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TRB TRANSPORTATION RESEARCH BOARD

TRB Webinar: Activating Organizational Change to Build Agency Capabilities

July 17, 2025

12:00 – 1:30 PM

PDH Certification Information

1.5 Professional Development Hours (PDH) – see follow-up email

You must attend the entire webinar.

Questions? Contact Andie Pitchford at TRBwebinar@nas.edu

The Transportation Research Board has met the standards and requirements of the Registered Continuing Education Program. Credit earned on completion of this program will be reported to RCEP at RCEP.net. A certificate of completion will be issued to each participant. As such, it does not include content that may be deemed or construed to be an approval or endorsement by the RCEP.



AICP Credit Information

1.5 American Institute of Certified Planners Certification Maintenance Credits

You must attend the entire webinar

Log into the American Planning Association website to claim your credits

Contact AICP, not TRB, with questions

Purpose Statement

This webinar will offer practical strategies to help agencies strengthen their internal capabilities and navigate evolving demands. Presenters will explore why building organizational capacity is more critical than ever, introduce tools and resources from the Advancing Capability-Based (ACB) guidance, and share real-world examples of how agencies are applying the ACB framework in practice.

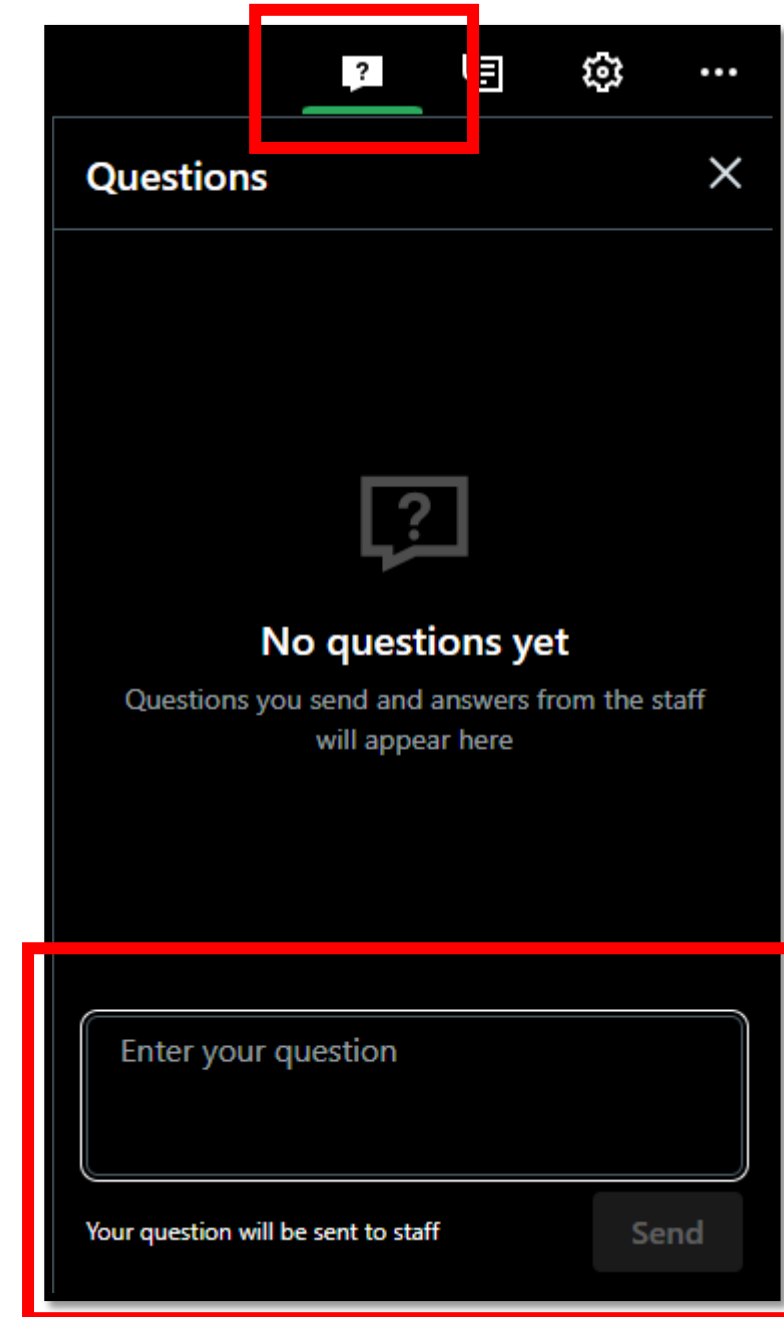
Learning Objectives

At the end of this webinar, participants will be able to:

- Describe the components of the ACB framework, including change forces, capability needs, and practical adaptation strategies;
- Access and navigate tools and resources such as the ACB Guidebook, videos, toolkits, case studies, job descriptions, and shared library; and
- Apply guidance and successful practices from the ACB framework to build and enhance agency capabilities.

Questions and Answers

- Please type your questions into your webinar control panel
- We will read your questions out loud, and answer as many as time allows



The screenshot shows a dark-themed mobile application interface for a webinar. At the top, a navigation bar contains several icons: a question mark inside a speech bubble (highlighted with a red box), a list icon, a gear icon, and a three-dot menu icon. Below the navigation bar is a header titled "Questions" with a close button (X) on the right. The main content area displays a large question mark icon and the text "No questions yet" followed by "Questions you send and answers from the staff will appear here". At the bottom, there is a text input field with the placeholder "Enter your question" (highlighted with a red box). Below the input field, the text "Your question will be sent to staff" is displayed next to a "Send" button (also highlighted with a red box).

Today's presenters



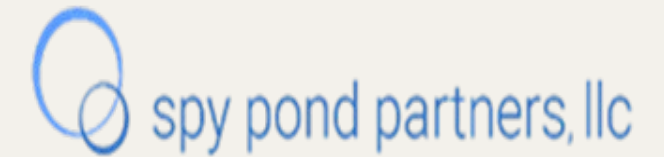
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Chris Young

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Facing Future Challenges: Why Transportation Agencies Need to Build and Enhance Capabilities Now More Than Ever

NCHRP Project 20-44(40): Implementing the Agency Capability Building Framework to Activate Organizational Change

July 17, 2025

Objective

- Understand the nature of change forces/trends impacting transportation agencies
- How these trends affect agency capabilities
- Learn about practical strategies and methods developed through the research that agencies can use for adaptation

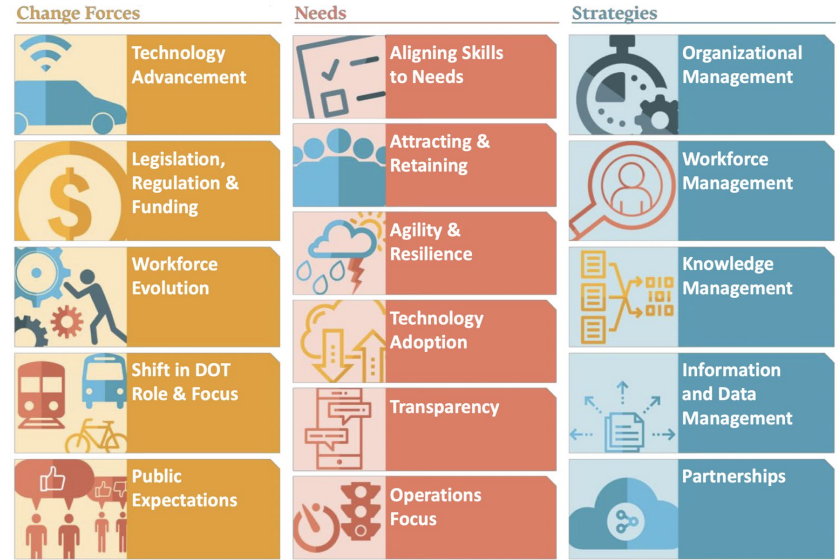
Background

NCHRP 20-24(95) Ensuring Essential Capability for the Future Transportation Agency

(completed in December 2019)

NCHRP 20-44(40) Implementing the Agency Capability Building Framework to Activate Organizational Change

(will be completed July 2025)



Capabilities: people and resources used to carry out the agency's work

Change Forces: trends facing agencies

Needs: impact of trends on agency capabilities

Strategies: mechanisms used to adapt

Agency Capability-Building Framework

Change Forces



Technology Advancement



Legislation, Regulation & Funding



Workforce Evolution



Shift in DOT Role & Focus



Public Expectations

Needs



Aligning Skills to Needs



Attracting & Retaining



Agility & Resilience



Technology Adoption



Transparency



Operations Focus

Strategies



Organizational Management



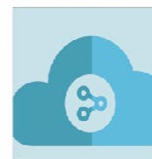
Workforce Management



Knowledge Management



Information and Data Management



Partnerships

Change Forces = Internal & External Trends Facing State DOTs

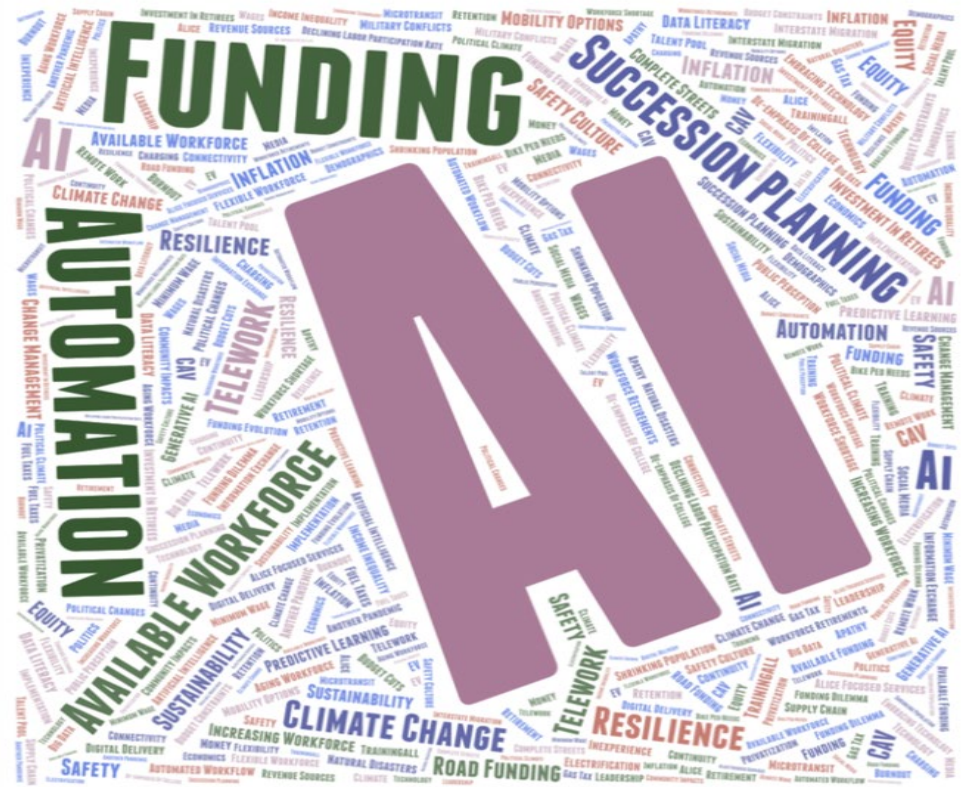


These trends impact the
DOT's ability to fulfill its
mission



Top Trends Identified During Recent Outreach

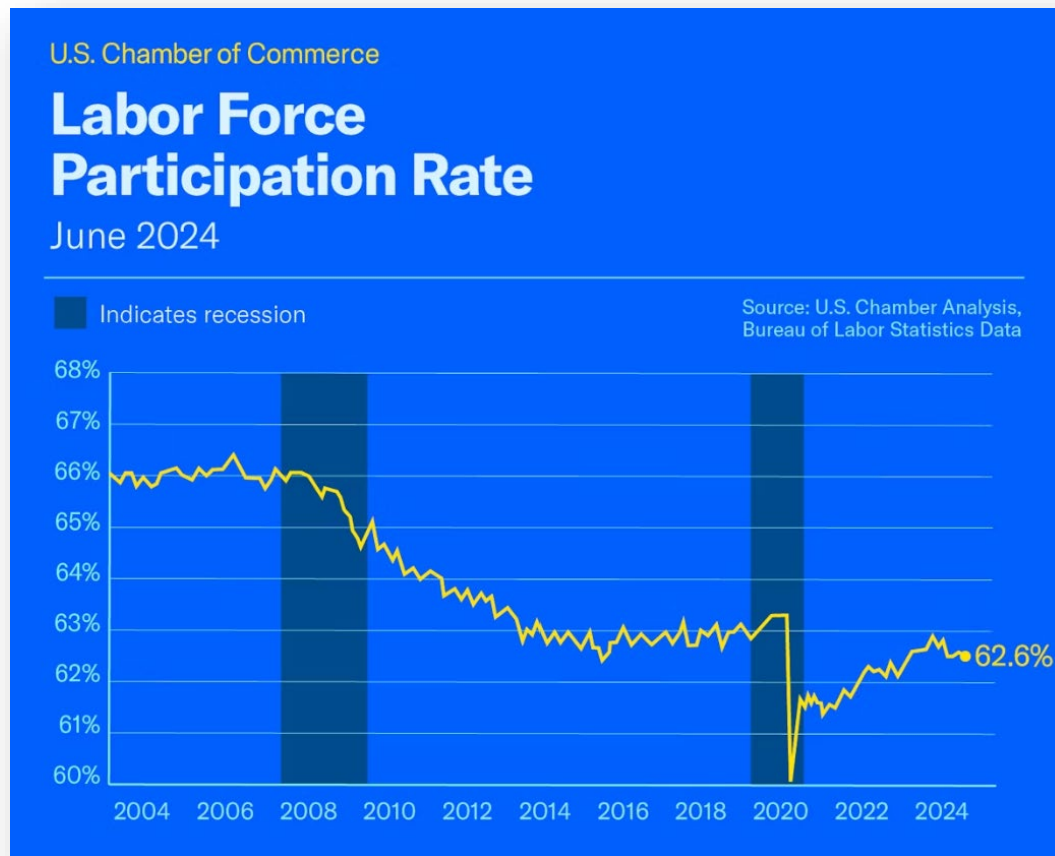
- **Technology advancement, including AI & automation**
- **Workforce, including succession planning, evolution of workforce, pipeline, skill sets**
- **Funding uncertainties**
- **Climate change and resilience building**



Top Trends: Combined Polling Results from AASHTO KM and former TRB Workforce Development and Organizational Excellence Committees

Workforce Trend

“The reality is that the labor force participation rates are unlikely to fully recover. In fact, experts estimate that the overall labor force participation rate will drop to 60.4% in 2030. Nearly three full percentage points less than the February 2020 rate.”



Source: <https://www.uschamber.com/workforce/data-deep-dive-the-workforce-of-the-future> | U.S. Chamber of Commerce ([uschamber.com](https://www.uschamber.com))

Challenges Building Organizational Capabilities

Organizational resistance to change

Lack of resources

Clear vision or objectives

Inconsistent application of methods, processes

Insufficient funding

Lack of credible metrics

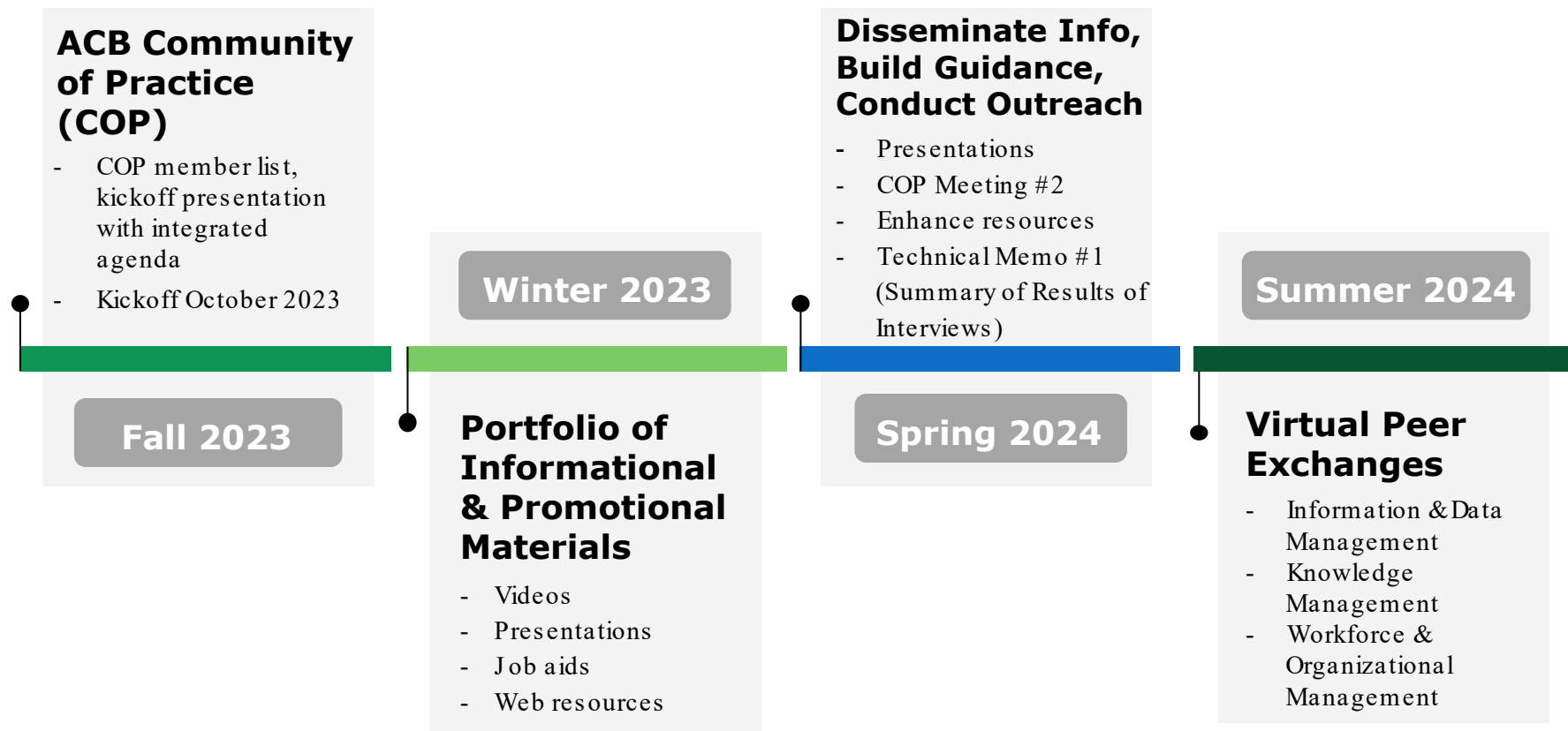
Identification of who is accountable for execution

Inability to gain attention and buy-in from line managers

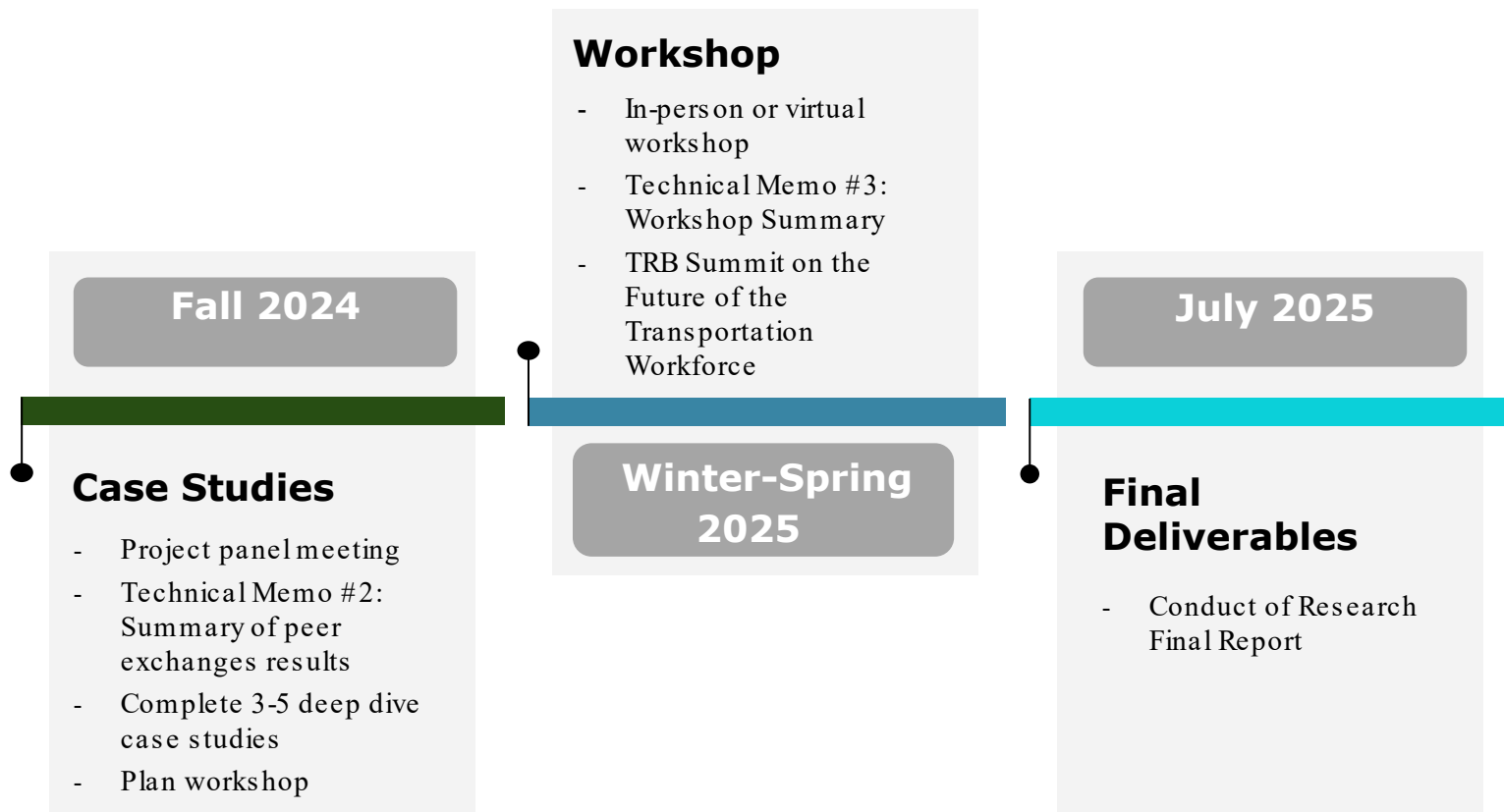
Lack of senior management support

Ineffective training approaches

Project Activities



Project Activities



Thank You

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TRB Webinar: Activating Organizational Change to Build Agency Capabilities

Exploring the ACB Guidance: Tools and Resources for Building Capabilities

NCHRP Project 20-44(40): Implementing the Agency Capability Building Framework to Activate Organizational Change

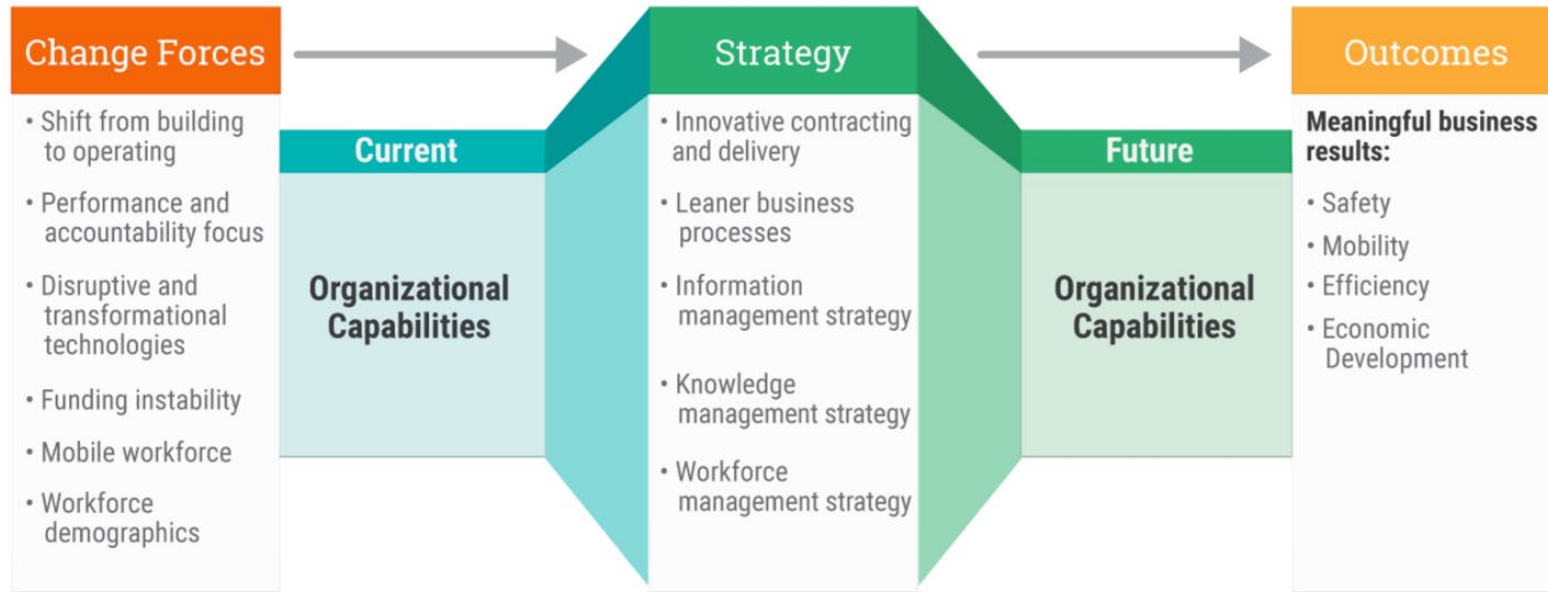
July 17, 2025

Objective

- Access the various tools and resources available:
 - ACB Guidebook
 - Videos
 - Toolkits
 - Case Studies
 - Job Descriptions
 - Shared Library

Implementing ACB Framework to Activate Organizational Change

Multiple forces create need for shift in organizational capabilities to produce meaningful business results



ACB Guide Chapters

- Chapter 1. Introduction
- Chapter 2. Agency Capability-Building Framework
- Chapter 3. Strategies
- Chapter 4. Role-Based Guidance
- Chapter 5. Situation-Based Guidance
- Chapter 6. Developing an Agency Capabilities Building Action Plan

Role

Chief Human Resources Officer



Defined

The Chief Human Resources Officer is responsible for managing all human resource planning, management, policies, and operations for the agency.

Challenges and Opportunities

In your role, what are the most critical challenges and opportunities? Looking across the agency, what capabilities are required to successfully take them on? How can you help build the necessary capabilities? The first step is to understand these challenges and opportunities in terms of the major change forces that are driving them.

Change Forces	Challenge/Opportunity	Your Responsibility
Workforce Evolution	When tenured staff retire, it creates an experience gap in the agency, as well as opportunities for introducing new skills and perspectives. At the same time, new expectations of millennials in the workforce are creating a need for new ways of selling the benefits of working in a public organization.	Attracting and Retaining. Advance agency talent acquisition and retention strategies to close experience gaps when tenured staff retire and to understand and respond to the needs of the new generation of workers.
Technology Advancement	Technology advancements impact the skills and abilities needed by the agency, but acquiring these new skills is challenging because they are also highly sought after in the private sector.	Aligning Skills to Needs. Lead the agency in developing strategies to improve the agency's competitive advantage to recruit and retain staff with technology-focused skillsets.
Shift in Role and Focus	This shift in role and focus impacts the agency knowledge, skills and abilities needed and may affect the organizational structure.	Operations Focus. Help the agency's workforce to efficiently and effectively deliver on its new business direction.
Legislation, Regulation, and Funding	Responding to new legislative requirements may require new knowledge, skills and abilities.	Agility and Resilience. Lead the agency in developing mechanisms to quickly adapt its workforce to respond to new legislative requirements.

Strategies and Resources

What strategies can you apply now to meet today's challenges and prepare for future opportunities? What resources are available to help support these efforts?

When Will Agencies Use the Guidance?

- Managing workforce transition
- Planning for CAVs and other transformational technologies
- Undertaking a major system upgrade
- Budget cuts
- Improving data for decision making
- Response to increased flooding
- New multi-modal focus that requires partnerships

Agency Capability Building		Situation-Based Guide
Situation Response to Increased Flooding		
Context The state DOT is faced with more frequent flooding events. Environmental emergencies like flooding pose a threat to the public, DOT staff and transportation infrastructure and may result in detours, congestion and closures. They have economic impacts and are difficult to address programmatically because they occur without much warning, although some locations are starting to experience recurring flooding events. In addition, they require coordination among multiple organizations and agencies.	Change Forces • Shift in DOT Role and Focus. The changing DOT role creates a shared responsibility for emergency response with multiple other entities playing a first responder role, and the DOT involved as a part of the emergency response team before, during and after emergencies occur. This requires integrated flood warning and response systems among response partners. • Public Expectations. The public generally has little understanding of steps needed to prepare for an emergency, but an expectation for a seamless public infrastructure. They need to get event warnings for transportation and non-transportation issues via a coordinated and multi-faceted approach that includes sensors, media alerts, websites, and closure of at-risk or compromised facilities. • Technology Advancement. Technology for flood monitoring has been implemented to provide advanced warning capabilities, extending the amount of time for mounting a response effort.	
What Capabilities Are Essential?		
Transparency. The agency needs to communicate with the public and other stakeholders to provide warnings, directives and to coordinate on response efforts. Agility & Resilience. An organizational capability for agility and resilience is needed to adjust for emerging issues before, during and after the event and for adjusting construction approaches to improve future resilience. Technology Adoption. The agency can use Unmanned Aerial Vehicles for flood assessment, and implement information systems and tools for predictive modeling, risk assessment, integration with inventories of critical assets, facilitation of active flood response, and support for post-disaster recovery and reimbursement activities.	Partnerships. In times of emergency, the public relies on multi-agency teams to restore their access to infrastructure networks for communications and transportation. Emergency response depends on coordination among federal agencies (for flooding, this includes the National Weather Service, US Geological Survey, the Army Corps of Engineers, NOAA and FEMA), climate and research organizations and other public sector stakeholders (such as the State Emergency Management Offices, local units of government, law enforcement agencies and the State DOT).	
		Read more 

Who Will Use the Guidance?

Agency Capability Building

Role

Chief Human Resources Officer



Role-Based Guidance

Defined

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Challenges and Opportunities

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Read more



- CEO/CIO
- CFO
- IT Director/CIO
- HR Director
- Operations Lead
- Planning Director
- Performance Management Lead
- Knowledge Management Lead

What Strategies are Included?

- Organizational Management
- Workforce Management
- Knowledge Management
- Information and Data
- Management
- Partnerships

Table 3.2 Workforce Management Strategies

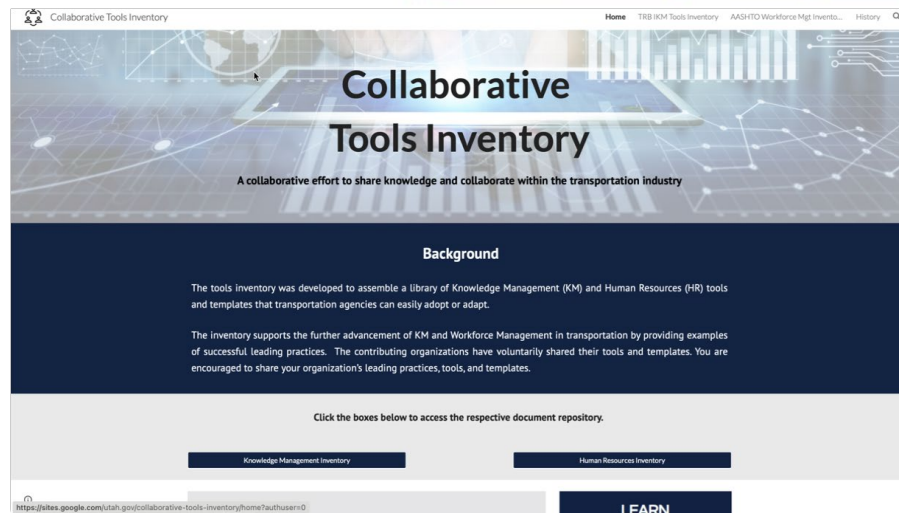
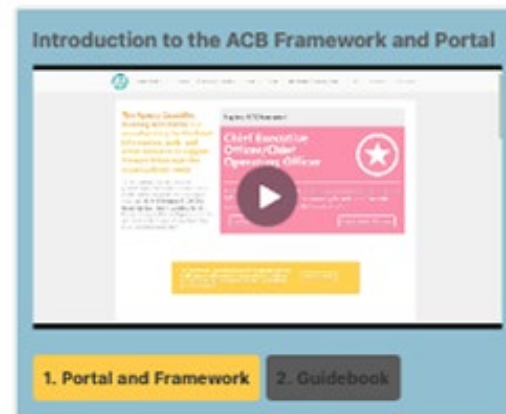
Strategy subcategory	Sample Activities	Capabilities Addressed
Strategic workforce planning	Summarize likely future retirement trajectory for key position types	Aligning Skills to Needs Technology Adoption Operations Focus
Recruitment and retention	Modify position descriptions and job postings	Aligning Skills to Needs Attracting & Retaining Workforce Technology Adoption Operations Focus
Succession planning	Identify critical positions and potential successors	Aligning Skills to Needs Agility & Resilience Technology Adoption Operations Focus
Employee engagement	Employee satisfaction surveys	Attracting & Retaining Workforce Agility & Resilience Transparency
Professional development	Leadership training	Aligning Skills to Needs Attracting & Retaining Workforce Agility & Resilience Technology Adoption Transparency Operations Focus
Outsourcing	Identify functions to outsource	Aligning Skills to Needs Agility & Resilience Technology Adoption Operations Focus

ACB Portal

- Shared Practices
- Library
- Tools
- Resources
- Community of Practice
- Online Guidebook
- Related Community Resources

Welcome to the Agency Capability Building Web Portal

Check out the latest videos introducing the ACB framework, portal, and guidebook:



<https://agencycapability.com>

Curated Resource Library

- Filter by:
 - Change force
 - Need
 - Strategy
- Sort by publication date
- Search for a specific resource, author, publisher

<https://agencycapability.com>

The Resource Library

The Resource Library lets you browse and search for resources using the ACB Framework. Resources are indexed by the relevant Change Forces, Needs, and Strategies.

Sort

Publication Date ▾ Newer first ▾

Search

Search Resources

Filters

Change Forces ▾

Needs ▾

Strategies ▾

Author

Select Author ▾

Publisher

Select Publisher ▾

Submit

Reset All Filters

Search Results

1. **Capturing Employee Knowledge at the Virginia Department of Transportation**
Virginia DOT Job Books online documentation bridges the gap between individu...
AASHTO / 2024
2. **Oklahoma Department of Transportation Transitions to 3D Design with Digital Delivery**
Oklahoma DOT's transition to the Digital Delivery Program includes the Digital ...
AASHTO / 2024
3. **Texas Department of Transportation Prepares State Workforce for Unmanned Aerial Systems (UAS)**
In 2020, TxDOT was officially charged with leading Texas' oversight and adopti...
AASHTO / 2024
4. **The Neurodiversity@Work Playbook Federal Edition**
While challenges to staffing in mission-critical areas persist, many qualified ne...
University of Washington Information School / 2024
5. **Identifying Critical Knowledge Gaps and Assessing Organizational Readiness for Improved Knowledge Management**
This report assesses TDOT's knowledge assets, KM practices, and organization...
Tennessee Department of Transportation / 2024
6. **Video: Agency Change Agents & the CDOT Innovation Challenge**
Gary Vansuch of Colorado's Department of Transportation. NCHRP 20-44(40) I...
AASHTO / 2024
Gary Vansuch
7. **Video: Texas DOT Training Program (Unmanned Aerial Systems)**
Chris Young of Texas's Department of Transportation. NCHRP 20-44(40) Imple...
AASHTO / 2024
Chris Young, Texas DOT
8. **Video: Massachusetts DOT Staffing Tool**
Tracy Osimboni of Massachusetts's Department of Transportation. NCHRP 20-4...
AASHTO / 2024
Tracy Osimboni
9. **Video: Risk Management Community of Practice at Texas DOT**
Monica Aleman-Smoot of Texas's Department of Transportation. NCHRP 20-44...
AASHTO / 2024
10. **Video: Virginia DOT Job Book Program**
Jay Styles of Virginia's Department of Transportation. NCHRP 20-44(40) Imple...
AASHTO / 2024
11. **Video: Kentucky Transportation Cabinet Highway Knowledge Portal**
Jarrod Stanley of the Kentucky Transportation Cabinet. NCHRP 20-44(40) Impl...
AASHTO / 2024
12. **Video: Wisconsin DOT Knowledge Owl**

Noteworthy Practice Videos

- **Technology & Data practices:**

- Melissa Thompson, California DOT. 2024 California Transportation Asset Management System (TAMS) **Technology Change Management.**
- Susan Thomas, Ohio DOT. **Data Literacy** Initiative.
- Tara Cullum, Oklahoma DOT. **Digital Delivery** Pursuit.
- Justin Bruner, Pennsylvania DOT. Using Technology to Make **Better Decisions.**

- **Knowledge Management practices:**

- Monica Aleman Smoot, Texas DOT. Risk Management **Community of Practice.**
- Jay Styles, Virginia DOT. **Job Books.**
- Jarrod Stanley, Kentucky Transportation Cabinet. **Knowledge Management** Program.
- Michele Grant and Tammie Rosenow, Wisconsin DOT. **Knowledge Owl.**

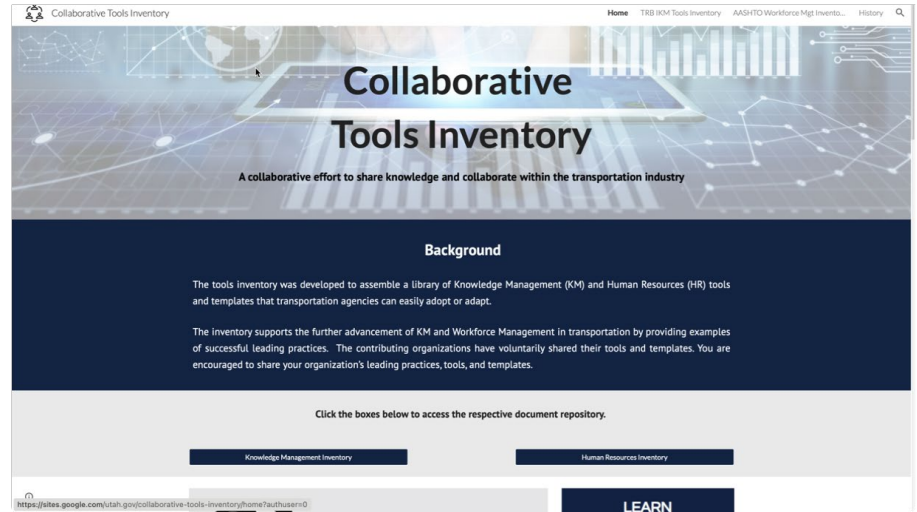
- **Workforce & Organization practices:**

- Gary Vansuch, Colorado DOT. Agency Change Agents & **Innovation Challenge.**
- Chris Young, Texas DOT. Texas DOT **Training** Program.
- Tracy Osimboni, Massachusetts DOT. **Staffing** Tool.



Collaborative Tools Inventory - Workforce Management

- **Scope: Human Resources**
- **Workforce Management tools for:**
 - **Workforce foundations**
 - **Talent lifecycle**
 - **Talent acquisition**
 - **Onboarding**
 - **Engagement & retention**
 - **Career learning & development**
 - **Offboarding**
 - **Workforce Management playbook**

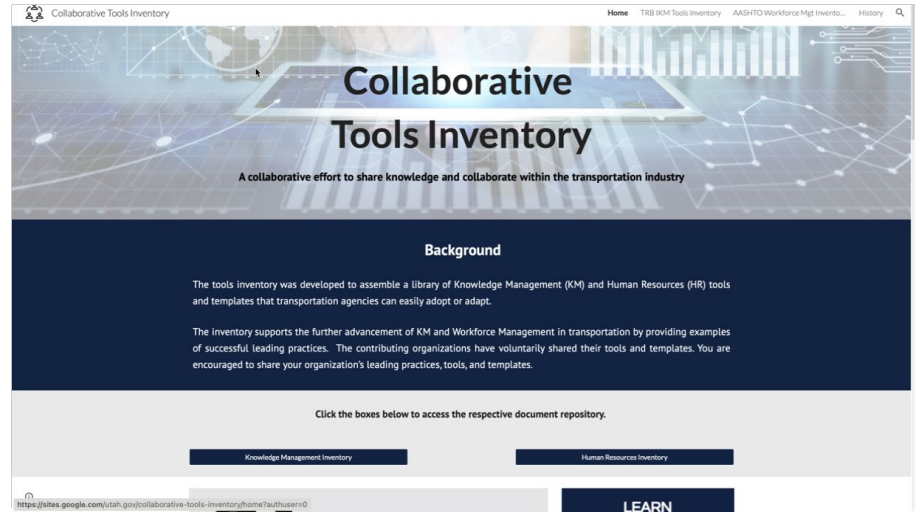


Collaborative Tools Inventory can be viewed at:

<https://www.agencycapability.com/tools/>

Collaborative Tools Inventory - Knowledge Management

- **Scope: Knowledge Management**
- **Knowledge Management tools for:**
 - Knowledge mapping
 - Knowledge capture
 - Process documentation & guidance
 - Taxonomies & ontologies
 - Personalized content delivery
 - Collaboration
 - Workforce development



Collaborative Tools Inventory can be viewed at:

<https://www.agencycapability.com/tools/>

Case Studies

- Three published case studies:
 - Texas Department of Transportation Prepares State Workforce for Unmanned Aerial Systems (UAS)
 - Capturing Employee Knowledge at the Virginia Department of Transportation
 - Oklahoma Department of Transportation Transitions to 3D Design with Digital Deliver

- Case studies can be viewed at:
<https://www.agencycapability.com/resource-type/case-study/>

INNOVATION SUCCESS:
Capturing Employee Knowledge at the Virginia Department of Transportation

VDOT
Virginia Department of Transportation

VDOT Job Books Program

63 published Job Books at VDOT

Over 900 positions documented

CHALLENGE
The Virginia Department of Transportation (VDOT) was experiencing several challenges, such as increased turnover and shifts in its workforce. There was a desire to leverage demographic shifts while maintaining productivity. This led to a pressing need to transfer knowledge to new employees and those in recently created positions, ensuring efficient onboarding and success in their roles.

INNOVATION
The Job Book Program started in 2016 to transfer knowledge from subject matter experts to new and less experienced employees. A Job Book serves as a documentary mentor for those in the position. Each Job Book is a "living document," which is updated annually and evolves as the position changes. It is not designed to provide detailed instructions on performing a job, nor does it serve as official corporate governance. Instead, Job Books link to those documents, serving as "road maps" to key resources. Often, resources are hard to find and can be in multiple locations. Job Books gather resources together into a "one-stop shop" for employees and capture valuable tacit knowledge gained through on-the-job experience. Job Books help individuals understand what they need to know, what tools and job aids are available, and who they should collaborate with internally and externally to achieve success. Job Books are available on VDOT's internal SharePoint site and include mobile-friendly technology.

Job Book content includes:

- Major responsibilities
- Key actions
- Links to resources
- Contacts
- Guidance and helpful hints

ACB Portal

CASE STUDY — NCHRP 20-44(40)
Implementing the Agency Capability Building Framework to Activate Organizational Change

spy pond partners, llc



Thank You

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TRB Webinar: Activating Organizational Change to Build Agency Capabilities

Moving from Theory to Practice: Applying the ACB Framework

NCHRP Project 20-44(40): Implementing the Agency Capability Building Framework to Activate Organizational Change

Chris Young, Texas DOT

July 17, 2025

Objective

- Learn about TxDOT case study of a successful practices for building and enhancing capabilities
- Encourage agencies to adapt and adopt the guidance for their own use

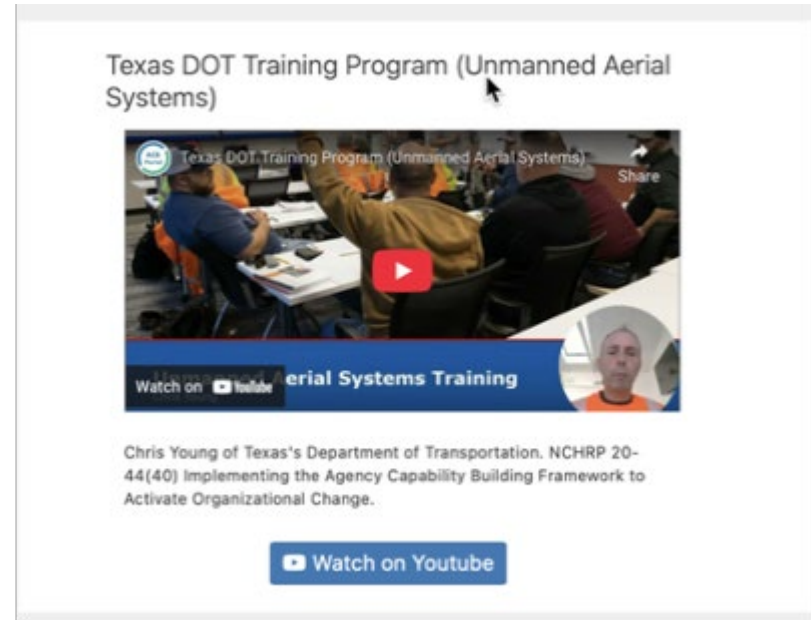
Case Study: Texas DOT Training Program (Unmanned Aerial Systems)

Case Study includes:

- Challenge
- Innovation
- Action
- Results
- Links to websites, resources, job aids, etc.

Related case study video can be viewed at:

<https://www.agencycapability.com/video/texas-dot-training-program-unmanned-aerial-systems/>



Challenge

- TxDOT charged with leading oversight and adoption of Unmanned Aerial Systems (UAS) technologies
- Three primary issues
 - Drones as remote sensing platform
 - Civilian & commercial applications
 - Oversight
- Need for quick training program

INNOVATION SUCCESS:

Texas Department of Transportation
Prepares State Workforce for
Unmanned Aerial Systems (UAS)





Unmanned Aerial Systems Training

TxDOT Unmanned Aerial System Training Program

1,000 Employees, Industry Partners

100 Unmanned Pilots

CHALLENGE

The Texas DOT (TxDOT) was officially charged with leading Texas' oversight and adoption of Unmanned Aerial Systems (UAS) technologies. This entailed three primary issues: the emergence of "drones" as a remote sensing platform, civilian and commercial applications leading the market, leading public entities behind, and public airports requiring public entity oversight. The agency aims to establish its training program as swiftly as possible to educate key agency staff participating in the program.

INNOVATION

TxDOT created an agency-wide response to this new technology and practice to address this challenge.

The agency moved forward under a tight constraint, where speed was paramount.

- Cost - Additional funds request
- Quality - TxDOT had no organic capability
- Time - Options prioritization. Interagency contract with quality training providers

The objective was to establish the training program within four weeks.



Texas Department of Transportation Training and Development





CASE STUDY - SCMP-20-46460

Successful UAS Training Program

Innovation

- **Agency-wide mobilization**
- **Used triple constraint**
 - **Cost**
 - **Quality**
 - **Time**
- **Goal - 4 week implementation**

[illegible]

Action

01

Develop internal support for the new agency-wide initiative

- SharePoint page
- Application processes and e-forms
- Physical shipping process for support materials
- External access to a third-party Learning Management System (LMS)
- Frequent communications from the Aviation Division to participants
- Outreach and communications activities at conferences and industry events
- Ongoing support to contract managers overseeing training providers

02

Update policies, manuals, processes, and procedures

- Determine the decisions needed internally for contracting.
- Implement the knowledge and change management tasks.

03

Make organizational changes and designate functional responsibilities

- Design Division - Engineering Operations managed by the Aviation Division

04

Harmonize with federal guidelines

- FAA represented an arguably new federal partner

05

Publish a public-facing website for customers and the public

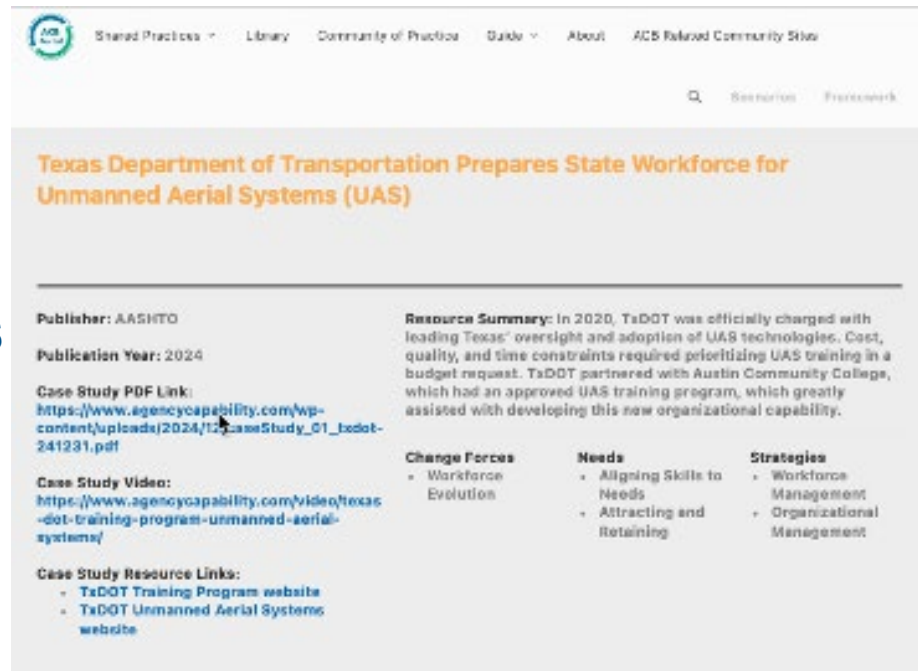
- Develop a robust TxDOT landing page, including an online flight plan webform

06

Develop new organizational capability in UAS operations

Results

- Robust organizational capability in UAS operations and oversight, meeting public expectations.
- Program is well-communicated and authoritative, with 121 licensed UAS pilots across the State
- Seamless integration of UAS technologies into department operations
- Enables new research



The screenshot displays the 'Agency Capability' website. The top navigation bar includes links for 'Shared Practices', 'Library', 'Community of Practice', 'Guide', 'About', and 'ACS Related Community Sites'. A search icon and the text 'See also' and 'Framework' are also present. The main content area features a title 'Texas Department of Transportation Prepares State Workforce for Unmanned Aerial Systems (UAS)' in orange. Below the title, the publisher is listed as 'AASHTO' and the publication year as '2024'. The 'Case Study PDF Link' is provided as https://www.agencycapability.com/wp-content/uploads/2024/12/CaseStudy_01_tdot-241231.pdf. The 'Case Study Video' link is <https://www.agencycapability.com/video/texas-dot-training-program-unmanned-aerial-systems/>. The 'Case Study Resource Links' section includes 'TxDOT Training Program website' and 'TxDOT Unmanned Aerial Systems website'. A 'Resource Summary' paragraph describes the 2020 initiative by TxDOT to lead Texas' oversight and adoption of UAS technologies, mentioning a partnership with Austin Community College. A table at the bottom lists 'Change Forces', 'Needs', and 'Strategies'.

Change Forces	Needs	Strategies
• Workforce Evolution	• Aligning Skills to Needs • Attracting and Retaining	• Workforce Management • Organizational Management

Additional Resources

- **Case Study:**

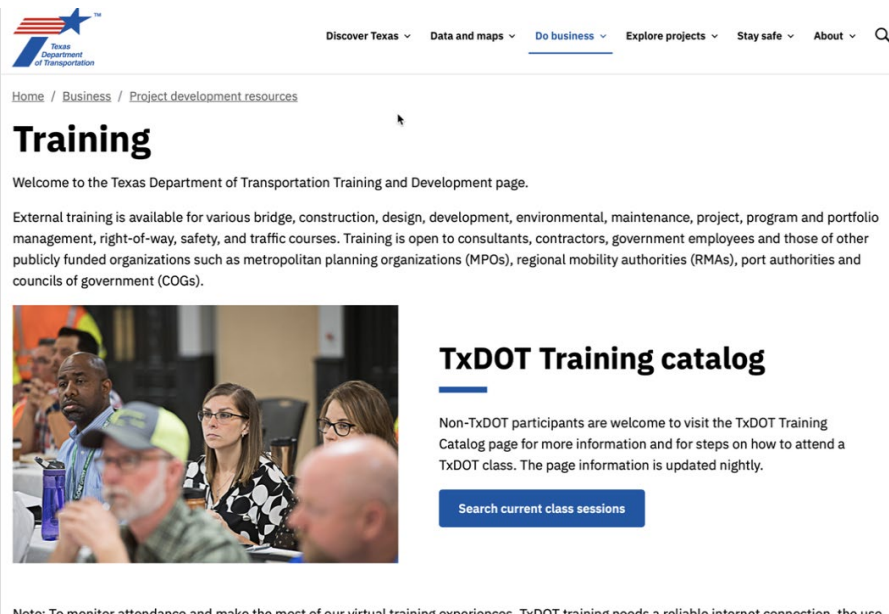
<https://www.agencycapability.com/library/txdot-unmanned-aerial-systems/>

- **TxDOT Training Program website:**

<https://www.txdot.gov/business/resources/training.html>

- **TxDOT Unmanned Aerial Systems website:**

<https://www.txdot.gov/business/aviation/uas-services.html>



The screenshot shows the TxDOT Training website. At the top is the TxDOT logo and a navigation bar with links: Discover Texas, Data and maps, Do business (highlighted), Explore projects, Stay safe, and About. Below the navigation bar is a breadcrumb trail: Home / Business / Project development resources. The main heading is "Training". A welcome message states: "Welcome to the Texas Department of Transportation Training and Development page." A paragraph follows: "External training is available for various bridge, construction, design, development, environmental, maintenance, project, program and portfolio management, right-of-way, safety, and traffic courses. Training is open to consultants, contractors, government employees and those of other publicly funded organizations such as metropolitan planning organizations (MPOs), regional mobility authorities (RMAs), port authorities and councils of government (COGs)." Below this is a photograph of a group of people in a training session. To the right of the photo is the section "TxDOT Training catalog" with a sub-header "Non-TxDOT participants are welcome to visit the TxDOT Training Catalog page for more information and for steps on how to attend a TxDOT class. The page information is updated nightly." and a button "Search current class sessions". At the bottom, a note reads: "Note: To monitor attendance and make the most of our virtual training experiences, TxDOT training needs a reliable internet connection, the use of a laptop or tablet, and a headset with a microphone."

Thank You

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Today's presenters



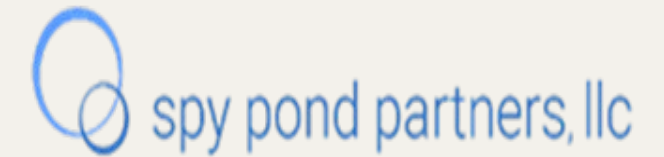
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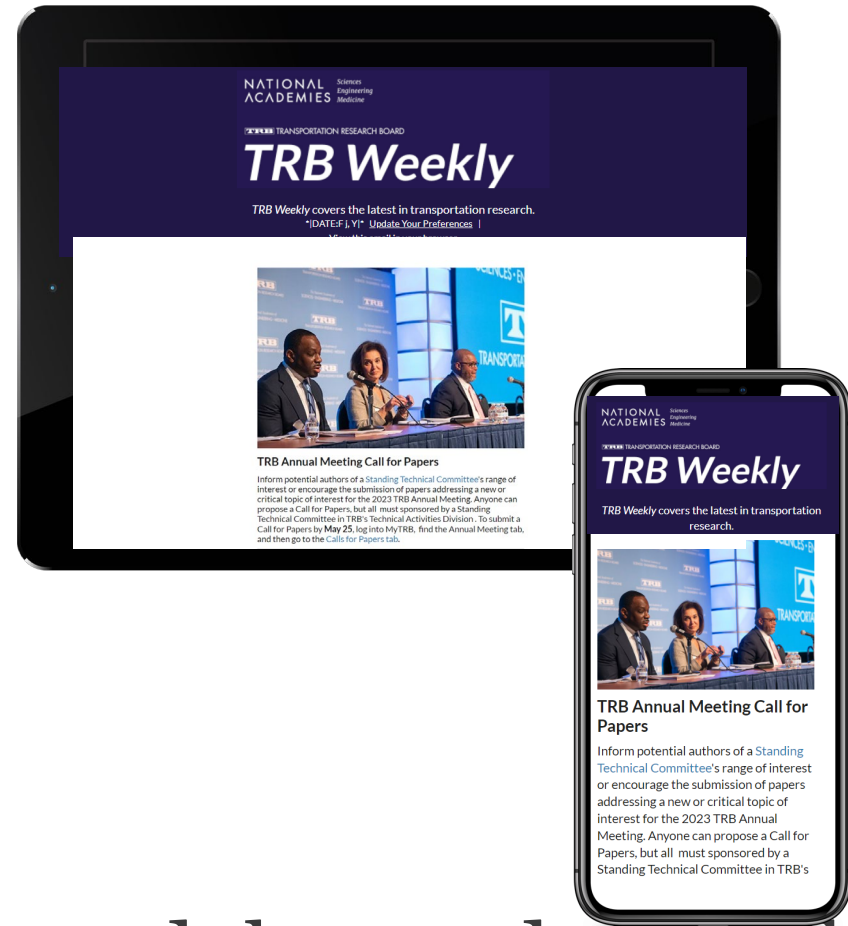
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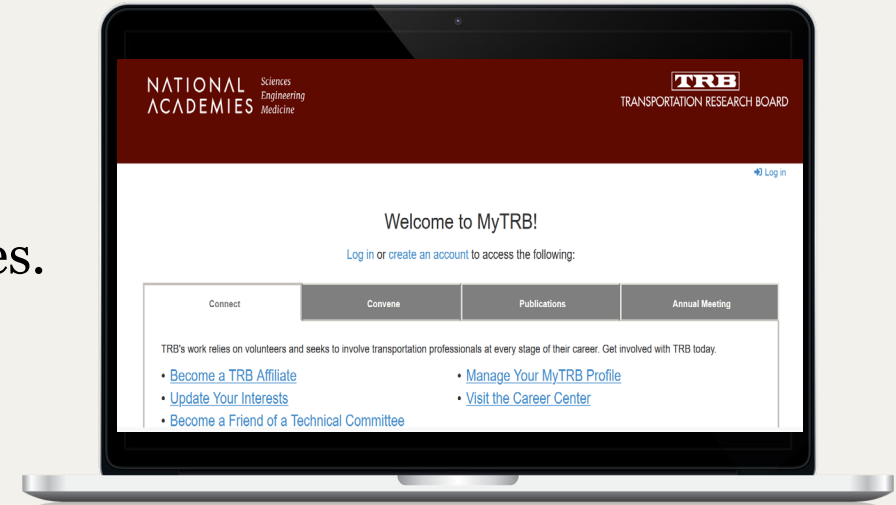


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