

UPPER CONNECTICUT RIVER WUCC

January 30, 2014

DRAFT - final

A meeting of the Upper Connecticut River WUCC was held at the offices of the New Britain Water Department, 1000 Shuttle Meadow Avenue, New Britain, CT on Thursday, January 30, 2014 at 10:00 A.M.

1. Call to Order: Chairmen Bligh called the meeting to order at 10:05 A.M. A copy of the attendance list is attached as Exhibit A.
2. Opportunity for Public Participation: Mr. Claude Brouillard, Farmington Polo Grounds, spoke of the aquifer on his property and his interest in ascertaining the value of this asset. Mr. Brouillard also questioned the lack of transparency in learning whether his property is identified as a future public water supply source.
3. October 21, 2010 Meeting Minutes: The minutes of the October 21, 2010 joint meeting of the Upper CT River WUCC and South Central WUCC were unanimously approved with no discussion.
4. UCRWUCC Procedural Items/Draft DPH WUCC Rules & Procedures: Mr. Steve Messer, DPH, provided a history of the water utility coordinating committee process and noted that DPH is looking to realign the Water Management Area boundaries to be consistent with Councils of Governments delineations. Thereafter, there was general discussion of the draft standard rules and procedures (attached as Exhibit B). Mr. Messer noted the draft had been distributed to all four convened WUCCs at this point. In response to a question concerning adoption, Mr. Messer indicated the rules had not been formally adopted, but remained under review by the various WUCCs.

Chairman Bligh noted his desire to form a Nominations and Elections Committee. Such a committee would provide recommendations at the next WUCC meeting (proposed for May 1, 2014) on the number and make up of officers (e.g., co-chairs balanced between municipal and private). Chairman Bligh appointed Ms. Susan Negrelli, MDC, and Mr. David Radka, CWC, as ad-hoc Nominations and Elections Committee members.

Attendees continued to discuss realignment of the RPO/GOG boundaries and implications such realignment had for the WUCC planning process. Mr. Messer confirmed DPH was looking to consolidate WUCC boundaries, reducing the overall number from seven to anywhere from 2 – 4. There was general agreement that WUCC boundaries should be based, to the extent practical, on a number of factors, including utility service areas and COG and watershed boundaries. Ms. Margaret Miner, Rivers Alliance, noted her belief that ESAs are only legally established when a WUCC Coordinated Plan is approved by the Commissioner of DPH, and that the SEWUCC has the only “approved” plan to date.

Various DPH-produced maps were displayed by Chairman Bligh including overlays depicting:

- ESA and WUCC boundaries;
- Local Health Districts and WUCC boundaries;
- Major water basins, PWS service areas, and WUCC boundaries;
- RPOs, PWS service areas, and WUCC boundaries; and
- PWS Watersheds, aquifer protection areas, and WUCC boundaries

Mr. Robert Wesnieski, Avon Water, expressed concern that mapping and other material has only been shared with the WUCC chairs to date, noting that such material should be more broadly distributed for the benefit of the entire WUCC membership.

5. Public Water Supply Planning Process Successes, Challenges and Perspectives: Mr. Messer distributed a handout from a powerpoint presentation and briefly walked through the slides in the interest of time. A copy of the handout is attached as Exhibit C.

Ms. Alicea Charamut, Trout Unlimited, expressed some concern for the length of time it may take the state to develop a statewide water plan. Ms. Miner noted that the WUCC process is limited to public water supply planning and a state plan will need to look at the resource more broadly. Mr. Messer clarified that the water supply assessment mentioned in the handout was limited to public water supply. Attendees discussed possible environmental organization involvement in the WUCC and other related planning processes. In addition, water reuse, Class B water, and possible stream flow augmentation with treated wastewater were discussed as policy issues that a comprehensive state-wide water resource plan would likely need to assess.

6. DPH Circular Letters: Mr. Wesnieski moved to table agenda items 6, 7 and 8 until the next WUCC meeting. This was seconded by Mr. Carl Stephani, Central CT Regional Planning Agency, and unanimously approved.
7. Old Business: See above.
8. New Business: Ditto.
9. Date(s) for Future Meeting: The next meeting of the UCR WUCC was set for May 1, 2014 at 10:00 A.M. at the New Britain Water Department filtration plant.
10. Adjournment: There being no further business the meeting was adjourned at 11:43 A.M.

Respectfully submitted,

David L. Radka
UCRWUCC Secretary

UPPER CONNECTICUT RIVER WUCC
MEETING

Exhibit A

Thursday, January 30, 2014 at 10:00 a.m.
New Britain Water Department
1000 Shuttle Meadow Avenue
New Britain, Connecticut
Sign-in Sheet

Name	Company	Email	Voting Member
David Radha	CWC	dradha@ctwater.com	yes
Gil Bligh	New Britain	gb@newbritainct.gov	Yes
Susan Negrelli	MDC	snegrelli@themdc.com	no
Kenneth SKov	Aquarion	KSKOV@aquarionwater.com	Yes
Patrick Kearney	Manchester Water	pkearney@Manchesterct.gov	Yes
Robert Longo	Bristol Water	robertlongo@CI.Bristol.CT.US	Yes
Claude Brouillard	Farmington Polo Grounds	Claude.Brouillard@ ^{connect} net	no
ROBERT W. WESOLSKI	Avon Water Co	avonwater@snet.net	YES
Robert Sherwood	Hazardville Water	bsherwood@hazardvillewater.com	NO
Dr. G. Stein	Barthamsted	dstein@barthamsted.us	NO
J. Avery	HAZ. Water	J.Avery@hazardvillewater.com	Yes
EILEEN FIELDING	FRWA	efielding@frwa.org	N
JONATHAN DAHLSTROM	THE MASTER'S SCHOOL	jdahlstrom@masterschool.org	N
Amanda Ryan	CCRPA	amanda@ccrpa.org	N
David Banker	MDC	DBanker@themdc.com	N
Steve Messer	CTDPK	Steve.messer@ct.gov	N
CARL STEPHANIS	CCRPA	director@CCRPA.ORG	Y
Alicea Charamut	TU	alicea@cttrout.org	N
Joanna Hollis	VV	vernonvillage@att.net	Y
HENRY LINK		HLINKAGZ@YAHOO.COM	N

Water Utility Coordinating Committee (WUCC) Standard Rules and Procedures

Schedules:

At a minimum WUCC meetings should be convened for the following purposes:

1. Regular meetings should be scheduled at least annually; regular meetings are recommended at least semi-annually until statewide planning and stream flow implementation are complete;
2. When management area officers declare the need for a meeting;
3. When the Department of Public Health declares the need for a meeting;
4. When participating agencies; Department of Energy and Environment Protection (includes Public Utilities Regulatory Authority), Office of Policy and Management request a meeting be convened;
5. When a public water system, state agency, municipality, or regional planning agency requests a meeting to award, remove, revise or clarify a state approved Exclusive Service Area;

Notifications:

At a minimum meeting notifications should include:

1. Notifications will be provided by electronic mail; notification lists will be made available at regular meetings for interested parties to register for electronic notifications;
2. Department of Public Health, WUCC management area officers, and public water systems with a state approved Exclusive Service Area should maintain same electronic notification list;
3. Notifications provided to Secretary of State; participating agencies; established water related constituency groups; chief elected officials; town clerks; local health directors; and community and non-transient non-community public water systems in management area;
3. Department of Public Health will provide notification for regular WUCC meetings; and state agency, municipality, or regional planning agency WUCC meeting requests;
4. Management area should provide notification for special meetings convened by the WUCC;
6. Public water systems that requests a special meeting be convened to consider or act on an Exclusive Service Area request should be responsible for providing notifications;
7. Notifications should be distributed at a minimum three weeks prior to meeting date;

Membership/Standard Protocols and Procedures:

At a minimum management area standard protocols and procedures should address:

1. Officer elections should be conducted at least every two years; annual officer elections and consideration of a co-chair type structure balance is strongly recommended;
2. Membership designated in CGS section 25-33f is one representative from each public water system with source of supply or service area in management area and one representative from each regional planning agency in management area as elected by majority vote of chief elected officials of municipalities that are members of respective regional planning agency;
3. Many municipalities are eligible members by statute through ownership of a public water system; the WUCC process was developed to be all-inclusive; elected officials, health directors, and water related constituents should be incorporated in decision making for maximum success;
4. All-inclusive coordinated planning should use consensus-type building and decision making processes that involve all effected stakeholders to achieve maximum success;
5. Eligibility voting processes are discouraged and should be used as last resort; areas that determine 'eligibility' voting is needed shall have written rules to determine eligibility and procedures should maximize regular WUCC participation and ensure fairness in determinations that require voting;
6. Notification list available at meetings should denote voting eligibility; one representative from organizations recognized as WUCC members should be present at the meeting in order to vote and there should be no voting by proxy; each eligible WUCC member has one vote, not one vote per individual public water system owned, and there should be no weighting of votes;
7. The vote of WUCC members in attendance should constitute a final recommendation to DPH in regards to any Exclusive Service Area (ESA) request, including revisions or clarifications;
8. Management areas can at any time forward issues to the Commissioner of Public Health for final determination regardless of availability or existence of eligibility voting processes;

Connecticut's Public Water Supply Coordinated Planning Process – Successes, Challenges, and Perspectives Moving Forward

Upper Connecticut River
Water Utility Coordinating Committee (WUCC) Meeting
New Britain Water Department

January 30, 2014



Steve Messer, Statewide Water Supply Planning Unit
Department of Public Health, Drinking Water Section

1 **Drinking Water Section**

DPH
DEPARTMENT OF PUBLIC HEALTH

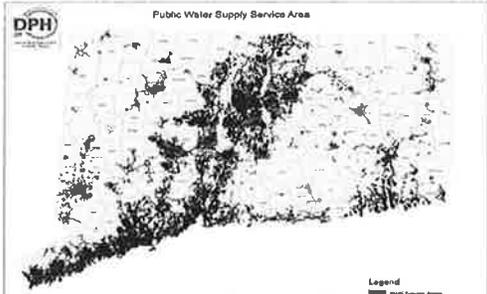
DPH Drinking Water Section Regulated Entities

- Connecticut has 3.59 million residents; 2.9 million state residents are served by public water systems;
- Notwithstanding geographical breadth $\geq 2,500$ public water systems serve with $\geq 4,400$ individual sources;
- 96 community systems serve 1,000 or more residents;
- 461 community systems serve $< 1,000$ residents;
- 199 community systems serve < 100 residents;
- 2,028 non-community public systems that exist across the state are entities such as schools, daycare centers, restaurants, state parks and private campgrounds, etc.

2 **Drinking Water Section**

DPH
DEPARTMENT OF PUBLIC HEALTH

Public Water Service Areas



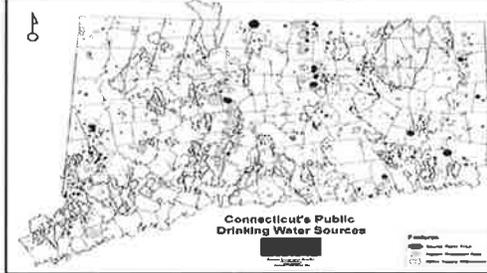
Public Water Supply Service Area

Legend

3 **Drinking Water Section**

DPH
DEPARTMENT OF PUBLIC HEALTH

Public Drinking Water Sources



Connecticut's Public Drinking Water Sources

4 **Drinking Water Section**

DPH
DEPARTMENT OF PUBLIC HEALTH

Reservoir – Surface Water Source at a Large Community Public Water System



5 **Drinking Water Section**

DPH
DEPARTMENT OF PUBLIC HEALTH

Dug Well – Ground Water Supply at a Small Community Public Water System



6 **Drinking Water Section**

DPH
DPH Drinking Water Section
Commissioner's Authority

- ◆ CGS 25-32(a) - DPH shall have jurisdiction over all matters concerning the purity and adequacy of public water supply;
- ◆ CGS 25-32b - DPH can declare a "public drinking water supply emergency" to assure continued adequacy of the state's existing public drinking water supplies in the event of contamination, failure of a public water supply system, and water shortages;
- ◆ CGS 25-33(b) - DPH oversees approval of newly constructed and upgraded public water systems and sources of supply;
- ◆ CGS 25-33g - DPH high quality source (HQS) list identifies current and potential future sources requiring protection to assure highest quality waters are available for human consumption;
- ◆ CGS 25-34 & 43 - DPH can issue orders if public drinking water is threatened or polluted.

Drinking Water Section

<p>Statewide Water Supply Planning</p> <p>Water Utility Coordinating Committee WUCC Projects State of Public Water (SWP) Permit Water Certificates - Phase 1a Enforcement & Compliance Compliance Plans - All Specific Enforcement Procedures Required Updates Review Distribution of Enforcement Procedures Enforcement Plans Review Public water supply systems for contaminated areas Reviews Review Final Review Water Supply Advance Technical Review High Quality Source (HQS) list Drinking Water Section Circular Letters</p>	<p>Compliance Regions</p> <p>Senior Survey (Private & Public) General Technical Assistance Units Water System Compliance Project Review & DWSAP/STAG/STAG Technical Review Compliance of Public Communities and Municipalities - Phase 1a and 2 Compliance Security/Accession Response Senior Survey Response Computer Compliance (HQS) OMSL Reports Water Supply Plan Review & Review</p>	<p>Information Systems</p> <p>GIS Implementation and Compliance Information Monitoring Requirements and Schedule Water System Compliance Information Technical Data Requirements (SWP) Data System Management (DWSM) GIS (DWSM) Geographic Information Systems (GIS) Database Management and Archiving Website Design and Maintenance Data Quality Assurance/Quality Control CI and ISA Technical Assistance Review Water Supply Section Financial Account Public Water System Information Report Network Capacity Monitoring Water Security Alerting Applications</p>
<p>Source Water Protection</p> <p>Public water supply Water supply permit Municipal water protection Water Company protective permit Protection permit Source water protection workshop Local project review April Update Response Department of Environmental Protection Drinking Water Review Drinking Water Quality Management Plan Development Connecticut Environmental Policy Act & State Agency Approval Compliance Letters Source Management Permit Water Company Source Protection</p>	<p>Enforcement and Certification</p> <p>Violations Monitoring and Reporting Violations Public Water System Compliance Final Enforcement Action and Penalties Compliance Plans - Required Assessments Lead and Copper Action Level Radon/NO₃-N and Arsenic Enforcement Guidelines Reports Public Water System Compliance and Enforcement Enforcement - Targeting State Agencies Attorney General Referrals Certification of Compliance Drinking Water Technical Assistance to Community Water Systems Operator Registration Operator Registration Agency Certification of Drinking Water WUCC Distribution Form Review</p>	<p>Capacity Development</p> <p>Drinking Water Review Letter Field Grants Management Construction Grant Public Water System Scientific Grant Water Protection Construction Grant EPA Performance Partnership Agreement Federal Special Appropriations Projects (EPA Drinking Water Grants) Capacity Development Coordinator Regulation Development Coordinator Grants Asset Management Training Quality Management Plan Quality Assurance Project Plan Outreach and Education Support</p>

**Coordinated Water System Planning -
 Historical Context & Legislative Intent**

- ◆ 1980-81 extended drought led to a 1985 Water Resources Task Force Report (http://www.ct.gov/dph/lib/dph/drinking_water/pdf/Final_Report_of_the_Water_Resources_Task_Force.pdf);
- ◆ In 1985 the General Assembly passed a legislative finding; CGS 25-33c, which states the coordinated planning process intent "an adequate supply of potable water is vital to the health and well-being of the people of the state. ... available water ... is limited ... and must be developed with a minimum of loss and waste. ... to maximize efficient and effective development of the state's public water supply systems and promote public health, safety and welfare, the Department of Public Health ... coordinate the planning of public water supply systems.";
- ◆ Regulations that passed require community systems that serve > 1000 persons to submit water supply plans; plan implementation is not required or enforceable;
- ◆ With no regulatory authority to enforce implementation of necessary system improvements, the DPH attempts to ensure public systems possess sustainable supplies through a 50 year period to protect health and well-being of the state.

Drinking Water Section

**Coordinated Water System Planning -
 More Questions or Answers?**

- ◆ Why does a need for Coordinated Water System Planning exist?
- ◆ Coordinated Water System Planning is commonly known and denoted in statute as the Water Utility Coordinating Committee (WUCC) process. How does the state planning process operate?
- ◆ What is the legal composition and who should attend and actively participate in the state's delineated WUCC management areas?
- ◆ When is a WUCC management area convened and what is the present status of the state's current WUCC management areas?
- ◆ Why is the completion of the WUCC public water system coordinated planning process so important to Connecticut now?
- ◆ What is the DPH's future vision for the state's WUCC process and how could the DPH's vision be successfully accomplished?

Drinking Water Section

**Water Utility Coordinating Committee -
 Operational Process/Technical Procedures**

- ◆ Delineation of WUCC Management Area Map
- ◆ DPH Public Hearing - Priority Order of Scheduling
- ◆ Committee Organization, Procedures, Best Practices
- ◆ Regional Coordinated Plan
 - ◆ Water Supply Assessment - technical foundation on which the entire state coordinated planning process is built; this report evaluates water supply conditions and identifies area-wide water supply and system issues, concerns, and needs;
 - ◆ Delineation of Exclusive Service Area (ESA) Boundaries
 - ◆ Integrated Report
 - ◆ Executive Summary

Drinking Water Section

Standard Rules and Procedures - Schedules

At a minimum WUCC meetings should be convened for:

- ◆ Regular meetings should be scheduled at least annually; semi-annual meetings are recommended until statewide water supply planning and stream flow implementation are completed;
- ◆ When management area officers declare need for a meeting;
- ◆ When Department of Public Health declares need for a meeting;
- ◆ When participating agencies; Department of Energy and Environment Protection (includes Public Utilities Regulatory Authority), Office of Policy and Management request meeting;
- ◆ When a public water system, state agency, municipality, or regional planning agency requests a meeting to award, remove, revise or clarify a state approved Exclusive Service Area;

Drinking Water Section



Standard Rules and Procedures - Notifications

At a minimum notifications should encompass:

- ◆ Notifications should be provided by electronic mail; notification lists should be made available at regular meetings for interested parties to register;
- ◆ Department of Public Health, management area officers, and public water systems with state approved Exclusive Service Area should maintain list;
- ◆ Notifications provided to Secretary of State; participating agencies; water related constituency groups; chief elected officials; town clerks; local health directors; community & non-transient non-community public water systems;
- ◆ Department of Public Health will provide notification for regular WUCC meetings and agency, municipal, & regional planning meeting requests;
- ◆ Management area should provide notification for special convened meetings;
- ◆ Public water system that requests a special meeting be convened to consider or act on Exclusive Service Area request should provide notifications;
- ◆ Notifications should be distributed minimum three weeks prior to meeting;

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Drinking Water Section



Standard Rules and Procedures - Membership

At a minimum rules and procedures should encompass:

- ◆ Officer elections should be conducted every two years; annual elections and co-chair type structure is strongly recommended;
- ◆ Membership in statute is one representative from each water system with a source or service area in WUCC and one representative from each regional planning organization;
- ◆ 'Grass roots' - spontaneous local level; not run by traditional power structures; 'Astroturfing' - agenda/strategy controlled; show by robotic individuals pretending to voice own opinions;
- ◆ Many municipalities are eligible by PWS ownership; process is all-inclusive; elected officials, health directors, and constituents should be incorporated in decision making for best success;
- ◆ Consensus-type decision making processes will all stakeholders should be used; eligibility voting should be used as last resort;

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Drinking Water Section



Standard Rules and Procedures - 'Eligibility' Voting

- ◆ 'Eligibility' voting should be used only as a last resort;
- ◆ Rules to determine eligibility; procedures to maximize WUCC participation & ensure fairness in any determination by vote;
- ◆ Notification list should denote eligibility; recognized members should be present at meeting to vote; no voting by proxy;
- ◆ Eligible WUCC members have one vote, not one vote per individual public water system owned;
- ◆ Vote of members in attendance should constitute a final recommendation to DPH in regards to any Exclusive Service Area (ESA) request, including revisions or clarifications;
- ◆ Management areas can always forward issues to Commissioner of Public Health for final determination regardless of the issue or existence of eligibility voting processes;

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Drinking Water Section



Public Water Supply Management Areas

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Drinking Water Section



WUCC Management Area Status Update

- ◆ Housatonic - Convened on June 11th, 1986; CWSP was completed September 1988 (status: not approved);
- ◆ Upper CT River - Convened on March 24th, 1987; CWSP was completed March 1989 (status: not approved);
- ◆ South Central CT - Convened November 4th, 1987; CWSP completed April 1990 (status: not approved);
- ◆ Southeastern CT - Convened on August 5, 1998; CWSP completed March 2001 (status: approved February 19th, 2002);
- ◆ Northeast WUCC - never convened
- ◆ Northwest WUCC - never convened
- ◆ Southwest WUCC - never convened

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Drinking Water Section



WUCC Planning Process Overview

- ◆ Four (4) of the state's existing seven (7) management areas convened; one coordinated plan approved (SEWUCC);
- ◆ Revived WUCC meetings and enhanced target audience to include chief elected officials, local health directors, concerned environmental constituency groups;
- ◆ Identification of WUCC planning process concerns; on-going stakeholder discussions regarding water supply adequacy and sufficient technical data required for successful planning;
- ◆ Renewed interest by water systems, local municipal officials, and new water resource stakeholders;
- ◆ Critical connection to small public water system sustainability through the state's Certificate process (CPCN CGS 16-262m).

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Drinking Water Section



Coordinated Water System Planning – Why now? What are critical processes?

- ◆ Brings public water systems and water resource stakeholders together in a regional forum with state agencies, municipal officials, regional planners, health directors, and the public at large to identify regional solutions to local water issues;
- ◆ Transparent open public discussion and discourse of public water supply issues can take place with critical stakeholders;
- ◆ Water successes realized working together in the Southeastern CT WUCC have furthered more disparate regional planning efforts through the state's Council of Governments structure;
- ◆ The state has escalating problems with failing small community systems. The issue can be resolved through completion of the coordinated planning process with statewide assignment of Exclusive Service Area providers and the Certificate process.

19 **Drinking Water Section**



Essential Requirements to Complete Statewide Water Supply Planning

- ◆ Understand current and prospective future public water needs;
- ◆ Evaluate the supply adequacy and margin of safety of existing large community public water systems statewide to define corresponding local, regional, and state excess supply capacity or supply deficit;
- ◆ Ensure that individual water supply plans and regional coordinated plans address current and prospective future public supply needs to assure sustainable, cost-effective public water service in the state;
- ◆ Engage, involve, and incorporate 'new' stakeholders in the state water supply planning process including council of governments, local elected officials and health directors, and environmentalists;
- ◆ Added focus on water conservation and reuse; protection of high quality sources for human consumption; emergency preparedness.

20 **Drinking Water Section**



Completing the WUCC Planning Process The DPH Vision Moving Forward

- ◆ Promote consistent WUCC standard procedures and protocols;
- ◆ Engage water resource stakeholders to encourage involvement and active participation to grow state coordinated planning;
- ◆ Identify essential needs and engage staffing resources;
- ◆ Hold a public hearing to realign management area boundaries;
- ◆ Proposed WUCC boundaries will coincide with Connecticut's new council of government boundaries to further implement coordinated planning into the regional government structure;
- ◆ Outline an initiative to draft a statewide public water supply assessment to be used to complete the initial WUCC process.

21 **Drinking Water Section**



Enacting the Vision of the General Assembly The State's 1st Public Water Supply Assessment

- ◆ The assessment will evaluate Connecticut's current public water supply conditions to accurately identify current and potential future water supply adequacy and public water system issues, concerns, and needs on a local, regional, and statewide basis;
- ◆ The DPH water supply assessment will serve as the technical foundation for the state's WUCC coordinated planning process;
- ◆ Independently evaluated public water supply technical data will then be available to draft accurate coordinated plans;
- ◆ Accurate coordinated plans can then be approved by the state which results in the assignment and approval of ESA providers based upon water system supply adequacy and service plans.

22 **Drinking Water Section**