

DISTRICT FOUR TOUR AND REGULAR MEETING  
OF THE IDAHO TRANSPORTATION BOARD

September 20-21, 2017

The Idaho Transportation Board met at 9:00 AM on Wednesday, September 20, 2017 in Hailey, 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  
Jim Kempton, Member – District 4  
Dwight Horsch, Member – District 5  
Sue S. Higgins, Executive Assistant and Secretary to the Board

District 4 Tour. The Board visited the Mountain Rides Bellevue Facility. It toured the facility constructed in 2016 and learned about the services Mountain Rides provides.

The Board traveled to Hailey City Hall where it was briefed on recently-completed projects and needed improvements. The Board also heard about the extensive bicycle path in the valley and the importance of alternative modes of transportation.

The Board visited the recently-completed SH-75, Big Wood River Bridge. Near the SH-75, Trail Creek Bridge, District 4 Engineer (DE) Devin Rigby summarized the needed improvements in that area, which is a potential GARVEE corridor. Senator Michelle Stennett joined the Board at City Hall and at the bridges.

WHEREUPON, the tour ended at 2:30 PM.

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The Board convened at 8:40 AM on Thursday, September 21, 2017 at the District 4 Office in Shoshone, Idaho. All members were present except Julie DeLorenzo, District 3. Deputy Attorney General Larry Allen was present.

Board Minutes. Vice Chairman Gagner made a motion to approve the minutes of the regular Board meeting held on August 16-17, 2017. Member Vassar seconded the motion and it passed unopposed.

Board Meeting Dates. The following meeting dates and locations were scheduled:

October 12, 2017 – Boise  
November 16, 2017 – Boise  
December 14, 2017 – Boise

Consent Items. Vice Chairman Gagner requested more information on the potential I-15 oasis rest area and closure of the Blackfoot Rest Area, which was approved at last month's

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meeting. He said the buildings are in good condition and the facility appears to be functioning well. Member Horsch believes the septic system is nearing capacity. Chief Operations Officer Travis McGrath said he will provide additional information on this proposal.

Member Vassar made a motion, seconded by Member Horsch, and passed unopposed, to approve the following resolution:

RES. NO. WHEREAS, consent calendar items are to be routine, non-controversial, self-  
ITB17-42 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 update of Safety Rest Areas and Oasis Partnerships; the addition of Local, Pedestrian Safety Countermeasure Workshop to the Idaho Transportation Improvement Program; the contract with JUB Engineers for funds to exceed \$1,200,000; the Hammett Business Loop and Union Pacific Railroad Bridge; the East 1300 North, Ora Bridge, Fremont County – HDR Extension; contracts for award; US-95, SH-53 Interchange, Garwood Road Grade Separation and Frontage Roads; and US-95, Granite North and Frontage Roads.

1) Update of Safety Rest Areas and Oasis Partnerships. District 4 requests approval to pursue an Oasis Partnership Rest Area on I-84 at either Exit 173 or Exit 182. If the partnership is successful, the Jerome Rest Area would be closed. The updated Safety Rest Areas and Oasis Partnerships Program, including this proposal, is shown as Exhibit 487, which is made a part hereof with like effect.

2) Add Local, Pedestrian Safety Countermeasure Workshop to the approved FY17-21 Idaho Transportation Improvement Program (ITIP). Idaho received an FY17 State Transportation Innovation Councils incentive grant of \$35,000 plus match to host a two-day demonstration workshop on pedestrian safety countermeasures to local governments. Staff requests the addition of the Local, Pedestrian Safety Countermeasure Workshop to the FY17-21 ITIP in the amount of \$43,750.

3) Contract with JUB Engineers for Funds to Exceed \$1,200,000. Staff requests increasing the contract with JUB from \$1,200,000 to \$1,950,000 for additional work on the Design Build Bridge Replacements 654B project, key #20309. The additional work is to support the construction of 654 Design Build, including reviewing the structural submittals, supporting environmental work, continuing efforts to write a Biological Assessment, and supporting materials testing.

4) Hammett Business Loop and Union Pacific Railroad (UPRR) Bridge. The SH-78 and I-84 Business, Hammett Business Loop and UPRR Bridge projects, keys #13930 and #13947, are to be constructed next year. During the design process, the need to correct the safety and operation of the I-84 Business/Cold Springs Road and Old US-30 intersection and lengthen the span of the UPRR Bridge to accommodate two future tracks rather than the one future track that

was originally expected was identified. Staff requests authority to exceed the consultant agreement amount of \$1,000,000 by \$50,000 with HDR to provide the additional services.

5) East 1300 North, Ora Bridge, Fremont County – HDR Extension. HDR was selected in 2010 to perform engineering design services for the East 1300 North, Ora Bridge project, key #12122. The contracted services for the bridge replacement project included full design through Plans, Specifications, and Estimates submittal. The environmental document, approved in 2013, included wetland mitigation to be purchased from a wetland bank. The anticipated wetland bank is not available, so a study must be completed to determine other mitigation alternatives. The Local Highway Technical Assistance Council (LHTAC) requests additional services from HDR for the mitigation alternatives. The current value of the contract is \$1,046,300. The additional services are estimated to cost \$12,500; thus, LHTAC and staff requests approval to exceed the \$1,000,000 limit for consultant work for the referenced project.

6) Contract for Award. The low bid on key #13977 – US-93, 500 South Road, Jerome County, District 4, was more than ten percent over the engineer's estimate, requiring justification. The major differences between the engineer's estimate and low bid were in the Concrete Paving, Asphalt Treated Permeable Base, Advance Warning Detection System, and Special Fiber Optic Cable items. Staff believes the engineer's estimate on the Concrete Paving item was bid too low for the quantity. The Advance Warning Detection System and Special Fiber Optic Cable items are specialty items that the District did not have good data on to prepare the engineer's estimate. It appears the fiber optic cable installation will require more in depth special work than what was originally anticipated due to the nature of the vault layout in the field. Based on the analysis, the District has not identified errors or omissions that would warrant revisions to the proposal and recommends awarding the contract. Low bidder: Staker & Parsons DBA Idaho Materials Construction - \$2,896,576.

7) US-95, SH-53 Interchange, Garwood Road Grade Separation and Frontage Roads. Staff is preparing a Request for Proposal to hire an engineering firm or team through a Qualification Based Selection process to develop the US-95, SH-53 Interchange, Garwood Road Grade Separation, and Frontage Roads project, key #20749. The contract for design services is estimated to cost \$4,400,000. Staff requests authority to amend the FY17-21 approved ITIP to include this project, contingent on the Kootenai Metropolitan Planning Organization approving the project in its Transportation Improvement Program, and to exceed the \$1,000,000 limit for a design services contract.

8) US-95, Granite North and Frontage Roads. The GARVEE Program Office is preparing a Request for Proposal to hire an engineering firm or team through a Qualification Based Selection process to develop the US-95, Granite North and Frontage Roads project, key #20747. The contract for design services is estimated to cost close to \$2 million. Staff requests authority to amend the FY17-21 approved ITIP to include this project and to exceed the \$1,000,000 limit for a design services contract.

Informational Items. 1) State FY18 Financial Statements. Revenues to the State Highway Account from all sources were ahead of projections by 5.1% at the end of July. Of that total, receipts from the Highway Distribution Account were 3% or \$503,000 more than forecast. State revenues to the State Aeronautics Fund were ahead of projections by 5.9%, or \$11,000.

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Expenditures were within planned budgets. Personnel costs had a savings of \$1.6 million or 16% due to reserves for horizontal career path increases, vacancies, and timing between a position becoming vacant and being filled. Contract construction cash expenditures of \$48.5 million for July exceeded any from the past three years.

The balance of the long term investments was \$162.5 million at the end of July. These funds are obligated against construction projects and encumbrances. The long term investments plus the cash balance of \$95.8 million is \$14 million less than the end of June. Expenditures in the Strategic Initiatives Program Fund for the month of July were \$3.1 million. July was also the first month of deposits into the new Transportation Expansion and Congestion Mitigation Fund. Those deposits were \$1.4 million.

2) Monthly Reporting of Federal Formula Program Funding through August. Idaho received Redistribution of Obligation Authority Not Used by Other States of \$21.3 million on August 31. This brings the total obligation authority through September 30 to \$294.5 million. This corresponds to \$295.1 million with match after a reduction for prorated indirect costs. Apportionments through June 30 were \$295.1 million, which includes Redistribution of Certain Authorized Funds. This is \$1.5 million less than in the FY17 Fixing America's Surface Transportation Act apportionment tables. Program allotments have been reduced accordingly. Currently, obligation authority is 99.8% of apportionments. Of the \$295.1 million allotted, \$33.6 million remains.

3) Status: FY19 Appropriation Request. The FY19 appropriation request was submitted to the Division of Financial Management and Legislative Services Office on September 1. Several revisions were made since the Board approved it last month. The estimated revenue was increased \$1.6 million due to an expected increase in federal funds and Transportation Expansion and Congestion Mitigation Fund receipts. Expenditures were also increased \$1.6 million for items such as replacement equipment due to refined needs and cost estimates, federal pass-through funds from the FY19 Fixing America's Surface Transportation Act apportionments, and additional funds available for contract construction. The total program funding is \$764.1 million.

4) Non-Construction Professional Service Contracts Issued by Business and Support Management (BSM). The BSM Section processed one professional service agreement for \$432,784 in August.

5) Contract Awards and Advertisements. Key #19657 – FY17 Durable Pavement Markings, Bonner County, District 1. Low bidder: Specialized Pavement Markings, Inc. - \$73,926.

Key #20299 – US-30, Intersection Philbin Road, Pocatello, District 5. Low bidder: Angle & Associates - \$502,199.

The list of projects currently being advertised was provided.

6) Professional Services Agreements and Term Agreement Work Tasks Report. From July 28 through August 31, 30 new professional services agreements and work tasks were

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processed, totaling \$4,900,038. Three supplemental agreements to existing professional services agreements were processed during this period in the amount of \$47,800.

7) Annual Report on Railway-Highway Crossing Program. ITD 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 1,460 public rail-highway crossings. In 2016, the five-year fatality average was 2.

Recommended FY18-24 Idaho Transportation Investment Program (ITIP). Joel Drake, Financial Manager – Financial Planning and Analysis, presented the recommended FY18-24 ITIP. He reviewed changes to the Program since the draft was presented in June. The average available funding for surface transportation projects is \$465.2 million annually, while \$447.6 million is programmed 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. He also mentioned that it appears the damaged District 3 Shop that he reported on last month will need to be replaced. Although staff is still gathering information, he expects to present an FY18 budget supplemental request for almost \$4 million to the Board next month.

Public Involvement Coordinator Adam Rush summarized the public involvement process. A total of 437 comments were received on a variety of projects during the public comment period from July 1 through August 1. The majority of comments, 343, regarded widening US-20/26 in District 3. A number of statewide comments were also submitted in support of wildlife mitigation measures.

Member Coleman referenced the extensive support to widen US-20/26. He asked if the City of Meridian or Ada County Highway District (ACHD) collect impact fees. Chairman Whitehead said that ACHD collects impact fees. Member Coleman believes the congestion on US-20/26 is due to development in the area. He suggested partnering with local public agencies to help fund the needed improvements, as ITD cannot collect impact fees. DAG Allen added that Idaho Code provides a mechanism for local entities to share impact fees with the Department. Chairman Whitehead concurred that staff should explore that partnership.

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

RES. NO.       WHEREAS, it is in the public's interest for the Idaho Transportation Department  
ITB17-43       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) 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 FY 2018 - 2024 ITIP; and

WHEREAS, the Recommended FY 2018 - 2024 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 FY 2018 - 2024 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 FY 2018 - 2024 ITIP, 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; or STIP) for federal approval in accordance with the provisions of FAST.

Statewide Salt Contract. Business and Support Manager (BSM) Michelle Doane said a salt contract was issued in August 2016. In January, the vendor asked for a \$10 per ton increase because the quantities in the contract had been exceeded. That contract was discontinued because no more orders could be placed. The Department used various vendors until the new contract was executed in June. The current statewide contract does not have a cap on quantity. The vendor may request a price increase in subsequent years.

Chairman Whitehead thanked BSM Doane for the additional information.

Division of Motor Vehicles (DMV) – Major Focus Areas. Motor Vehicles Administrator (MVA) Alberto Gonzalez summarized his focus areas for DMV. Providing support to the counties will be a priority, along with releasing an optional Real ID compliant driver's license by January 1, 2018 and continuing the modernization effort. He wants to build on the progress that has been made through the reorganization of the Division. The focus on the main objectives should result in improvements in performance and customer service. He also intends to address the change fatigue that staff is experiencing; establish, automate, and review the performance metrics; and develop clear goals and objectives for the DMV management team.

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In response to Vice Chairman Gagner's question on the modernization effort, MVA Gonzalez said he believes the project is on budget.

Chairman Whitehead thanked MVA Gonzalez for the informative presentation.

Eclipse Response. Office of Communication Manager (OOCM) Vincent Trimboli summarized the extensive efforts to prepare for the August 21 solar eclipse. With portions of the state being in the path of totality, officials expected numerous visitors. Overall, it appears the number of visitors that arrived via highways was 160,000, which was below the estimates. I-15 between Utah and Idaho Falls, US-93 near Craters of the Moon, US-20 near Arco, US-95 from Payette to Riggins, and SH-55 north of Eagle were the busiest corridors.

OOCM Trimboli said the extensive planning and communication before the eclipse were successful, as there were no significant issues, most of the eclipse viewers were well prepared, and there were no major crashes. The most significant issue was that the 511 website crashed because so many people accessed the cameras. Staff will look into that to hopefully prevent it crashing in the future. He praised the efforts of ITD employees and the numerous partners involved in this historical event.

Chairman Whitehead thanked OOCM Trimboli for the overview on the eclipse.

FY17 Annual Report. OOCM Trimboli said Idaho Code requires an annual report on the financial condition and management of the Department. He presented the draft report, which includes information such as growth rates, innovations, accomplishments, customer-focused performance measures, revenue, expenditures, strategic initiatives program funds, and the GARVEE program, and requested comments.

Overall, the Board thought the report was well done.

Adopt-A-Highway. Member Kempton thanked the Richfield School District for its participation in the Adopt-A-Highway Program. It joined the Program in 1995 and currently picks up trash along 6 miles of US-93/26.

Motorcycle Safety. Highway Safety Manager John Tomlinson said there were 92 fatalities during the 100 Deadly Days of Summer campaign, from Memorial Day through Labor Day. Last year, there were 96 fatalities. Of the 92 fatalities, 18 were motorcyclists.

Sunshine Beer, Director of the Idaho Skills Training Advantage for Riders (STAR) Program, provided an overview on the training program, which the legislature created in 1994. The program is funded via motorcycle registrations, driver's license, student tuition, and sale of equipment. On average, between 2,400 and 3,000 motorcyclists take the training each year. There are seven courses ranging from basic to advanced.

In response to Member Vassar's question, Ms. Beer said STAR curriculum promotes the use of safety gear; however, it does not provide a position on helmets. Member Kempton asked if statistics are kept on helmet use and crashes and if that data is presented during the training. Ms. Beer replied that an independent advocate researches motorcycle fatalities and tracks helmet use.

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That information is not presented in class, but she will consider adding it. She also said that the class focuses on choices and consequences, and encourages riders to make smart decisions.

Ms. Beer said the five-year fatality average is 24.6, which is a slight increase from the past couple of years. She would like to develop a data-driven curriculum, but there are many variables with crashes. She added that cornering appears to be one of the more prominent factors with fatalities. The STAR Program also includes outreach and communication, such as newsletters. In conclusion, Ms. Beer reported that STAR training is associated with a 79% reduction in crash risk and an 89% reduction in the risk of a fatal crash.

Chairman Whitehead thanked Ms. Beer for the informative presentation and for her efforts on this important program.

District 4 Report. DE Rigby said the District achieved a winter mobility metric of 73% this past winter, which was the goal. There were over 24 avalanches in the SH-75 corridor, and he praised staff's efforts during the difficult winter. The District delivered 25 FY17 projects, or 68%, while eight engineering positions were vacant. Each staff member was responsible for approximately \$1.06 million in ITIP projects while the statewide average was \$.73 million per employee. To date, five FY18 projects have been delivered and an additional eight are expected to be delivered by the end of this month. DE Rigby also summarized some of the district's innovations and accomplishments.

In response to Vice Chairman Gagner's question on efforts to improve project delivery, DE Rigby said better communication will help. If management is aware of issues and problems earlier in the process, it can provide assistance, which should help keep projects on schedule. The most knowledgeable right-of-way agent retired, so the District lost extensive experience and knowledge, which may have resulted in some delays. Also, housing all of the administrative staff in one building would facilitate better communication and improve efficiency.

Chairman Whitehead thanked DE Rigby for the report and for his service.

Executive Session on Personnel and Legal Issues. Member Vassar made a motion to meet in executive session at 11:30 AM to discuss personnel and legal issues as authorized in Idaho Code Section 74-206 (b) and (f). Member Coleman seconded the motion and it passed 5-0 by individual roll call vote.

The discussion on personnel matters related to the filling of public offices.

The discussions on legal matters related to operations.

The Board came out of executive session at 12:45 PM.

Delegation Regarding District 4 Office Reconstruction. Lincoln County Commissioner Rebecca Wood, City of Shoshone Councilman Mike Wallace, Representative Sally Toone, Representative Steven Miller, Senator Stennett, and numerous other officials encouraged the Board to construct a new District 4 office building in Shoshone. The delegation emphasized the economic importance of the facility to the rural area and promoted small-community life. The

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group understands the need to replace the existing administrative office, but noted the potential relocation of the office out of Shoshone is estimated to result in a loss of \$80,000 to \$125,000 in revenue to Lincoln County, between \$30,000 and \$55,000 annually to the City of Shoshone, and between \$25,000 and \$40,000 to the City of Gooding. Lincoln County is exploring opportunities to retain the District Office, such as increasing housing and promoting the county more to ensure potential employees are aware of the various opportunities in the area.

Vice Chairman Gagner asked about the available housing and approximate costs. Jan Roeser, Regional Economist, Department of Labor, said home ownership in Shoshone is high. There are very few renters. She also acknowledged that not all ITD employees live or would live in the community.

In response to Member Kempton's question on educational opportunities, Julia Oxarango-Ingram, Southern Idaho Rural Development Director, acknowledged that although small schools provide many opportunities for students, especially extra-curricular activities, there are limited educational opportunities; however, on-line classes are available, so educational opportunities are expanding.

Member Kempton provided personal background, emphasizing his consideration for rural areas. He stressed the need to have objective data to make a decision. Although he is sympathetic to the local delegation and its concerns with the potential relocation of the District 4 administrative office, he believes the District needs to move forward in getting data for relocating to the I-84 and US-93 vicinity.

Member Kempton made a motion and seconded by Member Coleman to approve the following resolution:

RES. NO. ITB17-44 WHEREAS, in September 2016 the Idaho Transportation Board approved the construction of a new District Four Headquarters Office building; and

WHEREAS, the District Four employee population center is at the Junction of I-84 and US-93; and

WHEREAS, the commute times of current Idaho Transportation Department employees is 963 minutes for the Junction of I-84 and US-93 location verses 1,221 for the Shoshone location; and

WHEREAS, the District Four population center which also represents the customer center is in Twin Falls, Idaho; and

WHEREAS, Dr. Richard Gardner with Bootstrap Solutions completed a report for ITD in 2016 that concluded "By moving the D4 Headquarters south from Shoshone to the outskirts of Jerome or into Twin Falls, the number of potential applicants for replacement jobs in the targeted occupations used by D4 HQ rises by five to six times. The number of total workers within a thirty minute commute rises over three times."; and

WHEREAS, the 2017 report from Bengal Solutions summarized that “The evidence presented in this report suggests that a move from Shoshone would best serve the new needs of the administration building and its employees, however, the move would have a negative economic impact on Shoshone and the surrounding communities in Lincoln County.”; and

WHEREAS, the Department owns fee simple or can secure property near the Junction of I-84 and US-93 location and will work with the Idaho Department of Administration to minimize property and building costs; and

WHEREAS, it is in the best interest of the Idaho Transportation Department.

*NOW THEREFORE BE IT RESOLVED*, that preliminary to a final decision by the Idaho Transportation Board to construct a new District Four headquarters building, the Board authorizes District Four staff to develop plans to negotiate or trade, or to secure property, in preparation to build the District Four Office building in the I-84/US-93 Interchange vicinity; and

*BE IT FURTHER RESOLVED*, that the Board directs staff to technically review the economic data, process and conclusions of Bootstrap Solutions as presented in the Technical Appendix to the June 2016 District Four Building Report to the Board.

Although Vice Chairman Gagner lives in Idaho Falls, he grew up in a small community. He was sensitive to rural areas as a legislator, including as a member on the Joint Finance and Appropriations Committee. He is sympathetic to small communities’ needs, but believes the Board has to make a decision that is in the best interest of the Department.

The motion passed 4-1 with Member Horsch dissenting.

WHEREUPON, the Idaho Transportation Board’s regular monthly meeting officially adjourned at 2:30 PM.

signed

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JERRY WHITEHEAD, Chairman  
Idaho Transportation Board

Read and Approved  
October 12, 2017  
Boise, Idaho

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