

CITY OF CLE ELUM

UTILITIES ELEMENT



Prepared by:



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BACKGROUND

A. Purpose

This Utilities Element has been developed in accordance with the Revised Code of Washington (RCW) 36.70A.070. This section of the RCW requires communities planning under the Growth Management Act (GMA) to address utility services in the City and Urban Growth Area (UGA). This element represents Cle Elum's policy plan for utilities growth during the next 20 years.

The Utilities Element specifically considers the general location, proposed location and capacity of all existing and proposed utilities, including, but not limited to electrical lines, telecommunication lines, natural gas lines, and identifies general utility corridors. The Utilities Element describes how the goals in other plan elements will be implemented through utility policies and regulations.

B. Growth Management Act (GMA) Requirements

The GMA's Procedural Criteria defines "utilities" as:

- Enterprises or facilities serving the public by means of an integrated system of collection, transmission, distribution, and processing facilities through more or less permanent physical connections between the plant of the serving entity and the premises of the customer. Included are systems for the delivery of natural gas, electricity, telecommunications services, and water, and for the disposal of sewage [WAC 365-195-200 (25)].

To comply with the GMA, the Comprehensive Plan must, at a minimum, include a Utilities Element consisting of:

- The general location, proposed location, and capacity of all existing and proposed utilities, including but not limited to, electrical lines, telecommunication lines, and natural gas lines [RCW 36.70A.070 (4)].

The GMA requires concurrency in the provision of public facilities and services. Public facilities and services must be available as development occurs without a reduction in the level of service provided. However, private utilities are not bound by the level of service and concurrency provisions of the GMA.

C. Relationship to Other Elements

The Utilities Element has also been developed in accordance with the Countywide Planning Policies, is consistent with other federal, state, and regional organizations and regulations, and has been integrated with all other planning elements to ensure internal consistency throughout the Comprehensive Plan.

1. *Regional Power Plans*

Northwest Power and Conservation Council (NPCC). Since Congress passed the Northwest Power Act in 1980, the (NPCC) has developed 20-year electric power plans for the Northwest.

In its Seventh Northwest Power and Conservation Plan, Mid-Term Assessment published December 2018, the Council recommends the following:

- Develop cost-effective energy efficiency aggressively — at least 1,400 average megawatts by 2021, 3,000 average megawatts by 2026, and 4,300 average megawatts by 2035.
- Develop cost-effective renewable energy as required by state laws, particularly wind power, solar photovoltaic technology, geothermal and wave energy.
- Improve power-system operating procedures to integrate wind power and improve the efficiency and flexibility of the power system.
- Build new natural gas-fired power plants to meet local needs for on-demand energy and back-up power and reduce reliance on existing coal-fired plants to help meet the power system's share of carbon-reduction goals and policies.
- Investigate new technologies such as the “smart-grid,” new energy-efficiency and renewable energy sources, advanced nuclear power, and carbon sequestration.

2017 PSE Integrated Resource Plan (IRP). In their integrated plan, PSE discusses the company's existing resource inventory, electric resource alternatives, and shares results from their demand forecasting models for the Northwest. The IRP Advisory Group based the IRP on three regional studies:

1. Northwest Power and Conservation Council (NPCC) – Pacific Northwest Power Supply Adequacy Assessment for 2021 (9/2016)
2. Pacific Northwest Utilities Conference Committee (PNUCC) – Northwest Regional Forecast of Power Loads and Resources 2017-2026 (4/2016)
3. Bonneville Power Administration (BPA) – 2016 Pacific Northwest Loads and Resources Study (12/2016)

Some summary conclusions from the three studies include:

- The Pacific Northwest's power supply should be adequate through 2020 when using a medium load forecast path. However, when four coal plants are retired by July 2022, the system will no longer meet the adequacy standard and will need to acquire nearly 1,400 megawatts of new capacity to make up for the coal plant capacity losses.¹
- Strategies including additional energy efficiency and demand response. Implementing the next most cost-effective resources are estimated to generate 550 additional megawatts by 2021.¹
- While winter peak continues to show the largest deficit using the forecast's planning criteria, summer peak is a growing concern, especially if fewer non-firm resources are available in the summer as compared to winter.²
- Annual energy surpluses are forecasted for the Pacific Northwest Region under critical water conditions through year 2026. The annual surpluses are predicted to decrease each year and to shift to deficit status by 2027³. This status differs from the January 120-hour capacity analysis results. The Pacific Northwest Region is projected to have a small January 120-Hour capacity surplus in 2018 and the deficit for this metric will be up to -5,255 MW by 2027.³

¹ Northwest Power and Conservation Council (NPCC) - Pacific Northwest Seventh Power Plan - Mid-Term Assessment (12/2018)

² Pacific Northwest Utilities Conference Committee (PNUCC) - Northwest Regional Forecast of Power Loads and Resources 2017-2026 (4/2016)

³ Bonneville Power Administration (BPA) - 2016 Pacific Northwest Loads and Resources Study (12/2016)

2. *Applicable Countywide Planning Policies*

Kittitas County. In addition to following State of Washington requirements, planning efforts in Cle Elum require consistency with Kittitas County's Countywide Planning Policies (CWPP). The CWPP recognizes cities as the providers of urban governmental services as identified in the GMA and adopted urban growth management agreements. The CWPP associated with Cle Elum's Utility Element can be found in Appendix A.

3. *Urban Growth Area (UGA)*

The UGA boundary defines where future urban services will be available to development, including the provision of utility improvements. The City recognizes that planning for utilities is primarily the responsibility of the utility providers. However, the City will incorporate plans prepared by the providers into its comprehensive planning efforts to identify ways of improving the quality and delivery of services provided in the City and its designated UGA. All development requiring urban services will be located in the City and its UGA and will have these services extended to them in a timely and financially feasible manner.

4. *Federal and State Laws/Regulations*

Revised Code of Washington and Washington Utilities and Transportation Commission (WUTC) Utilities and transportation are regulated in Washington by the WUTC. The WUTC, composed of three members appointed by the governor, is empowered to regulate utilities (including, but not limited to, electrical, gas, irrigation, telecommunication, and water companies). State Law (WAC 480) regulates the rates and charges, services, facilities, and practices of utilities. Any change in customer charges or service provision policy requires WUTC approval. The WUTC requires private utility providers to demonstrate that existing ratepayers will not subsidize new customers. The intent of the WUTC regulations is to ensure safe, reliable, and reasonably priced utility services for consumers.

Federal Communications Commission (FCC) The FCC was created by the Communications Act of 1934 to regulate interstate and international radio, wire, satellite, cable, and television communications. The FCC is an independent five-member government agency.

Federal Energy Regulatory Commission (FERC) The FERC is an independent five-member commission with the U.S. Department of Energy. FERC establishes rates and charges for the interstate transportation and sale of natural gas, for the transmission and sale of electricity, and the licensing of hydroelectric power projects. In addition, the commission establishes rates or charges for the interstate transportation of oil by pipeline.

Natural Gas Policy Act of 1978 (NGPA) The central theme of the NGPA is encouragement of competition among fuels and suppliers across the country. As a result, natural gas essentially has been decontrolled. The NGPA also contained incentives for developing new natural gas resources and a tiered pricing structure aimed at encouraging the development of nation-wide transmission pipelines. The result of the Act has been that many consumers are now paying less for natural gas than they were in 1980.

Greenhouse Gas (GHG) Emissions Performance Standard RCW 80.80.060(4) establish limits of CO₂ emissions from new baseload generating resources and prohibit utilities from entering into long-term contracts to acquire power from existing generating resources that exceed the standard. The City of Cle Elum has developed a GHG Reduction Emission Policy (Resolution No. 2010-15) and established policies to reduce GHG emissions in and by: public buildings,

fleet and vehicles, City-owned equipment, waste reduction and use, land use decisions, and transportation.

1991 Clean Air Amendments The passage of the Washington State Clean Air Act in 1991 indicates a state intent to promote the diversification of fuel sources for motor vehicles. This is in response to a need to both reduce atmospheric emissions and reduce the nation’s reliance on gasoline for strategic reasons. The Act called for encouraging the development of natural gas vehicle refueling stations.

D. Inventory and Analysis

Many public and private agencies are involved in regulation, coordination, production, delivery, and supply of utility services. This section of the element identifies those providers. The inventory includes:

- Natural Gas
- Electrical
- Telecommunications
- Cellular Phone
- High-speed Internet (Broadband)
- Cable Television

Providers of these utilities for the City of Cle Elum and its UGA are listed in Table 6.1. Water and sewer utilities are discussed in the Capital Facilities Element of this Comprehensive Plan. Electrical, telecommunications, and natural gas are regulated by the WUTC. Cable television, telecommunications, and cellular phones are regulated by the FCC, in cooperation with local governments.

Table 6.1. Utility Service Providers, City of Cle Elum and Urban Growth Area

Type of Service	City of Cle Elum	Remainder of UGA
Natural Gas	Puget Sound Energy	Puget Sound Energy
Electric Utility	Puget Sound Energy	Puget Sound Energy
Telecommunications	Inland Networks, Centurylink, VOIP	Inland Networks, Centurylink, VOIP
Cellular Telephone	Various providers	Various providers
High-speed Internet	Inland Networks, Symplified, Centurylink, Dishnet, Hughesnet, Excite, Noel Communications	Inland Networks
Cable Television/Television	Inland Networks, Dish TV, Direct TV	Inland Networks, AT&T, Verizon, US Cellular
Satellite	Direct or Dish	Direct or Dish

Natural Gas and Electrical Utilities

The City of Cle Elum is served by Puget Sound Energy (PSE). PSE serves areas in ten counties including portions of Kittitas County. Puget Sound Energy can serve customers outside its service area if the customer assumes some of the cost of extending the lines. Such contributions may be partly reimbursed only if additional customers connect to the same main. When deciding to serve development outside current service areas, utilities must expand their service area by applying for a “certificate of convenience” from the WUTC.

The WUTC is currently studying the possible need for improved safety standards on small gas pipeline systems in Washington State to improve public safety while avoiding unnecessary regulation.

State legislation passed in 2008 (480-108 WAC) established new rules for interconnecting small, alternative power generators of wind, solar, and other energy sources with established utility infrastructure. The intent of the regulation is to establish baseline rights of and responsibilities of both utilities and electric generation owners, and to ultimately connect more alternative power sources to the power grid for the benefit of both parties. The WUTC is exploring ways to ensure that these new rules are fully implemented.

The utility will provide power services as market conditions demand. As a private utility, Puget Sound Energy is not bound by the level of service and concurrency requirements under the GMA.

Telecommunications

The City of Cle Elum is served by Inland Networks, Centurylink, and VOIP. There are various facilities located throughout the county and the City. Many of the telecommunication facilities, including aerial and underground, are co-located with those of the electrical power provider. As private utilities, Inland Networks, Centurylink, and VOIP is not bound by the level of service and concurrency requirements under the GMA.

Cellular Telephone

Various federally licensed cellular telephone communication companies serve Kittitas County. These companies are regulated by FCC and WUTC. The FCC regulates cellular telephones because radio signals are used for communications.

Cable Television/ Phone/ Internet

TCI Cablevision, Inc. has franchise agreements with both the City of Cle Elum and Kittitas County, and serves all of the City. Transmission services from a “head end,” which is where a satellite dish sits and the signal originates.

At this time, the only alternative to TCI or Northwest Cable would be a satellite dish, or Broadband Washington. As technology improves, other choices will become available.

E. Goals and Policies

Goal U1: Designate the general location, proposed location, and capacity of existing and proposed utility facilities in the City and Urban Growth Area (UGA).

Policy U1.1: Encourage the joint use of utility corridors, provided that such joint use is consistent with limitations as may be prescribed by applicable law and prudent utility practice.

Policy U1.2: Appropriately place utilities within public rights-of-way.

Policy U1.3: Where safe and practical, use regional and local power, natural gas, and telecommunication corridors for the development of recreational trails, open spaces, parking lots, or other land uses that may provide multiple benefits to the local community or neighborhood.

Policy U1.4: Where practical and desired by local property owners or developers, locate existing or proposed power distribution lines underground to reduce possible storm damage and aesthetic clutter.

Policy U1.5: Promote whenever feasible emerging and innovative technologies which can be used to broaden the types of alternative forms of energy in or for new public and private utility distribution facilities.

GOAL U2: The City of Cle Elum's plan for utility improvements will be formulated, interpreted and applied in a manner consistent with and complementary to serving the utility's public service obligations.

Policy U2.1: On an annual basis, provide all private utility companies copies of the City of Cle Elum's revised Six-Year Capital Facilities Plan, particularly the schedule of proposed road and public utility construction projects so that the companies may coordinate construction, maintenance, and other needs in an efficient manner.

GOAL U3: Decisions made by the City of Cle Elum regarding utility services within the City will be made in a manner consistent with and complementary to regional demands and resources.

Policy U3.1: Promote energy conservation measures in building codes including the use of insulated roof and siding material, window panes and entryways, and other applications in accordance with Washington State guidelines. Promote energy conserving practices including the use of energy-efficient appliances, temperature maintenance levels, and other activities to reduce power and natural gas demands.

Policy U3.2: Site utilities away from critical areas, or site them in a manner that is compatible with critical areas.

Policy U3.3: New development shall be allowed only when and where utilities are adequate, and only when and where such development can be adequately served by essential public utilities, or provided by the developer, without significantly degrading level of service elsewhere.

GOAL U4: Additions to and improvements of utility services will be allowed to occur at a time and in a manner sufficient to serve planned growth.

Policy U4.1: Process permits and approvals for all utility facilities in a fair and timely manner, and in accordance with land development regulations that ensure predictability and project concurrency.

Policy U4.2: Develop right-of-way and infrastructure improvements for future development through the planning process, including, but not limited to, public and private utilities.

Goal U5: Planning by the City of Cle Elum for utility facilities development within the City and UGA will be coordinated with planning by other jurisdictions for utility development.

Policy U5.1: The City shall coordinate the formulation and periodic update of the Utility Element and relevant development regulations with adjacent jurisdictions.

Policy U5.2: The City shall coordinate and seek to cooperate with other jurisdictions in the implementation of multi-jurisdictional utility facility additions and improvements. Such coordination and cooperation should include efforts to coordinate the procedures for making specific land use decisions to achieve consistency in timing inter-jurisdictional coordination in the planning and provision of utilities.

- Policy U5.3: Provide timely and effective notice to utilities of the construction, maintenance or repair of streets, roads, highways, or other facilities, and coordinate such work with the serving utilities to ensure that utility needs are appropriately considered.
- Policy U5.4: Promote whenever feasible co-location of new public and private utility distribution facilities in shared trenches and physical locations, and coordinate construction timing to minimize construction-related disruptions and reduce the cost of utility delivery.
- Policy U5.5: Promote whenever feasible co-location of new public and private electric charging stations.

Applicable Kittitas County Countywide Planning Policies

Countywide planning policies must be considered and incorporated into the Utilities Element for the plan to achieve “interjurisdictional consistency.” The following Kittitas County Countywide Planning Policies apply to discussion of the Utilities Element:

- Policy 2.6: Subdivisions and development within the UGAs shall be orderly and coordinated between County and city governments and utility service purveyors.
- Policy 2.10: Consistent development regulations and standards including but not limited to: street alignment and grade, public road access, right-of-way, street improvements, sanitary sewer, storm water improvements, power, communications, utilities, park, recreation and school facilities should be adopted for areas within the identified twenty (20) year UGA boundaries for each jurisdiction within Kittitas County.
- Policy 2.13: County adoption of city standards for development within corresponding UGAs shall be negotiated. These may include the following:
1. Street locations, both major and secondary
 2. Street right-of-way
 3. Street widths
 4. Curbs and gutters
 5. Sidewalks
 6. Road construction standards
 7. Cul-de-sacs, location and dimensions
 8. Storm drainage facilities, quantity, quality, and discharge locations
 9. Street lights, conduit, fixtures, locations
 10. Sewer, septic regulations, private sewer, dry sewer facilities
 11. Water, pipe sizes, locations, construction standards
 12. Electrical and natural gas distribution systems
 13. Communication utilities, telephone, cable TV, etc.
 14. Fire protection, station locations, fire flows, uniform codes
 15. School facilities
 16. All building requirements
 17. Subdivision and platting requirements
 18. Mobile homes and manufactured home regulations
 19. Zoning ordinances: permitted uses in UGAs, setbacks, building heights, lot coverage, etc.
 20. Libraries
 21. Any other like services
- Policy 2.14: The availability of the full range of government services will be subject to the annexation policy of the adjacent municipality. Utility extensions into the UGA shall be consistent with the adopted comprehensive plan and capital facilities plan of the utility purveyor.
- Policy 3.4: The location of all PUDs shall be established to foster the efficient expansion and management of infrastructure and utilities and demonstrate compatibility with resource land uses; impact fees may be assessed to compensate the cost of increased demands upon infrastructure, services, and utilities.
- Policy 12.4: The County and cities shall utilize broad based Citizen Advisory Committees to participate and assist in the development of Comprehensive Plan Elements, subarea plans, and functional plans as necessary.

Policy 13.12: Public facilities will not be located in Resource Lands or Critical Areas unless no feasible alternative site location exists, such as in the case of utility transmission facilities.

Policy 13.16: All jurisdictions shall identify existing essential public facilities including but not limited to:

1. Utility corridors, sewer, water, power and communication facilities
2. All transportation facilities
3. Landfills, solid waste handling, and disposal facilities
4. Sewage treatment facilities
5. Recreational facilities
6. Schools
7. Municipal facilities (city halls, fire stations, police stations, libraries, and post offices)
8. Parks
9. State and local correctional facilities
10. In-patient facilities, including substance abuse facilities
11. Mental health facilities
12. Group homes
13. Secure community transition facilities
14. Any facility on the state ten-year capital plan maintained by the Office of Financial Management