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I. INTRODUCTION

A. Summary

Chelan County's (County) petition to alter and relocate BNSF Railway Company's (BNSF) trestle is part of the County's effort to improve public safety on the Chumstick Highway. The County has improved sections of the Chumstick Highway to the south and north of highway milepost 1.83 where the Chumstick Highway passes under the BNSF trestle. Before making further improvements to the Chumstick Highway in the vicinity of the BNSF trestle, the County is awaiting the decision on the County's petition in this matter by the Washington Utilities and Transportation Commission (WUTC or Commission).

BNSF petitioned to dismiss the County's petition on the basis of federal preemption.¹ The WUTC issued its *Initial Order Denying Petition To Dismiss For Lack Of Jurisdiction* on August 20, 2007.² Neither party filed a petition for administrative review of the *Initial Order*.³

The Commission determined that the WUTC is not preempted from addressing the County's petition and allocating costs for improving the Under-crossing.⁴

The Commission also found that public safety requires amelioration of safety concerns at the railway under-crossing at milepost 1.83 on the Chumstick Highway.⁵

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¹ Respondent BNSF's Brief on Jurisdictional Issues, TR-061442, May 3, 2007.

² Initial Order Denying Petition To Dismiss For Lack Of Jurisdiction, TR-061442, August 20, 2007.

³ WAC 480-07-825(a) and (b).

⁴ Initial Order Denying Petition To Dismiss For Lack Of Jurisdiction, TR-061442, August 20, 2007, p. 10.

The County contends that the railway bridge (trestle) crossing over the Chumstick Highway at milepost 1.83 is a component of the public safety concerns at this undercrossing. At the under-crossing, the Chumstick Highway makes an abrupt change from a long, straight roadway to a sharp curve. Sight distances at the Under-crossing are limited by the curve in the highway and the railway bridge piers. The concrete piers are also too close to the roadway and limit the roadway to a nonstandard, too-narrow width...

In its *Initial Order*, the Commission ordered that the Commission will determine the appropriate cost allocation associated with the Chumstick Highway Improvement Project.⁶

B. Relief Requested

The County requests that the costs of reconstruction of the trestle, including design, alteration, relocation, be apportioned by the Commission between the County and BNSF. The County agrees to pay the cost of its highway design and construction improvement and volunteers to pay one million dollars toward trestle design and reconstruction. The County asks that BNSF pay the railroad bridge design, construction, and shoo-fly costs less the County's one million dollar contribution.

The County further asks that the Commission order the parties to cooperatively develop a design for the alteration, relocation, and configuration of the railroad bridge and the highway at the Under-crossing to improve public safety, and that the Commission order that each party be responsible for construction of its respective facilities in compliance with state law.

⁵ Initial Order Denying Petition To Dismiss For Lack Of Jurisdiction, TR-061442, August 20, 2007, p. 11.

⁶ Initial Order Denying Petition To Dismiss For Lack Of Jurisdiction, TR-061442, August 20, 2007, at p.

II. WUTC AUTHORITY TO ORDER ALTERATION, RELOCATION, AND RECONSTRUCTION OF THE UNDER-CROSSING

Chapter 81.53 of the Revised Code of Washington grants the Washington Utilities and Transportation Commission ("WUTC" or "Commission") the authority to regulate highway-railroad crossings as required by public safety. "[T]he legislative authority of any county within which there exists an under-crossing . . . may file with the commission . . . its petition in writing, alleging public safety requires . . . an alteration . . . in the style and nature of construction of an existing . . under-crossing, or a change in the location of an existing highway or crossing" If the petition to alter and/or relocate an under-crossing is contested, the WUTC conducts a public hearing before an administrative law judge. After a contested hearing, the administrative law judge issues an initial order which "resolve[s] contested issues on the basis of the official record in a proceeding." Initial orders are subject to further action by the Commission unless the Commission reviews the initial order.

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⁷ RCW 81.53.060.

⁸ RCW 81.53.060.

⁹ WAC 480-07-820(1)(a) and WAC 480-07-825(1)(a) and (2).

¹⁰ WAC 480-07-820(1)(a) and WAC 480-07-825(1)(a), (2), and (7).

III. ANALYSIS: THE BNSF CHUMSTICK HIGHWAY UNDER-CROSSING SHOULD BE ALTERED AND RELOCATED AND COSTS SHOULD BE APPORTIONED BETWEEN THE COUNTY AND BNSF

A. Washington law requires the WUTC to make its decision on the County's petition based upon public safety concerns

Washington law requires that a petition brought by the county legislative authority allege "that the public safety requires" alteration or relocation of any existing under-crossing.¹¹

Chelan County filed the petition to alter and/or relocate the BNSF Chumstick Highway under-crossing and alleged that public safety requires alteration and/or relocation of the under-crossing.¹²

B. The Chumstick Highway-BNSF Under-crossing is a public safety hazard

The WUTC has already found that "The Chumstick Highway railway undercrossing at milepost 1.83 presents both highway and rail safety concerns that require amelioration." 13

1. The County does not assert any safety concerns about physical deterioration of the BNSF railroad trestle at milepost 1.83 on the Chumstick Highway. Indeed, the County Public Works Director testified that the County had no safety concerns about the trestle being in a dilapidated condition.¹⁴

¹¹ RCW 81.53.060.

¹² See Petition for Alteration and Relocation of a Highway-Rail Under-Crossing, TR -061442, filed 09-11-2006.

¹³ Initial Order Denying Petition To Dismiss For Lack Of Jurisdiction, TR-061442, August 20, 2007, Finding of Fact 4 at p.11.

¹⁴ Record of Proceedings, Vol. IV, May 16, 2008 at p. 78, ll. 12-15.

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2. Rather, the County's public safety concerns arise because of the combination of factors at the undercrossing. Except for the vicinity of the Undercrossing, the Chumstick Highway has been improved for some distance to the north and south of the Under-crossing.¹⁵ The roadway and shoulder beneath trestle is a substandard twenty-four feet wide between the trestle piers.¹⁶ The Chumstick Highway is a major rural collector.¹⁷ WDOT and AASHTO design standards call for a minimum of thirty-two feet of roadway and shoulder width.¹⁸ The speed limit on the Chumstick Highway to the north and south of the BNSF trestle is fifty miles per hour.¹⁹ The road curves sharply at the north end of the trestle.²⁰ The speed limit on the curve beneath the trestle is lowered to 25 miles per hour.²¹

As an indication of how sharp and abrupt the curve is at the trestle, the traffic engineer testifying on behalf of BNSF set out a litany of measures that the county has undertaken to mitigate the safety hazard drivers are confronted with at the under-crossing site. These measures include:

- a. appropriate curve warning sign;
- b. flashing beacon on top of the light;

¹⁵ Prefiled Testimony of Gregory Pezoldt, p. 3, ll. 10-13.

¹⁶ Prefiled Testimony of Gregory Pezoldt at II. 14-15; Petition for Alteration and Relocation of a Highway-Rail Under-Crossing, TR -061442, filed 09-11-2006, Exhibit 11.

¹⁷ Prefiled Testimony of Gregory Pezoldt, p. 2, ll. 18-22.

¹⁸ Prefiled Testimony of Gregory Pezoldt, p. 3, ll. 16-18.

¹⁹ Prefiled Testimony of Gregory Pezoldt, p. 3, ll. 20-21.

²⁰ Prefiled Testimony of Gregory Pezoldt, p. 3, ll.19-20; Prefiled Testimony of Gary Norris, p. 5, ll. 15-20; . Petition for Alteration and Relocation of a Highway-Rail Under-Crossing, TR -061442, filed 09-11-2006, Exhibit 10.

²¹ Prefiled Testimony of Gary Norris, p. 5, l. 17.

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- d. posting chevrons through the curve to inform the driver of the sharpness of the curve; and
- e. providing jersey barriers to protect the railroad bridge from errant vehicles.²²

Mr. Norris, the BNSF traffic engineer, maintains that "[I]f sufficient information in regard to how a driver is to maneuver through a roadway section is not properly conveyed and the motorist is led into an unexpected situation, I would consider such a condition to be 'unsafe' and 'hazardous." However and despite the signage, beacons, chevrons, and lowered advisory speed, and the BNSF traffic engineer's conclusion is that the "the collisions are the result of driver error rather than a roadway deficiency." ²⁴

Rather than alter the highway-railway under-crossing configuration to create a road meeting current highway standards, BNSF recommends reliance on the addition of "buttons" on the highway at each warning sign to catch the drivers' attention and flashing beacons on the chevron s through the curve "to draw attention to the angle of the curve."

BNSF does not share the County's public safety concern about limited sight distances for motorists, but instead, is concerned about the structural safety of the bridge and relies on jersey barriers on the highway to protect the bridge structure from vehicle

²² Prefiled Testimony of Gary Norris, p. 5, ll. 15-20.

²³ Prefiled Testimony of Gary Norris, p. 5, ll. 11-14.

²⁴ Prefiled Testimony of Gary Norris, p. 7, ll. 26-27.

²⁵ Prefiled Testimony of Gary Norris, p. 9, ll. 19-26.

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collisions.²⁶ The bridge piers are exposed and are several inches from the shoulder of the highway.²⁷ BNSF recognizes that a safety problem exists, but its position is clear, "The bridge structure is safe for railroad operations. It appears that there is a highway safety issue that must be addressed by the responsible road authority – Chelan County."²⁸

The genesis of this highway-railway under-crossing public safety problem began in 1928 when BNSF's predecessor in interest, the Great Northern Railway, relocated its rail line from of the Tumwater Canyon to the Chumstick.²⁹ The Great Northern Railway constructed the Chumstick Highway railway trestle over the county road at milepost 1.83 in 1928.³⁰ The under-crossing design has been characterized as being built in the "the low-traffic-volume, post-horse-and-buggy, early automotive era."³¹ The Chumstick Highway now carries an average traffic volume of approximately 2,800 vehicles per day.³²

Now the County is incrementally improving the Chumstick Highway and has made improvements to the highway to the north and south of the trestle vicinity to current standards, but has not improved the section of road near and under the trestle.³³ State law

²⁶ Prefiled Testimony of Bruce Roper, p.5, ll. 9-17.

²⁷ Prefiled Testimony of Gregory Pezoldt, p. 4, ll. 14-15; Transcript of Hearing, Vol. IV, May 16, 2008, p. 92, ll. 17-18; Petition for Alteration and Relocation of a Highway-Rail Under-Crossing, TR -061442, filed 09-11-2006, Exhibits 8 and 9.

²⁸ Prefiled Testimony of Gary Norris, p. 4, ll. 4-6.

²⁹ Prefiled Testimony of Gregory Pezoldt, p. 3, ll. 4-6.

³⁰ Prefiled Testimony of Gregory Pezoldt, p. 3, ll. 19; Prefiled Testimony of Bruce Roper, p. 2, l. 18.

³¹ Prefiled Testimony of Gregory Pezoldt, p. 3, ll. 2-4.

³² Prefiled Testimony of Gary Norris, p. 6, ll. 11-16.

³³ Prefiled Testimony of Gregory Pezoldt, p. 3, ll. 10-123.

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³⁴ RCW 36.86.080.

requires reconstruction of old county roads to meet current design standards.³⁴ The

bridge piers limit the available road and shoulder to 24 feet.³⁵ Current design standards

applicable to the Chumstick Highway require a minimum of thirty-two feet of roadway

and shoulder width.³⁶ The railroad trestle over the Chumstick Highway built in 1928 was

a result of cooperation between the County and the Great Northern Railway to allow the

railroad to reroute its line from the Tumwater Canvon through the Chumstick drainage.³⁷

The layout and dimensions of the 1928 undercrossing can no longer meet minimum

highway standards.³⁸ The County is upgrading its highway to modern standards. The

railroad has a duty to do it part meet the modern conditions.³⁹

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³⁵ Prefiled Testimony of Gregory Pezoldt at ll. 14-15; Petition for Alteration and Relocation of a Highway-Rail Under-Crossing, TR -061442, filed 09-11-2006, Exhibit 11.

³⁶ Prefiled Testimony of Gregory Pezoldt, p. 3, ll. 16-18.

³⁷ Prefiled Testimony of Gregory Pezoldt, p. 3, ll. 1-9.

³⁸ Prefiled Testimony of Gregory Pezoldt, p. 3, ll. 16-18.

³⁹ "The duty of maintaining and keeping in repair and restoring highway crossings so as not to impair their usefulness is a *continuing duty*, requiring the railroad to put the street in such condition as changes in circumstances require; and, when a crossing or mode of restoration originally sufficient becomes insufficient by reason of subsequent conditions, increased travel, character of vehicles used, and the like, it is the duty of the railroad company to do whatever the public convenience and necessity may require in order to meet such conditions, rather than what may be required by convenience of the railroad." *Kittitas County v. Chicago, M., S.P. & P.R. Co.*, 4 Wn.App. 768, 771, 483 P.2d 1279 (1971).

C. Washington Law Provides That The WUTC May Apportion The Cost of Construction Work Between The Parties

1. The Chumstick Highway improvement project is not a federal-aid project.

The Chumstick Highway improvement project is not a federal-aid project and state law determines the apportionment of construction cost between BNSF and the County.

The Chumstick Highway improvement project for the under-crossing is funded with a \$1,440,000 state gasoline tax grant, the state Rural Arterial Trust Account, which will expire in 2011.⁴⁰ No federal funding is involved and the project is not a federal-aid highway project to which federal law will apply.⁴¹ The Commission has already ruled that it has jurisdiction over the subject matter and the parties in this action, and will determine appropriate cost allocation associated with the project under RCW 81.53.110.

2. RCW 81.53.110 provides for the Commission to apportion the expense of construction between the parties

RCW 81.53.110 provides that the expense of construction of the undercrossing should be apportioned by the Commission between the railroad and the county. The Commission has ordered it will "determine the appropriate cost allocation associated with the Chumstick Highway improvement project under RCW 81.53.110."

⁴⁰ Prefiled Testimony of Gregory Pezoldt, p. 5, ll. 24-25.

⁴¹ See 23 U.S.C. Sec. 101, 120, 130; 23 CFR 130; 23 CFR 646

 $^{^{42}}$ Initial Order Denying Petition To Dismiss For Lack Of Jurisdiction, TR-061442, August 20, 2007, No. 2 at p. 12.

RCW 81.53.110 states that apportionment of costs should be made by the Commission "as justice may require, regard being had to all facts relating to . . . the reason for, and construction of said improvement." The standard for apportionment is not the benefit to the railroad, but that all costs apportioned to the railroad must be "fair and reasonable.".

BNSF's position on apportionment of costs is clear: "Reconfiguring the bridge has no immediately ascertainable benefit to BNSF. . . . The WUTC, if it grants Chelan's petition, should not apportion any of the cost to BNSF."

Contrary to the railroad's position, it is possible that all expenses might fairly and reasonably allocated to the railroad.⁴⁵

One factor to consider in apportionment is that BNSF's predecessor in interest instigated and created the under-crossing configuration that the county is seeking to fix. As stated above, the public safety problem at this under-crossing has its roots in 1928, when BNSF's predecessor, Great Northern Railway, relocated its rail line from the Tumwater Canyon to the Chumstick.⁴⁶ The County accommodated the Great Northern Railway by vacating County right-of-way in the Chumstick drainage to allow the railroad to relocate its rail line to that County right-of-way and by relocating the County road to

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⁴³ Atchison, Topeka & Santa Fe Railway Co., v. Public Utilities Commission, 346 U.S. 346, 352, 74 S.Ct. 92, 98 L.Ed. 51 (1953)

⁴⁴ Prefiled Testimony of John Li, p. 4, ll. 5-6.

⁴⁵ Atchison, Topeka & Santa Fe Railway Co., v. Public Utilities Commission, 346 U.S. 346, 352, 74 S.Ct. 92, 98 L.Ed. 51 (1953)

⁴⁶ Prefiled Testimony of Gregory J. Pezoldt, p. 3 ll. 1-4 and Exhibit 1.

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right-of-way purchased by the railroad.⁴⁷ Apparently the under-crossing configuration was satisfactory for the "the low-traffic-volume, post-horse-and-buggy, early automotive era."⁴⁸ However, the 1928-vintage under-crossing cannot accommodate a county highway built to minimum highway standards.⁴⁹

BNSF recognizes that a public safety problem exists, but holds the position that BNSF shares no responsibility for remedying the safety concerns. As the BNSF traffic engineer stated, "The bridge structure is safe for railroad operations. It appears that there is a highway safety issue that must be addressed by the responsible road authority – Chelan County." ⁵⁰

The County maintains that railroad convenience in 1928 resulted in the undercrossing configuration with public safety concerns that the responsible highway authority, Chelan County, is seeking to remedy in 2008. The highway cannot be improved at the Under-crossing to meet minimum highway standards without altering and reconstructing the trestle.⁵¹ The County asserts that the Under-crossing has become

⁴⁷ Prefiled Testimony of Gregory Pezoldt, Exhibit 1. August 16, 1932 letter from B.B. Carter, County Engineer to Mr. C.E. Finley, Right of Way Agent, G.N. Ry. Co. which reads impertinent part as follows: "At the time the Railway Company abandoned the Tumwater Canyon route, relocated and constructed its mainline through Chumstick Canyon, Chelan County owned the right of way of the abandoned Wenatchee Valley and Northern Railroad in the Chumstick, the title to which was acquired by purchase. Parts of this property was (sic) required by the Great Northern for relocation of its line and I believe it was agreed that, the Railway Company would provide road right of way in exchange for that of the county's which it required, although to my knowledge no conveyances of title has (sic) ever been made either way, and as the situation now stands the Railway Company occupies County property and the County occupies property purchased by the Railway Company."

⁴⁸ Prefiled Testimony of Gregory Pezoldt, p. 3, ll. 2-4.

⁴⁹ Prefiled Testimony of Gregory Pezoldt, p. 3, ll. 14-18.

⁵⁰ Prefiled Testimony of Gary Norris, p. 4, ll. 4-6.

⁵¹ Prefiled Testimony of Gregory Pezoldt, p. 3, ll. 16-18.

insufficient, contributes to public safety concerns, and is an impediment to rectifying those public safety concerns. The County further asserts that "it is the duty of the railroad company to do whatever the public convenience and necessity may require in order to meet such conditions, rather than what may be required by convenience of the railroad."⁵² In other words, railroads take on "the burden of sharing on a fair and reasonable basis the costs of any changes for the reason of public safety and convenience made necessary by the growth of communities."⁵³

Chelan County used a 2002 BNSF estimate of \$1,750,000 for the project costs for a shoo-fly and altered and relocated railroad bridge over the Chumstick Highway.⁵⁴

Chelan County put forward and provided BNSF with seven drawings depicting potential resolutions of the public safety concerns at the Under-crossing.⁵⁵ "The county is not promoting one plan, but is seeking BNSF's participation in developing a workable, mutually-agreed design. Unlike BNSF, Chelan County has no railroad bridge design experience. Chelan County needs BNSF's expert assistance and input in designing a highway and railroad underpass that allows a modern, safe highway design."⁵⁶ The record is devoid of any BNSF-suggested design but there is now a critique of the

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⁵² Kittitas County v. Chicago, M., S.P. & P.R. Co., 4 Wn.App. 768, 771, 483 P.2d 1279 (1971).

⁵³ Atchison, Topeka & Santa Fe Railway Co., v. Public Utilities Commission, 346 U.S. 346, 355, 74 S.Ct. 92, 98 L.Ed. 51 (1953).

⁵⁴ Prefiled Testimony of Gregory Pezoldt, p. 4, ll. 21-23.

⁵⁵ Prefiled Testimony of Gary Norris, Exhibit 3, Options A-G.

⁵⁶ Prefiled Testimony of Gregory Pezoldt, p. 4, ll. 16-19.

County's proposals and a suggestion that the County should approach the railroad with a refined design.57

BNSF estimates that the railroad bridge has a minimum one hundred plus year useful life, with a minimum of twenty years left.⁵⁸ BNSF provides a rough estimate of \$5,000,000 to \$8,000,000 project costs if a shoo-fly is required.⁵⁹

The county proposes to the Commission as follows:

- (1) that, as offered, the County be required to contribute \$1,000,000 of its \$1,440,000 state gasoline tax grant for BNSF expenses related to the under-crossing,
- (2) that the County be 100% responsible for roadway design and roadway construction, and
- (3) that BNSF be responsible for all of the alteration and relocation costs for the trestle, including design, construction, and shoo-fly, except for the County \$,1000,000 contribution.60

The County further requests that the matter be resolved and project activity be timely and sufficiently commenced to avoid expiration of the state gas tax grant in 2011.

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⁵⁷ Prefiled Testimony of Gary Norris, pp. 10-11.

⁵⁸ Prefiled Testimony of Danniel MacDonald, p. 3, Il. 5-7.

⁵⁹ Prefiled Testimony of Danniel MacDonald, p. 8, 11, 9-10.

⁶⁰ Prefiled Testimony of Gregory Pezoldt, p. 5, ll.15-25; See also RCW 81.53.090.

IV. CONCLUSION

The highway-railroad Under-crossing at milepost 1.83 presents public safety concerns due to the narrow roadway, abrupt curve at the railroad, bridge and other factors. The railroad bridge is not structurally unsound, but the configuration of the Under-crossing is insufficient and is hazardous to public safety.

In 1928, BNSF's predecessor in interest relocated its rail line to County right-of-way in the Chumstick. The railroad built its line and bridge on county right-of-way and the county moved its road onto railroad-purchased right-of-way. The railroad has a continuing duty to maintain a safe and sufficient under-crossing. Because of the out-of-date configuration, the highway cannot be improved at the Under-crossing to meet current minimum highway standards unless the Under-crossing is altered, relocated and reconstructed to allow for a wider, safer roadway.

The County requests that the Commission grant the relief requested in its petition and apportion the costs of the project between the parties as justice may require. Finally, the County requests that the project be timely commenced to avoid expiration of the state gas tax grant in 2011.

Dated this 2nd day of July 2008.

GARY A. RIESEN

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