
SUBSTITUTE HOUSE BILL 1903

State of Washington

54th Legislature

1995 Regular Session

By House Committee on Agriculture & Ecology (originally sponsored by Representatives Clements, Casada, Chandler and Schoesler)

Read first time 03/01/95.

1 AN ACT Relating to rule making by administrative agencies; amending
2 RCW 34.05.360, 34.05.345, 34.05.350, 90.48.220, 90.48.230, 15.58.040,
3 17.24.021, and 49.17.040; adding a new section to chapter 90.48 RCW;
4 adding a new section to chapter 43.21A RCW; adding a new section to
5 chapter 15.58 RCW; adding a new section to chapter 17.21 RCW; adding a
6 new section to chapter 43.23 RCW; adding a new section to chapter 49.17
7 RCW; adding a new section to chapter 43.22 RCW; adding a new section to
8 chapter 34.05 RCW; and creating new sections.

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

10 NEW SECTION. **Sec. 1.** The legislature finds that its delegation of
11 legislative authority to the executive branch of state government in
12 the form of the authority to adopt rules requires closer scrutiny to
13 ensure that the authority is exercised within the intention of the
14 legislature. It is the intent of the legislature to condition its
15 delegation of certain legislative authorities to the department of
16 ecology, the department of agriculture, and the department of labor and
17 industries in two ways: First, by requiring that the legislature be
18 given an opportunity to review rules proposed by these departments
19 before the rules become effective; and second, by ensuring that any

1 order, directive, or regulation of general applicability established by
2 either of the departments has been subject to evaluation and comment by
3 the public under the rule-making process provided by the administrative
4 procedure act before such an order, directive, or regulation is applied
5 to any member of the public.

6 **PART 1 - RULE MAKING**

7 NEW SECTION. **Sec. 101.** A new section is added to chapter 90.48
8 RCW to read as follows:

9 (1) A rule adopted by the director or department under the
10 authority of this chapter shall be adopted in accordance with the
11 administrative procedure act, chapter 34.05 RCW, and this section.

12 Before publishing a proposal of such a rule under RCW 34.05.320,
13 the director or department shall conduct negotiated rule making on the
14 proposal under RCW 34.05.310. Once a proposal for the rule is
15 published under RCW 34.05.320, at least one public hearing shall be
16 conducted on the proposed rule before the rule's being considered by
17 the legislature under this section. The proposed rule may be adopted
18 only after the legislature has had an opportunity to consider the
19 proposal during one full regular session, as such a session is
20 described in Article II, section 12 of the state Constitution. To
21 provide such an opportunity, the following apply:

22 (a) A proposal of a rule published on or by the first day of
23 November of one calendar year is subject to consideration by the
24 legislature during the regular session of the legislature convened in
25 the following year; and

26 (b) A proposal of a rule published after the first day of November
27 of one calendar year and before the end of the first regular session of
28 the legislature convened following that first day of November, is
29 subject to consideration by the legislature during the second regular
30 session of the legislature convened after that first day of November.

31 A copy of the file for the rule, including the summary and
32 responses required by RCW 34.05.325(6), shall be transmitted to the
33 chief clerk of the house of representatives and the secretary of the
34 senate not later than the fifteenth day of January following the
35 convening of the regular session.

36 (2) Subsection (1) of this section does not apply to emergency
37 rules adopted in accordance with RCW 34.05.350(5).

1 NEW SECTION. **Sec. 102.** A new section is added to chapter 43.21A
2 RCW to read as follows:

3 The department shall not take an action to enforce or apply an
4 order, directive, or regulation of general applicability that satisfies
5 the definition of a rule provided by RCW 34.05.010 unless the order,
6 directive, or regulation has been adopted as a rule. If, during the
7 judicial review of an action taken by the department, a court of
8 competent jurisdiction finds that the department has by the action or
9 some significant portion of the action violated this section, the court
10 may, in addition to exercising any other authorities, award a party
11 aggrieved by the violation reasonable attorneys' fees and court costs
12 incurred by the aggrieved party with regard to the violation.

13 This section applies to any action taken by the department after
14 the effective date of this section.

15 NEW SECTION. **Sec. 103.** A new section is added to chapter 15.58
16 RCW to read as follows:

17 (1) A rule adopted by the director or department under the
18 authority of this chapter shall be adopted in accordance with the
19 administrative procedure act, chapter 34.05 RCW, and this section.

20 Before publishing a proposal of such a rule under RCW 34.05.320,
21 the director or department shall conduct negotiated rule making on the
22 proposal under RCW 34.05.310. Once a proposal for the rule is
23 published under RCW 34.05.320, at least one public hearing shall be
24 conducted on the proposed rule before the rule's being considered by
25 the legislature under this section. The proposed rule may be adopted
26 only after the legislature has had an opportunity to consider the
27 proposal during one full regular session, as such a session is
28 described in Article II, section 12 of the state Constitution. To
29 provide such an opportunity, the following apply:

30 (a) A proposal of a rule published on or by the first day of
31 November of one calendar year is subject to consideration by the
32 legislature during the regular session of the legislature convened in
33 the following year; and

34 (b) A proposal of a rule published after the first day of November
35 of one calendar year and before the end of the first regular session of
36 the legislature convened following that first day of November, is
37 subject to consideration by the legislature during the second regular
38 session of the legislature convened after that first day of November.

1 A copy of the file for the rule, including the summary and
2 responses required by RCW 34.05.325(6), shall be transmitted to the
3 chief clerk of the house of representatives and the secretary of the
4 senate not later than the fifteenth day of January following the
5 convening of the regular session.

6 (2) Subsection (1) of this section does not apply to emergency
7 rules adopted in accordance with RCW 34.05.350(5).

8 NEW SECTION. **Sec. 104.** A new section is added to chapter 17.21
9 RCW to read as follows:

10 (1) A rule adopted by the director or department under the
11 authority of this chapter shall be adopted in accordance with the
12 administrative procedure act, chapter 34.05 RCW, and this section.

13 Before publishing a proposal of such a rule under RCW 34.05.320,
14 the director or department shall conduct negotiated rule making on the
15 proposal under RCW 34.05.310. Once a proposal for the rule is
16 published under RCW 34.05.320, at least one public hearing shall be
17 conducted on the proposed rule before the rule's being considered by
18 the legislature under this section. The proposed rule may be adopted
19 only after the legislature has had an opportunity to consider the
20 proposal during one full regular session, as such a session is
21 described in Article II, section 12 of the state Constitution. To
22 provide such an opportunity, the following apply:

23 (a) A proposal of a rule published on or by the first day of
24 November of one calendar year is subject to consideration by the
25 legislature during the regular session of the legislature convened in
26 the following year; and

27 (b) A proposal of a rule published after the first day of November
28 of one calendar year and before the end of the first regular session of
29 the legislature convened following that first day of November, is
30 subject to consideration by the legislature during the second regular
31 session of the legislature convened after that first day of November.

32 A copy of the file for the rule, including the summary and
33 responses required by RCW 34.05.325(6), shall be transmitted to the
34 chief clerk of the house of representatives and the secretary of the
35 senate not later than the fifteenth day of January following the
36 convening of the regular session.

37 (2) Subsection (1) of this section does not apply to emergency
38 rules adopted in accordance with RCW 34.05.350(5) or to rules the

1 director of agriculture is required to adopt under chapter . . . , Laws
2 of 1995 (Substitute House Bill No. 1065).

3 NEW SECTION. **Sec. 105.** A new section is added to chapter 43.23
4 RCW to read as follows:

5 The department of agriculture shall not take an action to enforce
6 or apply an order, directive, or regulation of general applicability
7 that satisfies the definition of a rule provided by RCW 34.05.010
8 unless the order, directive, or regulation has been adopted as a rule.
9 If, during the judicial review of an action taken by the department, a
10 court of competent jurisdiction finds that the department has by the
11 action or some significant portion of the action violated this section,
12 the court may, in addition to exercising any other authorities, award
13 a party aggrieved by the violation reasonable attorneys' fees and court
14 costs incurred by the aggrieved party with regard to the violation.

15 This section applies to any action taken by the department after
16 the effective date of this section.

17 NEW SECTION. **Sec. 106.** A new section is added to chapter 49.17
18 RCW to read as follows:

19 (1) A rule adopted by the director or department of labor and
20 industries under the authority of this chapter shall be adopted in
21 accordance with the administrative procedure act, chapter 34.05 RCW,
22 and this section.

23 Before publishing a proposal of such a rule under RCW 34.05.320,
24 the director or department shall conduct negotiated rule making on the
25 proposal under RCW 34.05.310. Once a proposal for the rule is
26 published under RCW 34.05.320, at least one public hearing shall be
27 conducted on the proposed rule before the rule's being considered by
28 the legislature under this section. The proposed rule may be adopted
29 only after the legislature has had an opportunity to consider the
30 proposal during one full regular session, as such a session is
31 described in Article II, section 12 of the state Constitution. To
32 provide such an opportunity, the following apply:

33 (a) A proposal of a rule published on or by the first day of
34 November of one calendar year is subject to consideration by the
35 legislature during the regular session of the legislature convened in
36 the following year; and

1 (b) A proposal of a rule published after the first day of November
2 of one calendar year and before the end of the first regular session of
3 the legislature convened following that first day of November, is
4 subject to consideration by the legislature during the second regular
5 session of the legislature convened after that first day of November.

6 A copy of the file for the rule, including the summary and
7 responses required by RCW 34.05.325(6), shall be transmitted to the
8 chief clerk of the house of representatives and the secretary of the
9 senate not later than the fifteenth day of January following the
10 convening of the regular session.

11 (2) Subsection (1) of this section does not apply to emergency
12 rules adopted in accordance with RCW 34.05.350(5).

13 NEW SECTION. **Sec. 107.** A new section is added to chapter 43.22
14 RCW to read as follows:

15 The department of labor and industries shall not take an action to
16 enforce or apply an order, directive, or regulation of general
17 applicability that satisfies the definition of a rule provided by RCW
18 34.05.010 unless the order, directive, or regulation has been adopted
19 as a rule. If, during the judicial review of an action taken by the
20 department, a court of competent jurisdiction finds that the department
21 has by the action or some significant portion of the action violated
22 this section, the court may, in addition to exercising any other
23 authorities, award a party aggrieved by the violation reasonable
24 attorneys' fees and court costs incurred by the aggrieved party with
25 regard to the violation.

26 This section applies to any action taken by the department after
27 the effective date of this section.

28 **Sec. 108.** RCW 34.05.360 and 1988 c 288 s 311 are each amended to
29 read as follows:

30 The order of adoption by which each rule is adopted by an agency
31 shall contain all of the following:

- 32 (1) The date the agency adopted the rule;
33 (2) A concise statement of the purpose of the rule;
34 (3) A reference to all rules repealed, amended, or suspended by the
35 rule;
36 (4) A reference to the specific statutory or other authority
37 authorizing adoption of the rule;

1 (5) Any findings required by any provision of law as a precondition
2 to adoption or effectiveness of the rule; and

3 (6) The effective date of the rule if other than that specified in
4 RCW 34.05.380(2).

5 Except as provided in section 101(2) of this act, a rule may not be
6 adopted by the department of ecology or by the director of the
7 department under chapter 90.48 RCW unless the legislature and the
8 public have had an opportunity to consider the proposed rule during one
9 full regular session as provided in section 101 of this act.

10 Except as provided in section 103(2) or 104(2) of this act, a rule
11 may not be adopted by the department of agriculture or by the director
12 of the department under chapter 15.58 or 17.21 RCW unless the
13 legislature and the public have had an opportunity to consider the
14 proposed rule during one full regular session as provided in section
15 103 or 104 of this act.

16 Except as provided in section 106(2) of this act, a rule may not be
17 adopted by the department of labor and industries or by the director of
18 the department under chapter 49.17 RCW unless the legislature and the
19 public have had an opportunity to consider the proposed rule during one
20 full regular session as provided in section 106 of this act.

21 **Sec. 109.** RCW 34.05.345 and 1988 c 288 s 308 are each amended to
22 read as follows:

23 (1) Except for emergency rules adopted under RCW 34.05.350, when
24 twenty days notice of intended action to adopt, amend, or repeal a rule
25 has not been published in the state register, as required by RCW
26 34.05.320, the code reviser shall not publish such rule and such rule
27 shall not be effective for any purpose.

28 (2) If the legislature and the public have not been given an
29 opportunity to consider a proposal of a rule by the department of
30 ecology as required by RCW 34.05.360 and section 101 of this act, the
31 code reviser shall not publish the rule and the rule shall not be
32 effective for any purpose.

33 (3) If the legislature and the public have not been given an
34 opportunity to consider a proposal of a rule by the department of
35 agriculture as required by RCW 34.05.360 and section 103 or 104 of this
36 act, the code reviser shall not publish the rule and the rule shall not
37 be effective for any purpose.

1 (4) If the legislature and the public have not been given an
2 opportunity to consider a proposal of a rule by the department of labor
3 and industries as required by RCW 34.05.360 and section 106 of this
4 act, the code reviser shall not publish the rule and the rule shall not
5 be effective for any purpose.

6 **Sec. 110.** RCW 34.05.350 and 1994 c 249 s 3 are each amended to
7 read as follows:

8 (1) If an agency for good cause finds:

9 (a) That immediate adoption, amendment, or repeal of a rule is
10 necessary for the preservation of the public health, safety, or general
11 welfare, and that observing the time requirements of notice and
12 opportunity to comment upon adoption of a permanent rule would be
13 contrary to the public interest; or

14 (b) That state or federal law or federal rule or a federal deadline
15 for state receipt of federal funds requires immediate adoption of a
16 rule, the agency may dispense with those requirements and adopt, amend,
17 or repeal the rule on an emergency basis. The agency's finding and a
18 concise statement of the reasons for its finding shall be incorporated
19 in the order for adoption of the emergency rule or amendment filed with
20 the office of the code reviser under RCW 34.05.380 and with the rules
21 review committee.

22 (2)(a) An emergency rule adopted under this section takes effect
23 upon filing with the code reviser, unless a later date is specified in
24 the order of adoption, and, except as provided in (b) of this
25 subsection, may not remain in effect for longer than one hundred twenty
26 days after filing. Identical or substantially similar emergency rules
27 may not be adopted in sequence unless conditions have changed or the
28 agency has filed notice of its intent to adopt the rule as a permanent
29 rule, and is actively undertaking the appropriate procedures to adopt
30 the rule as a permanent rule. This section does not relieve any agency
31 from compliance with any law requiring that its permanent rules be
32 approved by designated persons or bodies before they become effective.

33 (b) An emergency rule that is subject to and is filed in accordance
34 with subsection (5) of this section may remain in effect until the
35 first date upon which a permanent version of the rule could become
36 effective under section 101, 103, 104, or 106 of this act.

37 (3) Within seven days after the rule is adopted, any person may
38 petition the governor requesting the immediate repeal of a rule adopted

1 on an emergency basis by any department listed in RCW 43.17.010.
2 Within seven days after submission of the petition, the governor shall
3 either deny the petition in writing, stating his or her reasons for the
4 denial, or order the immediate repeal of the rule. In ruling on the
5 petition, the governor shall consider only whether the conditions in
6 subsection (1) of this section were met such that adoption of the rule
7 on an emergency basis was necessary. If the governor orders the repeal
8 of the emergency rule, any sanction imposed based on that rule is void.
9 This subsection shall not be construed to prohibit adoption of any rule
10 as a permanent rule.

11 (4) In adopting an emergency rule, the agency shall comply with
12 section 4 of this act or provide a written explanation for its failure
13 to do so.

14 (5) An emergency rule may be adopted and filed with the code
15 reviser by the director or department of ecology under chapter 90.48
16 RCW, by the director or department of agriculture under chapter 15.58
17 or 17.21 RCW, or by the director or department of labor industries
18 under chapter 49.17 RCW only if the filing is accompanied by a written
19 declaration by the governor that an emergency exists that justifies the
20 adoption of the rule on an emergency basis under this section.

21 **PART 2 - DEPARTMENT OF ECOLOGY**
22 **CONFORMING AMENDMENTS**

23 **Sec. 201.** RCW 90.48.220 and 1993 c 296 s 1 are each amended to
24 read as follows:

25 (1) For the purposes of this section "marine finfish rearing
26 facilities" means those private and public facilities located within
27 the salt water of the state where finfish are fed, nurtured, held,
28 maintained, or reared to reach the size of release or for market sale.

29 (2) Not later than October 31, 1994, the department shall adopt
30 criteria under chapter 34.05 RCW for allowable sediment impacts from
31 organic enrichment due to marine finfish rearing facilities.

32 (3) Not later than June 30, 1995, the department shall adopt
33 standards (~~under~~) in accordance with section 101 of this act and
34 chapter 34.05 RCW for waste discharges from marine finfish rearing
35 facilities. In establishing these standards, the department shall
36 review and incorporate, to the extent possible, studies conducted by
37 state and federal agencies on waste discharges from marine finfish

1 rearing facilities, and any reports and other materials prepared by
2 technical committees on waste discharges from marine finfish rearing
3 facilities. The department shall approve or deny discharge permit
4 applications for marine finfish rearing facilities within one hundred
5 eighty days from the date of application, unless a longer time is
6 required to satisfy public participation requirements in the permit
7 process in accordance with applicable rules, or compliance with the
8 requirements of the state environmental policy act under chapter 43.21C
9 RCW. The department shall notify applicants as soon as it determines
10 that a proposed discharge meets or fails to comply with the standards
11 adopted pursuant to this section, or if a time period longer than one
12 hundred eighty days is necessary to satisfy public participation
13 requirements of the state environmental policy act.

14 (4) The department may adopt rules to exempt marine finfish rearing
15 facilities not requiring national pollutant discharge elimination
16 system permits under the federal water pollution control act from the
17 discharge permit requirement.

18 **Sec. 202.** RCW 90.48.230 and 1989 c 175 s 181 are each amended to
19 read as follows:

20 The provisions of chapter 34.05 RCW, the administrative procedure
21 act, and section 101 of this act apply to all rule making (~~and~~
22 ~~adjudicative proceedings~~) authorized by or arising under the
23 provisions of this chapter.

24 **PART 3 - DEPARTMENT OF AGRICULTURE**
25 **CONFORMING AMENDMENTS**

26 **Sec. 301.** RCW 15.58.040 and 1991 c 264 s 2 are each amended to
27 read as follows:

28 (1) The director shall administer and enforce the provisions of
29 this chapter and rules adopted under this chapter. All the authority
30 and requirements provided for in chapter 34.05 RCW (administrative
31 procedure act) and (~~chapter 42.30 RCW shall~~) section 103 of this act
32 apply to this chapter in the adoption of rules including those
33 requiring due notice and a hearing for the adoption of permanent rules.

34 (2) The director is authorized to adopt appropriate rules for
35 carrying out the purpose and provisions of this chapter, including but
36 not limited to rules providing for:

1 (a) Declaring as a pest any form of plant or animal life or virus
2 which is injurious to plants, people, animals (domestic or otherwise),
3 land, articles, or substances;

4 (b) Determining that certain pesticides are highly toxic to people.
5 For the purpose of this chapter, highly toxic pesticide means any
6 pesticide that conforms to the criteria in 40 C.F.R. Sec. 162.10 for
7 toxicity category I due to oral inhalation or dermal toxicity. The
8 director shall publish a list of all pesticides, determined to be
9 highly toxic, by their common or generic name and their trade or brand
10 name if practical. Such list shall be kept current and shall, upon
11 request, be made available to any interested party;

12 (c) Determining standards for denaturing pesticides by color,
13 taste, odor, or form;

14 (d) The collection and examination of samples of pesticides or
15 devices;

16 (e) The safe handling, transportation, storage, display,
17 distribution, and disposal of pesticides and their containers;

18 (f) Restricting or prohibiting the use of certain types of
19 containers or packages for specific pesticides. These restrictions may
20 apply to type of construction, strength, and/or size to alleviate
21 danger of spillage, breakage, misuse, or any other hazard to the
22 public. The director shall be guided by federal regulations concerning
23 pesticide containers;

24 (g) Procedures in making of pesticide recommendations;

25 (h) Adopting a list of restricted use pesticides for the state or
26 for designated areas within the state if the director determines that
27 such pesticides may require rules restricting or prohibiting their
28 distribution or use. The director may include in the rule the time and
29 conditions of distribution or use of such restricted use pesticides and
30 may, if it is found necessary to carry out the purpose and provisions
31 of this chapter, require that any or all restricted use pesticides
32 shall be purchased, possessed, or used only under permit of the
33 director and under the director's direct supervision in certain areas
34 and/or under certain conditions or in certain quantities or
35 concentrations. The director may require all persons issued such
36 permits to maintain records as to the use of all the restricted use
37 pesticides;

38 (i) Label requirements of all pesticides required to be registered
39 under provisions of this chapter;

1 (j) Regulating the labeling of devices; and
2 (k) The establishment of criteria governing the conduct of a
3 structural pest control inspection.

4 (3) For the purpose of uniformity and to avoid confusion
5 endangering the public health and welfare the director may adopt rules
6 in conformity with the primary pesticide standards, particularly as to
7 labeling, established by the United States environmental protection
8 agency or any other federal agency.

9 **Sec. 302.** RCW 17.24.021 and 1991 c 257 s 6 are each amended to
10 read as follows:

11 (1) The director may intercept and hold or order held for
12 inspection, or cause to be inspected while in transit or after arrival
13 at their destination, all plants, plant products, bees, or other
14 articles likely to carry plant pests, bee pests, or noxious weeds being
15 moved into this state from another state, territory, or a foreign
16 country or within or through this state for plant and bee pests and
17 disease.

18 (2) The director may enter upon public and private premises at
19 reasonable times for the purpose of carrying out this chapter. If the
20 director be denied access, the director may apply to any court of
21 competent jurisdiction for a search warrant authorizing access to such
22 premises. The court may upon such application issue the search warrant
23 for the purposes requested.

24 (3) The director (~~may~~) shall adopt rules in accordance with
25 section 104 of this act and chapter 34.05 RCW as may be necessary to
26 carry out the purposes and provisions of this chapter.

27 **PART 4 - DEPARTMENT OF LABOR AND INDUSTRIES**
28 **CONFORMING AMENDMENTS**

29 **Sec. 401.** RCW 49.17.040 and 1973 c 80 s 4 are each amended to read
30 as follows:

31 The director shall make, adopt, modify, and repeal rules (~~and~~
32 ~~regulations~~) governing safety and health standards for conditions of
33 employment as authorized by this chapter after a public hearing in
34 conformance with the administrative procedure act and the provisions of
35 this chapter. Rules shall be adopted in accordance with section 106 of
36 this act. At least thirty days prior to such public hearing, the

1 director shall cause public notice of such hearing to be made in
2 newspapers of general circulation in this state, of the date, time, and
3 place of such public hearing, along with a general description of the
4 subject matter of the proposed rules and information as to where copies
5 of any rules ((and regulations)) proposed for adoption may be obtained
6 and with a solicitation for recommendations in writing or suggestions
7 for inclusion or changes in such rules to be submitted not later than
8 five days prior to such public hearing. Any preexisting rules adopted
9 by the department of labor and industries relating to health and safety
10 standards in work places subject to the jurisdiction of the department
11 shall remain effective insofar as such rules are not inconsistent with
12 the provisions of this chapter.

13

PART 5 - MISCELLANEOUS

14 NEW SECTION. **Sec. 501.** A new section is added to chapter 34.05
15 RCW under the subchapter heading Part III to read as follows:

16 The provisions of sections 101, 103, 104, and 106 of this act
17 establishing new procedural requirements for adopting rules apply only
18 to rules adopted after the effective date of this section.

19 NEW SECTION. **Sec. 502.** Part headings used in this act do not
20 constitute any part of the law.

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