#### CERTIFICATION OF ENROLLMENT

### ENGROSSED SUBSTITUTE HOUSE BILL 2830

Chapter 286, Laws of 1998 (partial veto)

55th Legislature 1998 Regular Session

#### IMPLEMENTING LAND USE STUDY COMMISSION RECOMMENDATIONS

EFFECTIVE DATE: 6/11/98

Passed by the House March 12, 1998 Yeas 98 Nays 0

#### CLYDE BALLARD

# Speaker of the House of Representatives

Passed by the Senate March 11, 1998 Yeas 42 Nays 1

#### CERTIFICATE

I, Timothy A. Martin, Chief Clerk of the House of Representatives of the State of Washington, do hereby certify that the attached is **ENGROSSED SUBSTITUTE HOUSE BILL 2830** as passed by the House of Representatives and the Senate on the dates hereon set forth.

#### BRAD OWEN

#### President of the Senate

TIMOTHY A. MARTIN

Chief Clerk

Approved April 2, 1998, with the exception of sections 4 and 6, which are vetoed.

April 2, 1998 - 2:26 p.m.

FILED

GARY LOCKE

Governor of the State of Washington

Secretary of State State of Washington

#### ENGROSSED SUBSTITUTE HOUSE BILL 2830

# AS AMENDED BY THE SENATE

Passed Legislature - 1998 Regular Session

# State of Washington

55th Legislature

1998 Regular Session

By House Committee on House Government Reform & Land Use (originally sponsored by Representatives Reams, Romero and Lantz; by request of Land Use Study Commission)

Read first time 02/05/98. Referred to Committee on .

- 1 AN ACT Relating to recommendations of the land use study
- 2 commission; amending RCW 35.13.182, 36.70A.020, 36.70A.060, and
- 3 36.70A.070; amending 1995 c 347 s 433 (uncodified); amending 1995 c 347
- 4 s 411 (uncodified); amending 1995 c 347 s 412 (uncodified); adding new
- 5 sections to chapter 35.13 RCW; and adding a new section to chapter
- 6 36.70A RCW.
- 7 BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF WASHINGTON:
- 8 **Sec. 1.** RCW 35.13.182 and 1997 c 429 s 37 are each amended to read 9 as follows:
- 10 (1) The legislative body of a city or town planning under chapter
- 11 36.70A RCW as of June 30, 1994, may resolve to annex territory to the
- 12 city or town if there is, within the city or town, unincorporated
- 13 territory containing residential property owners within the same county
- 14 and within the same urban growth area designated under RCW 36.70A.110
- 15 as the city or town:
- 16 (a) Containing less than one hundred acres and having at least
- 17 eighty percent of the boundaries of such area contiguous to the city or
- 18 town ((if such area existed before June 30, 1994)); or

- 1 (b) Of any size and having at least eighty percent of the 2 boundaries of the area contiguous to the city if the area existed 3 before June 30, 1994.
- 4 (2) The resolution shall describe the boundaries of the area to be annexed, state the number of voters residing in the area as nearly as 5 may be, and set a date for a public hearing on the resolution for 6 7 annexation. Notice of the hearing shall be given by publication of the 8 resolution at least once a week for two weeks before the date of the 9 hearing in one or more newspapers of general circulation within the 10 city or town and one or more newspapers of general circulation within 11 the area to be annexed.
- 12 (3) For purposes of subsection (1)(b) of this section, territory 13 bounded by a river, lake, or other body of water is considered 14 contiguous to a city that is also bounded by the same river, lake, or 15 other body of water.
- NEW SECTION. Sec. 2. A new section is added to chapter 35.13 RCW to read as follows:
- 18 The annexation ordinance provided for in RCW 35.13.182 is subject to referendum for forty-five days after its passage. Upon the filing 19 of a timely and sufficient referendum petition with the legislative 20 body, signed by qualified electors in number equal to not less than ten 21 percent of the votes cast in the last general state election in the 22 23 area to be annexed, the question of annexation shall be submitted to 24 the voters of the area in a general election if one is to be held 25 within ninety days or at a special election called for that purpose not less than forty-five days nor more than ninety days after the filing of 26 27 the referendum petition. Notice of the election shall be given as provided in RCW 35.13.080 and the election shall be conducted as 28 29 provided in the general election law. The annexation shall be deemed 30 approved by the voters unless a majority of the votes cast on the proposition are in opposition thereto. 31
- After the expiration of the forty-fifth day from but excluding the date of passage of the annexation ordinance, if no timely and sufficient referendum petition has been filed, the area annexed shall become a part of the city or town upon the date fixed in the ordinance of annexation.

NEW SECTION. **Sec. 3.** A new section is added to chapter 35.13 RCW to read as follows:

3 On the date set for hearing as provided in RCW 35.13.182(2), 4 residents or property owners of the area included in the resolution for annexation shall be afforded an opportunity to be heard. 5 legislative body may provide by ordinance for annexation of the 6 7 territory described in the resolution, but the effective date of the 8 ordinance shall be not less than forty-five days after the passage 9 The legislative body shall cause notice of the proposed effective date of the annexation, together with a description of the 10 property to be annexed, to be published at least once each week for two 11 weeks subsequent to passage of the ordinance, in one or more newspapers 12 13 of general circulation within the city and in one or more newspapers of general circulation within the area to be annexed. If the annexation 14 15 ordinance provides for assumption of indebtedness or adoption of a 16 proposed zoning regulation, the notice shall include a statement of 17 such requirements.

18 \*Sec. 4. RCW 36.70A.020 and 1990 1st ex.s. c 17 s 2 are each 19 amended to read as follows:

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The following goals are adopted to guide the development and adoption of comprehensive plans and development regulations of those counties and cities that are required or choose to plan under RCW 36.70A.040. The following goals are not listed in order of priority and shall be used exclusively for the purpose of guiding the development of comprehensive plans and development regulations:

- (1) Urban growth. Encourage development in urban areas where adequate public facilities and services exist or can be provided in an efficient manner. <u>Urban growth areas should have concentrated employment centers</u>, separated by adequate buffers that protect critical areas, and need not be uniformly urban in nature.
- 31 (2) Reduce sprawl. Reduce the inappropriate conversion of 32 undeveloped land into sprawling, low-density development.
- 33 (3) Transportation. Encourage efficient multimodal transportation 34 systems that are based on regional priorities and coordinated with 35 county and city comprehensive plans.
- 36 (4) Housing. Encourage the availability of affordable housing to 37 all economic segments of the population of this state, promote a

- variety of residential densities and housing types, and encourage preservation of existing housing stock.
- 3 (5) Economic development. Encourage economic development 4 throughout the state that is consistent with adopted comprehensive 5 plans, promote economic opportunity for all citizens of this state, 6 especially for unemployed and for disadvantaged persons, and encourage 7 growth in areas experiencing insufficient economic growth, all within 8 the capacities of the state's natural resources, public services, and 9 public facilities.
- 10 (6) Property rights. Private property shall not be taken for public use without just compensation having been made. The property 12 rights of landowners shall be protected from arbitrary and 13 discriminatory actions.
- 14 (7) Permits. Applications for both state and local government 15 permits should be processed in a timely and fair manner to ensure 16 predictability.
- 17 (8) Natural resource industries. Maintain and enhance natural 18 resource-based industries, including productive timber, agricultural, 19 and fisheries industries. Encourage the conservation of productive 20 forest lands and productive agricultural lands, and discourage 21 incompatible uses.
  - (9) Open space and recreation. Encourage the retention of open space and development of recreational opportunities, conserve fish and wildlife habitat, increase access to natural resource lands and water, and develop parks.
- (10) Environment. Protect the environment and enhance the state's high quality of life, including air and water quality, and the availability of water.
- 29 (11) Citizen participation and coordination. Encourage the 30 involvement of citizens in the planning process and ensure coordination 31 between communities and jurisdictions to reconcile conflicts.
- (12) Public facilities and services. Ensure that those public facilities and services necessary to support development shall be adequate to serve the development at the time the development is available for occupancy and use without decreasing current service levels below locally established minimum standards.
- 37 (13) Historic preservation. Identify and encourage the 38 preservation of lands, sites, and structures, that have historical or 39 archaeological significance.

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- 2 Sec. 5. RCW 36.70A.060 and 1991 sp.s. c 32 s 21 are each amended 3 to read as follows:
- (1) Each county that is required or chooses to plan under RCW 4 5 36.70A.040, and each city within such county, shall adopt development regulations on or before September 1, 1991, to assure the conservation 6 of agricultural, forest, and mineral resource lands designated under 7 8 RCW 36.70A.170. Regulations adopted under this subsection may not prohibit uses legally existing on any parcel prior to their adoption 9 10 and shall remain in effect until the county or city adopts development 11 regulations pursuant to RCW ((<del>36.70A.120</del>)) 36.70A.040. Such 12 regulations shall assure that the use of lands adjacent to agricultural, forest, or mineral resource lands shall not interfere 13 14 with the continued use, in the accustomed manner and in accordance with best management practices, of these designated lands for the production 15 of food, agricultural products, or timber, or for the extraction of 16 minerals. Counties and cities shall require that all plats, short 17 plats, development permits, and building permits issued for development 18 activities on, or within ((three)) five hundred feet of, lands 19 20 designated as agricultural lands, forest lands, or mineral resource lands, contain a notice that the subject property is within or near 21 designated agricultural lands, forest lands, or mineral resource lands 22 23 on which a variety of commercial activities may occur that are not compatible with residential development for certain periods of limited 24 25 duration. The notice for mineral resource lands shall also inform that 26 an application might be made for mining-related activities, including 27 mining, extraction, washing, crushing, stockpiling, blasting, transporting, and recycling of minerals. 28
- (2) Each county and city shall adopt development regulations that protect critical areas that are required to be designated under RCW 36.70A.170. For counties and cities that are required or choose to plan under RCW 36.70A.040, such development regulations shall be adopted on or before September 1, 1991. For the remainder of the counties and cities, such development regulations shall be adopted on or before March 1, 1992.
- 36 (3) Such counties and cities shall review these designations and 37 development regulations when adopting their comprehensive plans under 38 RCW 36.70A.040 and implementing development regulations under RCW

- 1 36.70A.120 and may alter such designations and development regulations 2 to insure consistency.
- 3 (4) Forest land and agricultural land located within urban growth 4 areas shall not be designated by a county or city as forest land or 5 agricultural land of long-term commercial significance under RCW 6 36.70A.170 unless the city or county has enacted a program authorizing 7 transfer or purchase of development rights.
- \*Sec. 6. RCW 36.70A.070 and 1997 c 429 s 7 are each amended to 9 read as follows:

The comprehensive plan of a county or city that is required or chooses to plan under RCW 36.70A.040 shall consist of a map or maps, and descriptive text covering objectives, principles, and standards used to develop the comprehensive plan. The plan shall be an internally consistent document and all elements shall be consistent with the future land use map. A comprehensive plan shall be adopted and amended with public participation as provided in RCW 36.70A.140.

Each comprehensive plan shall include a plan, scheme, or design for each of the following:

- (1) land use element designating the proposed general distribution and general location and extent of the uses of land, where appropriate, for agriculture, timber production, housing, commerce, industry, recreation, open spaces, general aviation airports, public utilities, public facilities, and other land uses. The land use element shall include population densities, building intensities, and estimates of future population growth. The land use element shall provide for protection of the quality and quantity of ground water used Where applicable, the land use element for public water supplies. shall review drainage, flooding, and storm water run-off in the area and nearby jurisdictions and provide guidance for corrective actions to mitigate or cleanse those discharges that pollute waters of the state, including Puget Sound or waters entering Puget Sound.
- (2) A housing element ensuring the vitality and character of established residential neighborhoods that: (a) Includes an inventory and analysis of existing and projected housing needs; (b) includes a statement of goals, policies, objectives, and mandatory provisions for the preservation, improvement, and development of housing, including single-family residences; (c) identifies sufficient land for housing, including, but not limited to, government-assisted housing, housing for

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- low-income families, manufactured housing, multifamily housing, and group homes and foster care facilities; and (d) makes adequate provisions for existing and projected needs of all economic segments of the community, including affordable housing and adequate housing located within reasonable commuting distances to employment centers.
- 6 (3) A capital facilities plan element consisting of: 7 inventory of existing capital facilities owned by public entities, 8 showing the locations and capacities of the capital facilities; (b) a 9 forecast of the future needs for such capital facilities; (c) the 10 proposed locations and capacities of expanded or new capital facilities; (d) at least a six-year plan that will finance such capital 11 facilities within projected funding capacities and clearly identifies 12 13 sources of public money for such purposes; and (e) a requirement to 14 reassess the land use element if probable funding falls short of meeting existing needs and to ensure that the land use element, capital 15 facilities plan element, and financing plan within the capital 16 17 facilities plan element are coordinated and consistent.
- (4) A utilities element consisting of the general location, proposed location, and capacity of all existing and proposed utilities, including, but not limited to, electrical lines, telecommunication lines, and natural gas lines.
- (5) Rural element. Counties shall include a rural element including lands that are not designated for urban growth, agriculture, forest, or mineral resources. The following provisions shall apply to the rural element:

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- (a) Growth management act goals and local circumstances. Because circumstances vary from county to county, in establishing patterns of rural densities and uses, a county may consider local circumstances, but shall develop a written record explaining how the rural element harmonizes the planning goals in RCW 36.70A.020 and meets the requirements of this chapter.
- (b) Rural development. The rural element shall permit rural development, forestry, and agriculture in rural areas. The rural element shall provide for a variety of rural densities, uses, essential public facilities, and rural governmental services needed to serve the permitted densities and uses. In order to achieve a variety of rural densities and uses, counties may provide for clustering, density transfer, design guidelines, conservation easements, and other innovative techniques that will accommodate appropriate rural densities

1 and uses that are not characterized by urban growth and that are 2 consistent with rural character.

- (c) Measures governing rural development. The rural element shall include measures that apply to rural development and protect the rural character of the area, as established by the county, by:
  - (i) Containing or otherwise controlling rural development;
- (ii) Assuring visual compatibility of rural development with the surrounding rural area;
- 9 (iii) Reducing the inappropriate conversion of undeveloped land 10 into sprawling, low-density development in the rural area;
- (iv) Protecting critical areas, as provided in RCW 36.70A.060, and surface water and ground water resources; and
- (v) Protecting against conflicts with the use of agricultural, forest, and mineral resource lands designated under RCW 36.70A.170.
  - (d) Limited areas of more intensive rural development. Subject to the requirements of this subsection and except as otherwise specifically provided in this subsection (5)(d), the rural element may allow for limited areas of more intensive rural development, including necessary public facilities and public services to serve the limited area as follows:
- (i) Rural development consisting of the infill, development, or 21 redevelopment of existing commercial, industrial, residential, 22 23 mixed-use areas, whether characterized as shoreline development, 24 villages, hamlets, rural activity centers, or crossroads developments. 25 A commercial, industrial, residential, shoreline, or mixed-use area shall be subject to the requirements of (d)(iv) of this subsection, but 26 27 shall not be subject to the requirements of (c)(ii) and (iii) of this An industrial area is not required to be principally 28 subsection. designed to serve the existing and projected rural population; 29
  - (ii) The intensification of development on lots containing, or new development of, small-scale recreational or tourist uses, including commercial facilities to serve those recreational or tourist uses, that rely on a rural location and setting, but that do not include new residential development. A small-scale recreation or tourist use is not required to be principally designed to serve the existing and projected rural population. Public services and public facilities shall be limited to those necessary to serve the recreation or tourist use and shall be provided in a manner that does not permit low-density sprawl;

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(iii) The intensification of development on lots containing isolated nonresidential uses or new development of isolated cottage industries and isolated small-scale businesses that are not principally designed to serve the existing and projected rural population and nonresidential uses, but do provide job opportunities for rural residents. Public services and public facilities shall be limited to those necessary to serve the isolated nonresidential use and shall be provided in a manner that does not permit low-density sprawl;

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- 9 (iv) A county shall adopt measures to minimize and contain the 10 existing areas or uses of more intensive rural development, as appropriate, authorized under this subsection. Lands included in such 11 existing areas or uses shall not extend beyond the logical outer 12 13 boundary of the existing area or use, thereby allowing a new pattern of 14 low-density sprawl. Existing areas are those that are clearly 15 identifiable and contained and where there is a logical boundary delineated predominately by the built environment, but that may also 16 include undeveloped lands if limited as provided in this subsection. 17 18 The county shall establish the logical outer boundary of an area of 19 more intensive rural development. In establishing the logical outer boundary the county shall address (A) the need to preserve the 20 character of existing natural neighborhoods and communities, (B) 21 physical boundaries such as bodies of water, streets and highways, and 22 land forms and contours, (C) the prevention of abnormally irregular 23 24 boundaries, and (D) the ability to provide public facilities and public 25 services in a manner that does not permit low-density sprawl;
- (v) For purposes of (d) of this subsection, an existing area or existing use is one that was in existence:
- (A) On July 1, 1990, in a county that was initially required to plan under all of the provisions of this chapter;
- (B) On the date the county adopted a resolution under RCW 31 36.70A.040(2), in a county that is planning under all of the provisions of this chapter under RCW 36.70A.040(2); or
- (C) On the date the office of financial management certifies the county's population as provided in RCW 36.70A.040(5), in a county that is planning under all of the provisions of this chapter pursuant to RCW 36.70A.040(5).
- (e) Exception. This subsection shall not be interpreted to permit in the rural area a major industrial development or a master planned

- resort unless otherwise specifically permitted under RCW 36.70A.360 and 36.70A.365.
- 3 (6) A transportation element that implements, and is consistent 4 with, the land use element. The transportation element shall include 5 the following subelements:
  - (a) Land use assumptions used in estimating travel;
  - (b) Facilities and services needs, including:
- 8 (i) An inventory of air, water, and ground transportation 9 facilities and services, including <u>railways</u>, transit alignments, and 10 general aviation airport facilities, to define existing capital 11 facilities and travel levels as a basis for future planning. <u>This</u> 12 <u>inventory must include state-owned transportation facilities, including</u> 13 <u>interstate highway exits and ferry terminals, within the city or</u> 14 <u>county's jurisdictional boundaries;</u>
- (ii) Level of service standards for all arterials and transit routes to serve as a gauge to judge performance of the system. These standards should be regionally coordinated;
- (iii) Specific actions and requirements for bringing into compliance any facilities or services that are below an established level of service standard;
- (iv) Forecasts of traffic for at least ten years based on the adopted land use plan to provide information on the location, timing, and capacity needs of future growth;
- (v) Identification of system expansion needs and transportation system management needs to meet current and future demands;
  - (c) Finance, including:
- (i) An analysis of funding capability to judge needs against probable funding resources;
- (ii) A multiyear financing plan based on the needs identified in the comprehensive plan, the appropriate parts of which shall serve as the basis for the six-year street, road, or transit program required by RCW 35.77.010 for cities, RCW 36.81.121 for counties, and RCW 35.58.2795 for public transportation systems;
- (iii) If probable funding falls short of meeting identified needs, a discussion of how additional funding will be raised, or how land use assumptions will be reassessed to ensure that level of service
- 37 standards will be met;

- (d) Intergovernmental coordination efforts, including an assessment of the impacts of the transportation plan and land use assumptions on the transportation systems of adjacent jurisdictions;
  - (e) Demand-management strategies.

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5 After adoption of the comprehensive plan by jurisdictions required to plan or who choose to plan under RCW 36.70A.040, local jurisdictions 6 7 must adopt and enforce ordinances which prohibit development approval 8 if the development causes the level of service on a transportation 9 facility to decline below the standards adopted in the transportation element of the comprehensive plan, unless transportation improvements 10 or strategies to accommodate the impacts of development are made 11 concurrent with the development. 12 These strategies may include 13 increased public transportation service, ride sharing programs, demand 14 management, and other transportation systems management strategies. 15 For the purposes of this subsection (6) "concurrent with the 16 development " shall mean that improvements or strategies are in place at 17 the time of development, or that a financial commitment is in place to complete the improvements or strategies within six years. 18

- The transportation element described in this subsection, and the six-year plans required by RCW 35.77.010 for cities, RCW 36.81.121 for counties, and RCW 35.58.2795 for public transportation systems, must be consistent.
- 23 \*Sec. 6 was vetoed. See message at end of chapter.
- NEW SECTION. **Sec. 7.** A new section is added to chapter 36.70A RCW to read as follows:
- As part of the review required by RCW 36.70A.130(1), a county or city shall review its mineral resource lands designations adopted pursuant to RCW 36.70A.170 and mineral resource lands development regulations adopted pursuant to RCW 36.70A.040 and 36.70A.060. In its review, the county or city shall take into consideration:
- 31 (1) New information made available since the adoption or last 32 review of its designations or development regulations, including data 33 available from the department of natural resources relating to mineral 34 resource deposits; and
- 35 (2) New or modified model development regulations for mineral 36 resource lands prepared by the department of natural resources, the 37 department of community, trade, and economic development, or the 38 Washington state association of counties.

- Sec. 8. 1995 c 347 s 433 (uncodified) is amended to read as 1
- 2 follows:
- ((Sections 413 and 421 of this act)) RCW 36.70B.090 and 64.40.050 3
- 4 shall expire June 30, ((1998)) 2000. The provisions of ((sections 413))
- and 421 of this act)) RCW 36.70B.090 and 64.40.050 shall apply to 5
- project permit applications determined to be complete pursuant to RCW
- 36.70B.070 on or before June 30,  $((\frac{1998}{2000}))$
- 8 Sec. 9. 1995 c 347 s 411 (uncodified) is amended to read as
- 9 follows:
- 10 The amendments to RCW ((36.70A.065)) 36.70B.080 contained in
- section 409 ((of this act)), chapter 347, Laws of 1995 shall expire 11
- July 1,  $((\frac{1998}{}))$  2000. 12
- 13 Sec. 10. 1995 c 347 s 412 (uncodified) is amended to read as
- follows: 14
- 15 Section 410 ((of this act)), chapter 347, Laws of 1995 shall take
- effect July 1, ((1998)) 2000. 16

Passed the House March 12, 1998.

Passed the Senate March 11, 1998.

Approved by the Governor April 2, 1998, with the exception of certain items that were vetoed.

Filed in Office of Secretary of State April 2, 1998.

- Note: Governor's explanation of partial veto is as follows: 1
- "I am returning herewith, without my approval as to sections 4 and 3 6, Engrossed Substitute House Bill No. 2830 entitled:
- 4 "AN ACT Relating to recommendations of the land use study 5 commission;"
- 6 This bill mostly reflects the consensus recommendations of the Land 7 Use Study Commission (LUSC), which consists of representatives from a 8 full spectrum of land use interests, including business, agriculture,
- 9 government, neighborhood local and state activists
- environmentalists. As I have stated before, LUSC provides a great 10
- framework for the debate over how best to improve the state's Growth 11
- Management Act. I commend the members of LUSC for all of their hard 12
- LUSC has been extremely effective, and I am disappointed that 13
- 14 the Legislature did not authorize its continuation, or authorize
- another forum within which complex land use and environmental issues 15
- 16 can be thoroughly debated and discussed.
- When I vetoed HB 1472 last year, I asked LUSC to review the issue 17 18
- of mineral resource lands designations. The Legislature also asked
- LUSC to review the 120-day permit timeline. This bill reflects LUSC's 19
- 20 response to our requests. The bill also makes some technical changes
- 21 to the GMA annexation provisions.

While ESHB 2830 reflects the consensus recommendations which I support, I cannot sign the bill in its entirety. The language added to sections 4 and 6 amending the goals of the Growth Management Act does not necessarily make bad planning goals, but I am concerned about the implementation of those changes and vague language. For example, would the language in sections 4 and 6 mean that cities and counties who have completed their GMA plans and regulations would have to revisit them to ensure that the new goals are addressed? If so, what is the cost? What does "reasonable commuting distances" mean? In some parts of the country, great distances are acceptable commutes. These two new sections could invite more litigation and create more confusion surrounding GMA. In addition, section 6 makes changes to the same statute amended by HB 1487, which I signed into law on March 27, 1998.

14 For these reasons, I have vetoed sections 4 and 6 of Engrossed 15 Substitute House Bill No. 2830.

With the exception of sections 4 and 6, Engrossed Substitute House Bill No. 2830 is approved."