



# 2017-18

## Nomination for Northwest Pavement Management Association Pavement Manager of the Year Award

**Matt Powlison**

Street Operations Supervisor  
City of Oregon City, Oregon

Submitted September, 2017



## Nomination for NWPMA Pavement Manager of the Year Award – Matt Powlison

“I am honored to offer this endorsement for Matt Powlison in full support of his nomination for recognition as the Northwest Pavement Management Association Pavement Manager of the Year Award for 2017-18. Matt serves as the Public Works Department Street Supervisor for the City of Oregon City, Oregon, where he oversees six full-time regular staff and 4-5 summer seasonal staff. Matt is well respected by his peers, subordinates, supervisors, and the greater Oregon City community. It is a pleasure to provide this very brief overview of his recent accomplishments and to summarize his worthiness for this award.”

– John M. Lewis, P.E., Public Works Director



### PROGRAM BACKGROUND

Transportation funding traditionally has been one of the most challenging issues facing the City of Oregon City. In the past, Oregon City has used state gas taxes and road transfer revenues to provide limited maintenance of the City's street system. Historically, the City's pavement maintenance liability far exceeded the amount available for use from these revenue sources.

In 2007, the City Commission asked the Public Works Department and a Transportation Funding Study Citizen Committee to identify and establish a sustainable funding source for street maintenance. The Committee concluded that a Pavement Maintenance Utility Fee (PMUF) was the most equitable and stable source for street funding.

In 2008, the City Commission approved an ordinance establishing the PMUF. The purpose of the fee was to provide cost recovery for maintaining and operating Oregon City's transportation system. The fee was based on actual cost projections from the StreetSaver Pavement Management software. The revenues associated with the fee for the 2017-18 budget year is projected to exceed \$2.25 million.

The City's street network consists of 128.8 centerline miles of streets. This year, a detailed visual inspection of the City's streets resulted in a calculated average Pavement Condition Index (PCI) of 76. Using a 0-100 PCI scale (with 100 being the most favorable), a rating of 76 places the City's street network in the "Good" condition category. The City has invested a significant amount of funding in street maintenance in the last four years, treating over 1/5 of the street area with either a rehabilitative treatment (overlay or reconstruct), or surface seal. This continuous effort to improve the City's PCI has increased the PCI from 60 in 2011, to 76 currently.

The PMUF fee started in 2008 when the City's PCI was rated at 66 and there was a significant backlog of deferred maintenance. Over the first few years as the City worked to ramp up its program, the PCI actually dropped to a low of 60 in 2011 as the City struggled to catch up with this deferred maintenance backlog.

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## INVOLVEMENT IN AGENCY'S PAVEMENT MANAGEMENT SYSTEM

Matt Powlison has been both the champion and the operative behind Oregon City's efforts to improve the street system. Matt was hired as the Street Division Crew leader in 2010, and he was promoted to Street Division Supervisor in 2015. The City has a long history of working with pavement management, and the foundation of the City's program has been built upon a strong Pavement Management System. Since 2015, Matt has been the City's Pavement Manager and has presided over all aspects of the program.

Matt is tasked with ensuring the department delivers on a wide range of Street Division needs. In addition to pavement maintenance, Matt oversees winter weather response which in many agencies can be managed in a way that exceedingly and negatively impacts the pavement condition. Matt has developed a winter weather response program that limits sanding and chemical usage in favor of pinpoint application of these materials only when necessary. Whether it be plowing, sanding, or chemical application, Matt considers pinpoint weather forecasts, pavement icing, and key emergency snow route traffic before issuing an order to place sand or chemical treatments.

Annually, Matt works with Capitol Asset & Pavement Services, Inc. (CAPS) who is contracted by the City of Oregon City Public Works Department to update the annual street capital project improvements and also perform visual inspections (every three years) of all of the paved streets maintained by the City of Oregon City. All 128.8 centerline miles of paved streets maintained by the City are evaluated in accordance with MTC standards and the StreetSaver database is updated with the inspection data. Inspections were last completed in May, 2017. Matt works together with CAPS to keep the City's maintenance decision tree treatments and unit costs updated to reflect current pavement maintenance treatment strategies and prices. Scenarios for budgetary needs analysis are performed every three years or as needs arise.

The City is committed to an informed and planned pavement management system. Each year, the City is obligated to complete a Pavement Maintenance Utility Fee annual report. Every five years, the City works together with another consultant on a five-year Pavement Maintenance Plan. Matt takes a leading role in the development of these reports/plans which help to both document the program accomplishments and inform the future program goals.

### **Matt's Annual Pavement Management-Related Performance Goals for 2017**

- Approach raising the PCI with aggressive patience by building a pavement management program that aggressively pursues the tougher projects that will raise the overall PCI.
- Take the crack seal program to the next level by presenting a 5-year plan to the GIS team to map and quantify including mapping this year's and last year's work.
- In the event that the County Gas Tax initiative is approved, be prepared to assist with the implementation of new and alternate programs to best utilize the funds for City multimodal transportation projects.

## TECHNICAL INVOLVEMENT

Given the limitations with funding and the number of staff, the City leans heavily on those most capable of accomplishing technical work. Traditionally, many agencies utilize supervisors to oversee the maintenance of infrastructure, but seldom do supervisors

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oversee the technical aspects of the capital improvement programs. With Matt's background in civil construction, his certification in Project Management, and his professional development, the City has leaned on Matt for more than Street Division supervision.

Matt is consistently committed to a high level of professional development both on and off City time. Matt has attended work-related classes through Clackamas Community College and he has completed a variety of work-related courses offered through professional associations such as the Asphalt Institute, the American Public Works Association, the T-2 Center, ODOT, and the Northwest Public Works Institute.

Certificates specifically related to the work that Matt does to manage pavement:

- Principles of Quality Hot Mix Asphalts/Pavement Construction
- Environmental Construction Inspector (ODOT)
- Certificate of HMAC Inspector (ODOT)
- Numerous Road Scholar Program Certificates
- Leadership Skills, Public Works Essentials, Developing Leader
- Project Management

Another aspect of the City's pavement maintenance program includes our Pavement Cut Standards. The City adopted its first pavement cut standards document in 2012. Under Matt's leadership, the new standards were updated in 2016. The purpose of these standards is to establish a uniform approach to pavement cuts and street repair applicable to utilities and other contractors working in the public rights-of-way. The goal of these standards is to provide long-lasting pavement repairs at the least possible overall cost to both utilities and taxpayers/ratepayers. The new standard establishes a tiered pavement cut standards system based on the date of construction or the last qualifying pavement treatment applied to a pavement. It also includes provisions for permitting, general requirements, testing and warranty requirements, and compliance. Matt's work focused primarily on the preservation of new pavement, but he also placed high priority on ensuring that repairs be accomplished to a high quality standard for any required pavement cutting.

"Matt does a fantastic job managing the City pavement preservation program for the City. He's an excellent communicator who isn't afraid to make decisions or try something new."  
– Krey Younger, GeoDesign

### Asset Management

The City implemented an asset management system (Lucity) several years ago, but it was not until 2010 when we hired an Asset Management Specialist that we were able to start realizing the benefits of computerized asset management systems. Matt was at the forefront of our implementation of this program which demonstrated benefits immediately. Matt and his team use Lucity-generated work orders and track a variety of work types in their daily routine. Matt was one of the lead supervisors to climb up and over the Lucity implementation wall to reach a point of development that now includes written work orders, weekly reporting, and employee and equipment cost data. Matt has been able to train his staff to issue and close work orders using accurate time and resource accounting to document their work. See Exhibit A, Street Division Work Order Accomplishments for 2016, for additional detail in this area.



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## Pavement Maintenance Contract Work

Matt is responsible for the design and construction contracts for the City's annual pavement projects including annual slurry seal, micro seal, and pavement rehabilitation projects. Over the last three paving seasons, these contracts produced the following results:

Recent Pavement-Related Contract Statistics

Unit Descriptions	2015	2016	2017
In Place Asphalt (tons)	5,865	6,493	6,768
Cement Treated Base/FDR (SY)	7,719	10,179	5,522
Asphalt Milling (SY)	32,165	15,883	24,818
ADA Ramps (EA)	40	87	36
Slurry Seal (SY)	88,955	43,217	88,699
Micro Seal (SY)	24,426	21,268	11,541

- This year Matt elected to try a new pavement maintenance treatment called asphalt rubber (AR) chip seal application. This was a first for the City which usually utilizes a chip seal treatment consisting of crushed rock. The AR chip seal is composed of a blend of asphalt cement and crumb rubber, oftentimes consisting of reclaimed tire rubber. This rubber in the binder creates a flexible and tough material that is more resistant to cracking and blunts cracks if they do appear to prevent spreading. Without this treatment, existing cracks and rough surfaces could become more porous, allowing water to compromise the subgrade and causing the road section to fail. Matt administered the City's contract with Intermountain for 14,525 square yards of AR chip seal.

## In-House Pavement Maintenance and Street Reconstruction Work

The In-House Pavement Maintenance and Street Reconstruction Work is a program which Matt continues to build upon while also managing the day-to-day routine maintenance needs of the Street Department. This in-house program could be a burden under such a heavy workload. Under Matt's leadership, this program has become important and valuable to the community and the overall street maintenance program. Matt and his team continue to improve our in-house paving program and balance the demands on the department with the demands of the paving season. Our small paving crew and lightweight equipment continue to provide strong support and complement the more robust abilities of construction companies in the business of milling and paving.



In-House Milling Operations

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In-house pavement maintenance is work that the Oregon City Public Works Department (OCPW) performs using City equipment. In the summer months, staffing is augmented by seasonal workers. Street Division work may include pothole repair or spot repair of small pavement failures to larger-scale pavement failure repair using the same in-house resources. All in-house pavement maintenance projects are focused on repairing the base of the road, adding additional strength, and repairing failing pavement sections. During the summer of 2016, the Street Department used in-house staff and equipment to complete a total of 10 larger-scale individual projects utilizing a total of 880.76 tons of asphalt at a material cost of \$49,330.

Using only his team and limited Street Division resources, Matt has coordinated the resource needs for crack sealing over 19 miles of streets, applying 21,840 pounds of crack sealer (1,148 lbs./lane mile).

Thus far, all pavement maintenance expenses have stayed within the City's PMUF budget allocation. The highly competitive bids have helped to ensure that the City continues to complete the planned projects with little in the way of deferred projects.



### INVOLVEMENT IN NWPMA

Matt has high regard for professional development, both personally and for his team. In 2013, Matt received the Project Management Certificate from Clackamas Community College. He holds a variety of professional certifications. Matt attended the 21<sup>st</sup> annual Oregon Asphalt Conference, and in 2015 and 2016, he attended the NW Pavement Management Association Conferences.

### Professional Development Summary

- APWA Street Maintenance Schools (semi-annually)
- APWA Leadership Developing Leader program (three course completion) (2012)
- Road Scholar Level 1 (2014)
- 21<sup>st</sup> Annual Oregon Asphalt Conference (2015)
- ODOT Advanced Pavers Workshop (2015)
- ODOT Erosion Control Inspector Training (2015)
- NW Pavement Management Association Conference (2015 & 2016)
- Various Asphalt Inspection and Preservation Workshops (APWA and APAO)
- Licensed Chemical Applicator (2013 to 2016)

Matt is also an advocate for professional development for his team, sponsoring and mentoring all of his staff. His most recent hire is just getting started, but he will be participating in the Road Scholar training program. All of the other five permanent staff have received Level 1 certifications as Road Scholars, and two staff are currently pursuing their Level 2 certifications.

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## PROMOTES THE USE OF PAVEMENT MANAGEMENT

Pavement management in Oregon City gets a lot of positive feedback from our local community. While this hits every resident and business in the pocketbook via the monthly Pavement Maintenance Utility Fee, they have become accustomed and appreciate the results. Most of the formal promotion of this program is administered at the director level of the organization. However, Matt is well-known as the on-the-scene, in-the-know, program manager. Matt may be notifying folks in writing of the impacts of a project, sharing the benefits of the various forms of pavement maintenance, or ensuring the City's standards are followed in both projects he is administering or more in an enforcement mode with development-related road construction.

The City's use of pavement management has become a promotional tool for our City Commission in that it is the one program that has delivered exactly what was presented to the community back in 2007 when the program was implemented. Matt promotes the use of pavement management through attained goals and on-the-ground accomplishments. Attached are copies of both the PMUF Major Accomplishments 2008-2016 (Exhibit B) and the 2016 Street Repair Project Map (Exhibit C) as a graphical representation of the City's commitment to pavement management. As the City's Street Supervisor, Matt Powlison is one of the City's strongest promoters of the positive aspects of Oregon City's use of pavement management.

"Matt is excellent to work with. He has an exceptional vision for prioritizing projects to maximize the return investment and improve the City's infrastructure."

– Wes Wegner P.E.; Wallis Engineering

## CONCLUSION

Over the years, Oregon City has appreciated the purpose and work of the Northwest Pavement Management Association. We have found the NWPMA to be a resource for employee and consultant training, for ideas and suggestions on the use of technology, and for overall guidance on pavement management. Matt has served as our point man and liaison with NWPMA for over five years.

While pavement management is vital to the work of the Public Works Department, Matt is tasked with a long and critical list of needs. Oregon City can measure and review the accomplishments of Matt and his department through our asset management system, through the annual reporting and the rated condition (PCI) of our pavements, and through community feedback. Pavement management in Oregon City would not be in the current positive position of success without Matt Powlison and his team.

In Oregon City, we see Matt Powlison and the City's Street Division as the most likely to be "Getting Things Done When It All Falls Apart" (see Exhibit D). We know your decision to award Matt Powlison the 2017 NWPMA Pavement Manager of the Year Award will be a decision both well-deserved and representative of the tenets of this award.

Please contact me if you would like to discuss this nomination further or have any questions.

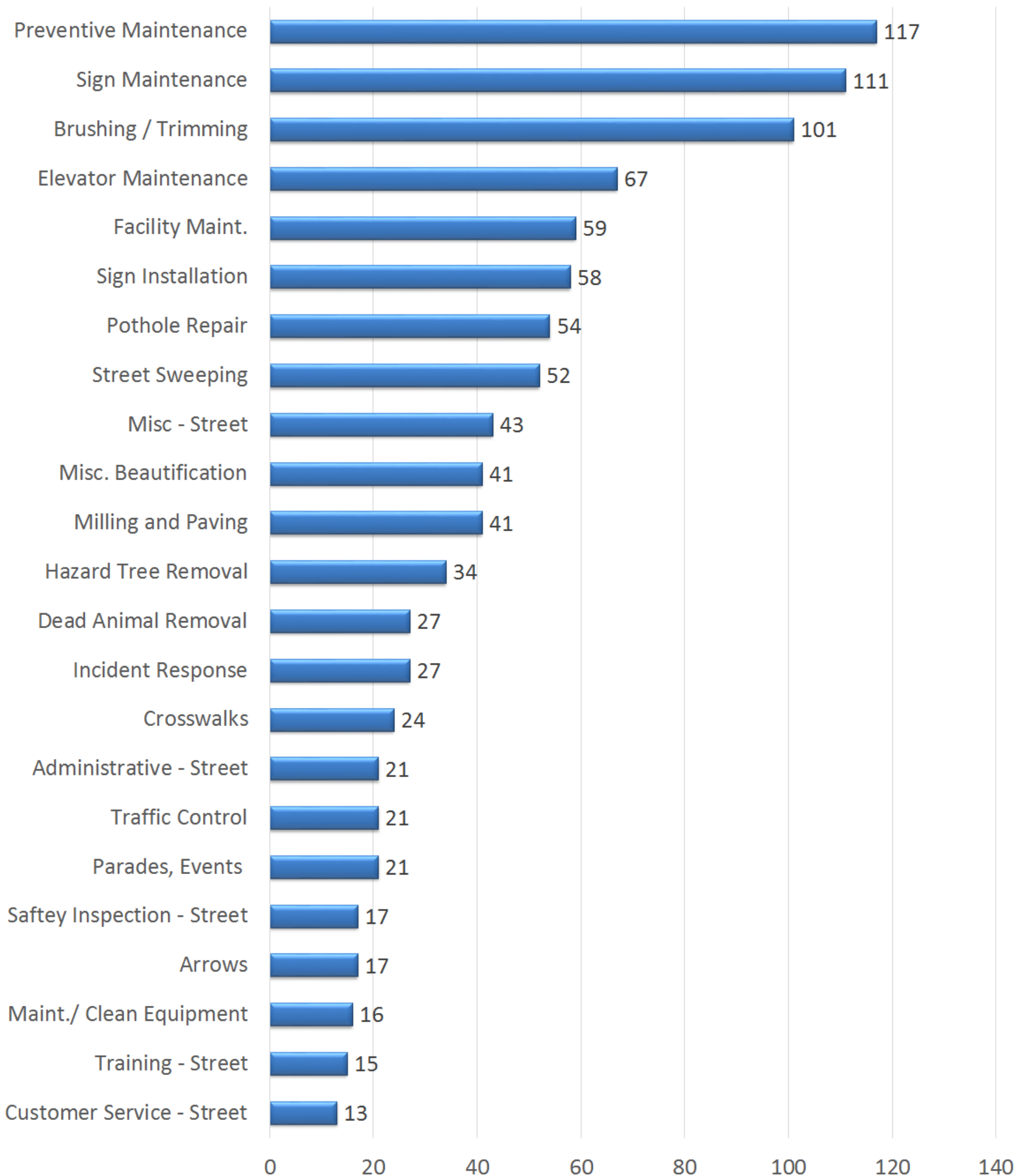
John M. Lewis, Public Works Director

Phone: 503-496-1545

Email: [jmlewis@orccity.org](mailto:jmlewis@orccity.org)

## EXHIBIT A - Street Division Work Order Accomplishments - 2016

### Work Order Street Division Main Tasks for 2016 (997 total)





City of Oregon City

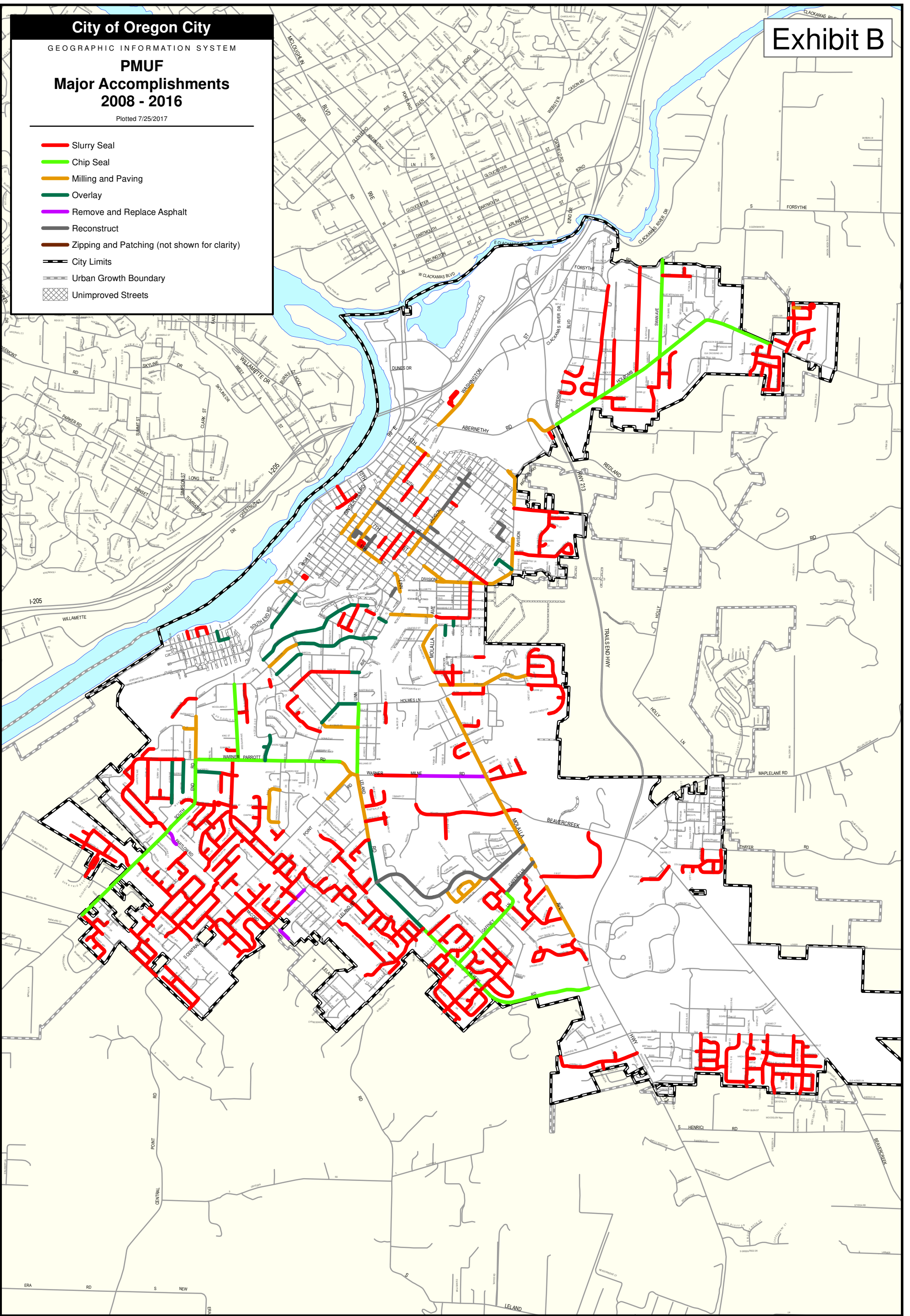
GEOGRAPHIC INFORMATION SYSTEM

PMUF  
Major Accomplishments  
2008 - 2016

Plotted 7/25/2017

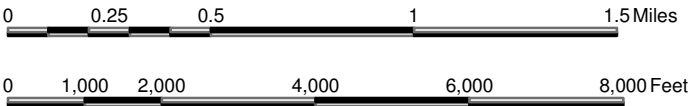
- Slurry Seal
- Chip Seal
- Milling and Paving
- Overlay
- Remove and Replace Asphalt
- Reconstruct
- Zippering and Patching (not shown for clarity)
- City Limits
- Urban Growth Boundary
- Unimproved Streets

Exhibit B



The City of Oregon City makes no representations, express or implied, as to the accuracy, completeness and timeliness of the information displayed. This map is not suitable for legal, engineering, or surveying purposes. Notification of any errors is appreciated.

Please recycle with colored office grade paper.



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Plot date: 7/25/17  
Map: 2008 - 2016 Street Repair Projects - 11x17P.mxd  
Plot: 2008 - 2016 Street Repair Projects - 11x17P - 20170725.pdf



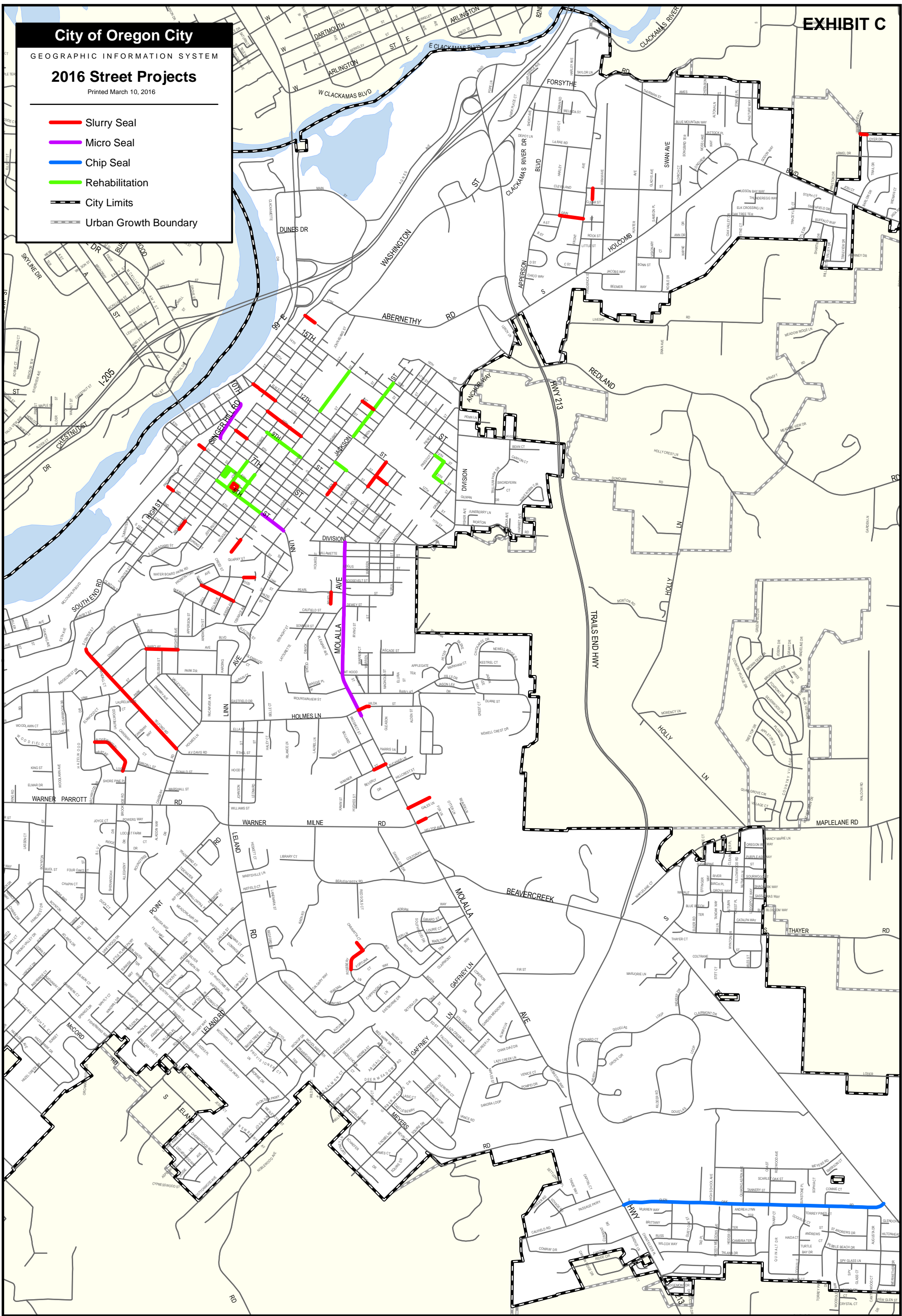
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GEOGRAPHIC INFORMATION SYSTEM

2016 Street Projects

Printed March 10, 2016

- Slurry Seal
- Micro Seal
- Chip Seal
- Rehabilitation
- City Limits
- Urban Growth Boundary



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0 0.25 0.5 1 Miles

0 1,000 2,000 4,000 6,000 Feet

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Plot date: March 10, 2016  
Plot name: PMUJ - 2016 Projects Map - 20160310 - 11x17P.pdf  
Map name: PMUJ - 2016 Projects Map - 20160310 - 11x17P.mxd



# *CITY OF OREGON CITY STREET DEPARTMENT*



*GETTING THINGS DONE WHEN IT ALL FALLS APART*