# Contents

## Chapter 1 Introduction
- 1.1.00 Purpose of Development Services Manual 1-1
- 1.1.01 How to Use the Manual 1-1
- 1.1.02 Manual Updates 1-2
- 1.1.03 WSDOT Development Review Organization 1-2
- 1.1.04 Why WSDOT Participates in Local Land Use Review 1-2
- 1.1.05 WSDOT Development Services Objectives 1-2
- 1.1.06 WSDOT Review Authority 1-3

## Chapter 2 Coordinating Review and Response
- 2.1.00 Overview 2-1
- **PART 1** Long Range Planning and the Development Review Process 2-1
  - 2.1.01 Similarities Between Long Range Planning and Development Review 2-1
  - 2.1.02 WSDOT Highway System Plan (HSP) 2-2
  - 2.1.03 Capital Improvement and Preservation Program (CIPP) 2-2
  - 2.1.04 Route Development Plans and Corridor Plans 2-2
  - 2.1.05 Local Agency Comprehensive Plans 2-2
  - 2.1.06 Local Decision-Making Authority 2-2
  - 2.1.07 WSDOT’s Role in Local Development Review 2-3
- **PART 2** Responding to Land Use Proposals 2-3
  - 2.2.00 WSDOT’s Interest in the Proposal 2-3
  - 2.2.01 Evaluating a Land Use/Development Proposal 2-4
  - 2.2.02 Types of WSDOT Responses 2-5
  - 2.2.03 Potential WSDOT Recommendations 2-5
  - 2.2.04 WSDOT Response Letters 2-6
  - 2.2.05 Mitigation in the Form of Conditions of Approval 2-7
  - 2.2.06 Ways to Work Effectively with Local Partners 2-7
  - 2.2.07 Internal Coordination 2-8
  - 2.2.08 Coordination with Other WSDOT Units 2-8
  - 2.2.09 Coordination with Other Groups 2-8
- **PART 3** Land Use Hearings 2-9
  - 2.3.00 Ways to Participate Effectively in the Local Hearings Process 2-9
  - 2.3.01 Burden of Proof 2-10
  - 2.3.02 Oral Testimony and Written Evidence 2-11
  - 2.3.03 Substantial Evidence 2-11
Chapter 3  SEPA and GMA

PART 1  SEPA

3.1.00 Development Services Interaction with Local Agencies

3.1.01 Role of SEPA in the Development Review Process

3.1.02 History of SEPA and the SEPA Rules

3.1.03 Purpose and Intent of SEPA

3.1.04 What is a SEPA Proposal?

3.1.05 Who Can be a SEPA Lead Agency?

3.1.06 What is SEPA Substantive Authority?

3.1.07 Which Environmental Impacts Should WSDOT Normally Review?

3.1.08 What is a SEPA Environmental Checklist?

3.1.09 SEPA Categorical Exemptions—Flexible Thresholds

3.1.10 How is WSDOT Notified of Project Proposals?

3.1.11 What Are Some of the SEPA Notification Timelines?

3.1.12 What is A SEPA Threshold Determination?

3.1.13 SEPA Threshold Determination—Assessing Significance

3.1.14 Mitigation Must Be Reasonably Related And Proportional To The Development’s Impacts

3.1.15 SEPA Determination of Nonsignificance (DNS)

3.1.16 SEPA Mitigated Determination of Nonsignificance (MDNS)

3.1.17 SEPA Determination of Significance/Scoping Notice (DS/Scoping)

3.1.18 SEPA Environmental Impact Statement (EIS)

3.1.19 What is a Nonexempt License?

3.1.20 Can a SEPA Lead Agency Withdraw a DNS, MDNS or a FEIS?

3.1.21 Does a SEPA DNS, MDNS, or FEIS Have a Time Limit?

3.1.22 SEPA Appeals

PART 2  GMA

3.2.01 Growth Management Act (GMA)

3.2.02 Which Counties and Cities are Subject to the Growth Management Act?

3.2.03 Growth Management Act Goals

3.2.04 Growth Management Act Substantive Mandates

3.2.05 Growth Management Act Comprehensive Plans

3.2.06 Growth Management Act Comprehensive Plan Elements

3.2.07 GMA Comprehensive Plan Transportation Element

3.2.08 GMA and Regional Transportation

3.2.09 Regional Transportation Planning Duties

3.2.10 Requirements for Regional Transportation Plans (RTPs)

3.2.11 How Does Development Services Use GMA?

Chapter 4  Analyzing Land-use Proposals

PART 1  Thresholds for Determining Probable Significant Adverse Impacts

4.1.00 Overview

4.1.01 Determining Probable Significant Adverse Impacts Is Not Easy

4.1.02 Documentation is Critical

4.1.03 Determining a Probable Significant Adverse Impact

4.1.04 Thresholds For Defining A Probable Significant Adverse Impact

4.1.05 Vehicular Trip Thresholds

4.1.06 Level of Service (LOS) Thresholds

4.1.07 WSDOT Channelization Thresholds

4.1.08 Safety Thresholds
PART 2  Determining the Mitigation for a Probable Significant Adverse Impact  4-5
  4.2.01  Obtaining Mitigation from a Developer  4-5
  4.2.02  Traffic Mitigation Payment  4-5
  4.2.03  Which WSDOT Projects are Candidates for a Traffic Mitigation Payment?  4-5
  4.2.04  Which WSDOT Project Costs Should Be Used?  4-6
  4.2.05  How are Traffic Mitigation Payments Collected by the WSDOT?  4-6
  4.2.06  Time Limits on Collection of Traffic Mitigation Payments  4-6
  4.2.07  When Should a Traffic Mitigation Payment be Collected?  4-7
  4.2.08  Consistency is Important  4-7
  4.2.09  How to Calculate an Intersection Traffic Mitigation Payment  4-7
  4.2.10  How to Calculate a Highway Corridor Traffic Mitigation Payment  4-8

Chapter 5  Agreements  5-1
  5.0.00  Overview  5-1
PART 1  Coordinating Plan Review  5-1
  5.1.01  General  5-1
  5.1.02  Time To Process An Agreement  5-1
  5.1.03  Reimbursable Account  5-1
  5.1.04  Plans Review Process  5-2
PART 2  Developer Agreements  5-3
  5.2.01  General  5-3
  5.2.02  Types of Developer Agreements  5-3
  5.2.03  Developer Agreement Process  5-3
  5.2.04  Developer Agreement Plans Review  5-4
  5.2.05  Intersection/Channelization Plans  5-4
  5.2.06  Construction Plans  5-5
  5.2.07  Assembly, Execution, and Archiving of Developer Agreements  5-13
  5.2.08  Surety Bond, Assignment of Escrow Account or Savings Account/Certificate of Deposit  5-14
  5.2.09  Construction Administration  5-14
PART 3  Interlocal Agreements  5-17
  5.3.01  General  5-17
  5.3.02  Legal Basis For Interlocal Agreements  5-17
  5.3.03  Benefits  5-17
  5.3.04  Basic Interlocal Agreement Elements  5-17
  5.3.05  Local Jurisdiction Mitigation Commitment  5-18
  5.3.06  How It Works  5-18
  5.3.07  Who Is Affected?  5-19
  5.3.08  When Is It Worth Doing?  5-19
  5.3.09  TBD And LID Policy  5-19
  5.3.10  Local Transportation Act (RCW 39.92)  5-19
## Contents

**PART 4** Other Agreements  
5.4.00 Overview  5-19  
5.4.01 General Permits  5-19  
5.4.02 Access Connection Permits  5-20  
5.4.03 Developer Agreement: Construction by State At Developer Expense (as a stand-alone project)  5-20  
5.4.04 Developer Mitigation Agreement: Collection of Pro Rata Share Contribution Toward a WSDOT Project.  5-20  
5.4.05 Subterranean Monitoring Program  5-21  
5.4.06 Transit Stop Permits  5-22

**Chapter 6** Managed Access and Limited Access Highways  6-1  
6.0.00 General  6-1  
6.0.01 Access Permit Authority  6-1  
**PART 1** Managed Access Highways  6-1  
6.1.01 General  6-1  
6.1.02 Managed Access Highway Rules  6-2  
6.1.03 Managed Access Definitions/Elements  6-2  
6.1.04 Access Connection Permit Process  6-6  
6.1.05 Highways Crossing Indian Lands  6-9  
6.1.06 Tracking System  6-10  
6.1.07 Coordinating Local Development Approval with State Access Approval  6-10  
6.1.08 WSDOT Construction Projects  6-11  
**PART 2** Limited Access Highways  6-12  
6.2.01 General  6-12  
6.2.02 Modifications For Private Access Approaches  6-13  
6.2.03 Modifications for Public At-Grade Intersections  6-15

**Chapter 7** Land Use Appeals  7-1  
7.1.01 Purpose of SEPA Appeals Chapter  7-1  
7.1.02 Reaching A Successful Decision  7-1  
7.1.03 Why Appeal?  7-1  
7.1.04 Underlying Governmental Action—What Is It?  7-2  
7.1.05 Appeal Requirements For Counties And Cities  7-2  
7.1.06 Procedural Appeals and Substantive Appeals  7-3  
7.1.07 Level of Appeals  7-3  
7.1.08 Administrative Appeals  7-3  
7.1.09 Judicial Appeals  7-4  
7.1.10 Participating in the Local Land Use Process Prior to an Appeal  7-5  
7.1.11 Questions To Ask To Determine If The WSDOT Should Appeal  7-6  
7.1.12 Important Tips in Preparing for an Appeal  7-6  
7.1.13 The Petitioner, The Respondent, And The Court  7-8  
7.1.14 Standing To Appeal  7-9  
7.1.15 Exhaustion Of Administrative Remedies  7-9  
7.1.16 “The Record”—What Is The Record And Why Is It Important?  7-9  
7.1.17 Building A Good Record  7-9  
7.1.18 Important Tips for Building a Record  7-10
## APPENDICES

<table>
<thead>
<tr>
<th>Appendix</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>Appendix 1</td>
<td>WSDOT Development Services Staff</td>
</tr>
<tr>
<td>Appendix 2</td>
<td>Sample Response Letters Showing How Different Type of Recommendations Can Be Conveyed</td>
</tr>
<tr>
<td>Appendix 3</td>
<td>Significant Court Case Decisions Affecting Developments and Access Control</td>
</tr>
<tr>
<td>Appendix 4</td>
<td>Blank (To be inserted at future updates)</td>
</tr>
<tr>
<td>Appendix 5</td>
<td>Example of a Developer Agreement</td>
</tr>
<tr>
<td>Appendix 6</td>
<td>Developer Agreement/Access Permit Process Flow Chart</td>
</tr>
<tr>
<td>Appendix 7</td>
<td>Example of a Reimbursable Account Form</td>
</tr>
<tr>
<td>Appendix 8</td>
<td>Intersection/Channelization Plan for Approval Checklist</td>
</tr>
<tr>
<td>Appendix 9</td>
<td>Example of a Roadway Section</td>
</tr>
<tr>
<td>Appendix 10</td>
<td>Traffic Signal Permit Form</td>
</tr>
<tr>
<td>Appendix 11</td>
<td>A City Or County Interlocal Agreement Model</td>
</tr>
<tr>
<td>Appendix 12</td>
<td>Highway Access Management RCW 47.50</td>
</tr>
<tr>
<td>Appendix 13</td>
<td>Highway Access Management - Administrative Process WAC 468-51</td>
</tr>
<tr>
<td>Appendix 14</td>
<td>Highway Access Management - Access Control Classification System and Standards WAC 468-52</td>
</tr>
<tr>
<td>Appendix 15</td>
<td>City Streets As Part of State Highways RCW 47.24</td>
</tr>
<tr>
<td>Appendix 16</td>
<td>Limited Access Facilities RCW 47.52</td>
</tr>
<tr>
<td>Appendix 17</td>
<td>Limited Access Highways WAC 468-58</td>
</tr>
<tr>
<td>Appendix 18</td>
<td>Limited Access Hearings WAC 468-54</td>
</tr>
<tr>
<td>Appendix 19</td>
<td>Application For Access Connection</td>
</tr>
<tr>
<td>Appendix 20</td>
<td>Access Connection Permit (Form224-005) and Example Including Exhibits</td>
</tr>
<tr>
<td>Appendix 21</td>
<td>Blank (To be inserted at future updates)</td>
</tr>
<tr>
<td>Appendix 22</td>
<td>Sample Cover Letters When Sending Access Connection Permit Forms</td>
</tr>
<tr>
<td>Appendix 23</td>
<td>Example Road Approach Installation Checklist</td>
</tr>
<tr>
<td>Appendix 24</td>
<td>Bond forms, Assignment of Savings Account Certificate Of Deposit Form, And Example Bond Release Letter</td>
</tr>
<tr>
<td>Appendix 25</td>
<td>Blank (To be inserted at future updates)</td>
</tr>
<tr>
<td>Appendix 26</td>
<td>Plan Review Checklist</td>
</tr>
<tr>
<td>Appendix 27</td>
<td>Construction Inspection Checklist</td>
</tr>
<tr>
<td>Appendix 28</td>
<td>Local Transportation Act</td>
</tr>
<tr>
<td>Appendix 29</td>
<td>LOS Standards Set By MPOs/RTPOs for Regionally Significant (non-HSS) State Highways</td>
</tr>
<tr>
<td>Appendix 30</td>
<td>Developer Agreement Mitigation Form</td>
</tr>
<tr>
<td>Appendix 31</td>
<td>Guideline for Determining Responsibility for Developer-Required Utility Relocation</td>
</tr>
</tbody>
</table>