SUBSTITUTE SENATE BILL 5412

State of Washington 60th Legislature 2007 Regular Session

By Senate Committee on Transportation (originally sponsored by Senators Murray, Swecker, Marr, Clements and Haugen)

READ FIRST TIME 03/05/07.

to clarifying goals, objectives, 1 AN ACT Relating and 2 responsibilities of certain transportation agencies; amending RCW 3 47.01.011, 47.01.012, 47.01.071, 47.01.075, 47.05.030, 47.05.035, 47.06.020, 47.06.050, and 47.06.140; adding a new section to chapter 4 5 47.04 RCW; creating a new section; recodifying RCW 47.01.012; and repealing RCW 47.01.370, 47.05.051, and 47.06.030. 6

7 BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF WASHINGTON:

8 NEW SECTION. Sec. 1. The legislature finds and declares that the 9 citizens of the state expect clear and concise goals, objectives, and 10 responsibilities regarding the operation of the statewide transportation system. Furthermore, the state's citizens expect that 11 the state periodically receive clear and streamlined information that 12 13 measures whether the goals and objectives are being satisfied. Therefore, it is the intent of the legislature that this act serve to 14 15 clarify existing goals, objectives, and responsibilities related to the 16 operation of an efficient statewide transportation system.

17 **Sec. 2.** RCW 47.01.011 and 1977 ex.s. c 151 s 1 are each amended to 18 read as follows:

The legislature hereby recognizes the following imperative needs 1 2 within the state: To create a statewide transportation development plan which identifies present status and sets goals for the future; to 3 coordinate transportation modes; to promote and protect land use 4 programs required in local, state, and federal law; to coordinate 5 transportation with the economic development of the state; to supply a 6 7 broad framework in which regional, metropolitan, and local transportation needs can be related; to facilitate the supply of 8 federal and state aid to those areas which will most benefit the state 9 10 as a whole; to provide for public involvement in the transportation planning and development process; to administer programs within the 11 12 jurisdiction of this title relating to the safety of the state's 13 transportation systems; and to coordinate and implement national 14 transportation policy with the state transportation planning program.

The legislature finds and declares that placing all elements of transportation in a single department is fully consistent with and shall in no way impair the use of moneys in the motor vehicle fund exclusively for highway purposes.

Through this chapter, a unified department of transportation is 19 20 created. To the jurisdiction of this department will be transferred 21 the present powers, duties, and functions of the department of 22 highways, the highway commission, the toll bridge authority, the commission, the canal 23 aeronautics and commission, and the 24 transportation related powers, duties, and functions of the planning 25 and community affairs agency. The powers, duties, and functions of the 26 department of transportation must be performed in a manner consistent with the policy goals set forth in RCW 47.01.012 (as recodified by this 27 <u>act).</u> 28

29 **Sec. 3.** RCW 47.01.012 and 2002 c 5 s 101 are each amended to read 30 as follows:

31 (1) It is the intent of the legislature to establish policy goals 32 for the planning, operation, performance of, and investment in, the 33 state's transportation system. The policy goals ((shall consist of, 34 but not be limited to, the following)) established under this section 35 are deemed consistent with the benchmark categories((τ)) adopted by the 36 state's <u>blue ribbon commission on transportation on November 30, 2000</u>. 1 ((In addition to improving safety,)) Public investments in 2 transportation ((shall)) should support achievement of these ((and 3 other priority)) policy goals:

4 ((No interstate highways, state routes, and local arterials shall 5 be in poor condition; no bridges shall be structurally deficient, and б safety retrofits shall be performed on those state bridges at the highest seismic risk levels; traffic congestion on urban state highways 7 8 shall be significantly reduced and be no worse than the national mean; delay per driver shall be significantly reduced and no worse than the 9 10 national mean; per capita vehicle miles traveled shall be maintained at 11 2000 levels; the nonauto share of commuter trips shall be increased in 12 urban areas; administrative costs as a percentage of transportation 13 spending shall achieve the most efficient quartile nationally; and the state's public transit agencies shall achieve the median cost per 14 15 vehicle revenue hour of peer transit agencies, adjusting for the regional cost-of-living.)) 16

17 (a) Preservation: To maintain, preserve, and extend the life and 18 utility of prior investments in transportation systems and services;

19 (b) Safety: To provide for and improve the safety and security of 20 transportation customers and the transportation system;

21 (c) Mobility: To improve the predictable movement of goods and 22 people throughout Washington state;

23 (d) Environment: To enhance Washington's quality of life through 24 transportation investments that promote energy conservation, enhance 25 healthy communities, and protect the environment; and

26 (e) Stewardship: To be effective managers of the transportation 27 system.

(2) The powers, duties, and functions of state transportation
 agencies must be performed in a manner consistent with the policy goals
 set forth in subsection (1) of this section.

31 (3) These policy goals ((shall)) are intended to be the basis for 32 ((establishment of)) establishing detailed and measurable objectives 33 and related performance ((benchmarks)) measures.

34 (4) It is the intent of the legislature that the ((transportation 35 commission)) office of financial management establish objectives and 36 performance measures for the department of transportation and other 37 state agencies with transportation-related responsibilities to ensure 38 transportation system performance at local, regional, and state

government levels((, and the transportation commission should work with 1 2 appropriate government entities to accomplish this)) progresses toward the attainment of the policy goals set forth in subsection (1) of this 3 section. The office of financial management shall submit initial 4 objectives and performance measures to the legislature and the 5 commission during the 2008 legislative session. The office of б financial management shall submit objectives and performance measures 7 to the legislature and the commission during each regular session of 8 the legislature during an even-numbered year thereafter. 9

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(5) This section does not create a private right of action.

11 **Sec. 4.** RCW 47.01.071 and 2006 c 334 s 3 are each amended to read 12 as follows:

13 The transportation commission shall have the following functions, 14 powers, and duties:

(1) To propose policies to be adopted by the governor and the 15 16 legislature designed to assure the development and maintenance of a 17 comprehensive and balanced statewide transportation system which will meet the needs of the people of this state for safe and efficient 18 Wherever appropriate, the policies shall 19 transportation services. 20 provide for the use of integrated, intermodal transportation systems 21 ((to implement the social, economic, and environmental policies, goals, and objectives of the people of the state, and especially to conserve 22 23 nonrenewable natural resources including land and energy)). The policies must be aligned with the goals established in RCW 47.01.012 24 25 (as recodified by this act). To this end the commission shall:

(a) Develop transportation policies which are based on the
 policies, goals, and objectives expressed and inherent in existing
 state laws;

(b) Inventory the adopted policies, goals, and objectives of the local and area-wide governmental bodies of the state and define the role of the state, regional, and local governments in determining transportation policies, in transportation planning, and in implementing the state transportation plan;

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(c) ((Propose a transportation policy for the state;

35 (d)) Establish a procedure for review and revision of the state 36 transportation policy and for submission of proposed changes to the 37 governor and the legislature; and

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1 (((e) To)) (d) Integrate the statewide transportation plan with the 2 needs of the elderly and ((handicapped)) persons with disabilities, and 3 ((to)) coordinate federal and state programs directed at assisting 4 local governments to answer such needs;

5 (2) To provide for the effective coordination of state 6 transportation planning with national transportation policy, state and 7 local land use policies, and local and regional transportation plans 8 and programs;

9 (3) In conjunction with the provisions under RCW 47.01.075, to 10 provide for public involvement in transportation designed to elicit the 11 public's views both with respect to adequate transportation services 12 and appropriate means of minimizing adverse social, economic, 13 environmental, and energy impact of transportation programs;

14 (4) By December 2010, to prepare a comprehensive and balanced statewide transportation plan ((which shall be)) consistent with the 15 state's growth management goals and based on the transportation policy 16 17 ((adopted by the governor and the legislature,)) goals provided under RCW 47.01.012 (as recodified by this act) and applicable state and 18 19 The plan must reflect the priorities of government federal laws. developed by the office of financial management and address regional 20 21 needs, including multimodal transportation planning. The plan must, at a minimum: (a) Establish a vision for the development of the statewide 22 transportation system; (b) identify significant statewide 23 24 transportation policy issues; and (c) recommend statewide transportation policies and strategies to the legislature to fulfill 25 26 the requirements of subsection (1) of this section. The plan must be 27 the product of an ongoing process that involves representatives of significant transportation interests and the general public from across 28 the state. Every four years, the plan shall be reviewed and revised, 29 and submitted to the governor and the house of representatives and 30 31 senate standing committees on transportation((, prior to each regular 32 session of the legislature during an even numbered year thereafter. The plan shall be subject to the approval of the legislature in the 33 34 biennial transportation budget act)).

The plan shall take into account federal law and regulations relating to the planning, construction, and operation of transportation facilities;

(5) By December 2007, the commission shall submit a baseline report 1 2 on the progress toward attaining the policy goals under RCW 47.01.012 (as recodified by this act) in the 2005-2007 fiscal biennium. By 3 October 1, 2008, beginning with the development of the 2009-2011 4 biennial transportation budget, and by October 1st biennially 5 thereafter, the commission shall submit to the legislature and the б 7 governor a report on the progress toward the attainment by state transportation agencies of the state transportation policy goals and 8 objectives prescribed by statute, appropriation, and governor 9 directive. The report must, at a minimum, include the degree to which 10 state transportation programs have progressed toward the attainment of 11 12 the policy goals established under RCW 47.01.012 (as recodified by this 13 act), as measured by the objectives and performance measures established by the office of financial management under RCW 47.01.012 14 (as recodified by this act); 15

16 (6) To propose to the governor and the legislature prior to the 17 convening of each regular session held in an odd-numbered year a 18 recommended budget for the operations of the commission as required by 19 RCW 47.01.061;

20 (((-6))) (7) To adopt such rules as may be necessary to carry out 21 reasonably and properly those functions expressly vested in the 22 commission by statute;

23 (((7))) <u>(8)</u> To contract with the office of financial management or 24 other appropriate state agencies for administrative support, accounting 25 services, computer services, and other support services necessary to 26 carry out its other statutory duties;

27 (((8))) <u>(9)</u> To conduct transportation-related studies and policy 28 analysis to the extent directed by the legislature or governor in the 29 biennial transportation budget act, or as otherwise provided in law, 30 and subject to the availability of amounts appropriated for this 31 specific purpose; and

32 (((+9))) (10) To exercise such other specific powers and duties as 33 may be vested in the transportation commission by this or any other 34 provision of law.

35 **Sec. 5.** RCW 47.01.075 and 2006 c 334 s 4 are each amended to read 36 as follows:

37 (1) The transportation commission shall provide a public forum for

the development of transportation policy in Washington state to include 1 2 coordination with regional transportation planning organizations, transportation stakeholders, counties, cities, and citizens. ((It may 3 recommend to the secretary of transportation, the governor, and the 4 legislature means for obtaining appropriate citizen and professional 5 involvement in all transportation policy formulation and other matters 6 related to the powers and duties of the department. It may further 7 hold hearings and explore ways to improve the mobility of the 8 citizenry.)) At least every five years, the commission shall convene 9 regional forums to gather citizen input on transportation issues. 10 The commission shall consider the input gathered at the forums as it 11 12 establishes the statewide transportation plan under RCW 47.01.071(4).

13 (2) ((Every two years, in coordination with the development of the 14 state biennial budget, the commission shall prepare the statewide 15 multimodal transportation progress report and propose to the office of 16 financial management transportation priorities for the ensuing 17 biennium. The report must:

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(a) Consider the citizen input gathered at the forums;

19 (b) Be developed with the assistance of state transportation-20 related agencies and organizations;

21 (c) Be developed with the input from state, local, and regional 22 jurisdictions, transportation service providers, key transportation 23 stakeholders, and the office of financial management;

24 (d) Be considered by the secretary of transportation and other 25 state transportation-related agencies in preparing proposed agency 26 budgets and executive request legislation;

27 (e) Be submitted by the commission to the governor and the 28 legislature by October 1st of each even numbered year for consideration 29 by the governor.

30 (3)) In fulfilling its responsibilities under this section, the 31 commission may create ad hoc committees or other such committees of 32 limited duration as necessary.

33 (((4))) <u>(3)</u> In order to promote a better transportation system, the 34 commission ((shall)) <u>may</u> offer policy guidance and make recommendations 35 to the governor and the legislature in key issue areas, including but 36 not limited to:

37 (a) Transportation finance;

(b) Preserving, maintaining, and operating the statewide
 transportation system;

3 (c) Transportation infrastructure needs;

4 (d) Promoting best practices for adoption and use by 5 transportation-related agencies and programs;

6 (e) Transportation efficiencies that will improve service delivery7 and/or coordination;

8 (f) Improved planning and coordination among transportation
9 agencies and providers; and

10 (g) Use of intelligent transportation systems and other technology-11 based solutions((; and

12 (h) Reporting of performance against goals, targets, and 13 benchmarks)).

14 **Sec. 6.** RCW 47.05.030 and 2006 c 334 s 45 are each amended to read 15 as follows:

16 (1) The ((transportation commission)) office of financial 17 management shall ((develop)) <u>propose</u> a comprehensive ten-year investment program ((specifying program objectives and performance 18 measures)) for the preservation and improvement programs defined in 19 20 this section, consistent with the policy goals described under RCW 47.01.012 (as recodified by this act). The ((adopted)) proposed ten-21 year investment program must be forwarded as a recommendation ((to)) by 22 23 the ((governor and)) office of financial management to the legislature, 24 and ((is subject to the approval of the legislature in the biennial 25 transportation budget act. In the specification of investment program 26 objectives and performance measures, the transportation commission, in 27 consultation with the Washington state department of transportation, shall define and adopt standards for effective programming and 28 29 prioritization practices including a needs analysis process. The 30 analysis process must ensure the identification of problems and deficiencies, the evaluation of alternative solutions and trade-offs, 31 32 and estimations of the costs and benefits of prospective projects. The investment program)) must be based upon the needs identified in the 33 34 ((state-owned highway component of the)) statewide ((comprehensive)) 35 transportation plan established under RCW 47.01.071(4).

36 (((+))) (2) The preservation program consists of those investments 37 necessary to preserve the existing state highway system and to restore 1 existing safety features, giving consideration to lowest life cycle

2 costing. ((The preservation program must require use of the most cost-

3 effective pavement surfaces, considering:

- 4 (a) Life-cycle cost analysis;
- 5 (b) Traffic volume;
- 6 (c) Subgrade soil conditions;
- 7 (d) Environmental and weather conditions;
- 8 (e) Materials available; and
- 9 (f) Construction factors.

10 The comprehensive ten-year investment program for preservation must 11 identify projects for two years and an investment plan for the 12 remaining eight years.

13 (2))) (3) The improvement program consists of investments needed to address identified deficiencies on the state highway system to 14 15 ((increase mobility, address congestion, and improve safety, support for the economy, and protection of the environment. The ten-year 16 17 investment program for improvements must identify projects for two years and major deficiencies proposed to be addressed in the ten-year 18 period giving consideration to relative benefits and life cycle 19 costing. The transportation commission shall give higher priority for 20 21 correcting identified deficiencies on those facilities classified as facilities of statewide significance as defined in RCW 47.06.140. 22 Project prioritization must be based primarily upon cost-benefit 23 24 analysis, where appropriate)) meet the goals established in RCW 47.01.012 (as recodified by this act). 25

26 **Sec. 7.** RCW 47.05.035 and 2006 c 334 s 46 are each amended to read 27 as follows:

(1) The department shall use the transportation demand modeling 28 29 tools developed under subsection (2) of this section to evaluate investments based on the best mode or improvement, or mix of modes and 30 improvements, to meet current and future long-term demand within a 31 corridor or system for the lowest cost. The end result of these demand 32 modeling tools is to provide a cost-benefit analysis by which the 33 department can determine the relative mobility improvement and 34 35 congestion relief each mode or improvement under consideration will 36 provide and the relative investment each mode or improvement under 37 consideration will need to achieve that relief.

1 (2) The department will participate in the refinement, enhancement, 2 and application of existing transportation demand modeling tools to be 3 used to evaluate investments. This participation and use of 4 transportation demand modeling tools will be phased in.

5 (((3) In developing program objectives and performance measures, 6 the department shall evaluate investment trade-offs between the 7 preservation and improvement programs. In making these investment 8 trade-offs, the department shall evaluate, using cost-benefit 9 techniques, roadway and bridge maintenance activities as compared to 10 roadway and bridge preservation program activities and adjust those 11 programs accordingly.

12 (4) The department shall allocate the estimated revenue between 13 preservation and improvement programs giving primary consideration to 14 the following factors:

15 (a) The relative needs in each of the programs and the system 16 performance levels that can be achieved by meeting these needs;

17 (b) The need to provide adequate funding for preservation to 18 protect the state's investment in its existing highway system;

19 (c) The continuity of future transportation development with those 20 improvements previously programmed; and

21 (d) The availability of dedicated funds for a specific type of 22 work.

(5) The department shall consider the findings in this section in
 the development of the ten-year investment program.))

25 **Sec. 8.** RCW 47.06.020 and 1993 c 446 s 2 are each amended to read 26 as follows:

27 The specific role of the department in transportation planning ((shall)) must be, consistent with the policy goals described under RCW 28 29 47.01.012 (as recodified by this act): (1) Ongoing coordination and 30 development of statewide transportation policies that guide all 31 Washington transportation providers; (2) ongoing development of a statewide multimodal transportation plan that includes both state-owned 32 and state-interest facilities and services; (3) coordinating the state 33 34 high-capacity transportation planning and regional transportation planning programs; ((and)) (4) conducting special transportation 35 36 planning studies that impact state transportation facilities or relate 37 to transportation facilities and services of statewide significance;

and (5) assisting the transportation commission in the development of
 the statewide transportation plan required under RCW 47.01.071(4).
 Specific requirements for each of these state transportation planning
 components are described in this chapter.

5 **Sec. 9.** RCW 47.06.050 and 2002 c 5 s 413 are each amended to read 6 as follows:

7 The state-owned facilities component of the statewide <u>multimodal</u>
8 transportation plan shall consist of:

9 (1) The state highway system plan, which identifies program and 10 financing needs and recommends specific and financially realistic 11 improvements to preserve the structural integrity of the state highway 12 system, ensure acceptable operating conditions, and provide for 13 enhanced access to scenic, recreational, and cultural resources. The 14 state highway system plan shall contain the following elements:

(a) A system preservation element, which shall establish structural 15 16 preservation objectives for the state highway system including bridges, 17 identify current and future structural deficiencies based upon analysis of current conditions and projected future deterioration, and recommend 18 program funding levels and specific actions necessary to preserve the 19 20 structural integrity of the state highway system consistent with 21 adopted objectives. Lowest life cycle cost methodologies must be used 22 in developing a pavement management system. This element shall serve 23 as the basis for the preservation component of the six-year highway 24 program and the two-year biennial budget request to the legislature;

25 (b) A highway maintenance element, establishing service levels for 26 highway maintenance on state-owned highways ((that meet benchmarks 27 established by the transportation commission)). The hiqhway maintenance element must include an estimate of costs for achieving 28 29 those service levels over twenty years. This element will serve as the 30 basis for the maintenance component of the six-year highway program and 31 the two-year biennial budget request to the legislature;

32 (c) A capacity and operational improvement element, which shall 33 establish operational objectives, including safety considerations, for 34 moving people and goods on the state highway system, identify current 35 and future capacity, operational, and safety deficiencies, and 36 recommend program funding levels and specific improvements and 37 strategies necessary to achieve the operational objectives. In

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developing capacity and operational improvement plans the department 1 2 shall first assess strategies to enhance the operational efficiency of the existing system before recommending system expansion. Strategies 3 to enhance the operational efficiencies include but are not limited to 4 5 access management, transportation system management, demand management, and high-occupancy vehicle facilities. The capacity and operational 6 7 improvement element must conform to the state implementation plan for air quality and be consistent with regional transportation plans 8 adopted under chapter 47.80 RCW, and shall serve as the basis for the 9 capacity and operational improvement portions of the six-year highway 10 program and the two-year biennial budget request to the legislature; 11

12 (d) A scenic and recreational highways element, which shall 13 identify and recommend designation of scenic and recreational highways, 14 provide for enhanced access to scenic, recreational, and cultural 15 resources associated with designated routes, and recommend a variety of 16 management strategies to protect, preserve, and enhance these 17 resources. The department, affected counties, cities, and towns, regional transportation planning organizations, and other state or 18 federal agencies shall jointly develop this element; 19

(e) A paths and trails element, which shall identify the needs of nonmotorized transportation modes on the state transportation systems and provide the basis for the investment of state transportation funds in paths and trails, including funding provided under chapter 47.30 RCW.

25 (2) The state ferry system plan, which shall guide capital and operating investments in the state ferry system. 26 The plan shall 27 establish service objectives for state ferry routes, forecast travel demand for the various markets served in the system, develop strategies 28 for ferry system investment that consider regional and statewide 29 vehicle and passenger needs, support local land use plans, and assure 30 that ferry services are fully integrated with other transportation 31 32 services. The plan must provide for maintenance of capital assets. The plan must also provide for preservation of capital assets based on 33 lowest life cycle cost methodologies. The plan shall assess the role 34 35 of private ferries operating under the authority of the utilities and 36 transportation commission and shall coordinate ferry system capital and 37 operational plans with these private operations. The ferry system plan

1 must be consistent with the regional transportation plans for areas 2 served by the state ferry system, and shall be developed in conjunction 3 with the ferry advisory committees.

4 **Sec. 10.** RCW 47.06.140 and 1998 c 171 s 7 are each amended to read 5 as follows:

6 The legislature declares the following transportation facilities 7 and services to be of statewide significance: <u>Highways of statewide</u> significance as designated by the legislature under chapter 47.05 RCW, 8 the interstate highway system, interregional state principal arterials 9 including ferry connections that serve statewide travel, intercity 10 11 passenger rail services, intercity high-speed ground transportation, 12 major passenger intermodal terminals excluding all airport facilities and services, the freight railroad system, the Columbia/Snake navigable 13 river system, marine port facilities and services that are related 14 solely to marine activities affecting international and interstate 15 16 trade, and high-capacity transportation systems serving regions as The department, in cooperation with 17 defined in RCW 81.104.015. regional transportation planning organizations, counties, cities, 18 transit agencies, public ports, private railroad operators, and private 19 20 transportation providers, as appropriate, shall plan for improvements 21 to transportation facilities and services of statewide significance in 22 the statewide multimodal <u>transportation</u> plan. Improvements to 23 facilities and services of statewide significance identified in the statewide multimodal transportation plan, or to highways of statewide 24 25 significance designated by the legislature under chapter 47.05 RCW, are 26 essential state public facilities under RCW 36.70A.200.

27 The department of transportation, in consultation with local governments, shall set level of service standards for state highways 28 and state ferry routes of statewide significance. 29 Although the department shall consult with local governments when setting level of 30 31 service standards, the department retains authority to make final decisions regarding level of service standards for state highways and 32 state ferry routes of statewide significance. In establishing level of 33 34 service standards for state highways and state ferry routes of 35 statewide significance, the department shall consider the necessary 36 balance between providing for the free interjurisdictional movement of

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people and goods and the needs of local communities using these
 facilities.

3 <u>NEW SECTION.</u> **Sec. 11.** The following acts or parts of acts are 4 each repealed:

5 (1) RCW 47.01.370 (Review of performance and outcome measures of 6 transportation-related agencies--Definition) and 2006 c 334 s 44;

7 (2) RCW 47.05.051 (Ten-year comprehensive investment program--8 Priority selection criteria--Improvement program criteria) and 2006 c 9 334 s 47, 2005 c 319 s 11, 2002 c 189 s 3, 2002 c 5 s 406, 1998 c 175 10 s 12, 1993 c 490 s 5, 1987 c 179 s 5, 1979 ex.s. c 122 s 5, & 1975 1st 11 ex.s. c 143 s 4; and

12 (3) RCW 47.06.030 (Transportation policy plan) and 1997 c 369 s 8
13 and 1993 c 446 s 3.

14 <u>NEW SECTION.</u> Sec. 12. RCW 47.01.012 is recodified as a section in 15 chapter 47.04 RCW.

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