
ENGROSSED HOUSE BILL 2723

State of Washington 57th Legislature 2002 Regular Session

By Representatives Ogden, Rockefeller, Lantz, Jackley, Eickmeyer, Haigh and Chase

Read first time 01/25/2002. Referred to Committee on Transportation.

- AN ACT Relating to modifying the Public-Private Transportation Initiatives Act by authorizing state financing and administration of toll facilities; amending RCW 47.56.010, 47.46.030, 47.46.040,
- 4 47.46.050, 47.46.060, 47.56.030, 47.56.270, 47.56.271, 39.46.070, and
- 5 47.56.245; reenacting and amending RCW 43.84.092; adding new sections
- 6 to chapter 47.46 RCW; and creating new sections.
- 7 BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF WASHINGTON:
- <u>NEW SECTION.</u> **Sec. 1.** INTENT. The legislature finds that greater 8 9 flexibility to provide state financing for projects developed under 10 chapter 47.46 RCW will result in better use of public resources, lower financing costs, and potential savings to taxpayers. 11 The legislature 12 intends to: Clarify the ability of the department of transportation to 13 use public and private financing for projects selected and developed 14 under chapter 47.46 RCW; provide the department with specific means of 15 state financing where that financing is in the public's best interest; 16 provide citizens living in the impacted areas a statutory mechanism to 17 review proposed toll rates and provide input before adoption of toll 18 schedules by the toll authority; and prevent unreasonable delay of

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- 1 critical transportation projects that are essential for public safety
- 2 and welfare.
- 3 **Sec. 2.** RCW 47.56.010 and 1984 c 7 s 246 are each amended to read 4 as follows:
- 5 PROVIDING DEFINITION FOR 1950 TACOMA NARROWS BRIDGE. <u>As used in</u> 6 this chapter:
- 7 (1) "Toll bridge" means a bridge constructed or acquired under this
- 8 chapter, upon which tolls are charged, together with all appurtenances,
- 9 additions, alterations, improvements, and replacements thereof, and the
- 10 approaches thereto, and all lands and interests used therefor, and
- 11 buildings and improvements thereon.
- 12 (2) "Toll road" means any express highway, superhighway, or
- 13 motorway at such locations and between such termini as may be
- 14 established by law, and constructed or to be constructed as a limited
- 15 access highway under the provisions of this chapter by the department,
- 16 and shall include, but not be limited to, all bridges, tunnels,
- 17 overpasses, underpasses, interchanges, entrance plazas, approaches,
- 18 toll houses, service areas, service facilities, communications
- 19 facilities, and administration, storage, and other buildings that the
- 20 department may deem necessary for the operation of the project,
- 21 together with all property, rights, easements, and interests that may
- 22 be acquired by the department for the construction or the operation of
- 23 the project, all of which shall be conducted in the same manner and
- 24 under the same procedure as provided for the establishing,
- 25 constructing, operating, and maintaining of toll bridges by the
- 26 department, insofar as those procedures are reasonably consistent and
- 27 applicable.
- 28 (3) "1950 Tacoma Narrows bridge" means the bridge crossing the
- 29 Tacoma Narrows that was opened to vehicle travel in 1950.
- 30 **Sec. 3.** RCW 47.46.030 and 1996 c 280 s 1 are each amended to read
- 31 as follows:
- 32 DEMONSTRATION PROJECTS--SELECTION--PUBLIC INVOLVEMENT. (1) The
- 33 secretary or a designee shall solicit proposals from, and negotiate and
- 34 enter into agreements with, private entities to undertake as
- 35 appropriate, together with the department and other public entities,
- 36 all or a portion of the study, planning, design, construction,

operation, and maintenance of transportation systems and facilities, using in whole or in part <u>public</u> or private sources of financing.

The public-private initiatives program may develop up to six demonstration projects. Each proposal shall be weighed on its own merits, and each of the six agreements shall be negotiated individually, and as a stand-alone project.

(2) If project proposals selected prior to September 1, 1994, are terminated by the public or private sectors, the department shall not select any new projects, including project proposals submitted to the department prior to September 1, 1994, and designated by the transportation commission as placeholder projects, after June 16, 1995, until June 30, 1997.

The department, in consultation with the legislative transportation committee, shall conduct a program and fiscal audit of the public-private initiatives program for the biennium ending June 30, 1997. The department shall submit a progress report to the legislative transportation committee on the program and fiscal audit by June 30, 1996, with preliminary and final audit reports due December 1, 1996, and June 30, 1997, respectively.

The department shall develop and submit a proposed public involvement plan to the 1997 legislature to identify the process for selecting new potential projects and the associated costs of implementing the plan. The legislature must adopt the public involvement plan before the department may proceed with any activity related to project identification and selection. Following legislative adoption of the public involvement plan, the department is authorized to implement the plan and to identify potential new projects.

The public involvement plan for projects selected after June 30, 1997, shall, at a minimum, identify projects that: (a) Have the potential of achieving overall public support among users of the projects, residents of communities in the vicinity of the projects, and residents of communities impacted by the projects; (b) meet a state transportation need; (c) provide a significant state benefit; and (d) provide competition among proposers and maximum cost benefits to users. Prospective projects may include projects identified by the department or submitted by the private sector.

Projects that meet the minimum criteria established under this section and the requirements of the public involvement plan developed by the department and approved by the legislature shall be submitted to

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the Washington state transportation commission for its review. The commission, in turn, shall submit a list of eligible projects to the legislative transportation committee for its consideration. Forty-five days after the submission to the legislative transportation committee of the list of eligible projects, the secretary is authorized to solicit proposals for the eligible project.

- (3) Prior to entering into agreements with private entities under the requirements of RCW 47.46.040 for any project proposal selected before September 1, 1994, or after June 30, 1997, except as provided for in subsections (($\frac{(11)}{100}$)) (12) and (13) of this section, the department shall require an advisory vote as provided under subsections (5) through (10) of this section.
- (4) The advisory vote shall apply to project proposals selected prior to September 1, 1994, or after June 30, 1997, that receive public opposition as demonstrated by the submission to the department of original petitions bearing at least five thousand signatures of individuals opposing the project collected and submitted in accordance with the dates established in subsections (12) and (13) of this section. The advisory vote shall be on the preferred alternative identified under the requirements of chapter 43.21C RCW and, if applicable, the national environmental policy act, 42 U.S.C. 4321 et The execution by the department of the advisory vote process established in this section is subject to the prior appropriation of funds by the legislature for the purpose of conducting environmental impact studies, a public involvement program, local involvement committee activities, traffic and economic impact analyses, engineering and technical studies, and the advisory vote.
 - (5) In preparing for the advisory vote, the department shall conduct a comprehensive analysis of traffic patterns and economic impact to define the geographical boundary of the project area that is affected by the imposition of tolls or user fees authorized under this chapter. The area so defined is referred to in this section as the affected project area. In defining the affected project area, the department shall, at a minimum, undertake: (a) A comparison of the estimated percentage of residents of communities in the vicinity of the project and in other communities impacted by the project who could be subject to tolls or user fees and the estimated percentage of other users and transient traffic that could be subject to tolls or user fees; (b) an analysis of the anticipated traffic diversion patterns;

1 (c) an analysis of the potential economic impact resulting from 2 proposed toll rates or user fee rates imposed on residents, commercial traffic, and commercial entities in communities in the vicinity of and 4 impacted by the project; (d) an analysis of the economic impact of tolls or user fees on the price of goods and services generally; and 6 (e) an analysis of the relationship of the project to state transportation needs and benefits.

- (6)(a) After determining the definition of the affected project area, the department shall establish a committee comprised of individuals who represent cities and counties in the affected project area; organizations formed to support or oppose the project; and users of the project. The committee shall be named the public-private local involvement committee, and be known as the local involvement committee.
- (b) The members of the local involvement committee shall be: (i) An elected official from each city within the affected project area; (ii) an elected official from each county within the affected project area; (iii) two persons from each county within the affected project area who represent an organization formed in support of the project, if the organization exists; (iv) two persons from each county within the affected project area who represent an organization formed to oppose the project, if the organization exists; and (v) four public members active in a statewide transportation organization. If the committee makeup results in an even number of committee members, there shall be an additional appointment of an elected official from the county in which all, or the greatest portion of the project is located.
- (c) City and county elected officials shall be appointed by a majority of the members of the city or county legislative authorities of each city or county within the affected project area, respectively. The county legislative authority of each county within the affected project area shall identify and validate organizations officially formed in support of or in opposition to the project and shall make the appointments required under this section from a list submitted by the chair of the organizations. Public members shall be appointed by the governor. All appointments to the local involvement committee shall be made and submitted to the department of transportation no later than January 1, 1996, for projects selected prior to September 1, 1994, and no later than thirty days after the affected project area is defined for projects selected after June 30, 1997. Vacancies in the membership of the local involvement committee shall be filled by the appointing

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- authority under (b)(i) through (v) of this subsection for each position 1 2 on the committee.
- 3 (d) The local involvement committee shall serve in an advisory 4 capacity to the department on all matters related to the execution of 5 the advisory vote.
- 6 (e) Members of the local involvement committee serve without 7 compensation and may not receive subsistence, lodging expenses, or 8 travel expenses.
- 9 (7) The department shall conduct a minimum thirty-day public 10 comment period on the definition of the geographical boundary of the The department, in consultation with the local 11 project area. involvement committee, shall make adjustments, if required, to the 12 13 definition of the geographical boundary of the affected project area, based on comments received from the public. Within fourteen calendar 14 15 days after the public comment period, the department shall set the 16 boundaries of the affected project area in units no smaller than a precinct as defined in RCW 29.01.120. 17
 - (8) The department, in consultation with the local involvement committee, shall develop a description for selected project proposals. After developing the description of the project proposal, the department shall publish the project proposal description in newspapers of general circulation for seven calendar days in the affected project Within fourteen calendar days after the last day of the publication of the project proposal description, the department shall transmit a copy of the map depicting the affected project area and the description of the project proposal to the county auditor of the county in which any portion of the affected project area is located.
 - (9) The department shall provide the legislative transportation committee with progress reports on the status of the definition of the affected project area and the description of the project proposal.
- (10) Upon receipt of the map and the description of the project proposal, the county auditor shall, within thirty days, verify the precincts that are located within the affected project area. 33 34 county auditor shall prepare the text identifying and describing the affected project area and the project proposal using the definition of the geographical boundary of the affected project area and the project 36 37 description submitted by the department and shall set an election date for the submission of a ballot proposition authorizing the imposition 38 39 of tolls or user fees to implement the proposed project within the

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affected project area, which date may be the next succeeding general 2 election to be held in the state, or at a special election, if requested by the department. The text of the project proposal must 3 4 appear in a voter's pamphlet for the affected project area. The department shall pay the costs of publication and distribution. 5 The special election date must be the next date for a special election 6 7 provided under RCW 29.13.020 that is at least sixty days but, if 8 authorized under RCW 29.13.020, no more than ninety days after the 9 receipt of the final map and project description by the auditor. 10 department shall pay the cost of an election held under this section.

(11) Notwithstanding any other provision of law, the department may contract with a private developer of a selected project proposal to conduct environmental impact studies, a public involvement program, and engineering and technical studies funded by the legislature. For projects subject to this subsection, the department shall not enter into an agreement under RCW 47.46.040 prior to the advisory vote on the preferred alternative.

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- (12) Subsections (5) through (10) of this section shall not apply to project proposals selected prior to September 1, 1994, that have no organized public opposition as demonstrated by the submission to the department of original petitions bearing at least five thousand signatures of individuals opposing the project, collected and submitted after September 1, 1994, and by thirty calendar days after June 16, 1995.
- (13) Subsections (5) through (10) of this section shall not apply to project proposals selected after June 30, 1997, that have no organized public opposition as demonstrated by the submission to the department of original petitions bearing at least five thousand signatures of individuals opposing the project, collected and submitted by ninety calendar days after project selection.
- NEW SECTION. **Sec. 4.** A new section is added to chapter 47.46 RCW to read as follows:
- USE OF STATE BONDS ON CERTAIN PROJECTS. (1) To the extent that the legislature specifically appropriates funding for a project developed under this chapter using the proceeds of bonds issued by the state, an agreement for the design or construction of the project entered into by the secretary must incorporate provisions that are consistent with the use of the state financing provided by the appropriation.

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- (2) The secretary shall amend existing agreements or execute new 1 agreements to comply with subsection (1) of this section. 2
- 3 (3) If the secretary is unable to reach agreement with other 4 parties on contractual provisions providing for state financing, the secretary shall not enter into an agreement, or shall take no action 5 with respect to an agreement, or shall exercise termination provisions, 6 7 whichever option in the secretary's determination will result in the 8 lowest net cost to the state.
- 9 NEW SECTION. Sec. 5. A new section is added to chapter 47.46 RCW to read as follows: 10
- STATE TOLL FACILITIES AUTHORIZED FOR PPI PROJECTS. The department 11 may provide for the establishment and construction of state toll bridge 12 13 facilities upon any public highways of this state together with 14 approaches to them under agreements entered into under this chapter to develop such facilities. A state toll bridge facility authorized under 15 16 this section includes, but is not limited to, the construction of an additional toll bridge, including approaches, adjacent to and within 17 18 two miles of an existing bridge, the imposition of tolls on both 19 bridges, and the operation of both bridges as one toll facility.
- 20 <u>NEW SECTION.</u> **Sec. 6.** A new section is added to chapter 47.46 RCW 21 to read as follows:
- 22 CITIZEN ADVISORY COMMITTEE CREATED. (1) A citizen advisory 23 committee must be created for any project developed under this chapter 24 that imposes toll charges for use of a transportation facility. governor shall appoint nine members to the committee, all of whom must be permanent residents of the affected project area, as that term is 27 used in RCW 47.46.030.
- 28 (2) The citizen advisory committee shall serve in an advisory capacity to the commission on all matters related to the imposition of 29 tolls. Members of the committee shall serve without compensation. 30
- (3) No toll charge may be imposed or modified unless the citizen 31 32 advisory committee has been given at least twenty days to review and 33 comment on any proposed toll charge schedule. In setting toll rates, the commission shall give consideration to any recommendations of the 34 35 citizen advisory committee.

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- NEW SECTION. Sec. 7. A new section is added to chapter 47.46 RCW to read as follows:
- 3 COMMISSION TO ESTABLISH TOLL CHARGES. (1) The commission shall fix
- 4 the rates of toll and other charges for all toll bridges built under
- 5 this chapter that are financed primarily by bonds issued by the state.
- 6 Subject to section 6 of this act, the commission may impose and modify
- 7 toll charges from time to time as conditions warrant.
- 8 (2) In establishing toll charges, the commission shall give due
- 9 consideration to any required costs for operating and maintaining the
- 10 toll bridge or toll bridges, including the cost of insurance, and to
- 11 any amount required by law to meet the redemption of bonds and interest
- 12 payments on them.
- 13 (3) The toll charges must be imposed in amounts sufficient to:
- 14 (a) Provide annual revenue sufficient to provide for annual
- 15 operating and maintenance expenses, except as provided in RCW
- 16 47.56.245;
- 17 (b) Make payments required under sections 11 and 12 of this act,
- 18 including insurance costs and the payment of principal and interest on
- 19 bonds issued for any particular toll bridge or toll bridges; and
- 20 (c) Repay the motor vehicle fund under sections 8, 11, and 12 of
- 21 this act.
- 22 (4) The bond principal and interest payments, including repayment
- 23 of the motor vehicle fund for amounts transferred from that fund to
- 24 provide for such principal and interest payments, constitute a first
- 25 direct and exclusive charge and lien on all tolls and other revenues
- 26 from the toll bridge concerned, subject to operating and maintenance
- 27 expenses.
- 28 <u>NEW SECTION.</u> **Sec. 8.** A new section is added to chapter 47.46 RCW
- 29 to read as follows:
- TERM OF TOLLS. (1) The commission shall retain toll charges on any
- 31 existing and future facilities constructed under this chapter and
- 32 financed primarily by bonds issued by the state until:
- 33 (a) All costs of investigation, financing, acquisition of property,
- 34 and construction advanced from the motor vehicle fund have been fully
- 35 repaid, except as provided in subsection (2)(b) of this section;
- 36 (b) Obligations incurred in constructing that facility have been
- 37 fully paid; and

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- 1 (c) The motor vehicle fund is fully repaid under section 12 of this 2 act.
- 3 (2) This section does not:
- 4 (a) Prohibit the use of toll revenues to fund maintenance,
- 5 operations, or management of facilities constructed under this chapter
- 6 except as prohibited by RCW 47.56.245;
- 7 (b) Require repayment of funds specifically appropriated as a 8 nonreimbursable state financial contribution to a project.
- 9 (3) Notwithstanding the provisions of subsection (2)(a) of this
- 10 section, upon satisfaction of the conditions enumerated in subsection
- 11 (1) of this section:
- 12 (a) The facility must be operated as a toll-free facility; and
- 13 (b) The operation, maintenance, upkeep, and repair of the facility
- 14 must be paid from funds appropriated for the use of the department for
- 15 the construction and maintenance of the primary state highways of the
- 16 state of Washington.
- NEW SECTION. Sec. 9. A new section is added to chapter 47.46 RCW
- 18 to read as follows:
- 19 TOLL INCREASES IN EXCESS OF FISCAL GROWTH FACTOR. Pursuant to RCW
- 20 43.135.055, the legislature authorizes the transportation commission to
- 21 increase bridge tolls in excess of the fiscal growth factor.
- 22 <u>NEW SECTION.</u> **Sec. 10.** A new section is added to chapter 47.46 RCW
- 23 to read as follows:
- USE OF STATE BOND PROCEEDS. Proceeds of the sale of bonds issued
- 25 by the state for projects constructed under this chapter must be
- 26 deposited in the state treasury to the credit of a special account
- 27 designated for those purposes. Those proceeds must be expended only
- 28 for the purposes enumerated in this chapter, for payment of the expense
- 29 incurred in the issuance and sale of any such bonds, and to repay the
- 30 motor vehicle fund for any sums advanced to pay the cost of surveys,
- 31 location, design, development, right-of-way, and other activities
- 32 related to the financing and construction of the bridge and its
- 33 approaches.
- 34 <u>NEW SECTION.</u> **Sec. 11.** TACOMA NARROWS TOLL BRIDGE ACCOUNT CREATED.
- 35 A special account to be known as the Tacoma Narrows toll bridge account
- 36 is created in the motor vehicle fund in the state treasury.

(1) Deposits to the account must include:

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- 2 (a) All proceeds of bonds issued for construction of the Tacoma Narrows public-private initiative project, including any capitalized 3 4 interest;
- 5 (b) All of the toll charges and other revenues received from the operation of the Tacoma Narrows bridge as a toll facility, to be 6 7 deposited at least monthly; and
- 8 (c) Any interest that may be earned from the deposit or investment 9 of those revenues.
- 10 (2) Proceeds of bonds shall be used consistent with section 10 of this act, including the reimbursement of expenses and fees incurred 11 12 under agreements entered into under RCW 47.46.040 as required by those 13 agreements.
 - (3) Toll charges, other revenues, and interest may be used to:
- 15 (a) Pay any required costs of financing, operation, maintenance, and management and necessary repairs of the facility; and 16
- 17 (b) Repay amounts to the motor vehicle fund as required under section 12 of this act. 18
- 19 (4) When repaying the motor vehicle fund under section 12 of this act, the state treasurer shall transfer funds from the Tacoma Narrows toll bridge account to the motor vehicle fund on or before each debt service date for bonds issued for the Tacoma Narrows public-private 22 23 initiative project in an amount sufficient to repay the motor vehicle 24 fund for amounts transferred from that fund to the highway bond retirement fund to provide for any bond principal and interest due on 26 that date. The state treasurer may establish subaccounts for the purpose of segregating toll charges, bond sale proceeds, and other 27 28 revenues.
- 29 NEW SECTION. Sec. 12. A new section is added to chapter 47.46 RCW 30 to read as follows:
- TOLL CHARGES REMAIN ON FACILITY TO REPAY MOTOR VEHICLE FUND. 31 32 charges must be used to repay the motor vehicle fund consistent with 33 section 11 of this act for any amounts transferred from the motor 34 vehicle fund to the highway bond retirement fund under RCW 47.10.847 to provide for bond retirement and interest on bonds issued for the Tacoma 35 36 Narrows public-private initiative project. Toll charges must remain on any facility financed by bonds issued by the state for a length of time 37 necessary to repay the motor vehicle fund for any amounts expended from 38

- 1 that fund for the design, development, right-of-way, financing,
- 2 construction, maintenance, repair, or operation of the toll facility or
- 3 for amounts transferred from the motor vehicle fund to the highway bond
- 4 retirement fund under RCW 47.10.847 to provide for bond retirement and
- 5 interest on bonds issued for the Tacoma Narrows public-private
- 6 initiative project. Funds specifically appropriated as a
- 7 nonreimbursable state financial contribution to the project do not
- 8 require repayment.
- 9 <u>NEW SECTION.</u> **Sec. 13.** A new section is added to chapter 47.46 RCW
- 10 to read as follows:
- 11 ALTERATION DOES NOT CONSTITUTE NEW PROPOSAL. If a proposal is or
- 12 has been selected for the design, development, construction,
- 13 maintenance, or operation of transportation systems or facilities under
- 14 this chapter, subsequent agreements may be made to implement portions
- 15 of the proposal that modify the proposal or that do not incorporate all
- 16 the features of the proposal. Any such modified agreement does not
- 17 require the solicitation or consideration of additional proposals for
- 18 all or any portion of the services rendered under that modified
- 19 agreement. Modified agreements may provide for the reimbursement of
- 20 expenses and fees incurred under earlier agreements.
- 21 <u>NEW SECTION.</u> **Sec. 14.** A new section is added to chapter 47.46 RCW
- 22 to read as follows:
- 23 APPLICABLE RULES AND STATUTES. All projects designed, constructed,
- 24 and operated under this chapter must comply with all applicable rules
- 25 and statutes in existence at the time the agreement is executed,
- 26 including but not limited to the following provisions: Chapter 39.12
- 27 RCW, this title, RCW 41.06.380, chapter 47.64 RCW, RCW 49.60.180, and
- 28 49 C.F.R. Part 21.
- 29 <u>NEW SECTION.</u> **Sec. 15.** A new section is added to chapter 47.46 RCW
- 30 to read as follows:
- 31 APPLICATION OF RCW 47.46.040 AND 47.46.050. RCW 47.46.040 and
- 32 47.46.050 apply only to those agreements that include private sources
- 33 of financing in whole or in part.
- 34 **Sec. 16.** RCW 47.46.040 and 2001 c 64 s 14 are each amended to read
- 35 as follows:

DEMONSTRATION PROJECTS -- TERMS OF AGREEMENTS -- PUBLIC PARTICIPATION.

2 (1) ((All projects designed, constructed, and operated under this 3 authority must comply with all applicable rules and statutes in 4 existence at the time the agreement is executed, including but not 5 limited to the following provisions: Chapter 39.12 RCW, this title, 6 RCW 41.06.380, chapter 47.64 RCW, RCW 49.60.180, and 49 C.F.R. Part 21.

7 (2))) The secretary or a designee shall consult with legal, 8 financial, and other experts within and outside state government in the 9 negotiation and development of the agreements.

 $((\frac{3}{2}))$ (2) Agreements $(\frac{3}{2})$ may provide for private ownership of the projects during the construction period. After completion and final acceptance of each project or discrete segment thereof, the agreement $(\frac{3}{2})$ may provide for state ownership of the transportation systems and facilities and lease to the private entity unless the state elects to provide for ownership of the facility by the private entity during the term of the agreement.

The state ((shall)) may lease each of the demonstration projects, or applicable project segments, to the private entities for operating purposes for up to fifty years.

(((4))) (3) The department may exercise any power possessed by it to facilitate the development, construction, financing operation, and maintenance of transportation projects under this ((chapter)) section. Agreements for maintenance services entered into under this section shall provide for full reimbursement for services rendered by the department or other state agencies. Agreements for police services for projects, involving state highway routes, developed under agreements shall be entered into with the Washington state patrol. The agreement for police services shall provide that the state patrol will be reimbursed for costs on a comparable basis with the costs incurred for comparable service on other state highway routes. The department may provide services for which it is reimbursed, including but not limited to preliminary planning, environmental certification, and preliminary design of the demonstration projects.

((+5))) (4) The plans and specifications for each project constructed under this section shall comply with the department's standards for state projects. A facility constructed by and leased to a private entity is deemed to be a part of the state highway system for purposes of identification, maintenance, and enforcement of traffic laws and for the purposes of applicable sections of this title. Upon

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reversion of the facility to the state, the project must meet all applicable state standards. Agreements shall address responsibility for reconstruction or renovations that are required in order for a facility to meet all applicable state standards upon reversion of the facility to the state.

 (((6))) <u>(5)</u> For the purpose of facilitating these projects and to assist the private entity in the financing, development, construction, and operation of the transportation systems and facilities, the agreements may include provisions for the department to exercise its authority, including the lease of facilities, rights of way, and airspace, exercise of the power of eminent domain, granting of development rights and opportunities, granting of necessary easements and rights of access, issuance of permits and other authorizations, protection from competition, remedies in the event of default of either of the parties, granting of contractual and real property rights, liability during construction and the term of the lease, authority to negotiate acquisition of rights of way in excess of appraised value, and any other provision deemed necessary by the secretary.

(((17))) (6) The agreements entered into under this section may include provisions authorizing the state to grant necessary easements and lease to a private entity existing rights of way or rights of way subsequently acquired with public or private financing. The agreements may also include provisions to lease to the entity airspace above or below the right of way associated or to be associated with the private entity's transportation facility. In consideration for the reversion rights in these privately constructed facilities, the department may negotiate a charge for the lease of airspace rights during the term of the agreement for a period not to exceed fifty years. If, after the expiration of this period, the department continues to lease these airspace rights to the private entity, it shall do so only at fair market value. The agreement may also provide the private entity the right of first refusal to undertake projects utilizing airspace owned by the state in the vicinity of the public-private project.

((+8)) (7) Agreements under this section may include any contractual provision that is necessary to protect the project revenues required to repay the costs incurred to study, plan, design, finance, acquire, build, install, operate, enforce laws, and maintain toll highways, bridges, and tunnels and which will not unreasonably inhibit or prohibit the development of additional public transportation systems

and facilities. Agreements under this section must secure and maintain 1 liability insurance coverage in amounts appropriate to protect the project's viability and may address state indemnification of the 3 4 private entity for design and construction liability where the state has approved relevant design and construction plans.

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- $((\frac{9}{}))$ (8) Agreements entered into under this section shall 6 7 include a process that provides for public involvement in decision 8 making with respect to the development of the projects.
 - $((\frac{10}{10}))$ (9)(a) In carrying out the public involvement process required in subsection $((\frac{9}{}))$ (8) of this section, the private entity shall proactively seek public participation through a process appropriate to the characteristics of the project that assesses and demonstrates public support among: Users of the project, residents of communities in the vicinity of the project, and residents of communities impacted by the project.
- (b) The private entity shall conduct a comprehensive public 16 involvement process that provides, periodically throughout the 17 development and implementation of the project, users and residents of 18 19 communities in the affected project area an opportunity to comment upon key issues regarding the project including, but not limited to: (i) 20 Alternative sizes and scopes; (ii) design; (iii) environmental 21 assessment; (iv) right of way and access plans; (v) traffic impacts; 22 23 (vi) tolling or user fee strategies and tolling or user fee ranges; 24 (vii) project cost; (viii) construction impacts; (ix) facility 25 operation; and (x) any other salient characteristics.
 - (c) If the affected project area has not been defined, the private entity shall define the affected project area by conducting, at a minimum: (i) A comparison of the estimated percentage of residents of communities in the vicinity of the project and in other communities impacted by the project who could be subject to tolls or user fees and the estimated percentage of other users and transient traffic that could be subject to tolls or user fees; (ii) an analysis of the anticipated traffic diversion patterns; (iii) an analysis of the potential economic impact resulting from proposed toll rates or user fee rates imposed on residents, commercial traffic, and commercial entities in communities in the vicinity of and impacted by the project; (iv) an analysis of the economic impact of tolls or user fees on the price of goods and services generally; and (v) an analysis of the relationship of the project to state transportation needs and benefits.

- The agreement may require an advisory vote by users of and residents in the affected project area.
- 3 (d) In seeking public participation, the private entity shall 4 establish a local involvement committee or committees comprised of residents of the affected project area, individuals who represent 5 cities and counties in the affected project area, organizations formed 6 7 to support or oppose the project, if such organizations exist, and 8 users of the project. The private entity shall, at a minimum, 9 establish a committee as required under the specifications of RCW 10 47.46.030(6)(b) (ii) and (iii) and appointments to such committee shall be made no later than thirty days after the project area is defined. 11
- (e) Local involvement committees shall act in an advisory capacity to the department and the private entity on all issues related to the development and implementation of the public involvement process established under this section.
- (f) The department and the private entity shall provide the legislative transportation committee and local involvement committees with progress reports on the status of the public involvement process including the results of an advisory vote, if any occurs.
- 20 (((11))) <u>(10)</u> Nothing in this chapter limits the right of the 21 secretary and his or her agents to render such advice and to make such 22 recommendations as they deem to be in the best interests of the state 23 and the public.
- 24 **Sec. 17.** RCW 47.46.050 and 1995 2nd sp.s. c 19 s 4 are each 25 amended to read as follows:
- FINANCIAL ARRANGEMENTS. (1) The department may enter into agreements using federal, state, and local financing in connection with the projects, including without limitation, grants, loans, and other measures authorized by section 1012 of ISTEA, and to do such things as necessary and desirable to maximize the funding and financing, including the formation of a revolving loan fund to implement this section.
- 33 (2) Agreements entered into under this section ((shall)) may
 34 authorize the private entity to lease the facilities within a
 35 designated area or areas from the state and to impose user fees or
 36 tolls within the designated area to allow a reasonable rate of return
 37 on investment, as established through a negotiated agreement between
 38 the state and the private entity. The negotiated agreement shall

- determine a maximum development fee and, where appropriate, a maximum rate of return on investment, based on project and financing characteristics. If the negotiated rate of return on investment or development fee is not affected, the private entity may establish and modify toll rates and user fees.
- 6 (3) Agreements that include a maximum rate of return may establish
 7 "incentive" rates of return beyond the negotiated maximum rate of
 8 return on investment. The incentive rates of return shall be designed
 9 to provide financial benefits to the affected public jurisdictions and
 10 the private entity, given the attainment of various safety,
 11 performance, or transportation demand management goals. The incentive
 12 rates of return shall be negotiated in the agreement.
- (4) Agreements shall require that over the term of the ownership or lease the user fees or toll revenues be applied only to payment of ((the private entity's)):
- (a) The capital outlay costs for the project, including ((project development costs, interest expense,)) the costs associated with planning, design, development, financing, construction, improvement, operations, toll collection, maintenance, and administration of the project((-));
- 21 <u>(b) The</u> reimbursement to the state for all costs associated with an 22 election as required under RCW 47.46.030, the costs of project review 23 and oversight, <u>and</u> technical and law enforcement services($(\frac{1}{7})$);
- 24 <u>(c) The</u> establishment of a fund to assure the adequacy of 25 maintenance expenditures((-)); and
- 26 (d) A reasonable return on investment to the private entity. A
 27 negotiated agreement shall not extend the term of the ownership or
 28 lease beyond the period of time required for payment of the private
 29 entity's capital outlay costs for the project under this subsection.
- 30 **Sec. 18.** RCW 47.46.060 and 1998 c 179 s 4 are each amended to read 31 as follows:
- DEFERRAL OF TAXES. (1) Any person, including the department of transportation and any private entity ((that is party to an agreement under this chapter)) or entities, may apply for deferral of taxes on the site preparation for, the construction of, the acquisition of any related machinery and equipment which will become a part of, and the rental of equipment for use in the state route number 16 corridor improvements project under this chapter. Application shall be made to

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- 1 the department of revenue in a form and manner prescribed by the
- 2 department of revenue. The application shall contain information
- 3 regarding estimated or actual costs, time schedules for completion and
- 4 operation, and other information required by the department of revenue.
- 5 The department of revenue shall approve the application within sixty
- 6 days if it meets the requirements of this section.
- 7 (2) The department of revenue shall issue a sales and use tax
- 8 deferral certificate for state and local sales and use taxes due under
- 9 chapters 82.08, 82.12, and 82.14 RCW on the project. ((The use of the
- 10 certificate shall be governed by rules established by the department of
- 11 revenue.))
- 12 (3) The department of transportation or a private entity granted a
- 13 tax deferral under this section shall begin paying the deferred taxes
- 14 in the fifth year after the date certified by the department of revenue
- 15 as the date on which the project is operationally complete. The first
- 16 payment is due on December 31st of the fifth calendar year after such
- 17 certified date, with subsequent annual payments due on December 31st of
- 18 the following nine years. Each payment shall equal ten percent of the
- 19 deferred tax. The project is operationally complete under this section
- 20 when the collection of tolls is commenced for the state route number 16
- 21 improvements covered by the deferral.
- 22 (4) The department of revenue may authorize an accelerated
- 23 repayment schedule upon request of the department of transportation or
- 24 a private entity granted a deferral under this section.
- 25 (5) Interest shall not be charged on any taxes deferred under this
- 26 section for the period of deferral, although all other penalties and
- 27 interest applicable to delinquent excise taxes may be assessed and
- 28 imposed for delinquent payments under this section. The debt for
- 29 deferred taxes is not extinguished by insolvency or other failure of
- 30 the private entity. <u>Transfer of ownership does not terminate the</u>
- 31 <u>deferral</u>.
- 32 (6) Applications and any other information received by the
- 33 department of revenue under this section are not confidential and are
- 34 subject to disclosure. Chapter 82.32 RCW applies to the administration
- 35 of this section.
- 36 **Sec. 19.** RCW 47.56.030 and 2001 c 59 s 1 are each amended to read
- 37 as follows:

- DEPARTMENT'S POWERS AND DUTIES REGARDING TOLL FACILITIES. 1 (1)Except as permitted under chapter 47.46 RCW: 2
- 3 (a) The department of transportation shall have full charge of the construction of all toll bridges and other toll facilities including 4 the Washington state ferries, and the operation and maintenance 5 thereof. 6
- 7 (b) The transportation commission shall determine and establish the 8 tolls and charges thereon, and shall perform all duties and exercise 9 all powers relating to the financing, refinancing, and fiscal 10 management of all toll bridges and other toll facilities including the Washington state ferries, and bonded indebtedness in the manner 11 12 provided by law.
- 13 (c) The department shall have full charge of design of all toll 14 facilities.
- 15 (d) Except as provided in this section, the department shall proceed with the construction of such toll bridges and other facilities 16 17 and the approaches thereto by contract in the manner of state highway construction immediately upon there being made available funds for such 18 19 work and shall prosecute such work to completion as rapidly as 20 practicable. The department is authorized to negotiate contracts for any amount without bid under $((\frac{a}{b}))$ $\underline{(d)(i)}$ and $(\frac{b}{b})$ $\underline{(ii)}$ of this 21 22 subsection:
- $((\frac{a}{a}))$ (i) Emergency contracts, in order to make repairs to 24 ferries or ferry terminal facilities or removal of such facilities whenever continued use of ferries or ferry terminal facilities 26 constitutes a real or immediate danger to the traveling public or precludes prudent use of such ferries or facilities; and

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- (((b))) <u>(ii)</u> Single source contracts for vessel dry dockings, when 28 there is clearly and legitimately only one available bidder to conduct 29 30 dry dock-related work for a specific class or classes of vessels. The contracts may be entered into for a single vessel dry docking or for 31 multiple vessel dry dockings for a period not to exceed two years. 32
- 33 (2) The department shall proceed with the procurement of materials, 34 supplies, services, and equipment needed for the support, maintenance, 35 and use of a ferry, ferry terminal, or other facility operated by Washington state ferries, in accordance with chapter 43.19 RCW except 36 37 as follows:
- (a) Except as provided in (d) of this subsection, when the 38 39 secretary of the department of transportation determines in writing

- that the use of invitation for bid is either not practicable or not 1 2 advantageous to the state and it may be necessary to make competitive evaluations, including technical or performance evaluations among 3 4 acceptable proposals to complete the contract award, a contract may be entered into by use of a competitive sealed proposals method, and a 5 formal request for proposals solicitation. Such formal request for 6 7 proposals solicitation shall include a functional description of the 8 needs and requirements of the state and the significant factors.
- 9 (b) When purchases are made through a formal request for proposals 10 solicitation the contract shall be awarded to the responsible proposer whose competitive sealed proposal is determined in writing to be the 11 most advantageous to the state taking into consideration price and 12 13 other evaluation factors set forth in the request for proposals. No significant factors may be used in evaluating a proposal that are not 14 15 specified in the request for proposals. Factors that may be considered 16 in evaluating proposals include but are not limited to: 17 maintainability; reliability; commonality; performance levels; life cycle cost if applicable under this section; cost of transportation or 18 19 delivery; delivery schedule offered; installation cost; cost of spare 20 parts; availability of parts and service offered; and the following:
 - (i) The ability, capacity, and skill of the proposer to perform the contract or provide the service required;
- (ii) The character, integrity, reputation, judgment, experience, and efficiency of the proposer;
- (iii) Whether the proposer can perform the contract within the time specified;
 - (iv) The quality of performance of previous contracts or services;
- (v) The previous and existing compliance by the proposer with laws relating to the contract or services;
- (vi) Objective, measurable criteria defined in the request for proposal. These criteria may include but are not limited to items such as discounts, delivery costs, maintenance services costs, installation costs, and transportation costs; and
- (vii) Such other information as may be secured having a bearing on the decision to award the contract.
- 36 (c) When purchases are made through a request for proposal process, 37 proposals received shall be evaluated based on the evaluation factors 38 set forth in the request for proposal. When issuing a request for 39 proposal for the procurement of propulsion equipment or systems that

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- include an engine, the request for proposal must specify the use of a life cycle cost analysis that includes an evaluation of fuel efficiency. When a life cycle cost analysis is used, the life cycle cost of a proposal shall be given at least the same relative importance as the initial price element specified in the request of proposal documents. The department may reject any and all proposals received.
- 7 If the proposals are not rejected, the award shall be made to the
- 8 proposer whose proposal is most advantageous to the department,
- 9 considering price and the other evaluation factors set forth in the 10 request for proposal.
- (d) If the department is procuring large equipment or systems (e.g., electrical, propulsion) needed for the support, maintenance, and use of a ferry operated by Washington state ferries, the department shall proceed with a formal request for proposal solicitation under this subsection (2) without a determination of necessity by the secretary.
- 17 **Sec. 20.** RCW 47.56.270 and 1983 c 3 s 129 are each amended to read 18 as follows:
- 19 LAKE WASHINGTON AND 1950 TACOMA NARROWS BRIDGE MADE PART OF PRIMARY The Lake Washington bridge and the 1950 Tacoma Narrows 20 HIGHWAYS. bridge in chapter 47.17 RCW made a part of the primary state highways 21 22 of the state of Washington, shall, upon completion, be operated, 23 maintained, kept up, and repaired by the department in the manner 24 provided in this chapter, and the cost of such operation, maintenance, 25 upkeep, and repair shall be paid from funds appropriated for the use of the department for the construction and maintenance of the primary 26 state highways of the state of Washington. This section does not apply 27 to that portion of the Tacoma Narrows bridge facility first opened to 28 29 traffic after the effective date of this act.
- 30 **Sec. 21.** RCW 47.56.271 and 1983 c 3 s 130 are each amended to read 31 as follows:
- 1950 TACOMA NARROWS BRIDGE TO REMAIN TOLL-FREE--EXCEPTION. Except
 as otherwise provided in this section, the 1950 Tacoma Narrows bridge
 hereinbefore by the provisions of RCW 47.17.065 and 47.56.270 made a
 part of the primary state highways of the state shall be operated and
 maintained by the department as a toll-free facility at such time as
 the ((present)) bonded indebtedness relating ((thereto)) to the

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- 1 construction of the 1950 Tacoma Narrows bridge is wholly retired and
- 2 tolls equaling the ((present)) indebtedness of the toll bridge
- 3 authority incurred for the construction of the 1950 Tacoma Narrows
- 4 <u>bridge</u> to the county of Pierce have been collected. ((It is the
- 5 express intent of the legislature that the provisions of RCW 47.56.245
- 6 (section 47.56.245, chapter 13, Laws of 1961) shall not be applicable
- 7 to the Tacoma Narrows bridge.)) Toll charges may be imposed upon the
- 8 1950 Tacoma Narrows bridge only if that bridge is included as part of
- 9 a public toll bridge facility that includes an additional toll bridge
- 10 adjacent to the 1950 Tacoma Narrows bridge and constructed under
- 11 section 5 of this act.
- 12 **Sec. 22.** RCW 39.46.070 and 1983 c 167 s 7 are each amended to read
- 13 as follows:
- BONDS--PAYMENT OF COSTS OF ISSUANCE AND SALE. (1) Except as
- 15 provided in subsection (2) of this section, the proceeds of any bonds
- 16 issued by the state or a local government may be used to pay incidental
- 17 costs and costs related to the sale and issuance of the bonds. Such
- 18 costs include payments for fiscal and legal expenses, obtaining bond
- 19 ratings, printing, engraving, advertising, establishing and funding
- 20 reserve accounts and other accounts, an amount for working capital,
- 21 capitalized interest for up to six months after completion of
- 22 construction, necessary and related engineering, architectural,
- 23 planning, and inspection costs, and other similar activities or
- 24 purposes.
- 25 (2) In addition to the costs enumerated in subsection (1) of this
- 26 <u>section</u>, <u>costs</u> <u>authorized</u> <u>under</u> <u>this</u> <u>section</u> <u>include</u> <u>capitalized</u>
- 27 interest for up to seventy-two months from the date of issuance for
- 28 bonds issued by the state for the construction of a public toll bridge
- 29 <u>under chapter 47.46 RCW.</u>
- 30 **Sec. 23.** RCW 47.56.245 and 1984 c 7 s 267 are each amended to read
- 31 as follows:
- 32 TOLL CHARGES RETAINED UNTIL COSTS PAID. The department shall
- 33 retain toll charges on all existing and future facilities until all
- 34 costs of investigation, financing, acquisition of property, and
- 35 construction advanced from the motor vehicle fund, and obligations
- 36 incurred under RCW 47.56.250 and chapter 16, Laws of 1945 have been
- 37 fully paid.

- (1) Except as provided in subsection (2) of this section, with 1 respect to every facility completed after March 19, 1953, costs of 2 3 maintenance((, management,)) and operation shall be paid periodically 4 out of the revenues of the facility in which such costs were incurred. 5 (2) Where a state toll facility is constructed under chapter 47.46 RCW adjacent to or within two miles of an existing bridge that was 6 constructed under this chapter, revenue from the toll facility may not 7 8 be used to pay for costs of maintenance on the existing bridge.
- 9 **Sec. 24.** RCW 43.84.092 and 2001 2nd sp.s. c 14 s 608, 2001 c 273 10 s 6, 2001 c 141 s 3, and 2001 c 80 s 5 are each reenacted and amended 11 to read as follows:
- 12 (1) All earnings of investments of surplus balances in the state 13 treasury shall be deposited to the treasury income account, which 14 account is hereby established in the state treasury.

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- (2) The treasury income account shall be utilized to pay or receive funds associated with federal programs as required by the federal cash management improvement act of 1990. The treasury income account is subject in all respects to chapter 43.88 RCW, but no appropriation is required for refunds or allocations of interest earnings required by the cash management improvement act. Refunds of interest to the federal treasury required under the cash management improvement act fall under RCW 43.88.180 and shall not require appropriation. office of financial management shall determine the amounts due to or from the federal government pursuant to the cash management improvement The office of financial management may direct transfers of funds between accounts as deemed necessary to implement the provisions of the cash management improvement act, and this subsection. allocations shall occur prior to the distributions of earnings set forth in subsection (4) of this section.
- 30 (3) Except for the provisions of RCW 43.84.160, the treasury income account may be utilized for the payment of purchased banking services 31 on behalf of treasury funds including, but not limited to, depository, 32 33 safekeeping, and disbursement functions for the state treasury and 34 affected state agencies. The treasury income account is subject in all respects to chapter 43.88 RCW, but no appropriation is required for 35 36 payments to financial institutions. Payments shall occur prior to distribution of earnings set forth in subsection (4) of this section. 37

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- 1 (4) Monthly, the state treasurer shall distribute the earnings 2 credited to the treasury income account. The state treasurer shall 3 credit the general fund with all the earnings credited to the treasury 4 income account except:
- 4 5 (a) The following accounts and funds shall receive their proportionate share of earnings based upon each account's and fund's 6 7 average daily balance for the period: The capitol building 8 construction account, the Cedar River channel construction and 9 operation account, the Central Washington University capital projects charitable, educational, penal 10 the and institutions account, the common school construction fund, the county 11 criminal justice assistance account, the county sales and use tax 12 13 equalization account, the data processing building construction account, the deferred compensation administrative account, the deferred 14 15 compensation principal account, the department of retirement systems 16 expense account, the drinking water assistance account, the drinking 17 water assistance administrative account, the drinking water assistance 18 repayment account, the Eastern Washington University capital projects 19 account, the education construction fund, the emergency reserve fund, 20 the federal forest revolving account, the health services account, the public health services account, the health system capacity account, the 21 personal account, 22 health services the state higher 23 construction account, the higher education construction account, the 24 highway infrastructure account, the industrial insurance premium refund 25 account, the judges' retirement account, the judicial retirement 26 administrative account, the judicial retirement principal account, the local leasehold excise tax account, the local real estate excise tax 27 account, the local sales and use tax account, the medical aid account, 28 29 the mobile home park relocation fund, the multimodal transportation 30 account, the municipal criminal justice assistance account, the municipal sales and use tax equalization account, the natural resources 31 deposit account, the oyster reserve land account, the perpetual 32 33 surveillance and maintenance account, the public employees' retirement 34 system plan 1 account, the public employees' retirement system combined 35 plan 2 and plan 3 account, the public health supplemental account, the Puyallup tribal settlement account, the resource management cost 36 37 account, the site closure account, the special wildlife account, the state employees' insurance account, the state employees' insurance 38 39 reserve account, the state investment board expense account, the state

investment board commingled trust fund accounts, the supplemental 1 pension account, the Tacoma Narrows toll bridge account, the teachers' 2 retirement system plan 1 account, the teachers' retirement system 3 4 combined plan 2 and plan 3 account, the tobacco prevention and control 5 account, the tobacco settlement account, the transportation infrastructure account, the tuition recovery trust fund, the University 6 7 of Washington bond retirement fund, the University of Washington 8 building account, the volunteer fire fighters' and reserve officers' 9 relief and pension principal fund, the volunteer fire fighters' and 10 reserve officers' administrative fund, the Washington fruit express account, the Washington judicial retirement system account, the 11 Washington law enforcement officers' and fire fighters' system plan 1 12 13 retirement account, the Washington law enforcement officers' and fire fighters' system plan 2 retirement account, the Washington school 14 15 employees' retirement system combined plan 2 and 3 account, the 16 Washington state health insurance pool account, the Washington state 17 patrol retirement account, the Washington State University building account, the Washington State University bond retirement fund, the 18 19 water pollution control revolving fund, and the Western Washington 20 University capital projects account. Earnings derived from investing balances of the agricultural permanent fund, the normal school 21 permanent fund, the permanent common school fund, the scientific 22 permanent fund, and the state university permanent fund shall be 23 24 allocated to their respective beneficiary accounts. All earnings to be 25 distributed under this subsection (4)(a) shall first be reduced by the 26 allocation to the state treasurer's service fund pursuant to RCW 43.08.190. 27

(b) The following accounts and funds shall receive eighty percent of their proportionate share of earnings based upon each account's or fund's average daily balance for the period: The aeronautics account, the aircraft search and rescue account, the county arterial preservation account, the department of licensing services account, the essential rail assistance account, the ferry bond retirement fund, the grade crossing protective fund, the high capacity transportation account, the highway bond retirement fund, the highway safety account, the motor vehicle fund, the motorcycle safety education account, the pilotage account, the public transportation systems account, the Puget Sound capital construction account, the Puget Sound ferry operations account, the recreational vehicle account, the rural arterial trust

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- 1 account, the safety and education account, the special category C
- 2 account, the state patrol highway account, the transportation equipment
- 3 fund, the transportation fund, the transportation improvement account,
- 4 the transportation improvement board bond retirement account, and the
- 5 urban arterial trust account.
- 6 (5) In conformance with Article II, section 37 of the state
- 7 Constitution, no treasury accounts or funds shall be allocated earnings
- 8 without the specific affirmative directive of this section.
- 9 <u>NEW SECTION.</u> **Sec. 25.** A new section is added to chapter 47.46 RCW 10 to read as follows:
- 11 LEGISLATIVE OVERSIGHT COMMITTEE. A legislative oversight committee
- 12 is established to monitor and report on the progress, execution, and
- 13 efficiency of design-build contracts issued under this chapter. The
- 14 legislative oversight committee will be comprised of one legislator
- 15 from each caucus of each chamber of the legislature. The leadership of
- 16 each caucus shall appoint one member from his or her respective caucus
- 17 to serve on the legislative oversight committee authorized by this
- 18 section.
- 19 <u>NEW SECTION.</u> **Sec. 26.** CAPTIONS. Captions used in this act do not
- 20 constitute any part of the law.

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