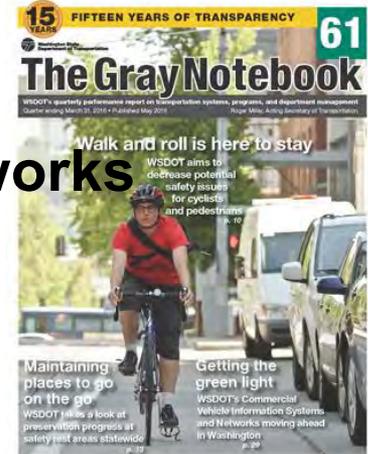
WSDOT's Continuing Involvement in CVISN

CVISN stands for "Commercial Vehicle Information Systems and Network," information systems and communications networks that support the motor carrier industry in working with government at all levels on programs like safety assurance, electronic credentialing and targeting of enforcement. CVISN enhances productivity both for the industry and for the governments and supports rapid and efficient freight movement including particularly important benefits for cross-border movements and trade. Washington is the first state to successfully deploy its CVISN program. WSDOT's video, *CVISN Driving the Future*, is in demand around the country for viewing by associations, legislators and regulators and has won several awards, most recently the 2001 Summit Creative Award.



The Gray Notebook

Commercial Vehicle Information Systems and Networks (CVISN) Reporting NOW



Related to Table of Contents

Commercial Vehicles Information Systems & Networks Annual Report 61

Notable results

- WSDOT's electronic screening system helped the trucking industry avoid 106,000 travel hours and \$12.4 million in operating costs
- The Washington State Patrol reopened the southbound I-5 Everett weigh station which now electronically screens 3,800 trucks daily

WSDOT saves trucking industry time, fuel, money

WSDOT gave commercial trucks equipped with Commercial Vehicle Information Systems and Networks transponders the green light to bypass open weigh stations 127 million times in 2015. Trucks not equipped with CVISN transponders must pull into each open weigh station they pass. Bypasses created roughly \$12.4 million in economic benefit by helping the trucking industry avoid an estimated 106,000 hours of travel time and saving an estimated 50,000 gallons of diesel fuel. As a result of the reduced diesel, carbon dioxide emissions were cut by 15.4 million pounds. WSDOT calculates these benefits using industry standards of the minutes avoided travel time and 6.4 gallons of fuel saved for each bypass. This provided a \$9.75 economic benefit per bypass in 2015 down from \$10.04 in 2014 due to lower average diesel fuel cost. See [Gray Notebook 45, p. 46](#), for more on how WSDOT estimates CVISN program benefits.

WSDOT gives more green lights in 2015

The 127 million green lights given in 2015 is roughly 4% more than the 122 million given in 2014 (this figure was revised from [Gray Notebook 47](#) to reflect updates).

Statewide CVISN Transponder use	Estimated CVISN program benefits*	
Number of green lights	Hours of travel time avoided	Economic benefit
2014: 122,000,000	101,316	\$18.3 million
2015: 127,000,000	106,672	\$12.4 million

Transponder sales increase in 2015

WSDOT transponder sales continued to increase in 2015, with 6,318 sold. This is 10% more than the 5,886 sold in 2014. The agency has signed with a national manufacturer for its Commercial Vehicle Services at CVISN-equipped weigh stations to promote transponder use.

*Economic benefit is based on the cost of a transponder (\$12.00) and the cost of a weigh station (\$100.00) multiplied by the number of transponders used. **Economic benefit is based on the cost of a transponder (\$12.00) and the cost of a weigh station (\$100.00) multiplied by the number of transponders used. ***Economic benefit is based on the cost of a transponder (\$12.00) and the cost of a weigh station (\$100.00) multiplied by the number of transponders used.

Strategic goal: Economic Vitality – CVISN

QMS Edition 61 – March 31, 2016 | 29

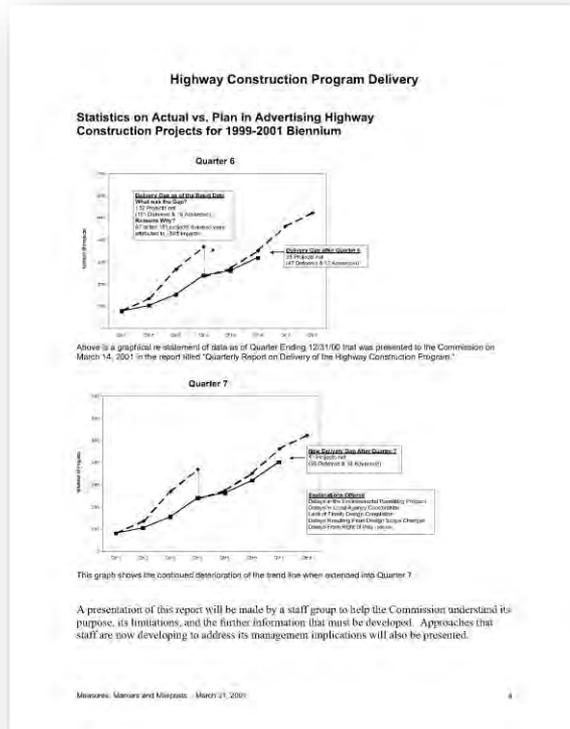
The current format shows readers how the CVISN program continues to provide economic benefits, and allows them to quickly learn about the program through:

- Engaging infographics
- Sophisticated performance metrics
- By illustrating how the program's performance connects to the agency's strategic plan



The Gray Notebook

Project Reporting THEN



From the beginning, we've told WSDOT's Capital Project Delivery story.

The first issue shared news of the agency's projects going to advertisement.

This limited overview set the stage for the *Gray Notebook's* sophisticated project delivery reporting today.



The Gray Notebook

Project Reporting NOW

Capital Project Delivery Programs Quarterly Update 60

Notable results

- WSDOT has completed 371 of 421 Nickel and TPA projects to date, with 87% on time and 91% on budget
- The number of projects on WSDOT's Watch List held steady at seven as 10 were added and 10 were removed during the quarter

WSDOT completes two Nickel and TPA projects

WSDOT completed one Nickel/Transportation Partnership Account project and one TPA project during the second quarter of the 2015-2017 biennium (October through December 2015). Two other TPA projects, which were completed in September 2015 but were not entered as complete into WSDOT's project tracking system last quarter, have been added to the operationally complete list this quarter.

WSDOT has completed 371 of 421 Nickel and TPA projects since July 2005, with 87% on time and 91% on budget. The cost at completion for the 371 projects is \$6.48 billion, 1.9% less than the baseline cost of \$6.58 billion. WSDOT currently has 14 projects underway; see [p. 20](#) for details.

Nickel, TPA funding falling short of original projections

Fuel tax collections show that the revenue forecasts from 2003 and 2005, which were used to determine the project lists, did not anticipate the economic recession in projecting future growth in fuel tax revenues. The 2003 Nickel and 2005 TPA gas taxes that fund projects are based on a fixed tax rate per gallon and do not change with the price of fuel.

WSDOT completes 371 Nickel and TPA projects July 2005 through December 2015. Dollars in millions

Project status	Number of projects	Baseline cost at completion
Projects completed in earlier periods that are not included in the current transportation budget	21	\$1,477.2
Projects completed that are included in the current transportation budget	200	\$5,107.0
Completed projects subtotal	371	\$6,584.1
Projects included in the current transportation budget that are not yet complete	50	\$8,633.7
Total	421	\$16,217.8

Dollars: WSDOT Capital Program Development and Management Note: Numbers have been rounded.

Strategic goal: Stewardship - Capital Project Delivery Programs

Q4th Edition 60 - December 31, 2015 | 43

Notable results

- WSDOT has completed 371 of 421 Nickel and TPA projects to date, with 87% on time and 91% on budget
- The number of projects on WSDOT's Watch List held steady at seven as 10 were added and 10 were removed during the quarter

— Goal for Nickel and TPA is 90% —

371 of 421 projects complete

87% on time

91% on budget

As noted, the Gray Notebook helped WSDOT become more accountable and was a supporting factor in the past three transportation revenue packages. The significantly expanded project reporting now includes:

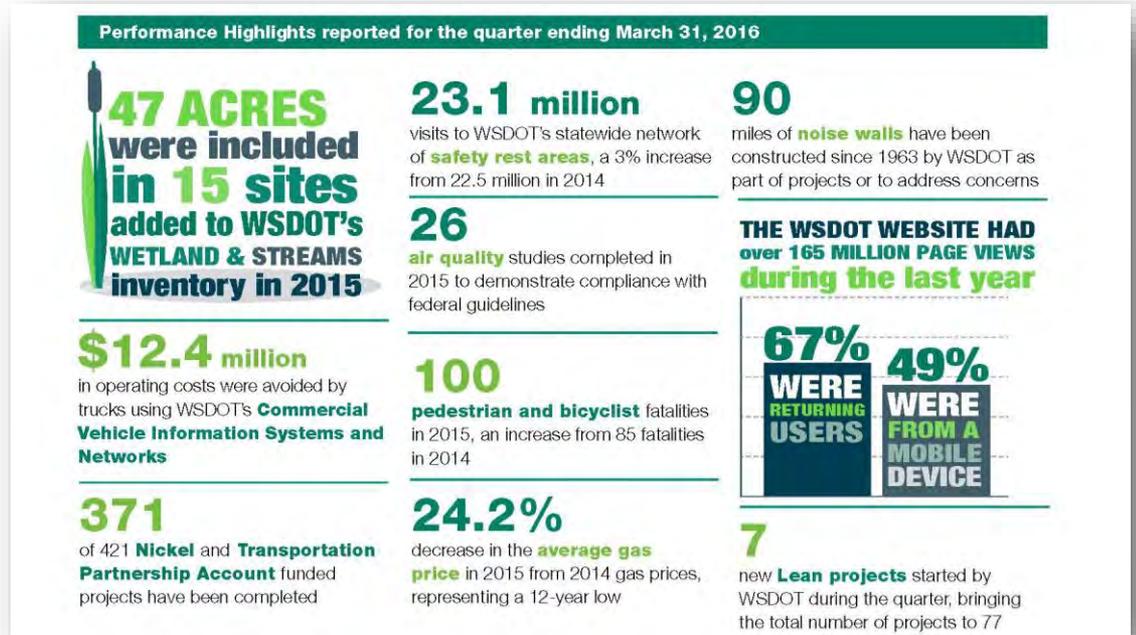
- At a glance results
- Easy to read graphics
- Better data



The Gray Notebook

Strategic performance at a glance

Gray Notebook infographics help legislators and others find information about WSDOT's performance quickly and easily.



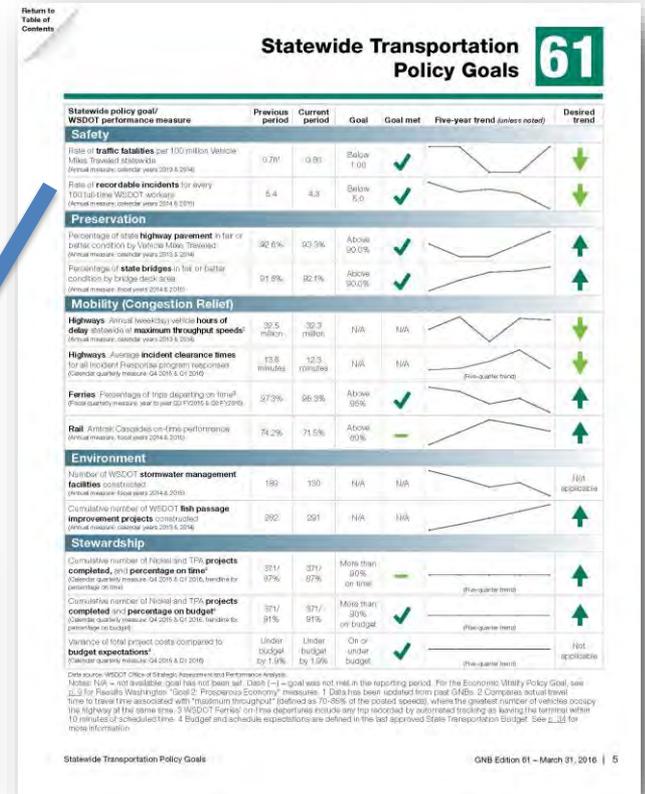
2001 2002 2003 2004 2005 2006 2007 2008 2009 2010 2011 2012 2013 2014 2015 2016

The Gray Notebook

Strategic performance at a glance

A performance dashboard arranged by state legislative transportation policy goals helps *Gray Notebook* readers understand our goals, performance and trends.

Statewide policy goal/ WSDOT performance measure	Previous period	Current period	Goal	Goal met	Five-year trend (unless noted)	Desired trend
Safety						
Rate of traffic fatalities per 100 million Vehicle Miles Traveled statewide (Annual measure: calendar years 2013 & 2014)	0.76 ¹	0.80	Below 1.00	✓		↓
Rate of recordable incidents for every 100 full-time WSDOT workers (Annual measure: calendar years 2014 & 2015)	5.4	4.3	Below 5.0	✓		↓



2001 2002 2003 2004 2005 2006 2007 2008 2009 2010 2011 2012 2013 2014 2015 2016

The Gray Notebook

Strategic performance at a glance

Readers can stay informed about the agency's strategic direction through both a summary and highlights in individual articles.



Strategic Plan Goal 3: ENVIRONMENTAL STEWARDSHIP

Greenhouse Gas Strategy: Meet or exceed legislatively prescribed emission reductions by increasing fuel efficiency and use of alternative fuels.

WSDOT has implemented multiple emission reduction methods for both its ferry fleet and heavy-duty vehicles including new technologies and expanded use of biodiesel. Biodiesel made up 4% of ferry and 14% of heavy-duty vehicle fuel use in 2015.

61 Results WSDOT – Setting WSDOT's Direction

Results WSDOT, the agency's strategic plan, directs WSDOT's work with partners and communities; emphasizes workforce development, inclusion and practical solutions; and focuses on how the agency makes investments and delivers projects with limited resources. To date, all strategies are on track to achieve their desired results. For a copy of Results WSDOT, go to <http://bit.ly/ResultsWSDOTStrategicPlan>.



Results WSDOT is based on these six goals:

- Strategic Investments
- Modal Integration
- Environmental Stewardship
- Organizational Strength
- Community Engagement, and
- Smart Technology.

Implementation plans define the actions and deliverables needed to achieve WSDOT's goals from 2014 through 2017.

Goals are defined in the table below, and are supported by strategies and tasks. Select Gray Notebook articles in this issue, indicated by a box with a goal logo, show how the plan's goals are being implemented.

Results WSDOT sets agency direction 2014 through 2017 Strategic Plan



Goal 1: STRATEGIC INVESTMENTS
Effectively manage system assets and multimodal investments on corridors to enhance economic vitality.



Goal 2: MODAL INTEGRATION
Optimize system capacity through better interconnectivity of all transportation modes.



Goal 3: ENVIRONMENTAL STEWARDSHIP
Promote sustainable practices to reduce greenhouse gas emissions and protect natural habitat and water quality.



Goal 4: ORGANIZATIONAL STRENGTH
Support a culture of multi-disciplinary teams, innovation and people development through learning, continuous improvement and Lean strategy.



Goal 5: COMMUNITY ENGAGEMENT
Strengthen partnerships to increase credibility, drive priorities and inform decision making.



Goal 6: SMART TECHNOLOGY
Improve information system efficiency to users and enhance service delivery by expanding IT support technology.

Recent Gray Notebook articles linked to goals

- Aviation [GNB 53, pp. 10-16](#)
- Bridges [GNB 53, pp. 16-22](#)
- Capital facilities [GNB 53, pp. 21-31](#)
- Ferries preservation [GNB 53, pp. 23-26](#)
- Highway maintenance [GNB 53, pp. 26-30](#)
- Pavement conditions [GNB 53, pp. 11-15](#)
- Ferries [GNB 51, pp. 15-16](#)
- Highway system safety [GNB 53, pp. 17-14](#)
- Peds/bike and cyclist safety [GNB 51, pp. 10-18](#)
- Rail Assets Capabilities [GNB 51, pp. 17-18](#)
- Trip reduction [GNB 51, pp. 24-24](#)
- Trucks, goods and freight [GNB 53, pp. 41-44](#)
- Air quality [GNB 51, pp. 22-23](#)
- Endangered Species Act documentation [GNB 53, pp. 20-21](#)
- Environmental compliance [GNB 53, pp. 22-23](#)
- Fish passage barriers [GNB 53, pp. 27-29](#)
- General permitting [GNB 53, p. 40](#)
- Water quality [GNB 53, pp. 24-27](#)
- Wetlands protection [GNB 51, pp. 26-28](#)
- Loans [GNB 51, pp. 21-22](#)
- Worker safety and health [GNB 50, p. 10](#)
- Workforce needs and training [GNB 50, p. 22](#)
- Disadvantaged Business Enterprise [GNB 51, p. 40](#)
- Local programs [GNB 53, p. 39](#)
- Commercial Vehicle Information Systems and Networks [GNB 51, p. 30](#)
- Tolling [GNB 51, pp. 36-37](#)
- Transit Performance [GNB 51, p. 21](#)

Table source: WSDOT Office of Strategic Assessment and Performance Analysis



RECOGNITION OF THE GRAY NOTEBOOK

The Gray Notebook

Setting the standard

When you do the right thing, sometimes it gets noticed. As in this *Governing Magazine* article from 2012 – wherein the *Gray Notebook* was lauded as an example for other government entities to follow.



“As Washington State's experience is showing, doing the right thing by being transparent about performance can be a win-win. Making investments based on objective data showing that an agency is using public money efficiently is how democratic government is supposed to work.”-- *Governing Magazine*

Gray Notebook

Appreciation Day

May 31, 2016

Proclaimed by Governor Jay Inslee



Proclamation

WHEREAS, performance analysis and reporting are paramount to government transparency and accountability – helping our citizens understand the goals their government is pursuing and how our activities contribute to those goals; and

WHEREAS, the Washington State Department of Transportation has been publishing nationally-acclaimed performance reports, known as the Gray Notebook, quarterly for fifteen years – the longest continuously-published comprehensive performance report of its kind in state government – informing Washingtonians of the state of transportation and how their tax dollars are used; and

WHEREAS, the Gray Notebook, produced entirely by WSDOT employees in a performance-centered culture, supports the state’s ability to provide a functioning transportation system that reduces delay and risk, increases safety, and enables agency optimum performance; and

WHEREAS, WSDOT’s Gray Notebook has been recognized nationally as the “gold standard” in government performance reporting for its credible, objective story-telling that applies Performance Journalism to explain data in way that makes sense to the average reader; and

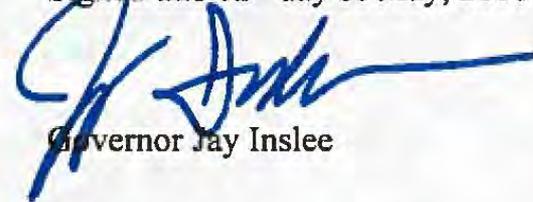
WHEREAS, by helping to create a responsive, innovative and data-driven culture of continuous improvement, WSDOT’s Gray Notebook has helped advance a working Washington built on education and innovation where all Washingtonians thrive; creating effective communication and transparency on goals, measures and progress, thereby significantly deepening our focus, understanding and commitment to our citizens;

NOW, THEREFORE, I, Jay Inslee, Governor of the State of Washington, do hereby proclaim May 31, 2016 as

Gray Notebook Appreciation Day

in Washington, and I urge all people in our state to join me in this special observance.

Signed this 12th day of May, 2016



Governor Jay Inslee



The Gray Notebook

Where do we go from here?

GNB 81



While the latest chapter is yet to be written, because the *Gray Notebook* is about continuous improvement, we can only get better from here. Perhaps you can join us in 2021 to look back on where this journey has taken us!

