

CERTIFICATION OF ENROLLMENT

SUBSTITUTE HOUSE BILL 1928

Chapter 158, Laws of 1994

53rd Legislature
1994 Regular Session

REGIONAL TRANSPORTATION PLANNING--STUDY ON RELATIONSHIP OF
STATE FACILITIES AND LOCAL PLANS

EFFECTIVE DATE: 7/1/94

Passed by the House March 5, 1994
Yeas 96 Nays 0

BRIAN EBERSOLE

**Speaker of the
House of Representatives**

Passed by the Senate March 1, 1994
Yeas 44 Nays 2

JOEL PRITCHARD

President of the Senate

Approved March 30, 1994

MIKE LOWRY

Governor of the State of Washington

CERTIFICATE

I, Marilyn Showalter, Chief Clerk of the House of Representatives of the State of Washington, do hereby certify that the attached is **SUBSTITUTE HOUSE BILL 1928** as passed by the House of Representatives and the Senate on the dates hereon set forth.

MARILYN SHOWALTER

Chief Clerk

FILED

March 30, 1994 - 1:08 p.m.

**Secretary of State
State of Washington**

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Chief Clerk

FILED

**Secretary of State
State of Washington**

SUBSTITUTE HOUSE BILL 1928

AS AMENDED BY THE SENATE

Passed Legislature - 1994 Regular Session

State of Washington 53rd Legislature 1993 Regular Session

By House Committee on Transportation (originally sponsored by Representatives R. Fisher, Quall, Locke, Roland and Johanson)

Read first time 03/08/93.

1 AN ACT Relating to regional transportation planning; amending RCW
2 47.80.030, 35.58.2795, 35.77.010, and 36.81.121; adding new sections to
3 chapter 47.80 RCW; creating new sections; and providing an effective
4 date.

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

6 NEW SECTION. **Sec. 1.** LEGISLATIVE INTENT. The legislature
7 recognizes that recent legislative enactments have significantly added
8 to the complexity of and to the potential for benefits from integrated
9 transportation and comprehensive planning and that there is currently
10 a unique opportunity for integration of local comprehensive plans and
11 regional goals with state and local transportation programs. Further,
12 approaches to transportation demand management initiatives and local
13 and state transportation funding can be better coordinated to insure an
14 efficient, effective transportation system that insures mobility and
15 accessibility, and addresses community needs.

16 The legislature further finds that transportation and land use
17 share a critical relationship that policy makers can better utilize to
18 address regional strategies.

1 Prudent and cost-effective investment by the state and by local
2 governments in highway facilities, local streets and arterials, rail
3 facilities, marine facilities, nonmotorized transportation facilities
4 and systems, public transit systems, transportation system management,
5 transportation demand management, and the development of high capacity
6 transit systems can help to effectively address mobility needs. Such
7 investment can also enhance local and state objectives for effective
8 comprehensive planning, economic development strategies, and clean air
9 policies.

10 The legislature finds that addressing public initiatives regarding
11 transportation and comprehensive planning necessitates an innovative
12 approach. Improved integration between transportation and
13 comprehensive planning among public institutions, particularly in the
14 state's largest metropolitan areas is considered by the state to be
15 imperative, and to have significant benefit to the citizens of
16 Washington.

17 NEW SECTION. **Sec. 2.** ORGANIZATION'S DUTIES. Each regional
18 transportation planning organization shall have the following duties:

19 (1) Prepare and periodically update a transportation strategy for
20 the region. The strategy shall address alternative transportation
21 modes and transportation demand management measures in regional
22 corridors and shall recommend preferred transportation policies to
23 implement adopted growth strategies. The strategy shall serve as a
24 guide in preparation of the regional transportation plan.

25 (2) Prepare a regional transportation plan as set forth in RCW
26 47.80.030 that is consistent with county-wide planning policies if such
27 have been adopted pursuant to chapter 36.70A RCW, with county, city,
28 and town comprehensive plans, and state transportation plans.

29 (3) Certify by December 31, 1996, that the transportation elements
30 of comprehensive plans adopted by counties, cities, and towns within
31 the region reflect the guidelines and principles developed pursuant to
32 section 3 of this act, are consistent with the adopted regional
33 transportation plan, and, where appropriate, conform with the
34 requirements of RCW 36.70A.070.

35 (4) Where appropriate, certify that county-wide planning policies
36 adopted under RCW 36.70A.210 and the adopted regional transportation
37 plan are consistent.

1 (5) Develop, in cooperation with the department of transportation,
2 operators of public transportation services and local governments
3 within the region, a six-year regional transportation improvement
4 program which proposes regionally significant transportation projects
5 and programs and transportation demand management measures. The
6 regional transportation improvement program shall be based on the
7 programs, projects, and transportation demand management measures of
8 regional significance as identified by transit agencies, cities, and
9 counties pursuant to RCW 35.58.2795, 35.77.010, and 36.81.121,
10 respectively. The program shall include a priority list of projects
11 and programs, project segments and programs, transportation demand
12 management measures, and a specific financial plan that demonstrates
13 how the transportation improvement program can be funded. The program
14 shall be updated at least every two years for the ensuing six-year
15 period.

16 (6) Designate a lead planning agency to coordinate preparation of
17 the regional transportation plan and carry out the other
18 responsibilities of the organization. The lead planning agency may be
19 a regional organization, a component county, city, or town agency, or
20 the appropriate Washington state department of transportation district
21 office.

22 NEW SECTION. **Sec. 3.** COMPREHENSIVE PLANS, TRANSPORTATION
23 GUIDELINES, AND PRINCIPLES. Each regional transportation planning
24 organization, with cooperation from component cities, towns, and
25 counties, shall establish guidelines and principles by July 1, 1995,
26 that provide specific direction for the development and evaluation of
27 the transportation elements of comprehensive plans, where such plans
28 exist, and to assure that state, regional, and local goals for the
29 development of transportation systems are met. These guidelines and
30 principles shall address at a minimum the relationship between
31 transportation systems and the following factors: Concentration of
32 economic activity, residential density, development corridors and urban
33 design that, where appropriate, supports high capacity transit, freight
34 transportation and port access, development patterns that promote
35 pedestrian and nonmotorized transportation, circulation systems, access
36 to regional systems, effective and efficient highway systems, the
37 ability of transportation facilities and programs to retain existing
38 and attract new jobs and private investment and to accommodate growth

1 in demand, transportation demand management, joint and mixed use
2 developments, present and future railroad right-of-way corridor
3 utilization, and intermodal connections.

4 Examples shall be published by the organization to assist local
5 governments in interpreting and explaining the requirements of this
6 section.

7 **Sec. 4.** RCW 47.80.030 and 1990 1st ex.s. c 17 s 55 are each
8 amended to read as follows:

9 (1) Each regional transportation planning organization shall(~~(:~~

10 ~~(a) Certify that the transportation elements of comprehensive plans~~
11 ~~adopted by counties, cities, and towns within the region conform with~~
12 ~~the requirements of RCW 36.70A.070, and are consistent with regional~~
13 ~~transportation plans as provided for in (b) of this subsection;~~

14 ~~(b))~~ develop ((and adopt)) in cooperation with the department of
15 transportation, providers of public transportation and high capacity
16 transportation, ports, and local governments within the region, adopt,
17 and periodically update a regional transportation plan that ~~((is~~
18 ~~consistent with county, city, and town comprehensive plans and state~~
19 ~~transportation plans. Regional transportation planning organizations~~
20 ~~are encouraged to use county, city, and town comprehensive plans that~~
21 ~~existed prior to July 1, 1990, as the basis of its regional~~
22 ~~transportation plan whenever possible. Such plans shall address)):~~

23 (a) Is based on a least cost planning methodology that identifies
24 the most cost-effective facilities, services, and programs.

25 (b) Identifies existing or planned transportation facilities
26 ~~((and)),~~ services, and programs, including but not limited to major
27 roadways including state highways and regional arterials, transit and
28 nonmotorized services and facilities, multimodal and intermodal
29 facilities, marine ports and airports, railroads, and noncapital
30 programs including transportation demand management that should
31 function as an integrated regional transportation system, giving
32 emphasis to those facilities, services, and programs that exhibit one
33 or more of the following characteristics:

34 (i) Physically crosses member county lines;

35 (ii) Is or will be used by a significant number of people who live
36 or work outside the county in which the facility, service, or project
37 is located;

1 (iii) Significant impacts are expected to be felt in more than one
2 county;

3 (iv) Potentially adverse impacts of the facility, service, program,
4 or project can be better avoided or mitigated through adherence to
5 regional policies; and

6 (v) Transportation needs addressed by a project have been
7 identified by the regional transportation planning process and the
8 remedy is deemed to have regional significance;

9 (c) (~~Designate a lead planning agency to coordinate preparation of~~
10 ~~the regional transportation plan. The lead planning agency may be a~~
11 ~~regional council, a county, city, or town agency, or a Washington state~~
12 ~~department of transportation district)) Establishes level of service
13 standards at a minimum for all state highways and state ferry routes.
14 These regionally established level of service standards for state
15 highways and state ferries shall be developed jointly with the
16 department of transportation, to encourage consistency across
17 jurisdictions. In establishing level of service standards for state
18 highways and state ferries, consideration shall be given for the
19 necessary balance between providing for the free interjurisdictional
20 movement of people and goods and the needs of local commuters using
21 state facilities;~~

22 (d) Includes a financial plan demonstrating how the regional
23 transportation plan can be implemented, indicating resources from
24 public and private sources that are reasonably expected to be made
25 available to carry out the plan, and recommending any innovative
26 financing techniques to finance needed facilities, services, and
27 programs;

28 (e) Assesses regional development patterns, capital investment and
29 other measures necessary to:

30 (i) Ensure the preservation of the existing regional transportation
31 system, including requirements for operational improvements,
32 resurfacing, restoration, and rehabilitation of existing and future
33 major roadways, as well as operations, maintenance, modernization, and
34 rehabilitation of existing and future transit, railroad systems and
35 corridors, and nonmotorized facilities; and

36 (ii) Make the most efficient use of existing transportation
37 facilities to relieve vehicular congestion and maximize the mobility of
38 people and goods;

1 (f) Sets forth a proposed regional transportation approach,
2 including capital investments, service improvements, programs, and
3 transportation demand management measures to guide the development of
4 the integrated, multimodal regional transportation system; and

5 (g) Where appropriate, sets forth the relationship of high capacity
6 transportation providers and other public transit providers with regard
7 to responsibility for, and the coordination between, services and
8 facilities.

9 (2) The organization shall review the regional transportation plan
10 biennially for currency((+)) and

11 ((+e)) forward the adopted plan((,-and)) along with documentation
12 of the biennial review ((of-it,-)) to the state department of
13 transportation.

14 ((+2)) (3) All transportation projects, programs, and
15 transportation demand management measures within the region that have
16 an impact upon regional facilities or services must be consistent with
17 the plan and with the adopted regional growth and transportation
18 strategies.

19 ~~((3) In order to ensure state-wide consistency in the regional~~
20 ~~transportation planning process, the state department of transportation~~
21 ~~shall:~~

22 ~~(a) In cooperation with regional transportation planning~~
23 ~~organizations, establish minimum standards for development of a~~
24 ~~regional transportation plan;~~

25 ~~(b) Facilitate coordination between regional transportation~~
26 ~~planning organizations; and~~

27 ~~(c) Through the regional transportation planning process, and~~
28 ~~through state planning efforts as required by RCW 47.01.071, identify~~
29 ~~and jointly plan improvements and strategies within those corridors~~
30 ~~important to moving people and goods on a regional or state-wide~~
31 ~~basis.))~~

32 NEW SECTION. Sec. 5. STATE-WIDE CONSISTENCY. In order to ensure
33 state-wide consistency in the regional transportation planning process,
34 the state department of transportation, in conformance with chapter
35 34.05 RCW, shall:

36 (1) In cooperation with regional transportation planning
37 organizations, establish minimum standards for development of a
38 regional transportation plan;

1 (2) Facilitate coordination between regional transportation
2 planning organizations; and

3 (3) Through the regional transportation planning process, and
4 through state planning efforts as required by RCW 47.01.071, identify
5 and jointly plan improvements and strategies within those corridors
6 important to moving people and goods on a regional or state-wide basis.

7 **Sec. 6.** RCW 35.58.2795 and 1990 1st ex.s. c 17 s 60 are each
8 amended to read as follows:

9 By April 1st of each year, the legislative authority of each
10 municipality, as defined in RCW 35.58.272, and each regional transit
11 authority shall prepare a six-year transit development (~~(and financial~~
12 ~~program))~~ plan for that calendar year and the ensuing five years. The
13 program shall be consistent with the comprehensive plans adopted by
14 counties, cities, and towns, pursuant to chapter 35.63, 35A.63, or
15 36.70 RCW, the inherent authority of a first class city or charter
16 county derived from its charter, or chapter 36.70A RCW. The program
17 shall contain information as to how the municipality intends to meet
18 state and local long-range priorities for public transportation,
19 capital improvements, significant operating changes planned for the
20 system, and how the municipality intends to fund program needs. The
21 six-year plan for each municipality and regional transit authority
22 shall specifically set forth those projects of regional significance
23 for inclusion in the transportation improvement program within that
24 region. Each municipality and regional transit authority shall file
25 the six-year program with the state department of transportation, the
26 transportation improvement board, and cities, counties, and regional
27 planning councils within which the municipality is located.

28 In developing its program, the municipality and the regional
29 transit authority shall consider those policy recommendations affecting
30 public transportation contained in the state transportation policy plan
31 approved by the state transportation commission and, where appropriate,
32 adopted by the legislature. The municipality shall conduct one or more
33 public hearings while developing its program and for each annual
34 update.

35 **Sec. 7.** RCW 35.77.010 and 1990 1st ex.s. c 17 s 59 are each
36 amended to read as follows:

1 (1) The legislative body of each city and town, pursuant to one or
2 more public hearings thereon, shall prepare and adopt a comprehensive
3 ((street)) transportation program for the ensuing six calendar years.
4 If the city or town has adopted a comprehensive plan pursuant to
5 chapter 35.63 or 35A.63 RCW, the inherent authority of a first class
6 city derived from its charter, or chapter 36.70A RCW, the program shall
7 be consistent with this comprehensive plan.

8 The program shall be filed with the secretary of transportation not
9 more than thirty days after its adoption. Annually thereafter the
10 legislative body of each city and town shall review the work
11 accomplished under the program and determine current city ((street))
12 transportation needs. Based on these findings each such legislative
13 body shall prepare and after public hearings thereon adopt a revised
14 and extended comprehensive ((street)) transportation program before
15 July 1st of each year, and each one-year extension and revision shall
16 be filed with the secretary of transportation not more than thirty days
17 after its adoption. The purpose of this section is to assure that each
18 city and town shall perpetually have available advanced plans looking
19 to the future for not less than six years as a guide in carrying out a
20 coordinated ((street—construction)) transportation program. The
21 program may at any time be revised by a majority of the legislative
22 body of a city or town, but only after a public hearing.

23 ~~((The six year program of each city lying within an urban area
24 shall contain a separate section setting forth the six year program for
25 arterial street construction based upon its long range construction
26 plan and formulated in accordance with rules of the transportation
27 improvement board.—The six year program for arterial street
28 construction shall be submitted to the transportation improvement board
29 forthwith after its annual revision and adoption by the legislative
30 body of the city.—The six year program for arterial street
31 construction shall be based upon estimated revenues available for such
32 construction together with such additional sums as the legislative
33 authority may request for urban arterials from the urban arterial trust
34 account or the transportation improvement account for the six year
35 period.—The arterial street construction program shall provide for a
36 more rapid rate of completion of the long range construction needs of
37 principal arterial streets than for minor and collector arterial
38 streets, pursuant to rules of the transportation improvement board:
39 PROVIDED, That urban arterial trust funds made available to the group~~

1 of incorporated cities lying outside the boundaries of federally
2 approved urban areas within each region need not be divided between
3 functional classes of arterials but shall be available for any
4 designated arterial street.))

5 The six-year plan for each city or town shall specifically set
6 forth those projects and programs of regional significance for
7 inclusion in the transportation improvement program within that region.

8 (2) Each six-year transportation program forwarded to the secretary
9 in compliance with subsection (1) of this section shall contain
10 information as to how a city or town will expend its moneys, including
11 funds made available pursuant to chapter 47.30 RCW, for ((~~bicycle,~~
12 ~~pedestrian, and equestrian~~)) nonmotorized transportation purposes.

13 (3) Each six-year transportation program forwarded to the secretary
14 in compliance with subsection (1) of this section shall contain
15 information as to how a city or town shall act to preserve railroad
16 right-of-way in the event the railroad ceases to operate in the city's
17 or town's jurisdiction.

18 **Sec. 8.** RCW 36.81.121 and 1990 1st ex.s. c 17 s 58 are each
19 amended to read as follows:

20 (1) Before July 1st of each year, the legislative authority of each
21 county ((~~with the advice and assistance of the county road engineer,~~
22 ~~and pursuant to~~)), after one or more public hearings thereon, shall
23 prepare and adopt a comprehensive ((~~road~~)) transportation program for
24 the ensuing six calendar years. If the county has adopted a
25 comprehensive plan pursuant to chapter 35.63 or 36.70 RCW, the inherent
26 authority of a charter county derived from its charter, or chapter
27 36.70A RCW, the program shall be consistent with this comprehensive
28 plan.

29 The program shall include proposed road and bridge construction
30 work and other transportation facilities and programs deemed
31 appropriate, and for those counties operating ferries shall also
32 include a separate section showing proposed capital expenditures for
33 ferries, docks, and related facilities. Copies of the program shall be
34 filed with the county road administration board and with the state
35 secretary of transportation not more than thirty days after its
36 adoption by the legislative authority. The purpose of this section is
37 to assure that each county shall perpetually have available advanced
38 plans looking to the future for not less than six years as a guide in

1 carrying out a coordinated ((road construction)) transportation
2 program. The program may at any time be revised by a majority of the
3 legislative authority but only after a public hearing thereon.

4 (2) ((The six-year program of each county having an urban area
5 within its boundaries shall contain a separate section setting forth
6 the six-year program for arterial road construction based upon its
7 long-range construction plan and formulated in accordance with
8 regulations of the transportation improvement board. The six-year
9 program for arterial road construction shall be submitted to the
10 transportation improvement board forthwith after its annual revision
11 and adoption by the legislative authority of each county. The six-year
12 program for arterial road construction shall be based upon estimated
13 revenues available for such construction together with such additional
14 sums as the legislative authority of each county may request for urban
15 arterials from the urban arterial trust account or the transportation
16 improvement account for the six-year period. The arterial road
17 construction program shall provide for a more rapid rate of completion
18 of the long-range construction needs of principal arterial roads than
19 for minor and collector arterial roads, pursuant to regulations of the
20 transportation improvement board.

21 (3)) Each six-year transportation program forwarded to the
22 secretary in compliance with subsection (1) of this section shall
23 contain information as to how a county will expend its moneys,
24 including funds made available pursuant to chapter 47.30 RCW, for
25 ((bicycles, pedestrians, and equestrian)) nonmotorized transportation
26 purposes.

27 (3) Each six-year transportation program forwarded to the secretary
28 in compliance with subsection (1) of this section shall contain
29 information as to how a county shall act to preserve railroad right-of-
30 way in the event the railroad ceases to operate in the county's
31 jurisdiction.

32 (4) The six-year plan for each county shall specifically set forth
33 those projects and programs of regional significance for inclusion in
34 the transportation improvement program within that region.

35 NEW SECTION. Sec. 9. The legislative transportation committee
36 shall coordinate a comprehensive study on the appropriate relationship
37 between state transportation facilities and local comprehensive plans.
38 The legislative transportation committee shall appoint members to a

1 steering committee that shall be comprised of representatives from the
2 department of transportation, the department of community, trade, and
3 economic development, regional transportation planning organizations,
4 cities, counties, and the development community. The study shall, at
5 a minimum, address:

6 (1) How state transportation facilities and services should be
7 addressed in local comprehensive plans;

8 (2) Whether state transportation facilities should be included in
9 local concurrency ordinances and the effectiveness of current methods
10 provided for in the Growth Management Act to address concurrency for
11 state transportation facilities;

12 (3) The long-term effects on state transportation facilities
13 resulting from the development of urban growth areas;

14 (4) The "specific actions and requirements" adopted by local
15 jurisdictions to bring into compliance a state transportation facility
16 or service that is below the established level of service as set forth
17 in RCW 36.70A.070;

18 (5) The status and effectiveness of the access management program
19 required by the 1991 legislature to promote a coordinated planning
20 process for the permitting of access points on the state highway
21 system;

22 (6) Appropriate methods for mitigating land use impacts on state
23 transportation facilities and services;

24 (7) An analysis of funding alternatives including, but not limited
25 to, consideration of state transportation improvement benefit
26 districts; a state latecomer fee system; fees related to impacts
27 generated under the State Environmental Policy Act; impact fees;
28 allocation of state transportation resources; and other alternatives;
29 and

30 (8) The appropriate relationship between state transportation
31 programming and prioritization systems and level of service
32 deficiencies.

33 The preliminary study findings shall be completed no later than
34 December 15, 1994, and the final report shall be submitted no later
35 than September 1, 1995. The report shall contain recommendations for
36 improving the coordination of local land use decisions and state
37 transportation decisions.

1 NEW SECTION. **Sec. 10.** Sections 1 through 3 and 5 of this act are
2 each added to chapter 47.80 RCW.

3 NEW SECTION. **Sec. 11.** Captions used in this act do not constitute
4 any part of the law.

5 NEW SECTION. **Sec. 12.** If any provision of this act or its
6 application to any person or circumstance is held invalid, the
7 remainder of the act or the application of the provision to other
8 persons or circumstances is not affected.

9 NEW SECTION. **Sec. 13.** This act shall take effect July 1, 1994.

 Passed the House March 5, 1994.

 Passed the Senate March 1, 1994.

 Approved by the Governor March 30, 1994.

 Filed in Office of Secretary of State March 30, 1994.