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Section 2

The Coordinated Water System Plan Process

2.1 Introduction

The Public Water System Coordination Act, enacted in 1977 and codified as Chapter 70.116 RCW, establishes a procedure for the State's water utilities to coordinate their planning and construction programs with adjacent water utilities and other local governmental activities including planning under the Growth Management Act (GMA).

The Public Water System Coordination Act and the water reservation process of the Water Resource Act may be used individually or in combination by the local public water utilities. Implementation of either of these laws requires that a Coordinated Water System Plan (CWSP) be prepared for the study area. This Skagit County (County) CWSP Update has been prepared in accordance with the requirements of both State programs. The goal of this update is the further refinement of CWSP guidance and coordination with the GMA and the 50-year Memorandum of Agreement (MOA) regarding water rights and in-stream water levels for the Lower Skagit River and Cultus Mountain streams.

2.2 Application Within Indian Reservations

Three Indian Reservations are located within the Skagit Critical Water Supply Service Area (CWSSA). These are: (1) the Sauk-Suiattle Indian Tribe; (2) the Swinomish Indian Tribal Community; and, (3) the Upper Skagit Indian Tribe.

In this CWSP Update, as with the process in 1993, the Swinomish Indian Tribal Community continues to voluntarily participate for the purpose of promoting regional cooperation and efficiency in water service delivery. However, it is the Tribe's position that the Tribe and land within the Reservation, regardless of ownership, is not subject to the various State laws that are referenced throughout the Skagit CWSP.

2.3 CWSP History

In 1982, the area generally known as Fidalgo Island was designated a CWSSA and the Skagit Board of County Commissioners initiated planning under the Public Water System Coordination Act. That first Plan was approved and adopted by the Board of County Commissioners on December 18, 1984.

In considering the need for an update to that Plan in 1989, the Skagit County Water Utilities Coordinating Committee (WUCC) realized that many of the water

system issues being addressed had implications outside the Fidalgo Island area. Subsequently, based on the recommendations of the Preliminary Assessment, the WUCC designated all of Skagit County a CWSSA through Resolution No. 12437, dated March 26, 1990.

The first County-wide CWSP was approved by the Board of County Commissioners in July 1993.

2.4 CWSP Update Preparation

The 1998 update to the CWSP was initiated. Preparation of this CWSP update involved the joint efforts of participating WUCC members, County and State agency staff, and the Consultant through a 12-month process, which included monthly WUCC meetings. The meetings addressed issues of revision, WUCC recommendation, public involvement through the Citizen's Advisory Committee (CAC) process, and adoption by the Board of County Commissioners. In addition, special meetings were held by a subgroup of the WUCC to address fire flow issues related to the facility design standards and specifications.

The 1995 Legislature passed Engrossed Second Substitute Senate Bill (E2SSB) 5448. This Bill created several modifications to the earlier version of the Public Water System Coordination Act. Appendix C provides a comparison of the modified provisions. The 1999 CWSP has been prepared to be consistent with the new changes, as far as the Department of Health (DOH) has implemented them.

It should be noted that WAC 246-290, which are regulations governing Group A public water systems, was updated effective April 1999. These changes are also included in the CWSP.

The following areas received particular emphasis during update of the CWSP:

2.4.1 Water System Service Area

Each utility was requested through correspondence, and during the WUCC meetings, to verify its service area boundaries as established in 1993. Most existing service area issues were resolved by the water systems in question. All changes were incorporated and the service area boundaries of the larger Group A systems and the smaller systems with intent to expand, were updated and plotted on base maps. Systems previously identified as expanding, but which had not completed and submitted a Water System Plan (WSP) were re-categorized as non-expanding and the service area was assumed to correspond to the existing area in service.

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2.4.2 Minimum Design Standards

This 1999 CWSP incorporates revision of design guidelines for utilities, including: material specifications, construction practices, distribution facilities, metered services, fire flow requirements, etc. The content and application of these standards were developed jointly through input of WUCC representatives and the County to be consistent with applicable land use plan and development ordinance requirements.

The revised standards are discussed in Section 4. When accepted and adopted through ordinance by the cities and County and approved by DOH, they will become the minimum standards for all new water system improvements. A water utility may adopt these standards by reference, or may adopt more stringent standards. The standards shall not be inconsistent with the applicable comprehensive plans. Adoption of these standards shall not be considered a substitute for standard construction specifications in WSPs to qualify for exceptions to the project report and construction document submittal requirements in WAC 246-290. In addition, reference to these standards will not be accepted as a substitute for specifications in construction documents.

2.4.3 Utility Service Review Procedure

The Utility Service Review Procedure (USRP) was developed to identify the appropriate purveyor, both willing and capable, to provide water service to new developments and expansions. This procedure utilizes the recognized future service areas as a basis for assigning new applicants for development permits to water utilities. In undesignated areas, the procedure emphasizes adjacent utilities with an approved WSP as the preferred service providers. If adjacent and qualified utilities do not elect to provide service or do not exist, the County will refer a developer to the Public Utility District No. 1 of Skagit County (PUD) as the Satellite Management Agency (SMA). The recommended program for utility service review is outlined in Section 5.

2.4.4 Regional Water Supply

The County's regional supply needs were evaluated in increments through the year 2050. Forecasts of future water demand were made based upon population projections provided by the Office of Financial Management (OFM), water use data provided by local utilities, and anticipated increased requirements for industrial water supply. Projected water savings from a water conservation program were factored into the water demand forecast.

An increase in water demand of approximately 84.5 MGD (peak day use) is forecast to be required for the County area by the year 2050. The preferred

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future supply option continues to be development of local groundwater sources by individual utilities in the rural areas of the County provided that it is consistent with the watershed planning. The City of Anacortes (City) and the PUD should continue to be the regional providers of water in the urban area. Under terms of the Joint Operating Agreement, expansion of both surface and groundwater source capacity will focus on the Skagit River under authority of existing water rights and in accordance with the 50-Year Memorandum of Agreement (MOA).

2.4.5 Individual Water System Plans

State Board of Health rules (WAC 246-291) require that certain categories of public water systems shall develop a WSP for review and approval by DOH. One listed category is "Public water systems located in areas utilizing the Public Water System Coordination Act of 1977, Chapter 70.116 RCW and Chapter 246-293 WAC." As relates to this Act, the plan is to describe the utility's proposed method for serving its designated area.

Elements of the WSP are to be based upon a 20-year planning period with identification of specific improvements and a financial program for the first six years. The purveyor is to update the plan at least every five years. However, DOH may require a plan submission or update at any time.

The planning requirements are determined by DOH and vary for utilities based upon their size. Systems with 1,000 service connections or more are to prepare a complete WSP. All other systems are to prepare an abbreviated plan with the level of detail to be determined in consultation with DOH staff. A description of the information and data required under the two levels of plans is presented in Appendix D.

In addition to the above requirements, all systems within a CWSSA must, in the preparation or update of their plan, address concerns relating to the entire CWSSA. These concerns include:

- Map of future service area,
- Signed service area agreement,
- Population and water demand projections,
- Design standards,
- Implementation of minor and major regional projects,
- Implementation of water utility service review procedure,
- Implementation of satellite system program, and
- Water conservation program.

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2.5 Regional Supplement

This 1999 CWSP has been prepared under the provisions of WAC 246-293-220 which allows for a CWSP which consists of: (1) a compilation of water system plans approved by DOH, and (2) a supplement which addresses water purveyor concerns relating to the entire CWSSA. All completed WSPs of the individual utilities referenced herein are on file with DOH or the County. The review and approval procedure for this document is outlined in Section 11.

Table 2-1 lists those systems with 50 or more permanent connections (i.e., WUCC members) and also those smaller systems that have indicated an intent to expand. This table serves a number of purposes, including the following:

- Identifies for each utility its degree of compliance with the planning requirements of the CWSP.
- Assists the County and DOH in their review of the CWSP for consistency with County policies and State statutes and regulations.
- Directs the County and DOH attention to those utilities that must satisfy basic CWSP planning requirements before system improvement and/or expansion of service takes place.

To assure a high degree of plan compliance, the WUCC maintains its recommendation that:

- All water utilities that have not done so, should immediately complete and file Service Area Agreements with the County.
- Failure to have on file a Service Area Agreement or WSP should result in denial of proposed system expansions. As WSPs receive DOH approval, they may be administratively included within the adopted CWSP.
- If a service area conflict arises, development activity should be denied within the contested service area until the conflict is resolved.
- Due to the importance of tracking the status of these utilities, the County should be responsible for updating the service area maps and Table 2-1. The AutoCAD files used to develop the base map and all service areas have been provided to the County for this purpose.

**Table 2-1
Water Utility Planning Status Summary**

No.	PWS-Name	PWS ID #	System Group	Agreement Filed	Approved # of Residential Connections (or ERUs)	Expanding System	Plan Type (1)
System with More Than 50 Permanent Connections							
1	ANACORTES, CITY OF	02200C	A	Yes	no limit	Yes	F
2	BIG LAKE WATER ASSOCIATION	67009	A	No	70	No	SWSMP
3	BLANCHARD EDISON WATER ASSN. INC.	074508	A	No	438	No	SWSMP
4	CAPE HORN MAINTENANCE COMPANY	11060M	A	Yes	371	Yes	A
5	CEDARGROVE ON THE SKAGIT	119174	A	Yes	292	Yes	F
6	COLONY MOUNTAIN	14069F	A	No	83	No	SWSMP
7	CONCRETE UTILITIES	03950M	A	Yes	440	Yes	A
8	DEL MAR COMMUNITY SERVICE INC	185808	A	Yes	346	Yes	A
9	GUEMES ISLAND WATER COMPANY	08236M	A	Yes	175	Yes	A
10	HAMILTON WATER DEPT	307000	A	Yes	97	Yes	A
11	LA CONNER WATER DEPT	433500	A	Yes	no limit	Yes	A
12	LEIF ERICKSON REC ASSOC	23735H	A	Yes	173	No	A
13	LYMAN WATER DEPARTMENT	490500	A	Yes	185	Yes	A
14	SAMISH FARMS WATER ASSN INC	75645X	A	Yes	492	Yes	A
15	SAMISH RIVER PARK	756704	A	No	87	No	SWSMP
16	SHELTER BAY	78155Q	A	No	911	No	SWSMP
17	SKAGIT COUNTY PUD 1 - FIDALGO	00932Y	A	Yes	no limit	Yes	F
18	SKAGIT COUNTY PUD 1 - JUDY	79500E	A	Yes	no limit	Yes	F
19	SKAGIT CO WATER DISTRICT #1	00392Q	A	Yes	145	Yes	A
20	SNEE-OOSH LAND COMPANY	808009	A	No	77	No	SWSMP
21	SWINOMISH UTILITY & ENVIR SRV AUTH	IH7560	A	Yes	353	Yes	A
22	UPPER SKAGIT PUBLIC UTILITY	IH825U	A	No		Yes	A
Expanding-Less Than 50 Permanent Connections							
28	BACUS HILL WATER CORPORATION	?	A	No	?	Yes	A
29	CARLSON WATER SYSTEM	02109W	B	Yes	9	Yes	A
30	CASCADE RIVER COMMUNITY CLUB	114940	A	No	93	Yes	A
31	ROCKPORT WATER SYSTEM	736006	A	Yes	60	Yes	F
32	WILDERNESS VILLAGE COMM. ASSOC.	968795	A	Yes	40	Yes	A

(1) "F" indicates full plan, "A" indicates abbreviated plan, and "SWSMP" indicates small water system management program.