HOUSE BILL 2708

State of Washington 59th Legislature 2006 Regular Session

By Representatives Schindler, Woods, Kristiansen, Roach, Bailey, Kretz, Nixon, Holmquist, Sump, Condotta, Kessler, Dunn, Serben, Upthegrove, Armstrong and Hinkle

Read first time 01/12/2006. Referred to Committee on Local Government.

- AN ACT Relating to eliminating the growth management hearings boards; amending RCW 36.70A.110, 36.70A.140, 36.70A.172, 36.70A.210, 36.70A.320, and 36.70A.345; reenacting and amending RCW 36.70A.130; creating a new section; and repealing RCW 36.70A.250, 36.70A.260, 36.70A.270, 36.70A.280, 36.70A.290, 36.70A.295, 36.70A.300, 36.70A.302, 36.70A.305, 36.70A.310, 36.70A.3201, 36.70A.330, 36.70A.335, and 36.70A.340.
- 8 BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF WASHINGTON:
- 9 **Sec. 1.** RCW 36.70A.110 and 2004 c 206 s 1 are each amended to read 10 as follows:
- (1) Each county that is required or chooses to plan under RCW 11 12 36.70A.040 shall designate an urban growth area or areas within which urban growth shall be encouraged and outside of which growth can occur 13 14 only if it is not urban in nature. Each city that is located in such a county shall be included within an urban growth area. 15 growth area may include more than a single city. An urban growth area 16 may include territory that is located outside of a city only if such 17 territory already is characterized by urban growth whether or not the 18

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urban growth area includes a city, or is adjacent to territory already characterized by urban growth, or is a designated new fully contained community as defined by RCW 36.70A.350.

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(2) Based upon the growth management population projection made for the county by the office of financial management, the county and each city within the county shall include areas and densities sufficient to permit the urban growth that is projected to occur in the county or city for the succeeding twenty-year period, except for those urban growth areas contained totally within a national historical reserve.

Each urban growth area shall permit urban densities and shall include greenbelt and open space areas. In the case of urban growth areas contained totally within a national historical reserve, the city may restrict densities, intensities, and forms of urban growth as determined to be necessary and appropriate to protect the physical, cultural, or historic integrity of the reserve. An urban growth area determination may include a reasonable land market supply factor and shall permit a range of urban densities and uses. In determining this market factor, cities and counties may consider local circumstances. Cities and counties have discretion in their comprehensive plans to make many choices about accommodating growth.

Within one year of July 1, 1990, each county that as of June 1, 1991, was required or chose to plan under RCW 36.70A.040, shall begin consulting with each city located within its boundaries and each city shall propose the location of an urban growth area. Within sixty days of the date the county legislative authority of a county adopts its resolution of intention or of certification by the office of financial management, all other counties that are required or choose to plan under RCW 36.70A.040 shall begin this consultation with each city located within its boundaries. The county shall attempt to reach agreement with each city on the location of an urban growth area within which the city is located. If such an agreement is not reached with each city located within the urban growth area, the county shall justify in writing why it so designated the area an urban growth area. A city may object formally with the department over the designation of the urban growth area within which it is located. Where appropriate, the department shall attempt to resolve the conflicts, including the use of mediation services.

(3) Urban growth should be located first in areas already characterized by urban growth that have adequate existing public facility and service capacities to serve such development, second in areas already characterized by urban growth that will be served adequately by a combination of both existing public facilities and services and any additional needed public facilities and services that are provided by either public or private sources, and third in the remaining portions of the urban growth areas. Urban growth may also be located in designated new fully contained communities as defined by RCW 36.70A.350.

- (4) In general, cities are the units of local government most appropriate to provide urban governmental services. In general, it is not appropriate that urban governmental services be extended to or expanded in rural areas except in those limited circumstances shown to be necessary to protect basic public health and safety and the environment and when such services are financially supportable at rural densities and do not permit urban development.
- (5) On or before October 1, 1993, each county that was initially required to plan under RCW 36.70A.040(1) shall adopt development regulations designating interim urban growth areas under this chapter. Within three years and three months of the date the county legislative authority of a county adopts its resolution of intention or of certification by the office of financial management, all other counties that are required or choose to plan under RCW 36.70A.040 shall adopt development regulations designating interim urban growth areas under this chapter. Adoption of the interim urban growth areas may only occur after public notice; public hearing; and compliance with the state environmental policy act, chapter 43.21C RCW, and RCW 36.70A.110. Such action may be appealed to ((the appropriate growth management hearings board under RCW 36.70A.280)) superior court. Final urban growth areas shall be adopted at the time of comprehensive plan adoption under this chapter.
- (6) Each county shall include designations of urban growth areas in its comprehensive plan.
- (7) An urban growth area designated in accordance with this section may include within its boundaries urban service areas or potential annexation areas designated for specific cities or towns within the county.

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Sec. 2. RCW 36.70A.130 and 2005 c 423 s 6 and 2005 c 294 s 2 are each reenacted and amended to read as follows:

- (1)(a) Each comprehensive land use plan and development regulations shall be subject to continuing review and evaluation by the county or city that adopted them. Except as otherwise provided, a county or city shall take legislative action to review and, if needed, revise its comprehensive land use plan and development regulations to ensure the plan and regulations comply with the requirements of this chapter according to the time periods specified in subsection (4) of this section.
- (b) Except as otherwise provided, a county or city not planning under RCW 36.70A.040 shall take action to review and, if needed, revise its policies and development regulations regarding critical areas and natural resource lands adopted according to this chapter to ensure these policies and regulations comply with the requirements of this chapter according to the time periods specified in subsection (4) of this section. Legislative action means the adoption of a resolution or ordinance following notice and a public hearing indicating at a minimum, a finding that a review and evaluation has occurred and identifying the revisions made, or that a revision was not needed and the reasons therefor.
- (c) The review and evaluation required by this subsection may be combined with the review required by subsection (3) of this section. The review and evaluation required by this subsection shall include, but is not limited to, consideration of critical area ordinances and, if planning under RCW 36.70A.040, an analysis of the population allocated to a city or county from the most recent ten-year population forecast by the office of financial management.
- (d) Any amendment of or revision to a comprehensive land use plan shall conform to this chapter. Any amendment of or revision to development regulations shall be consistent with and implement the comprehensive plan.
- (2)(a) Each county and city shall establish and broadly disseminate to the public a public participation program consistent with RCW 36.70A.035 and 36.70A.140 that identifies procedures and schedules whereby updates, proposed amendments, or revisions of the comprehensive plan are considered by the governing body of the county or city no more frequently than once every year. "Updates" means to review and revise,

if needed, according to subsection (1) of this section, and the time periods specified in subsection (4) of this section or in accordance with the provisions of subsection (8) of this section. Amendments may be considered more frequently than once per year under the following circumstances:

- (i) The initial adoption of a subarea plan that does not modify the comprehensive plan policies and designations applicable to the subarea;
- (ii) The adoption or amendment of a shoreline master program under the procedures set forth in chapter 90.58 RCW;
- (iii) The amendment of the capital facilities element of a comprehensive plan that occurs concurrently with the adoption or amendment of a county or city budget; and
- (iv) Until June 30, 2006, the designation of recreational lands under RCW 36.70A.1701. A county amending its comprehensive plan pursuant to this subsection (2)(a)(iv) may not do so more frequently than every eighteen months.
- (b) Except as otherwise provided in (a) of this subsection, all proposals shall be considered by the governing body concurrently so the cumulative effect of the various proposals can be ascertained. However, after appropriate public participation a county or city may adopt amendments or revisions to its comprehensive plan that conform with this chapter whenever an emergency exists or to resolve an appeal of a comprehensive plan filed with ((a growth management hearings board or with)) the court.
- (3)(a) Each county that designates urban growth areas under RCW 36.70A.110 shall review, at least every ten years, its designated urban growth area or areas, and the densities permitted within both the incorporated and unincorporated portions of each urban growth area. In conjunction with this review by the county, each city located within an urban growth area shall review the densities permitted within its boundaries, and the extent to which the urban growth occurring within the county has located within each city and the unincorporated portions of the urban growth areas.
- (b) The county comprehensive plan designating urban growth areas, and the densities permitted in the urban growth areas by the comprehensive plans of the county and each city located within the urban growth areas, shall be revised to accommodate the urban growth

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projected to occur in the county for the succeeding twenty-year period.

The review required by this subsection may be combined with the review and evaluation required by RCW 36.70A.215.

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- (4) The department shall establish a schedule for counties and cities to take action to review and, if needed, revise their comprehensive plans and development regulations to ensure the plan and regulations comply with the requirements of this chapter. Except as provided in subsection (8) of this section, the schedule established by the department shall provide for the reviews and evaluations to be completed as follows:
- 11 (a) On or before December 1, 2004, and every seven years 12 thereafter, for Clallam, Clark, Jefferson, King, Kitsap, Pierce, 13 Snohomish, Thurston, and Whatcom counties and the cities within those 14 counties;
- 15 (b) On or before December 1, 2005, and every seven years 16 thereafter, for Cowlitz, Island, Lewis, Mason, San Juan, Skagit, and 17 Skamania counties and the cities within those counties;
 - (c) On or before December 1, 2006, and every seven years thereafter, for Benton, Chelan, Douglas, Grant, Kittitas, Spokane, and Yakima counties and the cities within those counties; and
 - (d) On or before December 1, 2007, and every seven years thereafter, for Adams, Asotin, Columbia, Ferry, Franklin, Garfield, Grays Harbor, Klickitat, Lincoln, Okanogan, Pacific, Pend Oreille, Stevens, Wahkiakum, Walla Walla, and Whitman counties and the cities within those counties.
 - (5)(a) Nothing in this section precludes a county or city from conducting the review and evaluation required by this section before the time limits established in subsection (4) of this section. Counties and cities may begin this process early and may be eligible for grants from the department, subject to available funding, if they elect to do so.
 - (b) State agencies are encouraged to provide technical assistance to the counties and cities in the review of critical area ordinances, comprehensive plans, and development regulations.
 - (6) A county or city subject to the time periods in subsection (4)(a) of this section that, pursuant to an ordinance adopted by the county or city establishing a schedule for periodic review of its comprehensive plan and development regulations, has conducted a review

and evaluation of its comprehensive plan and development regulations and, on or after January 1, 2001, has taken action in response to that review and evaluation shall be deemed to have conducted the first review required by subsection (4)(a) of this section. Subsequent review and evaluation by the county or city of its comprehensive plan and development regulations shall be conducted in accordance with the time periods established under subsection (4)(a) of this section.

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- (7) The requirements imposed on counties and cities under this section shall be considered "requirements of this chapter" under the terms of RCW 36.70A.040(1). Only those counties and cities in compliance with the schedules in this section and those counties and cities demonstrating substantial progress towards compliance with the schedules in this section for development regulations that protect critical areas may receive grants, loans, pledges, or financial guarantees from those accounts established in RCW 43.155.050 and 70.146.030. A county or city that is fewer than twelve months out of compliance with the schedules in this section for development regulations that protect critical areas is deemed to be making substantial progress towards compliance. Only those counties and cities in compliance with the schedules in this section may receive preference for grants or loans subject to the provisions of RCW 43.17.250.
- (8)(a) Counties and cities required to satisfy the requirements of this section according to the schedule established by subsection (4)(b) through (d) of this section may comply with the requirements of this section for development regulations that protect critical areas one year after the dates established in subsection (4)(b) through (d) of this section.
- (b) Counties and cities complying with the requirements of this section one year after the dates established in subsection (4)(b) through (d) of this section for development regulations that protect critical areas shall be deemed in compliance with the requirements of this section.
- (c) This subsection (8) applies only to the counties and cities specified in subsection (4)(b) through (d) of this section, and only to the requirements of this section for development regulations that protect critical areas that must be satisfied by December 1, 2005, December 1, 2006, and December 1, 2007.

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(9) Notwithstanding subsection (8) of this section and the substantial progress provisions of subsections (7) and (10) of this section, only those counties and cities complying with the schedule in subsection (4) of this section may receive preferences for grants, loans, pledges, or financial guarantees from those accounts established in RCW 43.155.050 and 70.146.030.

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(10) Until December 1, 2005, and notwithstanding subsection (7) of this section, a county or city subject to the time periods in subsection (4)(a) of this section demonstrating substantial progress towards compliance with the schedules in this section for its comprehensive land use plan and development regulations may receive grants, loans, pledges, or financial guarantees from those accounts established in RCW 43.155.050 and 70.146.030. A county or city that is fewer than twelve months out of compliance with the schedules in this section for its comprehensive land use plan and development regulations is deemed to be making substantial progress towards compliance.

Sec. 3. RCW 36.70A.140 and 1995 c 347 s 107 are each amended to read as follows:

Each county and city that is required or chooses to plan under RCW 36.70A.040 shall establish and broadly disseminate to the public a public participation program identifying procedures providing for early and continuous public participation in the development and amendment of comprehensive land use plans and development regulations implementing such plans. The procedures shall provide for broad dissemination of proposals and alternatives, opportunity for written comments, public meetings after effective notice, provision for open discussion, communication programs, information services, and consideration of and response to public comments. In enacting legislation in response to ((the board's decision pursuant to RCW 36.70A.300)) a court's decision declaring part or all of a comprehensive plan or development regulation invalid, the county or city shall provide for public participation that is appropriate and effective under the circumstances presented by the ((board's)) court's order. Errors in exact compliance with the established program and procedures shall not render the comprehensive land use plan or development regulations invalid if the spirit of the program and procedures is observed.

Sec. 4. RCW 36.70A.172 and 1995 c 347 s 105 are each amended to 2 read as follows:

- $((\frac{1}{1}))$ In designating and protecting critical areas under this chapter, counties and cities shall include the best available science in developing policies and development regulations to protect the functions and values of critical areas. In addition, counties and cities shall give special consideration to conservation or protection measures necessary to preserve or enhance anadromous fisheries.
- 9 (((2) If it determines that advice from scientific or other experts
 10 is necessary or will be of substantial assistance in reaching its
 11 decision, a growth management hearings board may retain scientific or
 12 other expert advice to assist in reviewing a petition under RCW
 13 36.70A.290 that involves critical areas.))
- **Sec. 5.** RCW 36.70A.210 and 1998 c 171 s 4 are each amended to read 15 as follows:
 - (1) The legislature recognizes that counties are regional governments within their boundaries, and cities are primary providers of urban governmental services within urban growth areas. For the purposes of this section, a "county-wide planning policy" is a written policy statement or statements used solely for establishing a county-wide framework from which county and city comprehensive plans are developed and adopted pursuant to this chapter. This framework shall ensure that city and county comprehensive plans are consistent as required in RCW 36.70A.100. Nothing in this section shall be construed to alter the land-use powers of cities.
 - (2) The legislative authority of a county that plans under RCW 36.70A.040 shall adopt a county-wide planning policy in cooperation with the cities located in whole or in part within the county as follows:
 - (a) No later than sixty calendar days from July 16, 1991, the legislative authority of each county that as of June 1, 1991, was required or chose to plan under RCW 36.70A.040 shall convene a meeting with representatives of each city located within the county for the purpose of establishing a collaborative process that will provide a framework for the adoption of a county-wide planning policy. In other counties that are required or choose to plan under RCW 36.70A.040, this

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meeting shall be convened no later than sixty days after the date the county adopts its resolution of intention or was certified by the office of financial management.

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- (b) The process and framework for adoption of a county-wide planning policy specified in (a) of this subsection shall determine the manner in which the county and the cities agree to all procedures and provisions including but not limited to desired planning policies, deadlines, ratification of final agreements and demonstration thereof, and financing, if any, of all activities associated therewith.
- (c) If a county fails for any reason to convene a meeting with representatives of cities as required in (a) of this subsection, the governor may immediately impose any appropriate sanction or sanctions on the county from those specified under RCW 36.70A.340.
- (d) If there is no agreement by October 1, 1991, in a county that was required or chose to plan under RCW 36.70A.040 as of June 1, 1991, or if there is no agreement within one hundred twenty days of the date the county adopted its resolution of intention or was certified by the office of financial management in any other county that is required or chooses to plan under RCW 36.70A.040, the governor shall first inquire of the jurisdictions as to the reason or reasons for failure to reach an agreement. If the governor deems it appropriate, the governor may immediately request the assistance of the department of community, trade, and economic development to mediate any disputes that preclude agreement. If mediation is unsuccessful in resolving all disputes that will lead to agreement, the governor may impose appropriate sanctions from those specified under RCW 36.70A.340 on the county, city, or cities for failure to reach an agreement as provided in this section. The governor shall specify the reason or reasons for the imposition of any sanction.
- (e) No later than July 1, 1992, the legislative authority of each county that was required or chose to plan under RCW 36.70A.040 as of June 1, 1991, or no later than fourteen months after the date the county adopted its resolution of intention or was certified by the office of financial management the county legislative authority of any other county that is required or chooses to plan under RCW 36.70A.040, shall adopt a county-wide planning policy according to the process provided under this section and that is consistent with the agreement

- pursuant to (b) of this subsection, and after holding a public hearing or hearings on the proposed county-wide planning policy.
- 3 (3) A county-wide planning policy shall at a minimum, address the following:
 - (a) Policies to implement RCW 36.70A.110;

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- 6 (b) Policies for promotion of contiguous and orderly development 7 and provision of urban services to such development;
- 8 (c) Policies for siting public capital facilities of a county-wide 9 or statewide nature, including transportation facilities of statewide 10 significance as defined in RCW 47.06.140;
- 11 (d) Policies for county-wide transportation facilities and 12 strategies;
- (e) Policies that consider the need for affordable housing, such as housing for all economic segments of the population and parameters for its distribution;
- 16 (f) Policies for joint county and city planning within urban growth 17 areas;
- 18 (g) Policies for county-wide economic development and employment; 19 and
 - (h) An analysis of the fiscal impact.
- (4) Federal agencies and Indian tribes may participate in and cooperate with the county-wide planning policy adoption process.

 Adopted county-wide planning policies shall be adhered to by state agencies.
 - (5) Failure to adopt a county-wide planning policy that meets the requirements of this section may result in the imposition of a sanction or sanctions on a county or city within the county, as specified in RCW 36.70A.340. In imposing a sanction or sanctions, the governor shall specify the reasons for failure to adopt a county-wide planning policy in order that any imposed sanction or sanctions are fairly and equitably related to the failure to adopt a county-wide planning policy.
 - (6) Cities and the governor may appeal an adopted county-wide planning policy to ((the growth management hearings board)) superior court within sixty days of the adoption of the county-wide planning policy.
- 37 (7) Multicounty planning policies shall be adopted by two or more 38 counties, each with a population of four hundred fifty thousand or

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- 1 more, with contiguous urban areas and may be adopted by other counties,
- 2 according to the process established under this section or other
- 3 processes agreed to among the counties and cities within the affected
- 4 counties throughout the multicounty region.

- **Sec. 6.** RCW 36.70A.320 and 1997 c 429 s 20 are each amended to 6 read as follows:
 - (1) Except as provided in subsection ((+5)) (4) of this section, comprehensive plans and development regulations, and amendments thereto, adopted under this chapter are presumed valid upon adoption.
 - (2) ((Except as otherwise provided in subsection (4) of this section,)) The burden is on the petitioner to demonstrate that any action taken by a state agency, county, or city under this chapter is not in compliance with the requirements of this chapter.
 - (3) In any petition under this chapter, the ((board)) court, after full consideration of the petition, shall determine whether there is compliance with the requirements of this chapter. In making its determination, the ((board)) court shall consider the criteria adopted by the department under RCW 36.70A.190(4). The ((board)) court shall find compliance unless it determines that the action by the state agency, county, or city is clearly erroneous in view of the entire record before the ((board)) court and in light of the goals and requirements of this chapter.
 - (4) ((A county or city subject to a determination of invalidity made under RCW 36.70A.300 or 36.70A.302 has the burden of demonstrating that the ordinance or resolution it has enacted in response to the determination of invalidity will no longer substantially interfere with the fulfillment of the goals of this chapter under the standard in RCW 36.70A.302(1).
- 29 (5))) The shoreline element of a comprehensive plan and the 30 applicable development regulations adopted by a county or city shall 31 take effect as provided in chapter 90.58 RCW.
- **Sec. 7.** RCW 36.70A.345 and 1994 c 249 s 33 are each amended to 33 read as follows:
- 34 (1) The governor may impose a sanction or sanctions specified under ((RCW 36.70A.340)) subsection (2) of this section on: (((1))) (a) A county or city that fails to designate critical areas, agricultural

lands, forest lands, or mineral resource lands under RCW 36.70A.170 by 1 2 the date such action was required to have been taken; $((\frac{(2)}{(2)}))$ a county or city that fails to adopt development regulations under RCW 3 36.70A.060 protecting critical areas or conserving agricultural lands, 4 forest lands, or mineral resource lands by the date such action was 5 required to have been taken; $((\frac{3}{3}))$ <u>(c)</u> a county that fails to 6 designate urban growth areas under RCW 36.70A.110 by the date such 7 action was required to have been taken; and $((\frac{4}{1}))$ <u>(d)</u> a county or 8 city that fails to adopt its comprehensive plan or development 9 10 regulations when such actions are required to be taken.

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Imposition of a sanction or sanctions under this section shall be preceded by written findings by the governor, that either the county or city is not proceeding in good faith to meet the requirements of the act; or that the county or city has unreasonably delayed taking the required action. ((The governor shall consult with and communicate his or her findings to the appropriate growth management hearings board prior to imposing the sanction or sanctions.)) For those counties or cities that are not required to plan or have not opted in, the governor in imposing sanctions shall consider the size of the jurisdiction relative to the requirements of this chapter and the degree of technical and financial assistance provided.

- (2) The governor may file a notice of noncompliance with the secretary of state and the county or city, which shall temporarily rescind the county or city's authority to collect the real estate excise tax under RCW 82.46.030 until the governor files a notice rescinding the notice of noncompliance.
- NEW SECTION. Sec. 8. The following acts or parts of acts are each repealed:
- 29 (1) RCW 36.70A.250 (Growth management hearings boards) and 1994 c 30 249 s 29 & 1991 sp.s. c 32 s 5;
- 31 (2) RCW 36.70A.260 (Growth management hearings boards--32 Qualifications) and 1994 c 249 s 30 & 1991 sp.s. c 32 s 6;
- 33 (3) RCW 36.70A.270 (Growth management hearings boards--Conduct, 34 procedure, and compensation) and 1997 c 429 s 11, 1996 c 325 s 1, 1994 35 c 257 s 1, & 1991 sp.s. c 32 s 7;
- 36 (4) RCW 36.70A.280 (Matters subject to board review) and 2003 c 332

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- 1 s 2, 1996 c 325 s 2, 1995 c 347 s 108, 1994 c 249 s 31, & 1991 sp.s. c
- 2 32 s 9;
- 3 (5) RCW 36.70A.290 (Petitions to growth management hearings 4 boards--Evidence) and 1997 c 429 s 12 & 1995 c 347 s 109;
- 5 (6) RCW 36.70A.295 (Direct judicial review) and 1997 c 429 s 13;
- 6 (7) RCW 36.70A.300 (Final orders) and 1997 c 429 s 14, 1995 c 347 7 s 110, & 1991 sp.s. c 32 s 11;
- 8 (8) RCW 36.70A.302 (Determination of invalidity--Vesting of development permits--Interim controls) and 1997 c 429 s 16;
- 10 (9) RCW 36.70A.305 (Expedited review) and 1996 c 325 s 4;
- 11 (10) RCW 36.70A.310 (Limitations on appeal by the state) and 1994
- 12 c 249 s 32 & 1991 sp.s. c 32 s 12;
- 13 (11) RCW 36.70A.3201 (Intent--Finding--1997 c 429 § 20(3)) and 1997
- 14 c 429 s 2;
- 15 (12) RCW 36.70A.330 (Noncompliance) and 1997 c 429 s 21, 1995 c 347
- 16 s 112, & 1991 sp.s. c 32 s 14;
- 17 (13) RCW 36.70A.335 (Order of invalidity issued before July 27,
- 18 1997) and 1997 c 429 s 22; and
- 19 (14) RCW 36.70A.340 (Noncompliance and sanctions) and 1991 sp.s. c
- 20 32 s 26.
- 21 <u>NEW SECTION.</u> **Sec. 9.** All cases pending before the growth
- 22 management hearings boards on the effective date of this act are
- 23 transferred to superior court. The superior courts are not bound by
- 24 the precedent from prior decisions of the growth management hearings
- 25 boards.

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