

DISTRICT FOUR TOUR AND REGULAR MEETING
OF THE IDAHO TRANSPORTATION BOARD

September 21-22, 2016

The Idaho Transportation Board met at 8:00 AM on Wednesday, September 21, 2016 in Twin Falls, Idaho. The following principals were present:

Jerry Whitehead, Chairman
Lee Gagner, Vice Chairman – District 6
Jim Coleman, Member – District 1
Janice B. Vassar, Member – District 2
Julie DeLorenzo, Member – District 3
Jim Kempton, Member – District 4
Dwight Horsch, Member – District 5
Scott Stokes, Chief Deputy
Sue S. Higgins, Executive Assistant and Secretary to the Board

District 4 Tour. The Board visited the College of Southern Idaho where it heard about some of the educational opportunities available at the facility. It also discussed training opportunities for ITD employees, including as part of the horizontal career path program.

The Board traveled east on I-84 to Burley where it toured Dot Foods Distribution Center. It also met with Burley Economic Development Director Doug Manning who reported on various economic activities in the area and on efforts to relocate the airport. Division of Aeronautics Administrator Mike Pape elaborated on the status of the Burley Airport. Because of restrictions at the existing facility and safety concerns, a task force reviewed potential sites for a new Mini-Cassia Airport. The preferred site is near Declo. Some factors that were considered for the new location were weather, obstructions, access, and community input. An environmental assessment will be completed and governance for the airport will be established.

The Board visited a trans-load facility being developed by Watco, and then traveled to Declo on I-84. After lunch staff demonstrated a new snowplow and provided an overview on the use of drones.

The tour continued east on I-84 to the Cotterel Port of Entry (POE) and Rest Area. Due to safety concerns with the two facilities at the same location and the short off-ramps that result in trucks backing up on the Interstate, staff is exploring moving the Port to the Declo area. The Board returned to Twin Falls via I-84 west and US-93 south.

WHEREUPON, the tour ended at 4:40 PM.

September 22, 2016

The Board convened at 8:35 AM on Thursday, September 22, 2016 at the District 4 Office, Shoshone, Idaho. All members were present. Lead Deputy Attorney General Larry Allen was also present.

Chairman Whitehead welcomed Representative Steve Miller to the meeting.

Board Minutes. Member Coleman made a motion to approve the minutes of the regular Board meeting held on August 17-18, 2016 and the minutes of the special Board meetings held on September 7, 2016 and September 12, 2016 as submitted. Member DeLorenzo seconded the motion and it passed unopposed.

Board Meeting Dates. The following meeting dates and locations were scheduled:
October 19-20, 2016 – Boise
November 17, 2016 – Boise
December 14, 2016 – Boise

Consent Items. Member DeLorenzo made a motion, seconded by Member Kempton, and passed unopposed, to approve the following resolution:

RES. NO. WHEREAS, consent calendar items are to be routine, non-controversial, self-
ITB16-40 explanatory items that can be approved in one motion; and

WHEREAS, Idaho Transportation Board members have the prerogative to remove items from the consent calendar for questions or discussion.

NOW THEREFORE BE IT RESOLVED, that the Board approves the contracts for award and contracts for rejection.

1) Contract Awards for Approval. The low bids on the following projects were more than ten percent over the engineer's estimate requiring justification. Key #10550 – Pine Road Bridge, Mountain Home Highway District. The main difference between the engineer's estimate and low bid was in the Granular Borrow, $\frac{3}{4}$ " Aggregate Type B for Base, Concrete Class 40-A Schedule Number 1 and Number 2, Dewatering Foundation, and Temporary Shoring items. Four of the items are materials items and the estimated unit prices for those items did not adequately account for the remote location of the project. It appears the bidders found it difficult to locate nearby sources and the resulting hauling costs likely increased unit prices substantially. During the bid process, it was determined that the nearest concrete supplier was approximately 90 minutes away from the project site, which also increased costs. The other two items, Dewatering Foundation and Temporary Shoring, have significant environmental restrictions and stipulations, which presumably resulted in higher bids. There were no discrepancies indicating the bid is irregular. The Local Highway Technical Assistance Council (LHTAC) and the project sponsor, Mountain Home Highway District in partnership with the Glens Ferry Highway District, recommend awarding the project. Funds for the additional costs are available through the unobligated balance in the program generated from prior year project closeouts, and the sponsor is prepared to cover the additional local share. Low bidder: Concrete Placing Company, Inc. - \$2,967,000.

Key #14012 – I-15, FY18 District 5 Guardrail: Pocatello to Inkom. The largest discrepancies between the engineer's estimate and low bid are in the Removal of Curb, Borrow, Traffic Control Operations, and Shoulder Repair items. The higher bid appears to be related to the restraints on the lane closures created by the specifications and because the guardrail cannot be placed in a continuous manner, forcing the contractor to mob in and out multiple times in

order to complete the placements. Staff recommends awarding the contract. Low bidder: Northwest Guardrail, LLC - \$1,245,000.

Key #19048 – Lomax and F Street Flashing Stop Signs, Idaho Falls. The Sidewalk, Curb and Gutter City Standard, and Special Wired Embedded LED Stop Sign were the items that varied the most from the engineer's estimate. The low bids on the Sidewalk and related Curb and Gutter City Standard items were presumably higher due to the inclusion of Americans with Disabilities' Act compatible pedestrian ramps. Additionally, the item is a relatively small quantity, which impedes efficient construction. The Special Wired Embedded LED Stop Sign item is a special provision item with electrical components and installation requirements. It appears the assumptions for utility and power hook up coordination are greater than estimated. The project is a safety enhancement. LHTAC and the City of Idaho Falls recommend awarding the project. Additional funds will mostly come from the offset of other safety projects. Low bidder: H-K Contractors, Inc. - \$171,473.

Key #19551 - FY17 District 6 Rumble Strips. The main variance between the low bid and engineer's estimate was in the Traffic Control Operations and Mobilization items. Both of these items are lump sum, which makes them harder to calculate. The higher Mobilization bid could be attributed to the distance the low bidder would have to travel to complete the project, over 2,000 miles. The District recommends awarding the contract for this safety project. Low bidder: Surface Preparation Technologies Inc. - \$289,281.

2) Contracts for Rejection. The low bids on the following projects were more than ten percent over the engineer's estimate, requiring justification. Key #11244 – East Oneida Street, Preston. LHTAC and the project sponsor, Franklin County, recommend rejecting the bids in order to modify the proposal to obtain a more favorable bid. The proposed modifications will include evaluation of the bid items to determine the confusion in the bidding process or the lack of aggregate source. Another item that seemed high per unit cost is the asphalt that they are estimating to provide three years in the future. Low bidder: Legrand Johnson Construction Company - \$6,650,414.

Key #18811 – South Boulevard Corridor Rectangular Rapid Flashing Beacon Light, Idaho Falls. LHTAC and the City of Idaho Falls wish to reject the bid in order to modify the proposal to obtain a more favorable bid. The proposed modification will include evaluation of the curb grate drainage item. The bid package proposal included providing for 181 linear feet of a curb grate drainage system. The bid for this item was the main difference in the overall project bid cost versus the engineer's estimate. Low bidder: Depatco, Inc. - \$270,621.

Informational Items. 1) Status: FY18 Appropriation Request. Several revisions to the FY18 appropriation request have been made since it was submitted to the Division of Financial Management and Legislative Services Office on September 1. Personnel costs were reduced \$115,200 for positions not expected to be refilled within twelve months. The replacement equipment budget was increased by \$300 because the request was better refined. Contract construction was reduced \$122,700 to equal the available funding.

2) State FY17 Financial Statements. Revenues to the State Highway Account from all sources were ahead of projections by 3.3% at the end of July. Of that total, receipts from the

Highway Distribution Account were 4% or \$600,000 less than forecast. State revenues to the State Aeronautics Fund were ahead of projections by 2.5%. Expenditures were within planned budgets. Personnel costs had a savings of \$1.9 million or 14% due to vacancies and timing between a position becoming vacant and being filled.

The balance of the long term investments was \$109.8 million at the end of July. These funds are obligated against construction projects and encumbrances. Based on cash balances and anticipated cash flow requirements, it is anticipated that additional resources will be invested in this account in September. Expenditures in the Strategic Initiatives Program Fund for the month of July were \$2.1 million.

3) Monthly Reporting of Federal Formula Program Funding through August. Idaho received notice of \$21.8 million of Redistribution of Obligation Authority Not Used By Other States. This revenue plus the addition of Apportioned Exempt obligation authority provides \$297.1 million federal formula obligation authority for the year. This corresponds to \$296.3 million with match after a reduction for indirect costs. Idaho received its full year of apportionments in the amount of \$290.7 million. Obligation authority is 102.2% of apportionments. Of the \$296.3 million allotted, \$40 million in funding remains.

4) Non-Construction Professional Service Contracts Issued by Business and Support Management (BSM). The BSM Section processed one professional service agreement for \$6,500 during the previous month.

5) Contract Awards and Advertisements. Key #13442 – Intersection Thain Road and Powers Avenue, Lewiston, District 2. Low bidder: Crea Construction, Inc. - \$1,693,825.

Key #13907 – FY16 Capital Maintenance, Ada County Highway District, District 3. Low bidder: C & A Paving Company, Inc. - \$403,624.

Key #18736 – Merkle and Tanner Lane Intersection Improvements, District 5. Low bidder: Knife River Corporation – Northwest - \$152,682.

Key #12436 – I-15, FY17b District 5 Bridge Repair. Low bidder: D L Beck Inc. - \$2,147,633.

Key #19564 – SH-28, Mud Lake to Salmon, District 6. Low bidder: H-K Contractors, Inc. - \$3,250,777.

Key #19459 – SH-32, Tetonia to Ashton, District 6. Low bidder: H-K Contractors, Inc. - \$696,906.

The list of projects currently being advertised was provided.

6) Professional Services Agreements and Term Agreement Work Tasks Report. From August 1 through August 31, 30 new professional services agreements and work tasks were processed, totaling \$2,647,268. Three supplemental agreements to existing professional services agreements were processed during this period in the amount of \$88,700.

7) Annual Report on Railway-Highway Crossing Program. The Department receives \$250,000 annually for projects in the Highway Safety – State Rail Program and to use for match for projects in the federal Highway Safety - Federal Rail Program. The goal of these two programs is to reduce the number and severity of vehicle-train collisions at public railroad-highway crossings. The Fund also provides \$25,000 to support public education and safety programs that promote awareness of public safety at railroad grade crossings. Twelve railroads operate in Idaho with approximately 1,450 public rail-highway crossings. In 2015, the five-year fatality average was 2.2.

8) Six Year Capital Facilities Program. ITD owns and operates approximately 600 office buildings, maintenance buildings or sheds, and yard sites. The facilities program is funded with operation funds. Money is allocated in two areas: districts and headquarters capital building and statewide and aeronautics alterations and repairs. The first year of the six-year program reflects the projects funded using the past fixed annual appropriation of \$3,280,000. FY18 addresses current facility needs statewide as requested in the FY18 budget request to replace or modify facilities to ensure efficient and ongoing critical winter operations. The FY19 expenditure addresses the replacement of the District 4 administrative office. Starting in FY20, a more fluid and focused program that identifies facility needs on an annual basis is being implemented.

Director's Report. In Director Brian Ness's absence, Chief Deputy Stokes reported on Department activities. He thanked District 4 for the interesting tour yesterday. The US-20, Broadway Bridge in Boise was opened on September 9. The National Association of State Aviation Officials presented an award to ITD for its Aviation Career Academy. He thanked the Division of Motor Vehicles and Highway Safety Office for manning booths at the Western Idaho State Fair to provide education and promote highway safety.

Chief Operations Officer Jim Carpenter said all of the projects funded with surplus eliminator funds have been awarded and \$22 million of the \$56 million have been paid out. The project delivery schedule is behind; however, that was anticipated due to the additional revenue received in FY15. Clean-up work on the SH-14 slide has been completed and the route is open without restrictions.

District 4 Report. District 4 Engineer (DE) Devin Rigby said the District's winter mobility was 80%, exceeding the goal of 60%. All of the District's FY16 projects funded with the additional revenue from House Bill312a are under construction. Four of the 20 FY17 projects have been delivered to date. He expects the entire FY17 Program to be delivered by May. DE Rigby also highlighted several of the District's innovations.

Chairman Whitehead commended DE Rigby for the District's accomplishments and for the interesting tour yesterday.

District 4 Office Reconstruction. DE Rigby summarized the District 4 Administrative Building Report. The original office building was constructed in the 1950s with several additions made to it since then. The Twin Falls maintenance shed also houses staff. The current facility is outdated and is in need of major remodeling. The study addressed the workforce and the costs of remodeling, constructing a new building, and leasing. It also looked at the employee, geographic, and population center data. The cost of remodeling the existing building is estimated at \$4.2

million, constructing a new facility in Shoshone is projected to cost \$3.8 million, and building a new office at a different site is estimated at \$4 million. Other locations considered in the study were the Jerome Crossroads, near the northwest intersection of I-84 and US-93; downtown Jerome; and at the intersection of Addison and Blue Lakes Boulevard in Twin Falls.

Member Kempton noted that ITD has approximately 100 acres near the I-84 and US-93 intersection. He asked if there would be additional costs to construct a facility at that location. DE Rigby responded that there would be costs for items such as an access road and utilities; however, those costs have not been refined yet.

In response to other questions, DE Rigby confirmed that 7 of the 58 employees working in the administrative building currently live in Shoshone, and the maintenance shop will stay in Shoshone regardless of where the administrative office is located.

DE Rigby said if the administrative building is relocated, the overall economic impacts to the City of Shoshone and Lincoln County appear to be minimal. Those impacts may be offset if another entity relocates to the existing site. The next steps include meeting with local government officials and legislators and seeking comments from the public and employees. He intends to present a recommendation to the Board before the end of the year.

Member Coleman noted that when he joined the Board in 2007, funds were included in the Department's budget to build a new administrative office in Shoshone; however, due to the recession, the Board redirected those funds to highway projects. He believes the current building is inefficient and supports constructing a more functional, efficient office. Member Vassar added that remodeling the existing building would be disruptive to staff.

Member Horsch expressed concern with moving the facility out of Shoshone. He supports small communities and knows relocating may have an adverse impact to Shoshone. DE Rigby concurred and said that in addition to gathering comments on the proposal, the next steps will also look at mitigation to the community. Member Horsch added that the location of the facility will be critical to recruiting future employees.

Chairman Whitehead thanked DE Rigby for the thorough presentation.

Delegation – Lincoln County and City of Shoshone. Lincoln County Commissioner Cresley McConnell thanked the Board and staff for their service to the state. The County appreciates the District's partnership. He read the District 4 Administrative Building Report and noticed constructing a new building in Shoshone would be cheaper than constructing a new facility at a different location. Although he understands that the Board's decision will be based on what it believes is best for ITD, he asked it to consider potential impacts to Lincoln County.

City of Shoshone Council Member Tammy Swaner thanked the Board for its time. She acknowledged that improvements are needed to the administrative building. She is concerned with impacts to Shoshone if the District 4 Office is moved. She said the District Office is important to the community and encouraged the Board to keep the facility in Shoshone.

Chairman Whitehead thanked Commissioner McConnell and Council Member Swaner for their comments, which will be taken under advisement. He also thanked them for their service.

Toward Zero Deaths Award. Highway Safety Manager (HSM) John Tomlinson congratulated Idaho State Police (ISP) and Blaine County for having zero traffic fatalities in Blaine County in 2015. He expressed appreciation for their partnership. He also recognized ISP Commercial Vehicle Specialist Bruce Sweat as the newest law enforcement liaison. HSM Tomlinson believes Officer Sweat's background in commercial motor vehicles will be valuable.

The Board members congratulated the delegation for their accomplishment, noting the numerous tourists in Blaine County and the various behaviors that can lead to motor vehicle crashes. They thanked the gentlemen for their service and expressed appreciation for adding a law enforcement liaison with a commercial motor vehicle background.

Update on the 80 Mile Per Hour (MPH) Speed Zones, I-15, I-84, and I-86. Blake Rindlisbacher, Division of Engineering Services Administrator (DESA), reported on observations of the 80 MPH speed limit, which was approved on portions of Idaho's southern interstates in 2014. The 85th percentile speeds are now 82 to 84 MPH. This compares to 85th percentile speeds of between 78 and 81 MPH when the speed limit was 75 MPH. The differential speeds between light and heavy vehicles have remained relatively constant, with the observed differential speeds between 9 and 13 MPH. Prior to the speed limit changes, the differential in average speeds was between 9 and 11 MPH. Three to five years of crash data is desirable to establish a trend. When 2015 reported crashes are compared to 2011 to 2013 crashes, trends in the number of crashes and crash rates are similar. DESA Rindlisbacher added that in reviewing the 2015 crash data, the severity rate appears to be increasing; however, that occurred nationwide. The severity rate also increased on I-90 in Idaho where the speed limit did not change. Staff will continue to monitor the crash data, but at this time, there is no indication that speed is a cause or concern.

Chairman Whitehead thanked DESA Rindlisbacher for the informative report.

Environmental Justice Plan. Equal Employment Opportunity/Disadvantaged Business Enterprise Program Manager Diane Steiger presented the 2017-2019 Environmental Justice Plan. Title VI of the 1964 Civil Rights Act and President's Executive Order 12898 Environmental Justice identify specific populations that are to be considered when planning transportation projects. Specific reporting requirements make participation in transportation planning and project development more inclusive of diverse communities. By including concerns of these special populations, the needs of all groups and individuals regardless of race, age, income, etc. can be identified and addressed. The plan provides guidance for ITD staff, the public, consultants, and jurisdictional partners when conducting Title VI and environmental justice activities. The approach is to identify, engage, and address the needs of protected populations in the development of statewide policy, facility, local, and regional transportation systems. ITD's goal is to be inclusive of all groups and achieve greater consistency and more systematic Title VI and environmental justice project analyses and reporting.

Chairman Whitehead thanked Ms. Steiger for the overview on the plan.

Recommended FY17-21 Idaho Transportation Investment Program (ITIP). Joel Drake, Financial Manager – Financial Planning and Analysis, presented the recommended FY17-21 ITIP. He reviewed changes to the Program since the draft was presented in June. The average available funding is \$421.8 million annually, while \$417.1 million is programmed for projects each year. Upon approval of the ITIP, staff will ensure that the metropolitan planning organizations' Transportation Improvement Programs are mirrored in the document and then submit it to the Federal Highway Administration, the Federal Transit Administration, and the Environmental Protection Agency for approval.

Vice Chairman Gagner made a motion, seconded by Member Vassar, to approve the following resolution:

RES. NO. WHEREAS, it is in the public's interest for the Idaho Transportation Department
ITB16-41 to publish and accomplish a current, realistic, and fiscally constrained Idaho
 Transportation Investment Program (ITIP); and

WHEREAS, it is the intent of the Idaho Transportation Board to effectively utilize all available federal, state, local, and private capital investment funding; and

WHEREAS, the 2016 Fixing America's Surface Transportation (FAST) transportation act requires that a fiscally constrained list of projects covering a 4-year minimum be provided in a statewide transportation improvement program; and

WHEREAS, the Divisions of Highways and Aeronautics have recommended new projects and updated the costs and schedules for projects in the Recommended FY17-21 ITIP; and

WHEREAS, the recommended FY17-21 ITIP was developed in accordance with all applicable federal, state, and policy requirements, including adequate opportunity for public involvement and comment; and

WHEREAS, the recommended FY17-21 ITIP incorporated public involvement and comment whenever appropriate while maintaining a fiscally constrained Program; and

WHEREAS, it is understood that continued development and construction of improvements are entirely dependent upon the availability of future federal and state capital investment funding in comparison to the scope and costs of needed improvements.

NOW THEREFORE BE IT RESOLVED, that the Board approves the Recommended FY17-21 Idaho Transportation Investment Program, which is on file in the Office of Financial Planning and Analysis; and

BE IT FURTHER RESOLVED, that staff is authorized to submit the federal version of ITIP (the Statewide Transportation Improvement Program) for federal approval in accordance with the provisions of FAST.

Public Involvement Coordinator Adam Rush summarized the public involvement process. A total of 294 comments were received on a variety of projects during the public comment period from July 1 through August 26. Due to technical difficulties with the interactive on-line comment site, the public comment period was extended. The majority of comments, 189, expressed support to advance the US-20/26 widening project in District 3. Forty-one comments from District 6 supported wildlife mitigation measures on US-20.

The Board expressed support for the data-driven approach to identify projects for funding.

The motion passed unopposed.

Executive Session on Legal Issues. Member Vassar made a motion to meet in executive session at 11:25 AM to discuss legal issues as authorized in Idaho Code Section 74-206 (d) and (f). Member Coleman seconded the motion and it passed 6-0 by individual roll call vote.

Discussions were held on legal matters.

The Board came out of executive session at 1:05 PM.

WHEREUPON, the Idaho Transportation Board's regular monthly meeting officially adjourned at 1:05 PM.

signed

JERRY WHITEHEAD, Chairman
Idaho Transportation Board

Read and Approved
October 20, 2016
Boise, Idaho