

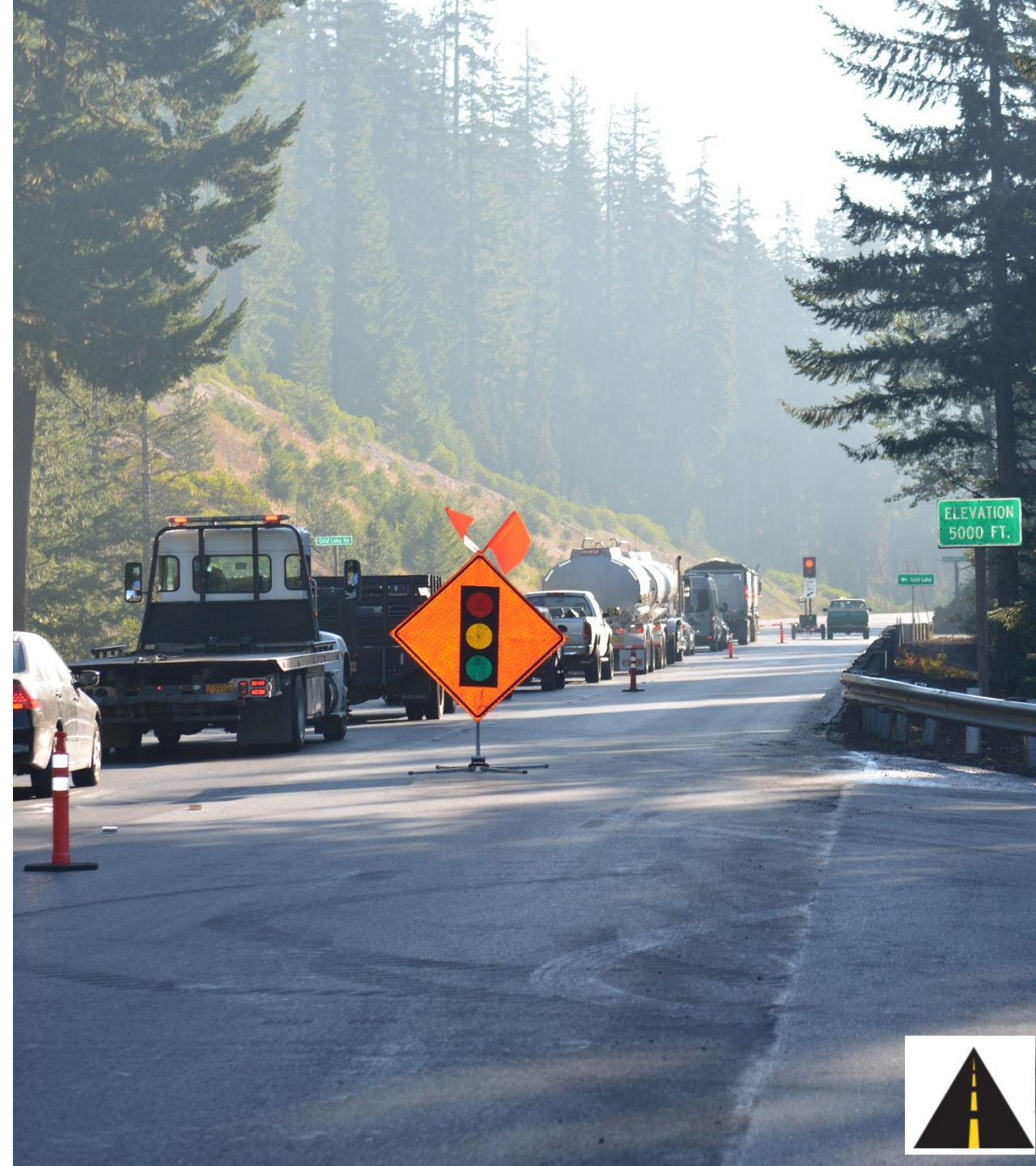
# 2026 – ODOT Update

Jeff Shambaugh, PE  
State Pavement Engineer

Chris Duman, PE  
State Pavement Quality &  
Materials Engineer

APAO Annual Asphalt Paving  
Conference

February 17, 2026





# 2025 In Review



# 2025 ACP Production

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- Carryover from 2024 283,000 tons
- ACP Projection for 2025 368,000 tons = 651,000 tons
- Produced 535,000 tons



# Why less than Predicted?

- Multi-Year Projects
  - I-5: Monument Dr – N. Grants Pass
  - I-5: Kuebler Blvd – Delaney Rd
  - I-5: Aurora / Donald Intch.
  - OR18: Newberg – Dundee Bypass
  - OR42: Lookingglass Creek to I-5
  - US97 Terrebonne
  - I-84 EB McCord Creek Bridge

212,850 tons



# 2026 Projections



# 2026 ODOT STIP Paving Program

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- Mix left on contracts 212,850 tons
- Mix to bid 335,200 tons
- Total 548,050 tons

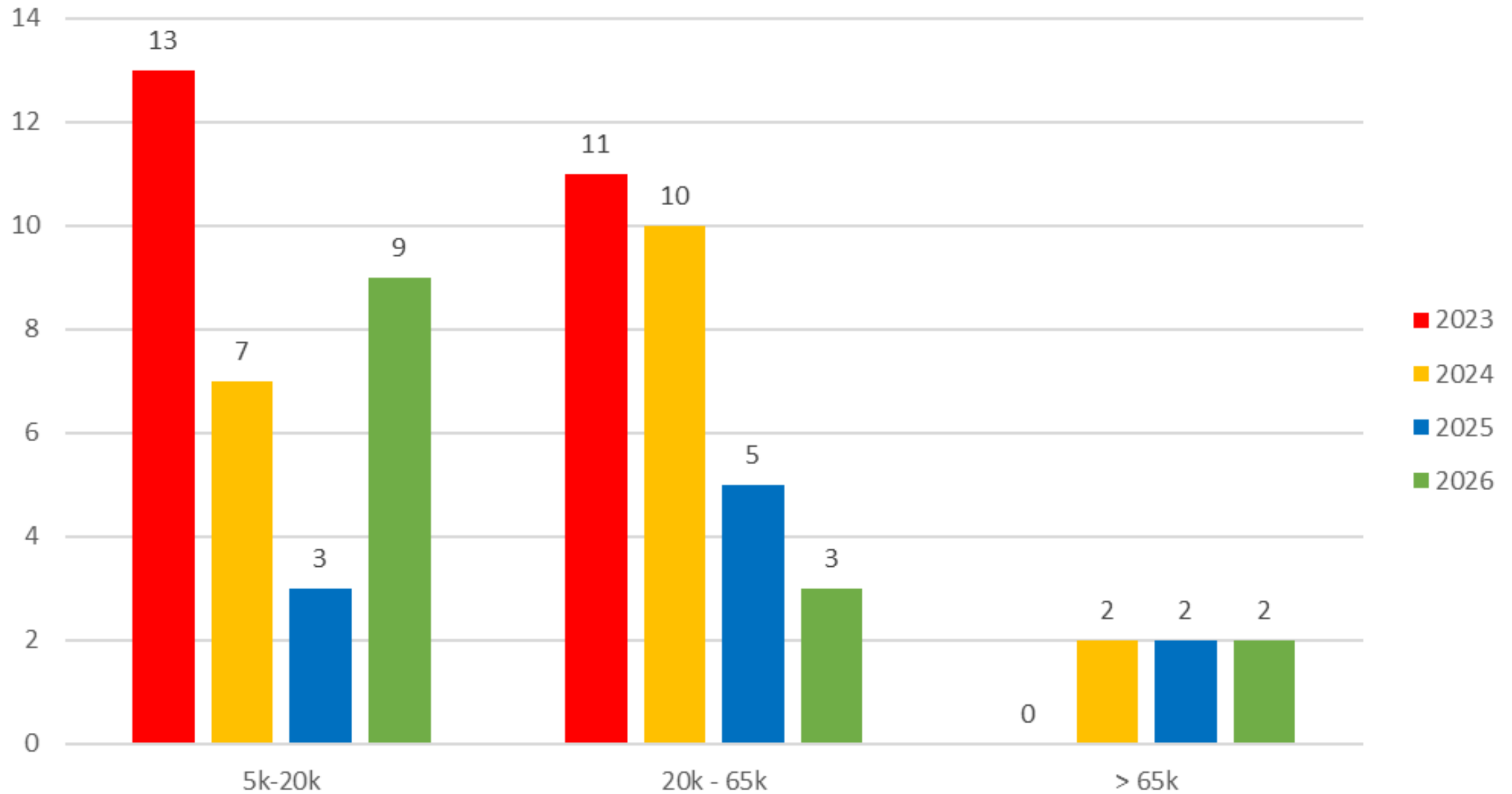


# HISTORIC QTY'S PAVED

Predicted Actual Paved 1 million tons



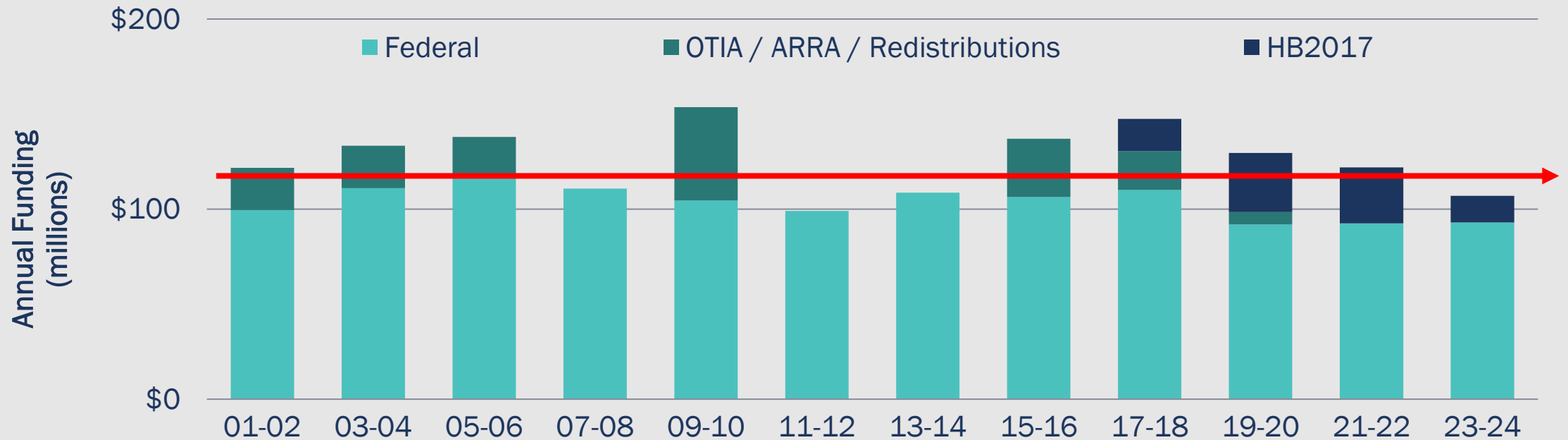
# Tonnage Distribution - Year by Year



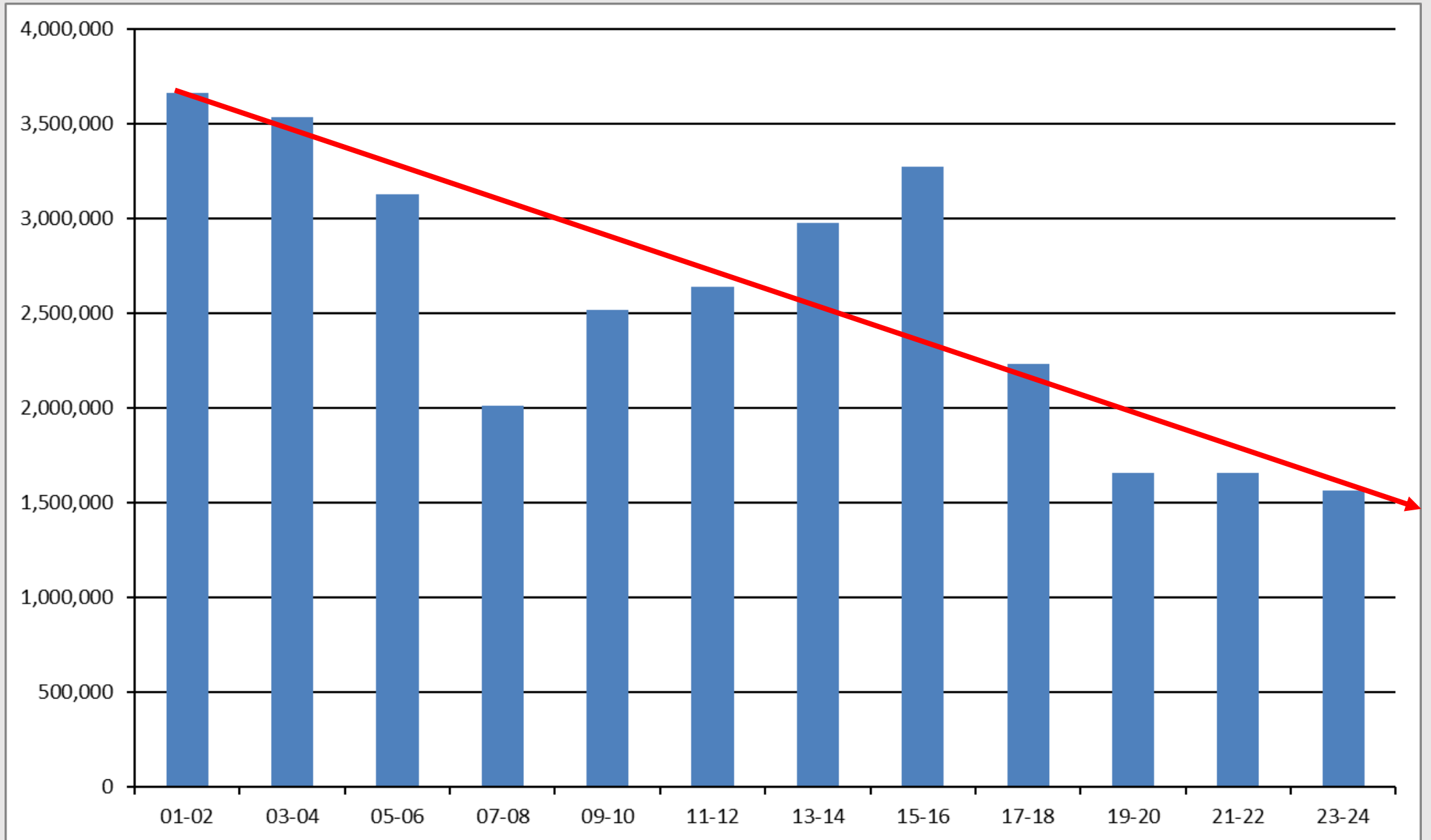
# Looking into the Future



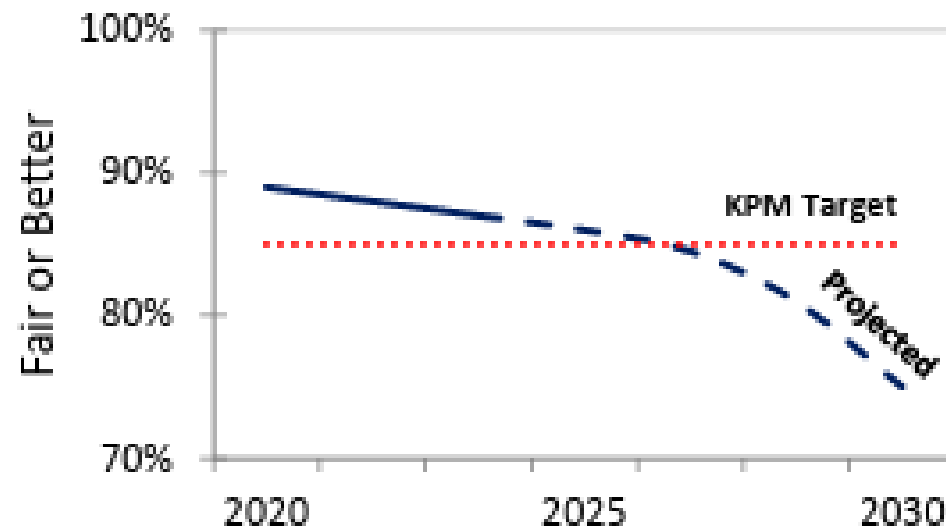
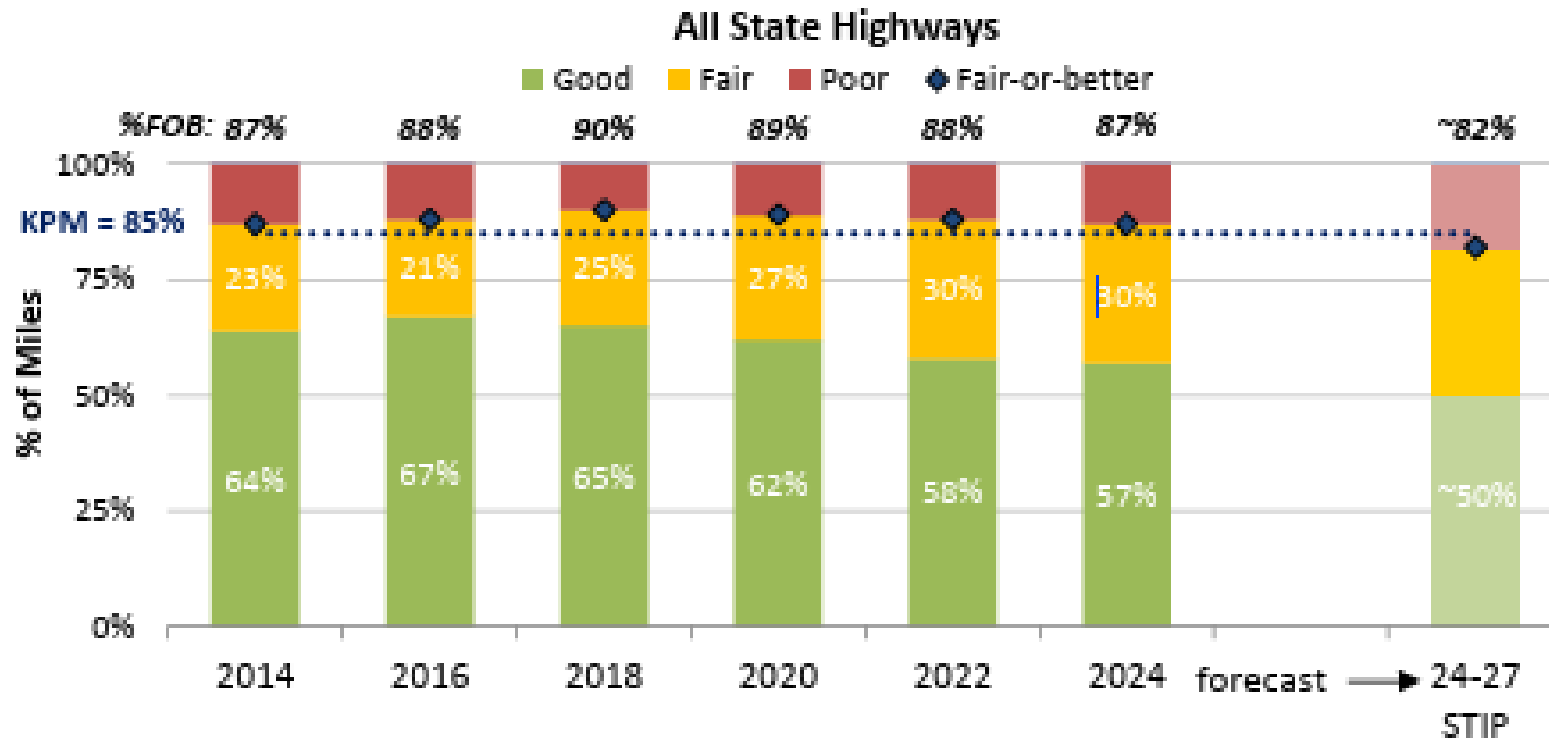
# Historical Pavement STIP Funding



# Historical Predicted Tonnages



# Impact on Pavement Condition



The outlook for state highway pavement is “caution – rough roads ahead.”

Without a change of course, there will be rapid declines in pavement condition, resulting in diminished safety and higher vehicle repair costs for Oregonians traveling on rutted and potholed roads.

Oregonians will pay more to repair failing pavement than it would have cost to preserve and maintain them in a state of good repair.

# The Oregon Transportation Plan

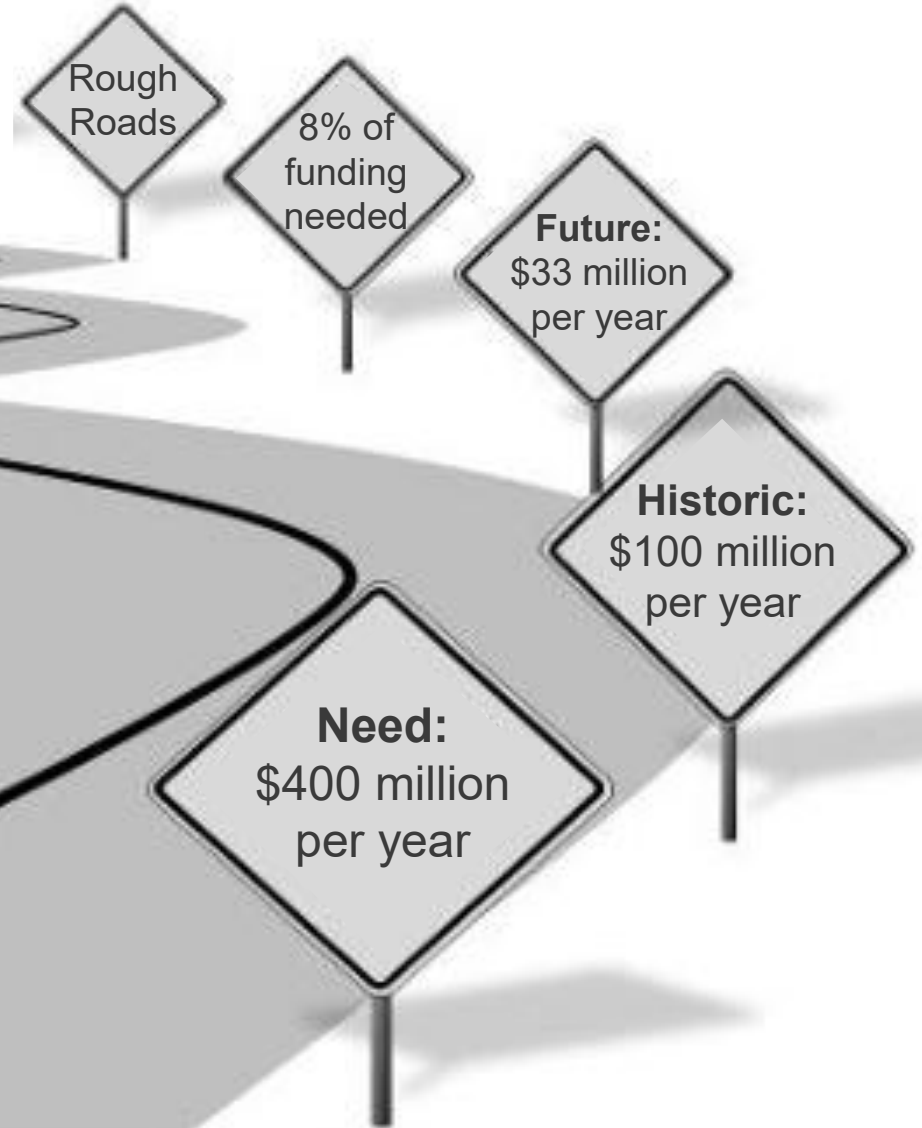


The Oregon Transportation Plan, or OTP, is the long-range transportation system plan for the state. It establishes a vision and policy foundation to guide transportation system development and investment. The OTP will guide our transportation system for the next 20 years.

“In policy and in technical guidance/documentation, Oregon’s established Performance Measures are often linked to “fair” or better condition. **ODOT recognizes that the long-term goal is to work toward a state of good repair.**”

# The Road to a State of Disrepair

A state of disrepair describes a condition of damage, neglect, or lack of maintenance.

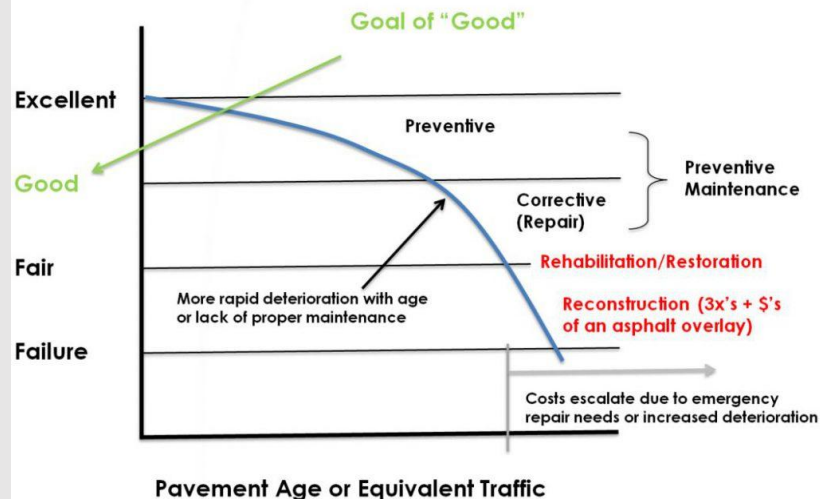


# Legislative Performance Measures Change

## Old Metric: 85% Fair or Better

- Useful for describing the overall condition of the system
- A lagging indicator that does not respond early enough to inform investment decisions
- Since 2000, this metric has dropped 2%

### Pavement Deterioration Curve

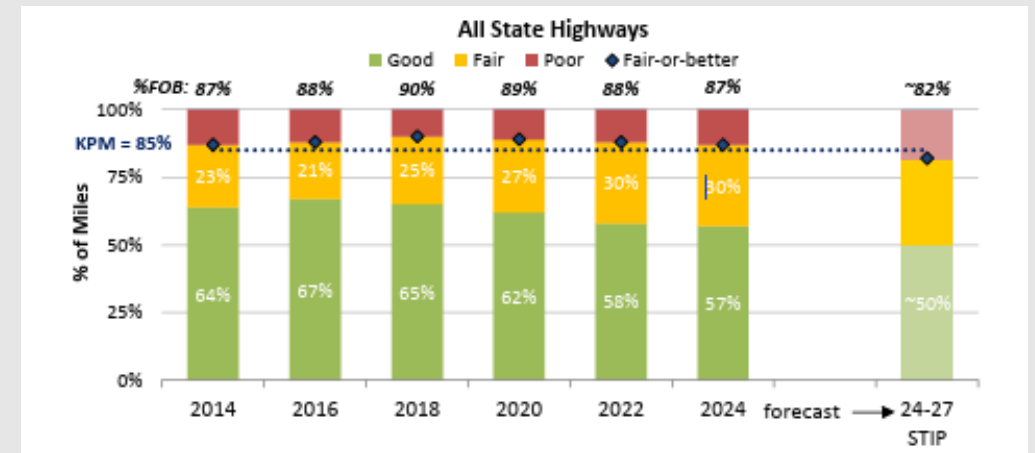


## New Metrics:

1. No less than 60% Good

2. No more than 15% Poor

- Keeps the same metric for poor pavement statewide
- Much more cost effective to preserve pavement in good condition
- Since 2000, this metric has dropped 5%



# What is the Capital Investment Plan?

OUTCOMES DRIVEN!  
ACCOUNTABILITY FOCUSED!



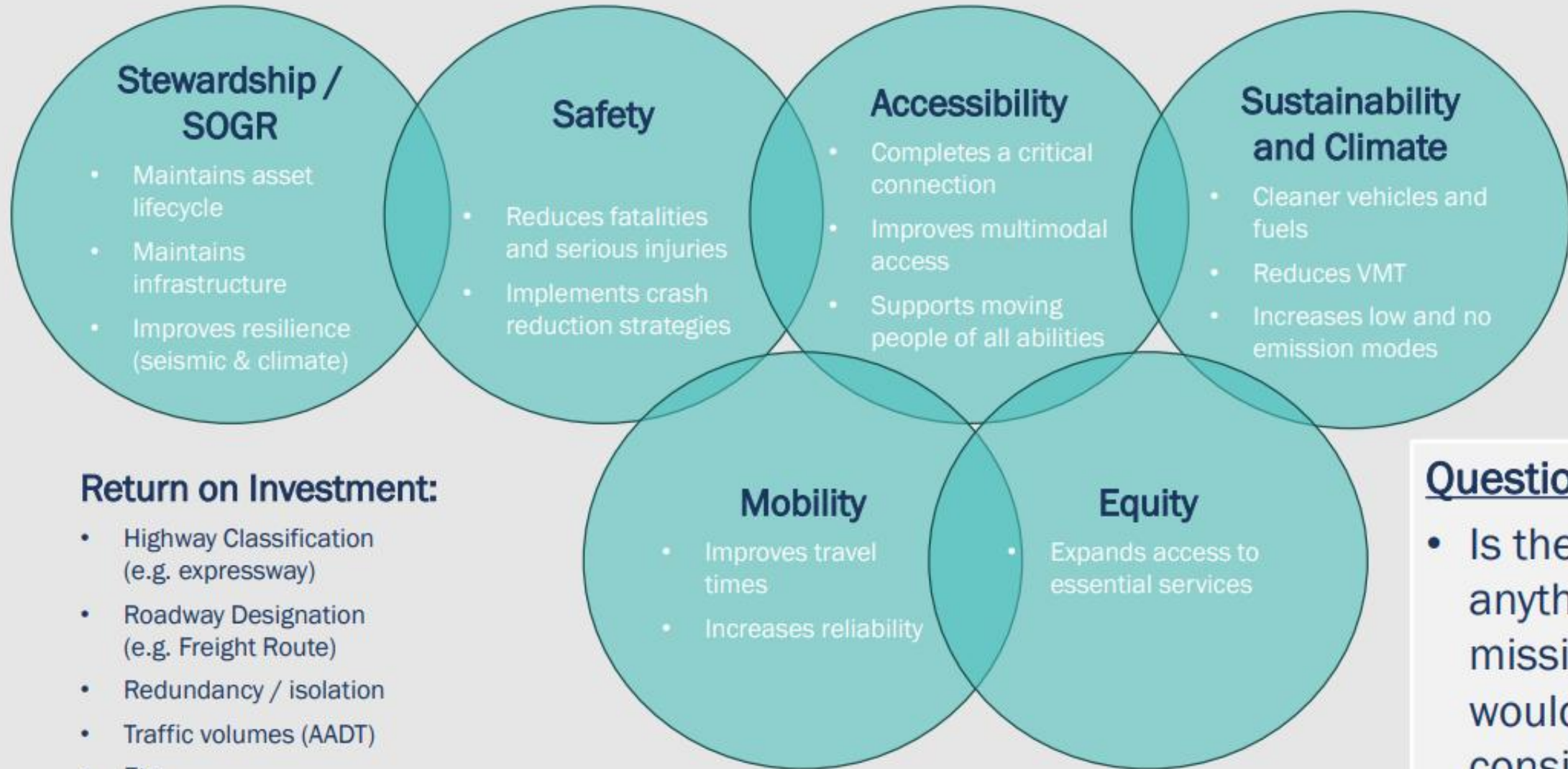
- **Projects:** Preservation, enhance, bike-ped, etc.
- **Programmatic / Lump Sum:** O&M, transit, safety, etc.
- **Quick Response:** Safety, emergency management, etc.

# How will the CIP be developed?



# Goal Discussion

Goals overlap and have co-benefits (more than shown here!)



## Return on Investment:

- Highway Classification (e.g. expressway)
- Roadway Designation (e.g. Freight Route)
- Redundancy / isolation
- Traffic volumes (AADT)
- Etc.

## Question:

- Is there anything missing you would like to consider?

# OTC Commissioner Feedback

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- “As part of this work, create transparency so that decisions are understandable, even if everyone does not agree”
- “All goals are important, but we need to focus on 1-2 top priorities”
- “The ACT and stakeholder feedback is key in helping us make a decision and we need to be accountable to what we heard”
- “There is overlap among goals and co-benefits.”

# Final Preferred Scenario Capital Investment Plan Policy Goal Weights

## Goals



### Stewardship / SOGR

- Maintains asset lifecycle
- Maintains infrastructure
- Improves resilience (seismic & climate)



### Safety

- Reduces fatalities and serious injuries
- Implements crash reduction strategies



### Mobility

- Travel time improvements
- Improved reliability



### Accessibility

- Completes a critical connection
- Improves multimodal access
- Supports moving people of all abilities



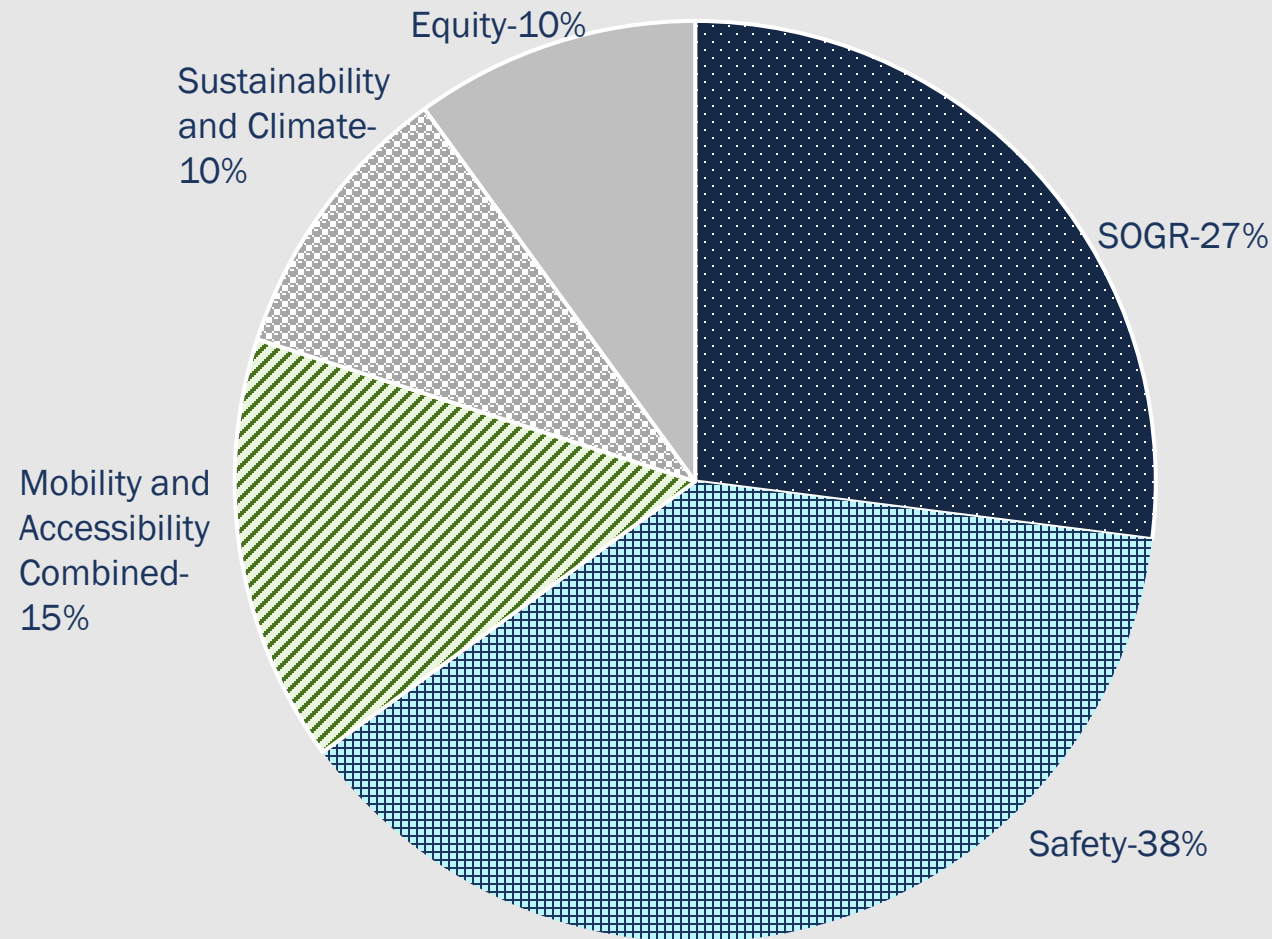
### Sustainability and Climate

- Transitions to cleaner vehicles and fuels
- Reduces VMT
- Increase low and no emission modes



### Equity

- Expand access to essential services



# Simple Pave Program

- State-only funds – no federal requirements
- Reduce the time lag between project identification and delivery to allow for changing priorities to program the right project at the right time
- Contracted projects are procured through OregonBuys.
- Contracted projects are inspected and managed by a Resident Engineer office



Reg	KN	Name	Lane Miles	Const. Year	STIP Estimate	Contract Price + Engineering	% Reduction	Contractor
4	21165	US97: SCL Crescent - Willamette Hwy Jct	20.12	2024	\$14,084,000.00	\$6,394,072.00	55%	HIGH DESERT AGGREGATE & PAVING INC
2	22883	US30: Jones Rd - E. 6th Street	18.84	2024	\$10,250,000.00	\$5,063,734.00	51%	KNIFE RIVER CORPORTATION NORTHWEST
3	22883	OR38: Hancock Mountain - Drain	25.72	2024	\$10,854,000.00	\$6,108,282.00	44%	KNIFE RIVER MATERIALS
2	22883	OR22: Stout Lane - North Santiam River	8.62	2025	\$3,375,000.00	\$1,800,429.00	47%	ROY HOUCK CONSTRUCTION

# Future Pavement Initiatives

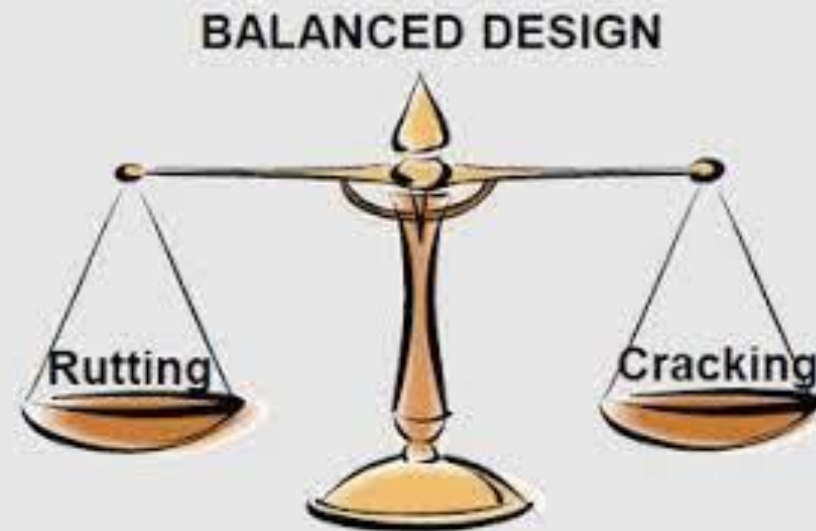


# Balanced Mix Design (BMD)

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## 2000s – Present:

- Most Superpave users (including ODOT) only test mixtures for rutting
- Economics, increased loading and usage of RAP have accelerated cracking
- Options:
  - Modify current methodology to include a cracking test for JMF approval and production
  - vs. eliminate current methods and use performance tests exclusively





# Rutting - Hamburg Wheel Tracking Test (HWTT)

*With added benefit of moisture sensitivity testing*

# Hamburg – What We've learned

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Standard T 324 20,000 cycle rut threshold: 12.5mm @ 20,000 passes  
SPR 801 Recommended 3mm for Level 3, 2.5mm for Level 4

Liquid Anti-Strip Additive CCO Special Provision – started @ 10mm @ 15,000 passes in 2020, decreasing to:

2025 ODOT Standard Boilerplate for LASA in lieu of lime:  
20,000 passes, 5mm max for Level 4 wearing courses, 7mm for all other

# Hamburg – what we've learned

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APA rut test very few failures @ 4% target air voids since 2000

ODOT Central Lab has conducted Hamburg testing on LASA in lieu of lime for JMF approval

Using Hamburg will align us with other State DOTs for BMD rutting tests, and validates past APA results indicating low rutting risk



*Image Source: FHWA  
Load Frame performing Ideal-RT*

## **IDEAL-RT**

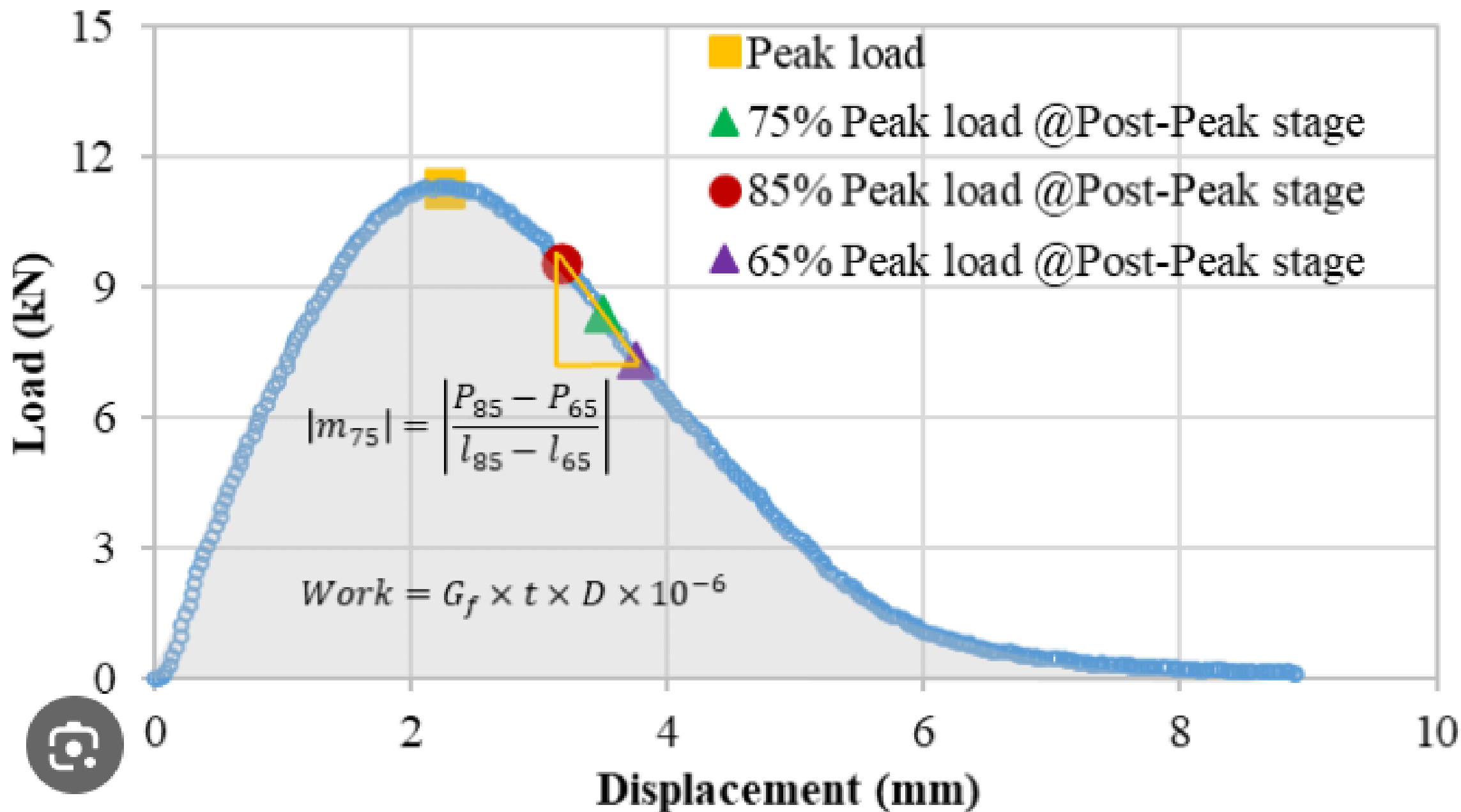
**Research has indicated a Correlation to Hamburg WTT  
Potentially used for production testing**

**Fast & hopefully repeatable**

**Not yet analyzed by ODOT**



# Cracking - IDEAL-CT



# IDEAL CT

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For 2024 on, ODOT has settled on 24hr @ 95C LTOA, defined internal standard process for aging  
2024 – first project to required Contractor specimen fabrication  
Required on 3 other projects in 2025

Have tested over 100 samples in 2024/25 – benchmarking/shadow  
No spec limit for production or JMF approval

# Critical Items to Address

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- Determine production testing intervals and specification thresholds
- Determine acceptable levels of risk – Agency & Producers
  - We understand Hamburg values will increase with higher asphalt contents

# IDEAL CT – Unresolved Major issues

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## Who Tests?

For mix design: Reasonable for Agency to verify after CMTD as part of JMF approval

For production: Central Lab cannot do all performance testing

Certification issues to resolve for acceptance testing

## For Payment:

Cleanest parallel would be to keep incentive/penalty for density, AC content, gradation

Trigger CAT II action on unacceptable performance results instead of volumetrics

**Not essential to parallel current process**

# IDEAL CT – Other Unresolved issues

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## Lag & Dwell Time

Lag: between mixing and specimen fabrication

Dwell: between fabrication and testing

National research conflicting - somewhere between critical and insignificant  
Not something ODOT has yet attempted to solve – track only

# Where will BMD take us?

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More durable, economical mixes with lower risk of premature failure

- Allow more innovation by producers
  - Asphalt additives & polymers
  - Incentivize true Warm Mix ACP
- **Increase recycled asphalt pavement(RAP) usage**
- Relaxed(or eliminated) volumetric specifications



# What is planned for 2026

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## True Pilot Project with Contractor designed JMF

- Limited potential projects remaining for 2026 construction
- ODOT/APAO Spec Committee to discuss pilot specification – with or without 2026 designated pilot
- Purchase equipment for Region QA labs if funding allows

# Other plans for 2026 and beyond

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Low Carbon Transportation Materials grant test sections

**A goal is to push the envelope - design for failure**

Failures teach more(and faster) than successes

Still have ambiguity regarding test strip funding/placement

Expand our IDEAL-CT dataset with LCTM funds

Critical for setting future specification limits



A Vision for Net Zero Carbon Emissions  
for the Asphalt Pavement Industry

# New Specification Alert: Schedule 3 Smoothness

- For single lift applications on rough roads
- Uses Percent Improvement process
- First use on OR6 near Tillamook- bid opened late 2025
- Other changes to Schedule 1 & 2 financial incentives currently on hold



# Average Project IRI By Year



# Liquid Anti-strip Additive vs Lime Treatment

- ODOT has been moving away from requiring lime-only mixtures – but retains ability to require on certain projects
- Driven by cost, environmental & quality factors
- Continuing performance monitoring



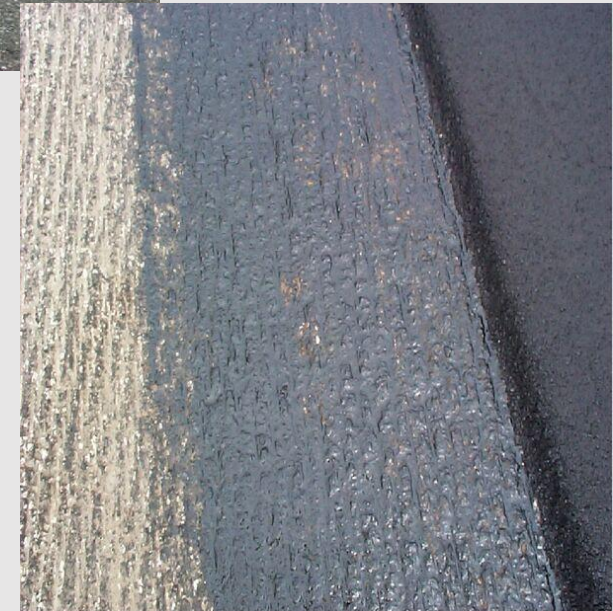
# Liquid Anti-strip Additive – Plant Addition vs Terminal

- Has been standing item for ODOT/APAO Spec Committee
- Concern primarily for stationary plant operators – ability to turn off/on
- Will jointly evaluate proposals/modify through Spec Committee



# Longitudinal Joint Construction

- Double application of tack has been required on multiple projects
- Will update guidance in Pavement Design guide – high elevation areas, travel lane only paving, etc.
- Minimal cost, measurable benefit



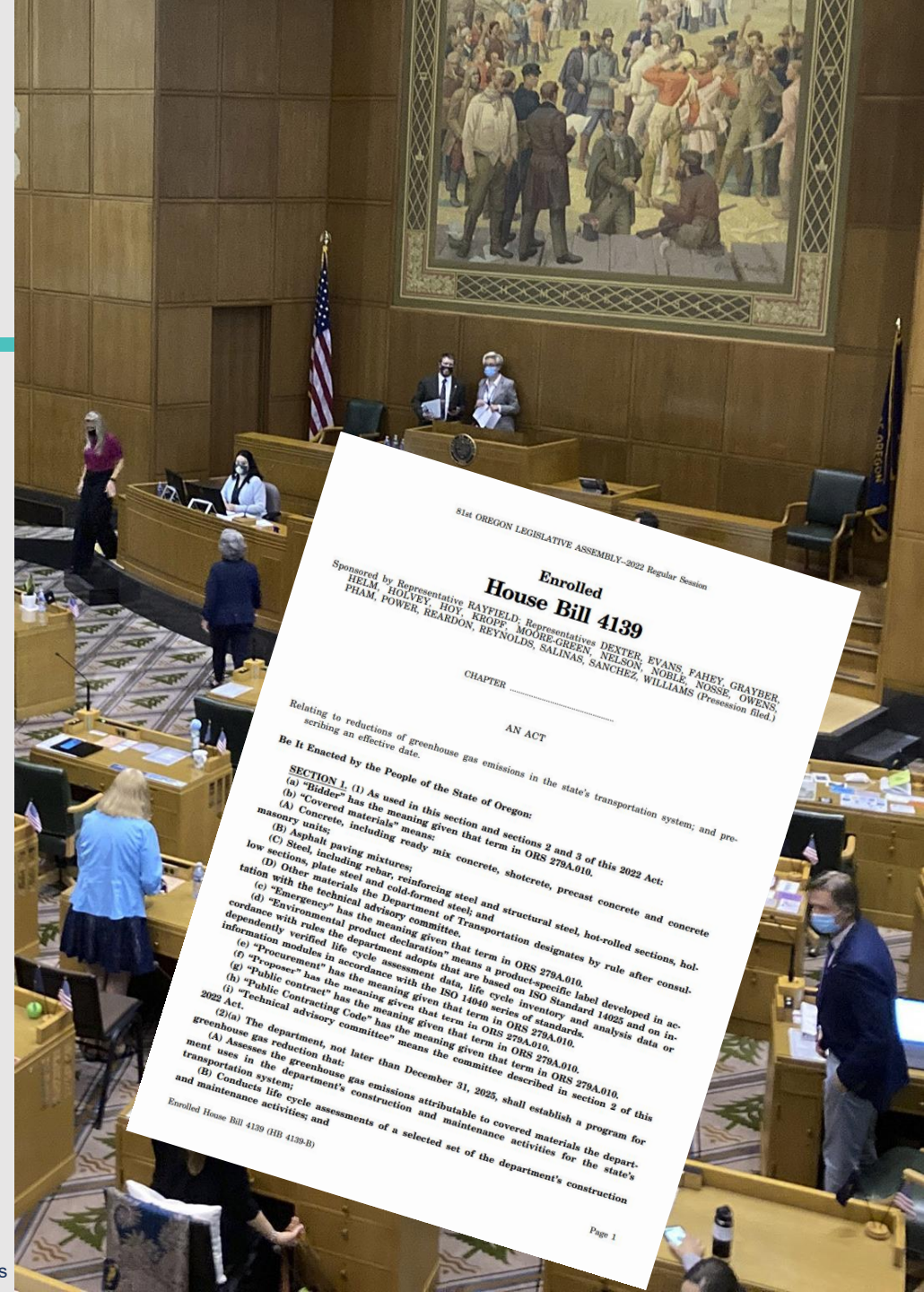
# E-ticketing for ACP

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- Currently have boilerplate language in 00190.20(f)(4) requiring e-ticketing unless waived
- Upload data to Agency's HaulHub® portal and into AASHTOWare
- HaulHub® subscription fees and Agency budget could require more changes in the future

# Oregon House Bill 4139 (2022)

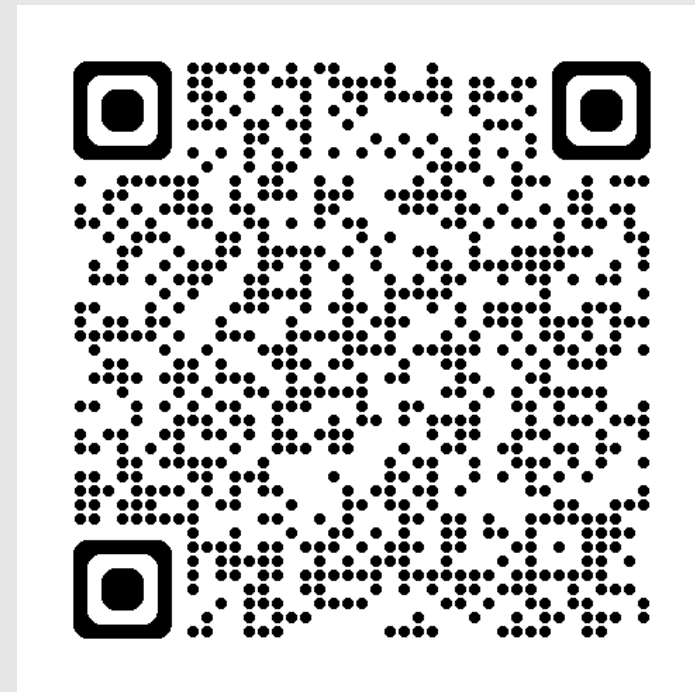
- ODOT's EPD program is now standing
- The agency to collect EPDs on asphalt, concrete and steel
- ODOT to begin analyzing the data for potential GHG reduction strategies
  - Prioritizing performance
  - Regional Variability



# Eligible Projects

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- Highway Construction Contracts with biddable items \$3M or greater
- Special Provision 00160.65
- Mixes over 2,500 tons



# For

## EPD Questions/Comments:

Contact:

**Kevin Shearmire, PE**

ODOT Sustainability Engineer

[Kevin.J.Shearmire@odot.oregon.gov](mailto:Kevin.J.Shearmire@odot.oregon.gov)

# Thank you!

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