January 17, 2019

The Idaho Transportation Board convened at 8:00 AM on Thursday, January 17, 2019 at the Idaho Transportation Department in Boise, Idaho. The following principals were present:

Jerry Whitehead, Chairman
Jim Coleman, Vice Chairman – District 1
Janice B. Vassar, Member – District 2
Julie DeLorenzo, Member – District 3
Jim Kempton, Member – District 4
Dwight Horsch, Member – District 5
Brian Ness, Director
Larry Allen, Lead Deputy Attorney General
Sue S. Higgins, Executive Assistant and Secretary to the Board

Safety and Security Shares. Bill Kotowski with the Office of Highway Safety reported on concerns with drowsy driving, which is especially prevalent between midnight and 6 AM. He encouraged motorists to get a good night’s sleep and ensure they’re well rested before driving. He also emphasized the importance of being vigilant with electronics, like the internet and emails, and personal information. Especially during tax season, scammers are trying to access and steal personal information.

Chairman Whitehead thanked Mr. Kotowski for the messages.

Board Minutes. Vice Chairman Coleman made a motion to approve the minutes of the regular Board meeting held on December 13, 2018 as submitted. Member Vassar seconded the motion and it passed unopposed.

Consent Items. There were several questions on consent items, including the two requests to extend Keller Associates’ agreements. Chief Operations Officer (COO) Travis McGrath said there is one term agreement for two different projects. Regarding a term agreement exceeding $620,000, he said the project scope may not have been well defined at the start of the project, resulting in the consultant’s tasks accumulating. On the contract awards, COO McGrath said some bids on bridge projects have been coming in below the engineer’s estimate while others have exceeded the engineer’s estimate. He does not know if the recently-imposed federal tariffs are affecting the bid prices.

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

RES. NO. WHEREAS, consent calendar items are to be routine, non-controversial, self-
ITB19-01 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 revisions to Board Policy 4052 Official Travel by Department Personnel and Administrative Policy 5052 Official Travel by Department Personnel; the removal of the Hospital Drive Sidewalk, Blaine County project from the Program; the Keller Associates term agreement extension, District 4; the Keller Associates term agreement extension, District 6; the contracts for award; and the contracts for rejection.

1) Board Policy 4052 Official Travel by Department Personnel and Administrative Policy 5052 Official Travel by Department Personnel. The policies were revised to clarify when travel is considered in-state versus out-of-state. The changes are consistent with and meet the State Board of Examiners’ State Travel Policy.

2) Remove Hospital Drive Sidewalk, Blaine County from the Program. The project sponsor, Blaine County, experienced difficulties with its Transportation Alternative Rural project. It requests withdrawing the project and repaying the federal funds used to design the project. The FY17 Hospital Drive Sidewalk project, key #18689, is programmed for $119,000.

3) Keller Associates Term Agreement Extension, District 4. Staff requests extending the consultant term agreement threshold of $1,500,000 with Keller Associates for the US-93, 200 South Road project in Jerome County, key #18737. The consultant was selected from the pre-qualified term agreement list in 2015. During the June 2018 Board meeting, approval was granted to exceed the work task agreement threshold of $500,000 for an additional $121,000 of work needed on this project. The agreement for that work was not written and now Keller Associates doesn’t have sufficient space within its term agreement limit of $1,500,000. If this extension is approved, it will bring the amount of the agreements to $1,595,500.

4) Keller Associates Term Agreement Extension, District 6. Staff requests approval to exceed the consultant term agreement limit of $1,500,000 with Keller Associates for the SH-33 and US-93 mill and inlay pavement preservation project, key #20758. The consultant was selected from the pre-qualified term agreement list in June 2018 to perform Construction Engineering and Inspection. The project required a change order that added time to the construction contract. The estimated cost for the additional inspection and project management is about $11,000, which would bring the total agreement amount on this project to $146,000. If the two term agreement extensions are approved today, the amount of agreements written with Keller Associates under the term agreement will total $1,606,750.

5) Contracts for Award. The low bids on the following projects were more than ten percent over the engineer’s estimate, requiring justification and Board approval. The Removal of Bridge, Prestressed Deck Bulb Tee Girder, Provide and Drive Steel H Pile, Retaining Wall - Permanent Soldier Pile, Temporary Shoring – Soldier Pile Retaining Walls, and Mobilization items showed the largest variance between the engineer’s estimate and low bid on key #13872 – Pine Creek Road Bridge. Bridge Removal is difficult to estimate, as it is highly dependent on the contractor’s experience, equipment, and staging plan. This bridge has to be removed in two stages. Recent bid openings suggest that prestressed girders on northern Idaho projects are costing more than the statewide average. It appears that a combination of pre-drilling, staging, and low efficiency resulted in higher unit prices for the Provide and Drive Steel H-Pile,
Retaining Wall – Permanent Soldier Pile, and Temporary Shoring items. The Mobilization variance is due to the difference in base bid. The Local Highway Technical Assistance Council (LHTAC) and Shoshone County believe the bid is reasonable and savings from re-bidding the project are unlikely, so recommend awarding the project. Low bidder: C. L. Heilman Company Inc. - $2,648,357.

The major differences between the engineer’s estimate and low bid on key #13055 – 10th Avenue Bridge, Caldwell, were in the Removal of Bridge and Special Bridge – Dewatering Foundations items. The higher bids for the Removal of Bridge can be attributed to uncertainty of the substructure removal and potential difficulty in segmenting the existing railcar superstructure for removal. The engineer’s estimate based the Special Bridge - Dewatering Foundations unit price on the use of bladders or other means to block the water. The low bid prices indicate that the contractors anticipate it will be necessary to drive cofferdam sheeting to facilitate the construction below the static water level. The timing of the work may also have been a factor in the higher bid. LHTAC and the City of Caldwell believe the low bid is reasonable and do not believe significant savings could be realized if the project is re-advertised. They recommend awarding the project. Low bidder: Knife River Corporation – Mountain West - $2,224,224.

The cost of the Urban Concrete Pavement Pay Item accounted for the vast majority of difference between the engineer’s estimate and low bid on key #12009 – US-12, 18th Street to Clearwater River Bridge, District 2. Staff did not have a similar sized recent concrete paving project in the area to compare the unit price of concrete paving to. Staff recommends awarding the project because there was good competition with seven bidders, and it does not believe re-advertising the project would result in a savings. Low bidder: Western Construction of Lewiston Inc. - $7,580,422.

The major variance between the engineer’s estimate and low bid on key #18681 – I-90, FY19 District 1 Bridge Repairs were in the Wedge Milling, Concrete Bridge Deck Removal Class A, Special Bridge Delaware Rail Retrofit, and Painting Piles items. District 1 believes the small quantities and/or multiple location logistics contributed to the higher bids. It does not believe re-bidding the project would result in significantly lower bids, and recommends awarding the project. Low bidder: C. L. Heilman Company Inc. - $1,966,069.

Staff does not believe the engineer’s estimate adequately accounted for the Mobilization costs and the Traffic Control items in key #19558 – SH-11, Greer Bridge Repairs, District 2. The variety in the scope of work for the project necessitates a number of separate mobilizations. The relatively small contract quantities and the location of the project were also presumably responsible for the higher bids on the Concrete and Hot Mix Asphalt items. Staff did not discover any obvious errors or oversights in the plan set. It does not believe rejecting the bid and re-advertising would result in a savings, so recommends awarding the contract. Low bidder: Braun-Jensen Inc. - $1,854,000.

6) Contracts for Rejection. The low bids on the following projects were more than ten percent over the engineer’s estimate, requiring justification and Board approval to reject them. The biggest variance in the engineer’s estimate and low bid on key #19086 – US-30, North 400 West to Parke Avenue, Burley, District 4, were in the Excavation, ¾” Aggregate Type B for
Aggregate, Cement Recycled Asphalt Base Stabilization, Pulverize Existing Surface, and SuperPave Special-5 items. The plans and contract are designed using a four phased construction sequence. Staff believes the phasing created scheduling problems for contractors because it will take the full construction season to complete the work. Staff recommends rejecting the bid and changing the plans and specifications to reduce construction costs. Low bidder: Kloepfer Inc. - $11,696,757.

Key #20020 – Main Street Pedestrian Improvements, Lewiston, was originally bid in October 2018 with a single submitted bid; however, that bid was deemed non-responsive. The current bidding climate is seeing higher prices for items, presumably because of the large number of available projects and recently awarded projects. The City of Lewiston does not have the funds to support the higher bid. The sponsor and LHTAC recommend rejecting the bid and reducing the scope of work to re-advertise the project. Low bidder: Knife River Corporation – Mountain West - $370,370.

Board Meeting Dates. The following meeting dates and locations were scheduled:
February 21, 2019 – Boise
March 21, 2019 – Boise
April 17-18, 2019 – District 2


Key #18798 – US-30, Salmon Falls Creek Bridge, District 4. Low bidder: Record Steel & Construction Inc. DBA RSCI - $3,992,897.

Key #13951 – U-95, Weiser River Railroad Bridge, District 3. Low bidder: Knife River Corporation – Mountain West - $5,778,611.

Key #19427 – US-95, Goff Bridge to Milepost 210 Slide, District 2. Low bidder: Knife River Corporation – Mountain West - $4,397,000.


Key #20797 – I-84, Karcher Overpass, Nampa, District 3. Low bidder: Concrete Placing Company Inc. – $4,170,463.

Key #20096 – US-95, Moscow North City Limits to Viola, District 2. Low bidder: Poe Asphalt Paving Inc. $2,320,796.


The list of projects currently being advertised was provided.
2) Professional Services Agreements and Term Agreement Work Tasks Report. From November 24 through December 27, 21 new professional services agreements and work tasks were processed, totaling $3,811,258. Two supplemental agreements to existing professional services agreements were processed during this period in the amount of $29,516.


4) State FY19 Financial Statements. Revenues to the State Highway Account from all state sources were ahead of projections by 2.6%. Total receipts from the Highway Distribution Account were 1.6% or $1.4 million more than forecast. State revenues to the State Aeronautics Fund were ahead of projections by 26%, or $330,000. Expenditures were within planned budgets. Personnel costs had savings of $5.8 million or 10% due to reserves for horizontal career path increases, vacancies, and timing between a position becoming vacant and being filled. Contract construction cash expenditures were $255.7 million for FY19 year-to-date.

The balance of the long term investments at the end of November was $136 million after redeeming $30 million in October to meet cash flow requirements. These funds are obligated against construction projects and encumbrances. The long term investments plus the cash balance of $58.4 million were $53 million less than at the end of June. Expenditures in the Strategic Initiatives Program Fund through November were $8.4 million. Deposits into the Transportation Expansion and Congestion Mitigation Fund were $7.3 million, or 5% ahead of forecast.

5) Monthly Reporting of Federal Formula Program Funding through December. Idaho received obligation authority of $64.7 million through December 7 via a continuing resolution. This corresponds to $65 million with match after a reduction for prorated indirect costs. This includes $11.7 million of Highway Infrastructure General Funds carried over from last year. The President signed a Continuing Resolution through December 21, but Idaho has not received additional obligation authority. Idaho has received apportionments via notices through December 3, 2018 of $320.4 million, which includes Redistribution of Certain Authorized Funds and $11.7 million of Highway Infrastructure General Funds carried over from last year. Obligation authority is 20.2% of apportionments. Of the $65 million allotted, $27.5 million remains.

6) Non-Construction Professional Service Contracts Issued by Business and Support Management (BSM). The BSM Section did not execute any professional service agreements during the previous month.

Director’s Monthly Report on Activities. Director Ness summarized some of Governor Little’s ITD budget recommendations, which the Joint Finance and Appropriations Committee will consider on February 1. A joint germane committee presentation is scheduled on January 24. He mentioned innovations, awards, and commendations received on the Department’s excellent customer service.

The entire Director’s Board Report can be viewed at http://itd.idaho.gov/Board.
Chairman Whitehead thanked Director Ness for the report.

**Annual Dealer Advisory Board (DAB) Report.** DAB Chairman Grant Petersen commented on the extensive changes occurring at the Division of Motor Vehicles, particularly with the modernization project. The titling process is receiving a state-of-the-art system, which will eliminate the manual process. The DAB worked with staff on this system, particularly to address branding issues.

Some of the accomplishments include a new online tool for title applications, stronger relationships with the counties, quality assurance/quality control enhancements were incorporated to the title filing process, motor vehicle investigators focused on dealer enforcement, and the Idaho Consumer Asset Recovery Fund has a balance of approximately $1.8 million. DAB Chairman Petersen said work will continue with ITD on implementing an electronic process for titles, procuring new software to identify unlicensed dealers, and improving curriculum for continuing education. Discussions are also occurring on improving the structure of the Idaho Consumer Asset Recovery Board.

Chairman Whitehead thanked DAB Chairman Petersen for the report and his service.

**Excellence in Transportation Awards.** Manager, Office of Communication Vincent Trimboli presented the winners of the Excellence in Transportation Awards. In addition to project awards for construction, environmental stewardship, maintenance and operations, public participation, and transportation planning, there were three personnel categories: Engineer of the Year – District 4 Traffic Engineer Bruce Christensen; Professional of the Year – Idaho Transportation Improvement Program Program Manager Randy Gill; and Career Achievement Award – District 5 Engineer Ed Bala.

The Board members congratulated all of the recipients for their achievements and thanked them for their valuable contributions.

**Delegation – Public Utilities Commissioner Paul Kjellander.** Commissioner Kjellander provided history on public utilities and their access to transportation departments’ rights-of-way. The Federal Communications Commission has broad authority, and has been working on broadband issues, including serving rural areas. 5G, the next generation of wireless technology, requires an attachment to poles lower to the ground at approximately ¼-mile intervals. These boxes will need a power source and fiber optic and every provider will need its own box.

The Board members thanked Commissioner Kjellander for the informative presentation. Member Kempton expressed some concerns regarding ITD’s right-of-way and believes it is important for the two agencies to communicate on fiber optics and emerging technologies. Vice Chairman Coleman added that ITD is to allow public utilities access to its right-of-way, but he questioned if some of these companies are public utilities and if we have a mechanism to determine that. Deputy Attorney General Allen confirmed that Idaho statute requires that ITD allow public utilities to use its right-of-way, but the definition of a public utility is broad.
Delegation – Humboldt County, Nevada. Humboldt County Commissioner Jim French provided background on efforts to establish a new I-11 corridor as an alternate north-south route from Mexico to Canada between I-15 and I-5. He believes US-95 is a viable alternative.

Humboldt County Administrator Dave Mendiola said the Nevada Department of Transportation approved Segment A, from Las Vegas to Tonopah. Segment B from Tonopah to I-80 is being studied and the final report is due in September. Segment C from I-80 north is under consideration. He elaborated on the benefits of US-95. Nevada’s intent was to connect Las Vegas and Reno. With the growth the Treasure Valley is experiencing, he believes it is important to connect it via an I-11 route. The US-95 corridor is more centrally located between I-15 and I-5 and has seen significant growth in vehicle miles traveled, especially in the last three years. He encouraged the Board to engage with the Nevada Department of Transportation on the feasibility of the US-95 corridor.

Chairman Whitehead expressed concern with the lack of uniformity for commercial motor vehicles, as Oregon does not allow 129,000 pound vehicles. Administrator Mendiola acknowledged that concern and said he has had some discussions with Oregon officials.

Member Kempton referenced the congestion on I-5. He believes the US-93 route provides better options, as motorists could travel east to I-15 or west on I-84 when they arrive at I-84. Also, I-15 appears to be a more viable route to address future freight traffic.

Chairman Whitehead thanked Messrs. French and Mendiola for the informative presentation.

Legislative Report. Joel Drake, Financial Manager – Financial Planning and Analysis, summarized the Governor’s appropriation request. Some of the changes from ITD’s submittal include increasing personnel costs for a three per cent change in employee compensation; postponing the construction of a new District 4 office building; eliminating or reducing some technology line items; and increasing contract construction by about $14 million as a result of some of these changes.

Governmental Affairs Manager Mollie McCarty said the Department’s rule changes are being reviewed. The surplus eliminator, or surplus funding from the General Fund, will sunset this year. Other issues that may arise that staff will be monitoring include the approval process to allow 129,000 pound truck routes on local roads, resources to issue drivers’ licenses, electric-assisted vehicles, distracted driving, and truck registration fees. She added that the partial federal government shutdown is not impacting highway funding at this time; however, funding from the Federal Aviation Administration, Federal Motor Carrier Safety Administration, National Highway Traffic Safety Administration, and Federal Transit Administration are impacting agencies that rely on those grants.

Chairman Whitehead thanked staff for the reports.
Informal Luncheon with the Aeronautics Advisory Board (AAB). The Board members traveled to the Division of Aeronautics where they met informally with the AAB members during lunch. Both groups traveled to the Department of Transportation.

Division of Aeronautics’ Annual Report. The AAB members reported on various aviation issues at the national and state level. The use of drones is continuing to escalate. Eastern Idaho is experiencing capacity issues, as there is a shortage of hangars and shops. Although the good economy has been positive for the corporate and charter businesses, companies need to increase salaries to retain pilots and mechanics.

Aeronautics Administrator (AA) Mike Pape summarized the Division’s activities. Staff oversaw the $1 million airport aid program, updated the state airport system plan, and maintained the state’s 31 airstrips. The flight time of the King Air increased from 205.7 hours in FY17 to 228.3 hours in FY18. He is proposing the Division take the lead on the use and oversight of drones, as ITD’s use of them increases. There were 27 aviation crashes in 2017 and 2 fatalities compared to 23 crashes and 2 fatalities in 2016. Discussions with the City of Boise on relocating Aeronautics’ facilities are underway. The Division purchased a new plane, a Kodiak, which will be instrumental in search and rescue operations, natural disaster reconnaissance, transporting state personnel, supporting ITD continuity of operations plan, maintaining the state’s backcountry airfields, and other missions critical to the state.

AA Pape said some of the goals for 2019 are to maximize the funding for the public airports, work with the City of Boise on designing and constructing the new facility, continue the emphasis on safety, and incorporate the new aircraft into the pool.

Chairman Whitehead thanked the AAB members and AA Pape for the report.

Amendment to Costco Sales Tax Anticipation Revenue (STAR) Agreement. District 3 Engineering Manager (EM) Caleb Lakey summarized efforts with Costco to improve US-20/26 from SH-16 to Linder Road in the Treasure Valley. Earlier this year, the Board approved entering into a STAR agreement, which allows the private entity to fund highway improvements and then seek reimbursement for qualifying expenses. Since then, staff realized that changes to the plans for the intersection of Black Cat Road and US-20/26 and to Black Cat Road now would better accommodate future traffic and address capacity issues. Those changes require an amendment to the original STAR agreement.

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

RES. NO. WHEREAS, it is in the public's interest for the Idaho Transportation Department ITB19-02 to publish and accomplish a current, realistic, and fiscally constrained Capital Investment Program; and

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

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WHEREAS, the safe and efficient movement of people and goods on US-20/26 is both nationally and regionally significant to commerce; and

WHEREAS, Sales Tax Anticipation Revenue (STAR) legislation has been enacted by the Legislature which permits reimbursement, within established limits, of private funding of highway improvement construction projects with future sales tax reimbursements by the State; and

WHEREAS, Costco Corporation has already entered in a STAR agreement (dated 30 July 2018) to finance in its entirety the design, right-of-way acquisition, and construction for the improvements to US-20/26 (Chinden Road); and

WHEREAS, the project is to be designed and constructed beginning in FY19 under the STAR Agreement; and

WHEREAS, adjustments to the intersection of Black Cat Road and US-20/26 are in the interest of all parties and will reduce the amount of right-of-way needed for construction while still maintaining the original intent of the agreement; and

WHEREAS, any amendments to the agreement with the Department will be reviewed by the Idaho Transportation Board.

NOW THEREFORE BE IT RESOLVED, that the Idaho Transportation Board approves the amended STAR Agreement between the Department and Costco Corporation for the improvement of US-20/26, Linder Road to SH-16.

STAR Agreement for US-20/26 (Linder Road to Locust Grove). District 3 has also been working with High Desert Development Inc. on a proposed project along US-20/26, according to EM Lakey. The developer is pursuing the STAR option for the estimated $14.3 million in improvements on the state system between Linder Road and Locust Grove. Work would also be done on the local system. The improvements to US-20/26 include widening the highway from two lanes to four travel lanes and upgrading intersections. The expansion is programmed in FY21 in the current Program. EM Lakey said the District will have oversight of the project, which will be in accordance with all applicable federal and state standards and requirements.

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

RES. NO. ITB19-03 WHEREAS, it is in the public's interest for the Idaho Transportation Department to publish and accomplish a current, realistic, and fiscally constrained Capital Investment Program; and

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

WHEREAS, the safe and efficient movement of people and goods on US-20/26 is both nationally and regionally significant to commerce; and
WHEREAS, Sales Tax Anticipation Revenue (STAR) legislation has been enacted by the Legislature which permits reimbursement, within established limits, of private funding of highway improvement construction projects with future sales tax reimbursements by the State; and

WHEREAS, discussion with High Desert Development Inc. indicates a willingness on its part to utilize such legislative provisions to finance in its entirety the design, right-of-way acquisition, and construction for the improvement to US-20/26 (Chinden Road); and

WHEREAS, any such agreements with the Department will be reviewed by the Board; and

WHEREAS, the Department has already committed in the approved 2018 Statewide Transportation Improvement Program to build these improvements in FY21; and

WHEREAS, the project is to be designed and constructed beginning in FY20 under the STAR Agreement.

NOW THEREFORE BE IT RESOLVED, that the Idaho Transportation Board approves the STAR Agreement between the Department and High Desert Development Inc. for the improvement of US-20/26, Linder Road to Locust Grove.

Chairman Whitehead thanked EM Lakey for the presentations and his efforts on these important projects.

Highway Safety Funding. Highway Safety Manager (HSM) John Tomlinson said that more than 90% of motor vehicle crashes are caused by human error. Last year the legislature approved $500,000 in state funds for behavioral safety. Over $100,000 has been committed to the Alive at 25 Program, including training for the instructors and materials for the classes, which are free to participants. The rest of the state funds are being directed to the engaged driving campaign. Funds are being used for activities such as outreach, development of the SHIFT campaign, development of the website, and paid advertising.

Chairman Whitehead thanked HSM Tomlinson for the report.

Biennial Report on Inventory of Surplus Property. Right of Way Manager (RWM) Justin Pond said staff is to report on the amount and location of surplus properties biennially. The report is to identify the current inventory of surplus properties and information from the disposal of surplus properties that occurred during the reporting period. This will be the first report since the policy went into effect. During the period of January 1, 2017 through December 31, 2018, seven surplus properties were disposed. The properties consisted of approximately 12.4 acres and sales proceeds totaled $457,700. The current inventory contains 49 properties, including some that are being leased. The size of some properties is not known. Parcels need to be surveyed in

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preparation for sale or disposal; however, staff does not appraise the surplus property until a party expresses interest in it.

Chairman Whitehead thanked RWM Pond for the information.

Executive Session on Legal Issues. Member DeLorenzo made a motion to meet in executive session at 2:53 PM to discuss legal issues as authorized in Idaho Code Section 74-206, (d) and (f). Member Vassar seconded the motion and it passed 5-0 by individual roll call vote.

The discussions on legal matters related to operations.

The Board came out of executive session at 3:45 PM.

WHEREUPON, the Idaho Transportation Board’s regular monthly meeting adjourned at 3:45 PM.

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JERRY WHITEHEAD, Chairman
Idaho Transportation Board

Read and Approved
February 21, 2019
Boise, Idaho