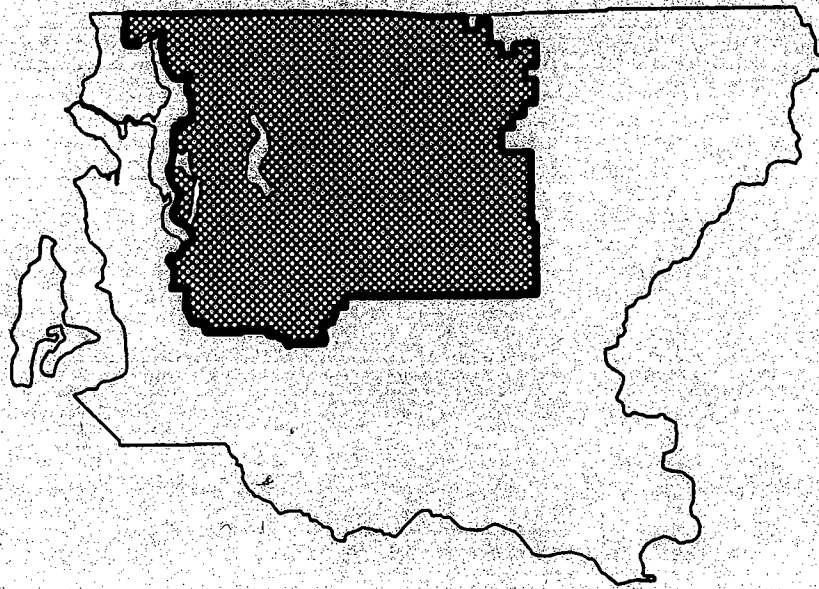


**ADDENDUM
TO THE
EAST KING COUNTY
COORDINATED WATER SYSTEM PLAN**



**APPROVED
AUGUST 12, 1993**

EAST KING COUNTY REGIONAL *Water* ASSOCIATION

Bellefield Office Park • 1309 114th Avenue S.E., Suite 300 • Bellevue, WA 98004

Telephone: (206) 455-8366 • Fax: (206) 455-8903

August 12, 1993

Key to Understanding the Addendum

In some cases, the August 12, 1993 Addendum to the 1989 East King County Coordinated Water System Plan amends the existing language of the plan to avoid the unnecessary expense of reprinting the entire document. A format has been used in the addendum which deletes the language contained in the existing plan and underlines the new language approved by the Water Utility Coordinating Committee. If there are no deletions or additions, the entire section is new.

Sincerely,



Holly Kean
Executive Director

ADDENDUM TO THE
EAST KING COUNTY
COORDINATED WATER SYSTEM PLAN

Approved
August 12, 1993

Prepared By:

East King County
Regional Water Association

Under the Direction of:

East King County
Water Utility Coordinating Committee

Introduction

The Water Utility Coordinating Committee (WUCC) met from March through August of 1993 to consider these specific issues:

- Validity of the regional water supply options listed in the October, 1989 East King County Coordinated Water System Plan;
- Satellite system management programs in King County; and
- Effect of the new urban/rural line on East King County water purveyors which was proposed by the Growth Management Planning Council and approved by the King County Council in July, 1992.

WATER UTILITY COORDINATING COMMITTEE (WUCC) MEMBERSHIP

Commissioner. Walt Canter, Chair
WUCC
Cedar River Water & Sewer Dist.

Lloyd Warren, Vice-Chair
WUCC
City of Bellevue

Ron Little, Chair
WUCC Supply Subcommittee
Sammamish Plateau W & S Dist.

Director Gerald Prior, Chair
WUCC Urban/Rural Subcommittee
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Archie French
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Karen Wolf
King County Planning Division

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Stephen Kilcsey
Mobil Home Wonderland

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Harold Matthews
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City of North Bend

Commissioner Chip Davidson
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Union Hill Water Assn.

Tom Rutledge
Upper Preston Water Association

Dennis Rash
Wilderness Rim Maintenance Assn.

Commissioner Gwenn Maxfield
Bob Bandarra
Woodinville W. & S. District

EAST KING COUNTY REGIONAL WATER ASSOCIATION

Holly Kean
Executive Director

Aurore Barrett
Administrative Assistant

REGIONAL WATER SUPPLY OPTIONS

In August, 1991, the East King County Regional Water Association (RWA) contracted with CH2M Hill to look at the possibility of locating major, regional groundwater sources in the Upper Snoqualmie Valley. The report, entitled "Snoqualmie and Issaquah Valley Aquifers Evaluation-February, 1993", concentrated on three areas. It also re-evaluated the potential of using the Issaquah Aquifer as a regional water supply source.

The report concluded that the Issaquah Aquifer should no longer be considered as a regional groundwater source because of hydraulic continuity with Issaquah Creek and the vulnerability to contamination from surface activities. Development of the aquifer will probably be limited to a subregional source.

The results of the existing documentation of potential groundwater sources in the Upper Snoqualmie Valley indicate:

- AREA 1 - Confluence of the three forks of the Snoqualmie River above Snoqualmie Falls. Estimated yield is 20-100 MGD.
- AREA 2 - Middle fork of the Snoqualmie River east of the City of North Bend which is sometimes referred to as the North Bend Aquifer. Estimated yield is 10-100 MGD.
- AREA 3 - North fork of the Snoqualmie River. Estimated yield is 5-80 MGD.

Because of the wide variation in estimated yields, the figure of 40 MDG is used as an average. The guess is that 23 wells would be required on a wellfield of about 100 acres.

The CH2M Hill study recommended further investigation in Areas 2 and 3 which the RWA Board approved in February of this year. Golder Associates has been hired to conduct the geophysical work in both areas and to recommend if test wells should be drilled. The purpose of this phase of the study is to answer two questions: 1) is there a major groundwater source in the Snoqualmie Valley and 2) how much water is available?

The Supply Subcommittee of the Water Utility Coordinating Committee (WUCC) has no specific recommendation about the nature and extent of these potential new sources at this time. It is premature because the results of the tests conducted by Golder Associates will not be completed to make a responsible determination about the presence and extent of groundwater by the time the WUCC approves the amendments to the 1989 East King County Coordinated Water Supply Plan (CWSP). The 5 year update of the CWSP will be scheduled for next year. The Supply Subcommittee will propose a recommendation to the WUCC at that time.

SATELLITE SYSTEM MANAGEMENT

ISSUE

Water purveyors within King County appear reluctant to provide professional operation and management services to remotely situated public water systems within their service area. This management can be performed through a contract or direct ownership of the system. The reasons for caution are varied but seem to center around undue financial risk if degradation of the remote system's water quality and quantity occurs. And, some cities have a policy of "direct service" only which might preclude them from providing satellite management within their service area.

DISCUSSION

The State Department of Health (DOH) expects water purveyors to have a well articulated satellite system management policy and program for remotely situated water systems within their service areas. DOH supports the service areas as defined by the interlocal agreements in the 1989 East King County Coordinated Water System Plan. However, it believes the purveyors have the responsibility to give direct, i.e. hooked up to the main system, or indirect service through satellite management within those service areas.

All of the city and special purpose district municipal water utilities within the State are pre-qualified by DOH for satellite management. Satellite management can be accomplished by direct ownership, a contract with the purveyors, or an agreement with a private, qualified operator. According to state law, purveyors cannot manage a remote system by contract which is located outside of their corporate boundaries.

King County government for unincorporated areas has the responsibility under the dictates of the Growth Management Act to make certain that developments have a reliable and properly maintained water supply. If DOH must place these systems in receivership because of specific health risks or inadequate management and no purveyor is willing to assume the operation of the system, state law requires the County to take them over because it approved the development of the land.

The State Department of Health is not pressuring the purveyors into the management of existing, remote systems. It does expect, however, purveyors to manage new remote systems within their service areas which can and should be constructed to the purveyor's standards. Uniform design and construction standards ensure a well

built system and an easier integration of the remote systems as a purveyor expands its system. DOH has the authority to take away those portions of a purveyor's designated service area if it refuses to manage remote systems.

The purveyors within the East King County Critical Water Supply Service Area support the concept of satellite management. Their concerns center around the possible financial risk associated with the program. If a remote system has trouble with the quality or quantity of its water, the purveyors do not think it is fair to its direct service customers to have to spend considerable sums to correct the defects of the small systems. The direct service customers do not benefit from these expenditures which could reduce the operating and capital budgets intended for those customers. DOH does not expect nor require the purveyors to pay for the corrections of a remote system's problems. Finance options could include the purveyor advancing the cost of the improvements which will be paid back by the remote system's customers through rates or acting as an intermediary to help the system secure state or federal grant money; low interest loans from such programs as the State Public Works Trust Fund; conventional loans; Community Development Block Grant funds for qualified low income residents or the formation of utility local improvement districts. The purveyors believe that DOH has the obligation to set up a dedicated fund for the emergency repair and restoration of these remote systems. The fund could be replenished through a payback mechanism. The seed money for this emergency fund could logically come from the fees generated from the operating permits issued under RCW 70.119A. The purpose of the operating permit is... "to assure that public water systems provide safe and reliable drinking water to the public" (RCW 70.119A.100).

The Water Utility Coordinating Committee approved the following additions and deletions to the existing text of the 1989 East King County Coordinated Water System Plan:

Section V - Utility Service Review Procedure

Page V-4 (a) Proposed Development Within Designated Service Areas

The applicant will be referred to the designated utility. In response to a request for water service, the utility will give notice of its intent to exercise one of the following options, in order of priority:

- The designated utility provides direct service by extending existing mains and supply; or
- The designated utility approves design of a detached remote system and then owns or operates the system by contract. A contract establishes responsibilities for operation, management, and financial obligations, including the payment

of repairs and future system improvements, until the two systems are connected; or

- The designated utility approves design of a detached remote system and enters an agreement specifying the operation and financial requirements of the owners of the remote system. Financial requirements will be based on Department of Health's (DOH) financial viability criteria for water systems. The remote system may be operated by an adjacent utility or a ((#)) SSMA. ~~((or the developer/homeowners association.))~~ The designated utility retains contractual responsibility for monitoring operations and for water quality. The remote system owners are responsible for financing and proper operation. The designated utility is not responsible for the costs of the system repairs, but will act as an intermediary to help the failing system secure state or federal grants, conventional financing, low cost interest loans or the formation of a utility local improvement district (ULID) to correct the problems or defects. In order to form a ULID the remote system must be contiguous to the corporate boundary of a district and be annexed. DOH is requested to set up a dedicated fund for the emergency repair and restoration of remote systems using a portion of the fees charged for operating permits issued under RCW 70.119A. Where the remote system consists of four or fewer connections that requires no fire flow, the designated utility may allow facilities which meet ((DSHS)) DOH standards but are less stringent than the CWSP minimum design standards. ((It is anticipated that these)) The more lenient standards will ((be utilized primarily when the proximity of a small system will benefit from larger nearby facilities planned for further installation by the designated utility)) allow the development of land beyond the current utility service areas in contemplation of the eventual connection to a larger system. At that time, the smaller system would be abandoned.
- The designated utility denies the provision of service, relinquishes that portion of its service area, and a new system may be created. DOH will be responsible for the official notification of service area relinquishment to the relevant utility and adjacent utilities.

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- (4) The proposed project must be reviewed with the assigned utility to identify the engineering, design standards, financial, managerial, and other requirements of service. Financial requirements will be based on DOH's financial viability criteria for water systems. Fire flow requirements for the proposed project will be determined by the appropriate Fire Marshall and reviewed by the utility prior to its signature of a Certificate of Water

Availability. Review by the assigned utilities will ensure the applicant and purveyor have discussed the requirements of both parties.

SECTION VI Satellite System Management Program

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2. GOALS OF PROGRAM

A. For the Customer

- (1) Assure the homeowner/final user is entitled to:
 - (a) A safe drinking water supply.
 - (b) An economic supply, both in the short-and long-term.
 - (c) A voice in the operation and responsibility for financing of the system.

- (2) Assure that responsibility for operation, maintenance, and repair of the system is defined with respect to:
 - (a) Financial ability to repair the system when it is needed (short-and long-term).
 - (b) Timely response (24-hour availability).

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B. For the Regulator

- (1) Provide a program structure which:
 - (a) Minimizes new systems.
 - (b) Identifies a 24-hour contact/focal point.
 - (c) Results in systems managed by knowledgeable owners and operators.
 - (d) Assures financial responsibility by the system users.
 - (e) Assures compliance with water quality requirements.
 - (f) Assures system reliability and compliance with design standards.

Page VI-3

A. New Systems Within Designated Areas

The designated purveyor determines the method of providing "public water service" in the following order or relinquishes portions of the designated service area:

- (1) Purveyor extends service; or,
- (2) Purveyor approves design of remote system and then owns and operates system; or
- (3) Purveyor approves design of remote system and enters into an agreement for operation of system by (~~property owners or~~) a qualified SSMA contract operator (see 4.C. below regarding the recommended form and content of the agreement). The purveyor retains contractual responsibility for quantity and quality, is responsible for monitoring operation, and property owners are responsible for financing and operation; or,
- (4) Purveyor relinquishes service area and new system created.

Page VI-4

B. New System/Non-Designated Area

- (1) The County identified adjacent purveyors with an approved water system plan that provides for expansion and give them first option to service the new development as a remote system. If responsibility is accepted, boundaries are changed; or,
- (2) If a new system is created due to the absence of a willing existing purveyor to assume ownership or operational responsibility, the County will refer the developer to an approved SSMA list. The SSMA assumes ownership and/or operational responsibility through agreement with the developer or property owners; or,
- (3) If no SSMA is willing to assume responsibility for service under reasonable terms, the developer may create a new system(~~and~~). The new purveyor will be required to demonstrate the ability to ensure compliance with the items included in the agreement referred to in 4.C below, and have an approved financial plan based on DOH financial viability criteria. The financial plan and its use must be filed with the County annually.

C. The responsibilities of the developer and operator should be clearly delineated in an agreement. An example of an agreement format and categories of issues which, at a minimum, are recommended to be addressed by the agreement, is provided in Appendix F.

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Following completion of the surveys and the filing of findings, ((DSHS)) DOH and SKCHD will implement an aggressive monitoring and enforcement program. On a voluntary basis, the EKCRWA will initiate a Technical Services Program designed to provide assistance, upon request, to water purveyors, SKCHD, and ((DSHS)) DOH, and to make recommendations on how the CLASS ((1,2,3)) A and((4)) B systems will be able to meet their responsibilities as public water suppliers. EKCRWA will assist by categorizing the inventoried systems into the following recommended management categories:

- Transfer operation and/or ownership to a designated Class ((1)) A utility.
- Transfer operation and/or ownership to a qualified SSMA.
- Contract with qualified operating agencies and/or existing Class ((1)) A purveyor, with the property owners retaining ownership and financial responsibility.
- The existing owner has the ability to retain ownership and operating responsibility, with the County monitoring compliance with regulatory requirements.

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It was further recommended that SSMA's and new water systems submit an annual financial report to SKCHD and/or ((DSHS)) DOH, as appropriate, for review. All parcels included within the new water system boundaries (~~designated service area of a water purveyor~~) may be subject to a minimum monthly assessment necessary to pay their proportionate share of the operating and maintenance costs and funding for a reserve account of the financial plan.

APPENDIX F

WATER SERVICE AGREEMENT

It is recognized that a number of instances may arise early in the implementation of the Coordinated Water System Plan (CWSP) where relatively small developments may be proposed within a utility's designated service area but which are remote to the existing water supply system. It may not be economically feasible for the utility to provide service by direct connection, ownership, and/or operation at that time. However, in the long-term, the utility does propose to assume full responsibility for water service to the area in question.

In these instances, a number of options exist for the utility and developer to enter into an agreement for providing mutually acceptable service. Conditions of such an agreement will vary on a case-by-case basis.

The Water Service Agreement document, attached hereto, is recommended as the general form of a legal instrument to achieve an understanding between parties in those situations described above. The Agreement is generally intended to accomplish the following objectives:

1. Establish relationships in new developments with two or more services where the designated utility wishes to retain its service area.
2. If a new, remote system is installed and the designated utility wants to retain the service area, the designated utility shall:
 - Enter into a water service agreement with the developer.
 - Be responsible for ensuring the collection of water quality samples and submittal of reports.
 - Provide other O&M duties and services as specified in the agreement.
 - Be reimbursed for all services at a "reasonable" rate.
3. All costs for capital improvements and correcting water quality problems are the responsibility of the developer and/or system customers. The designated utility may act as an intermediary to help the failing system secure grants, conventional financing, or low cost interest loans to accomplish improvements or correct problems.
4. Provide for eventual connection of the development to the water system of the designated utility.
5. Annexation, ULID formation, and "non-opposition" clauses are agreement considerations.

FINANCING PROGRAMS FOR SMALL PUBLIC WATER SYSTEMS

Washington State

Public Works Trust Fund (PWTF) Department of Community Development
PWTF Emergency Loans
PWTF General Construction Matching Loans
PWTF Capital Improvement Planning
Department of Trade and Economic Development
(Community Economic Revitalization Board)
Department of Ecology, Centennial Clean Water Fund
Department of Ecology, Interim Referendum 30
Department of Ecology, State Revolving Fund
Washington Bureau of Reclamation Distribution System Loan Act
Conservation Commission Water Quality Research Grant Program
Department of Community Development, Local Development Matching
Fund
Northwest Area Foundation

U.S. Government

U. S. Department of Agriculture's Rural Development Administration,
formerly Farmers' Home Administration
Future Congressional Appropriations for Water Systems

WATER SERVICE AND FIRE FLOW STANDARDS IN RURAL AREAS

ISSUE

The redrawing of the urban/rural line by the King County Growth Management Planning Council has created a problem for some purveyors such as the Woodinville Water District and the Cedar River Water and Sewer District. Their service areas straddle the boundary with urban level infrastructure pipes, and possibly, previously approved Utility Local Improvement Districts in the rural area which is not eligible for public water service.

DISCUSSION

Since the early 1980's, it has been the policy of King County that piped water from the larger city and special purpose municipal districts not be allowed in the rural areas. The county was concerned that the cost of providing water would be so expensive that people would ask to have their land density increased to pay off huge water assessments. These requests would, in turn, subvert the county's efforts to keep certain parts of the county in large tracts or lots. The new reality is that the water purveyors are able to supply water to large lots, i.e. 5 acres, for \$8,000 to \$9,000 per connection. This cost is certainly competitive with the cost of drilling an individual well. It will guarantee water from a larger system which is still uncertain with a well.

The effect of this policy has been to encourage the formation of small systems or individual homes on private wells. The proliferation of the small systems is contrary to RCW 70.116 which aims to reduce the number of new water systems in the state. However, the county policy clearly conflicts with the state law because it keeps the large, professionally managed utilities out of the rural areas.

Both the State Department of Health and the Seattle-King County Health Department do not wish to encourage the formation of more small water systems. Many of them are not properly operated, managed, tested, or financed. Some will not be able to meet new state and federal requirements for safe drinking water. Drilling more holes in an aquifer leaves it vulnerable to contamination from surface activities. The dispensing of water in this fragmented manner is also an inefficient use of a resource which is no longer a commodity in surplus in the State of Washington. Current water policy is now requiring a balance among all of the competing users. A better way to supply everyone with the water they need is to maximize the use of the existing sources.

Water purveyors are in the business of providing a safe and reliable supply of water. They do not make decisions about land use. That is the sole prerogative of a local government. The

purveyors do not see themselves competing for land use authority with local governments nor do they wish to do so. Nor, do they believe their responsibility to provide safe and reliable water to the public is at odds with local government land use authority. A surprising number of large diameter water pipes usually found in urban areas are located in the rural areas of the county. Yet, the rural character of these areas remains and is not in jeopardy.

RECOMMENDATION

The Water Utility Coordinating Committee (WUCC) respectfully requests the Growth Management Planning Council to appoint a technical advisory committee to look at the provision of water within the rural area. It is the desire of the WUCC that a rural water service standard be established which will allow the large, professionally managed districts to supply water and service without regard to an urban/rural line. This standard should not be predicated upon pipe size. The hydraulic imperatives of the system design should determine the pipe size. This position is endorsed by the State Department of Health and the Seattle-King County Health Department. The technical committee should also review the need for a rural fire flow standard. Even though the County has preferred to promote a policy of differing levels of standards, the reality is that people are demanding some of the urban standards, such as fire flow, be available in rural King County.

The technical advisory committee, formed pursuant to Policy LU 13 of the Countywide Planning Policies, should review all of the current policy about public water service within the rural area and include those with expertise such as water district managers, fire chiefs, residents, and state and local health departments before making its report and recommendation to the Growth Management Planning Council.