

# PACTS

Portland Area Comprehensive Transportation Committee



## Technical Committee Meeting Notice

October 9, 2007  
8:30 a.m.

PACTS, 68 Marginal Way, Portland

### Agenda

1. Call to order
2. Minutes of September 11<sup>th</sup> meeting
3. MHPC Process, speaker Kurt Jergensen Environmental Office, MaineDOT
4. High Priority Projects Review
5. MPO Collector Paving
6. Information Items, Status Report and Other Business
7. Adjourn.

Next Meeting: November 13th at 8:30 a.m.

*The Metropolitan Planning Organization for the Portland Urbanized Area*  
68 Marginal Way • Portland, Maine 04101  
Telephone: (207) 774-9891 • Fax: (207) 774-7149 • [www.pactsplan.org](http://www.pactsplan.org)

**PACTS Technical Committee Meeting Minutes  
September 11, 2007 – 8:30 a.m.**

**Members Present:** Bob Burns, Gorham, Chair; Mike Bolduc, Saco; Jim Carmody, Portland; Mary Ann Conroy, Old Orchard Beach; Eric Dudley, Westbrook; Jenni Franceschi, Vice-chair, Biddeford; Dan Jellis, Yarmouth; Mike Laberge, MaineDOT; Jonathan Labonte, MTA; Dean Lessard, MaineDOT; Dale Mitchell, Policy Committee Appointee; Adam Ogden, Cumberland; Al Presgraves, Freeport; Dave Redlefsen, Public Transit; Jay Reynolds, Falmouth; Jim Wendell, Scarborough.

**Absent:** Dana Anderson, So. Portland; Don Chaisson, No. Yarmouth; Doug Fortier, Windham; Josh Mack, SMRPC; Bob Malley, Cape Elizabeth; John Perry, FHWA; David Willauer, GPCOG.

**Staff and Guests:** Julia Dawson, PACTS; Steve Harris, MaineDOT; Sue McIntyre, GPCOG; Paul Niehoff, PACTS; Skip Varney, Falmouth.

1. **Call to Order.** Bob burns, Chair, called the meeting to order at 8:35 a.m. and welcomed those present.
2. **Adoption of minutes of August 14<sup>th</sup>, 2007 meeting**  
*Dan Jellis made a motion for approval of the August 24<sup>th</sup>, 2007 minutes, seconded by Eric Dudley. Vote taken. All were in favor. Minutes were unanimously approved.*
3. **Locally Administered Projects Update (enclosure)**  
Steve Harris, Local Project Administrator for MaineDOT provided an update on MaineDOT's revision of the management oversight process of Locally Administered Projects (LAPs).

***Key items noted and topics discussed:***

- Focus was placed on the state funded process
- Areas to streamline were reviewed and described.
- All LAPs will be transferred to the multi-modal program and divided among four project managers.
- As part of the consolidation Shawn Smith will no longer be project manager of LAP projects.
- Federal and State laws will need to be reviewed for potential improvements and/or amendments.
- Process for soliciting bids needs to be refined.
- Meetings with the project manager will be held on every project that gets transferred.
- New paving specs are being considered.
- The Maine Historic Preservation Commission's review process and its role were discussed.
- LAPs that include federal highway funding may take longer.
- The tier 2 meeting is critical to MaineDOT's oversight process.

Results of the PACTS LAP Subcommittee's recommendations as described in the meeting packet were discussed further. It was noted that if local match is raised, towns may want to play a larger role on how the monies are spent. ***Dale Mitchell moved to formally submit the "PACTS Local Project Administration Review and***

*Recommendations” document to the core group along with a formal cover letter, seconded by Dan Jellis. Vote taken. All were in favor. Motion carried.*

A representative from the Maine Historic Preservation Commission will be invited to give a presentation describing the MHPC process and criteria as well as a representative from the MaineDOT regarding wetlands regulations.

4. **MPO/MaineDOT/Member Communications (enclosure B)**

Paul Niehoff spoke of moving forward and the need for improved communication between the various stakeholders. In an effort to do that a letter was sent to Todd Pelletier, Program Manager, of the Main Street Mobility Program at the MaineDOT as a beginning for initiating communications. (Refer to enclosure B of the meeting packet.)

5. **MPO Collector Paving**

Paul Niehoff made reference to the comprehensive overview of the PACTS collector paving policies and procedures. There is a need to clarify definitions and terminology that go along with paving and road rehabilitation. The question is how to classify roads that do not fit into either category or that fall “in between”, so to speak. If we are talking about paving rehabilitation, we need to talk about roads that are conducive to preserve the pavement. Julia will continue to request information from towns as to the historical and current information on collector roads to determine with the DOT which ones would be good candidates for pavement preservation. There is a 40% set aside for pavement preservation and if there is a gap on roads that need work, these should be addressed under something more specific. Paul is trying to compile the information that has been discussed over the last ten years in regards to what we are trying to accomplish.

Discussion began on this topic. Mary Ann Conroy said she is trying to gain some understanding about the formula that determines as to how maintenance funding comes to municipalities. Bob will send Mary Ann some information in reference to that, which might be helpful. Mike Bolduc agreed with Mary Ann and referred to state money through the URUP Program. Steve spoke of other options that might be considered such as the development of a new program through state statutes. Eric Dudley referred to the development of Destination Tomorrow and how funding was different at that time with more money to go around. Paving costs were lower, he said. He recommended considering shifting the payment of simple overlays to the towns and save monies for bigger projects that take more time and effort.

Staff will be meeting with the PACTS TIP Process Committee on a variety of policy related items. Julia noted that it might also be worth taking some time to research the policies of other MPOs. It was noted that changing the state law could be a long process.

6. **Information Items and Other Business**

Paul Niehoff provided an overview of this agenda item as described in the meeting packet.

- a. A draft PACTS project map was displayed for comment. It was suggested that a numbered list of open PACTS projects could be provided on the map as additional information.
- b. At the request of the Rails to Trails Conservancy, Paul Niehoff and David Willauer have been working on the development of a “Rails to Trails Visionary Plan” to be used by the Conservancy in advocating for additional funding.

- c. Dean Lessard reported that the state has re-advertised on the project bidding of the Saco and Old Orchard Beach paving projects. Bids will be re-opening on September 19<sup>th</sup> and will be going out with new paving specs.
- d. John Duncan updated the group on the progress made with the High Priority Projects (HPP). The HPP Committee has met and has developed a short list of projects to be submitted to the congressional delegation for the 2009 re-authorization of federal funding. It is hoped that PACTS can submit some important proposals from our region for substantial funding. It was decided to shorten the list to those proposals that cost at least \$10 million. This list will be reviewed by the PACTS Transit and Planning Committees and shortened to two or three projects that will subsequently be submitted to the Policy Committee for approval and then ranked in order of priority.

***Other items:***

- The MaineDOT Traffic Engineer's position has been filled by Jen Paul.
- Dave Sherlock has been promoted to head the MaineDOT Bridge Program and will be in charge of all bridge designs and construction. He will begin his new position on September 17<sup>th</sup>.
- MaineDOT is also advertising for another Traffic Engineer and several candidates have applied.
- Staff has met with John Cannell, P.E., Region I Manager from MaineDOT.

**7. Adjourn**

Meeting adjourned at 10:05 a.m.

### **Agenda Item 3. –Maine Historical Preservation Commission Review**

Kurt Jergensen, Historic Planner II, of the Environmental Office of MaineDOT will present an overview of the MHPC review process.

### **Agenda Item 4 – PACTS 2009 High Priority Projects Candidates List**

On September 5<sup>th</sup> the High Priority Projects Committee endorsed a *preliminary draft* list of candidate projects from which the Policy Committee will adopt a short list of two or three projects. Our goal is to submit the list of two or three projects to our Congressional Delegation for consideration for “High Priority” funding in the 2009 reauthorization of federal transportation funding for the next several years. MaineDOT is actively involved with staff and the HPP Committee on this.

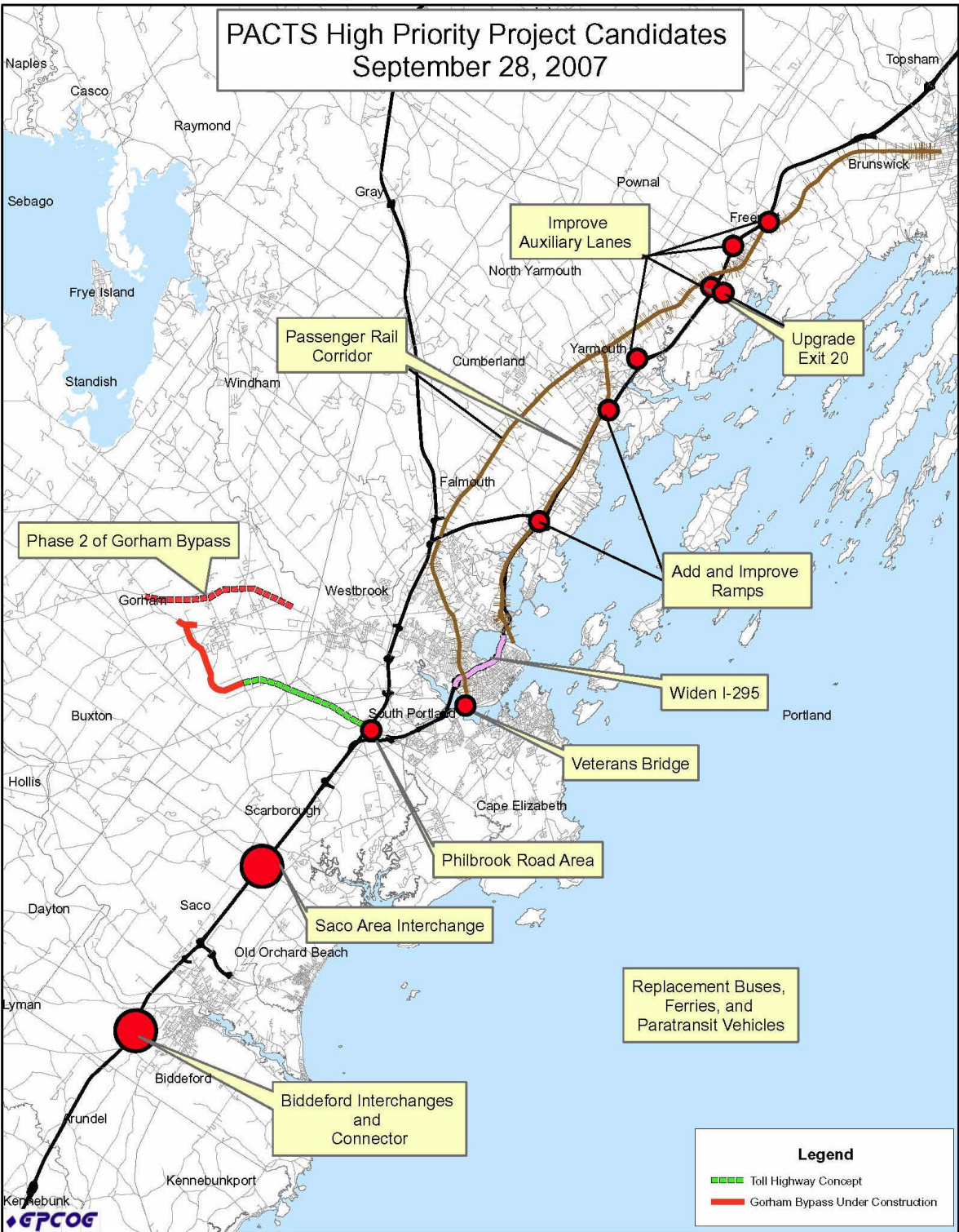
The HPP Committee has asked staff to share the *preliminary draft* list with the Transit, Planning and Technical Committees during October. The HPP Committee will review comments received, and prepare a short list for consideration by the Policy Committee on November 15<sup>th</sup>. We will seek public and municipal support for the short list during 2008.

We will describe more about the list and the decision making process at your meeting. Feel free to contact Julia Dawson or John Duncan before the meeting.

Members of the Committee are:

- Rick Michaud, Saco (Chair)
- John Bubier, Biddeford
- Donna Larson, Freeport (Planning Committee)
- Gary Williams, MaineDOT
- Dale Doughty, MaineDOT
- Dan Jellis, Yarmouth (Technical Committee)
- Mike McGovern, Cape Elizabeth
- Dave Cole, Gorham
- Tom Meyers, South Portland (Transit Committee)

# PACTS High Priority Project Candidates September 28, 2007



**September 28th Preliminary Draft List of 2009 High Priority Project Candidates**

*For review by the PACTS Planning, Transit and Technical Committees*

*Listed in order of suggested priority*

<u>Project</u>	<u>Cost Estimate</u>	<u>Studied Enough</u>	<u>Enough Public Support</u>	<u>Issues/Questions</u>
Rebuild Veterans Bridge	\$30,000,000	Yes	Yes	Need clarification on scope and bridge funding options from MaineDOT.
Buses, ferries and paratransit vehicles	\$15,000,000	Yes	Yes	MaineDOT will continue annually to pursue FTA earmark for \$5,000,000 of this.
Phase II of the Gorham Bypass	\$35,000,000	Yes	Yes	Does the upcoming study of potential spur from Turnpike (and possibility of Turnpike financing) undermine the momentum for this bypass?
Widen I-295 in Portland	\$30,000,000	Yes	No	Is there enough public support to satisfy Congressional Delegation?
I-295 in Falmouth, Yarmouth and Freeport	\$50,000,000	?	Yes	Need to do an Envir. Assessment on the three new ramps at Falmouth Spur? Predetermines perception of support for Tpk widening in Portland area?
Upgrade Exit 20 in Freeport	\$11,000,000	?	Yes	MaineDOT's priority is for bridges that are structurally deficient rather than functionally obsolete.
Philbrook Road area	\$10,000,000	?	Yes	Wait to see impact of widened Payne Rd bridge. MaineDOT completed Prelim Design Report in 200x.
Passenger rail to Brunswick	\$100,000,000	No	Yes	Need operating subsidy source, and MaineDOT has just begun 2-year study.
Saco area Interchange etc	\$20,000,000	No	No	Build mostly with Turnpike funds. Needs Tpk study.
Biddeford interchanges and connector	\$30,000,000	No	No	Build mostly with Turnpike funds. Needs Tpk study.

## **Agenda Item 5. - MPO Collector Paving**

### Update on Collector Paving Policy Revisions

From a March 2007 memo by Eric Ortman: In the last two biennia, MaineDOT has provided PACTS with a list of suggestions for collector paving candidates and treatments. MaineDOT premised this list on a set of criteria that may or may not be in full agreement with PACTS approach to its collector paving program. In addition, individual municipalities and the MaineDOT may, at times, apply a different approach and perspective to collector paving. There are also inconsistencies in the terminology used by municipalities, PACTS and the MaineDOT. The net result is that there is, at times, confusion over which roads should be paved, what the appropriate treatments and scopes are, and what the program's overall goal is. A more unified approach and perspective will eliminate much, if not all, of this confusion.

PACTS has been working with its member communities and the MaineDOT to clarify, quantify, and formalize the Collector Paving set aside program. All aspects related to the policy are currently being reviewed. They include but are limited to: data acquisition and utilization, pavement treatment types and appropriate uses thereof, design standards and work scope and contract and bidding requirements. This technical memo looks at the concept of road maintenance, preservation and rehabilitation and the potential funding mechanisms with the intended result of working toward a clear and concise policy for managing the inventory of the PACTS region collector roads.

As mentioned above, much of the confusion is a result of misused terminology. The following general definitions which are not specifically related to transportation issues will (in part) give indication of why there has been much confusion during review and development of collector paving projects:

**Maintenance:** **1.** Any activity, such as tests, measurements, replacements, adjustments and **repairs, intended to restore or retain** a functional unit in a specified state in which the unit can perform its required functions. **2.** All action taken to retain materiel in a serviceable condition or to restore it to serviceability. It includes inspection, testing, servicing, classification as to serviceability, **repair, rebuilding, and reclamation** the work of keeping something in proper condition; upkeep.

**Preservation:** the **maintenance** of something, especially something of historic value, in an unchanged condition

Generally in lay terms: preservation and maintenance are interchangeable both as defined and as synonyms.

**MaineDOT Definitions:** The terms *preservation* and *maintenance* are not interchangeable.

“MaineDOT defines “preservation” as an action taken to preserve the investment in an existing highway, including repaving and drainage repair. Preservation projects in MPO’s are eligible for state and federal capital improvement funding.” And;

“MaineDOT defines “maintenance paving,” on the other hand, as a holding action or to maintain serviceability that is used on unbuilt roads until a more significant treatment can be applied. It normally consists of a ¾-inch (5/8” in original DOT document)) nominal overlay. Maintenance paving projects in MPO areas are ineligible for state or federal capital improvement funding.”

Please note the term “unbuilt” which has; in a similar fashion to maintenance and preservation, caused a great deal of confusion related to what constitutes a clear project scope and the associated costs to meet the scope of work. For the purpose of this discussion unbuilt will mean both not built structurally (road base and pavement structure) and/or not built as defined by FHWA meaning which means it does not meet modern standards. Generally these include sub-standard shoulder widths, clear zone, utility set-backs, guardrails up grades, etc.

### **Collector Paving Policy Premise:**

The current policy (from the PACTS Policies and Procedures document) in basic terms is to, “... achieve a PACTS goal of bringing the average PCR of the region’s collectors up to 3.0 over the next several biennia.”

The concept of keep the good streets in good shape is a sound road asset management policy. Unfortunately many variables such as inconsistent or incomplete data, misunderstandings about pavement and road rehabilitation and which construction standards were required lead to projects being developed and “constructed” outside the original intent of the policy. Project costs increased dramatically as a result of poor scoping and/or inappropriate treatment types and “scope creep” Also, inflated construction costs never before seen in this state have contributed to increase project costs.

There needs to be a full understanding and agreement that prior to “keep the good roads good” the road must be constructed structurally sound to an acceptable level and, if federal funds are to be utilized, all aspects of the road corridor must either currently meet or be designed and constructed to the required state and federal standards. Whether a separate set aside policy specific to Pavement Preservation is developed or if Pavement Preservation is a specific subset of a broader collector paving set aside remains to be decided.

### **“Maintenance”**

The term maintenance has been misused and misunderstood for quite some time. As stated above in the DOT definition, maintenance is in essence a “holding action” needed to maintain serviceability. In other words, make poor to failing roads safer for transportation needs and to ease both summer and winter maintenance. On both the state and local level this maintenance method has merits and may be considered in our review of the PACTS collector paving needs. However, federal funds are prohibited from being used for this type of treatment. Another way to view the funding parameters is that federal funds can ONLY be used for capital improvements.

State funds for maintenance paving can be used for maintenance only and MaineDOT utilizes this program outside the urban compact lines. The potential funding options for utilizing state funds for maintenance within the MPO will be part of future discussions as policies changes will most likely be required.

## **“Preservation”**

Preservation is intended to preserve the investment which in this case our road and transportation network. The premise is to preserve or in some instances improve what has been built correctly. For purpose of discussion “built” will mean built “structurally” or built to “federal standards”, the distinction being a road that is structurally sound is a good candidate for preservation and should be programmed to be “preserved” within certain timelines. Federal funds cannot be utilized for this type of project unless the other parameters that define “built” in the federal sense either meet the standards under current conditions or are included in the project scope.

*Please note MaineDOT is moving away from “built” vs. “un-built” and the term “backlog”, but for the current situation those terms seem to fit well in the discussion.*

## **Types of projects**

MaineDOT is developing definitions for capital improvement projects with the goal of providing clear, concise answers to the question, “What work is being done?” Based on state and federal funding, MPO projects fall into four basic categories two of which relate to our discussion of collector paving. These will be observed as the MPO’s develop, scope and program transportation improvements (note: these paraphrased from the DRAFT MPO Guide):

- 1.) **Rehabilitation** – Work intended to restore the pavement, gravel base and sub-base to a previous level of service. Rehabilitation projects warrant more significant improvements to a road’s geometric design and drainage than preservation projects. This category covers treatments that add, replace or improve subordinate elements of a highway, examples include.
  - ✓ Full-depth reclamation,
  - ✓ Foamed asphalt,
  - ✓ Structural overlay.
  
- 2.) **Preservation** – Work designed to preserve the investment in a facility, including:
  - ✓ Mill & fill, which calls for grinding out some of the existing pavement and replacing it with a new layer of asphalt.
  - ✓ Overlays, which call for placing a layer of asphalt over existing pavement and, in some cases, performing drainage and shoulder work. Examples of overlays include:

- ¾ inch – either the first resurfacing of a new or rebuilt highway, or the next resurfacing after a more intensive resurfacing project; and
- 1¼ inch – a resurfacing that involves 1¼-inch depth asphalt.

## **Define the Goals and Develop the Policy**

If the overarching goal is to preserve the existing road infrastructure, then the focus must be on preserving existing built to modern standard collectors with overlays and “mill and fills” and similar surface treatment applications. However, one cannot discuss or focus on pavement preservation without giving due consideration to the roads that do not qualify either by set aside definition or based their current condition. This discussion will focus on what to do with the roads that have fallen off the curve which will require a more substantial rehabilitation. Decisions must be made to cost effectively bring those roads up to a “built” structural and modern standard before they can be considered an acceptable candidate for pavement preservation.

In the short term, the reality may be developing a maintenance paving program developed to achieve a “holding action” prior to funding a project for a more substantial treatment such as full depth reclamation or reconstruction.

The following outlined “tier” approach is based on MaineDOT categories (currently under development):

- Maintenance
  - Maintenance Surface Treatment-¾”
  - Maintenance Surface Treatment-Sand Mix
- Preservation
  - ¾ “ Overlay
  - 1 ¼ “ Overlay
  - Microsurfacing
  - Chip Seal
  - Mill & Fill
  - 1 ¼ “ Overlay PLUS
  - Mill & Fill PLUS
  - State PPM 075
  - State PPM 125
  - Cold-In-Place Recycle
- Rehabilitation
  - Highway Widening and Overlay
  - Foamed Asphalt
  - Full Depth Reclaim
  - Full Depth Reclaim W/Cement
  - Full Depth Reclaim W/Emulsion
  - Cold-In-Place Recycle
  - PMRAP
  - Structural Overlay

## **Policy Development**

The Policy Committee voted at the September meeting to investigate a “Hybrid Program” of selecting, programming and funding collector road projects of all types.

A hybrid policy will be developed during the TIP development process with assistance and input from the Technical Committee, with the good possibility of separate set asides for strict pavement preservation and a secondary category of more extensive treatments such as road and/or pavement rehabilitation and reconstruction.

The set aside categories will be strictly defined over the next few months and funding implications will be included in that discussion.

## **Agenda Item 6. - Information and Other Business**

a. Bid results for 9/19/07: OOB and Saco / 13098.00, 13099.00, 13112.00 / Hot Mix Asphalt Overlay, Pavement Milling, Drainage and Safety Improvements  
Pike Industries, Inc., Lewiston, ME; **\$755,670.97**. Approximately 40% over estimate and about \$13,000 less than previous bid result.

b. We have submitted to Representative Boyd Marley the following for his submittal as a bill in the upcoming session of the Legislature:

LD \_\_\_ An Act To Study A Road User Fee.....This bill proposes to direct the Maine Department of Transportation to seek federal funding to finance a mileage fee pilot project in the Portland area. The study will build upon the successful one-year pilot project recently done by the Oregon Department of Transportation in the Portland, Oregon area.

c. We have just sent in an article to the Press Herald regarding the need to look at many options for increasing funding for transportation.