
ENGROSSED SUBSTITUTE SENATE BILL 5894

State of Washington 60th Legislature 2007 Regular Session

By Senate Committee on Water, Energy & Telecommunications (originally sponsored by Senators Rockefeller, Poulsen, Fraser, Oemig, Shin and Carrell; by request of Department of Health)

READ FIRST TIME 02/28/07.

AN ACT Relating to clarifying regulatory authority for large onsite sewage systems; amending RCW 70.05.070, 43.20.050, 90.48.162, 90.48.110, and 36.94.010; adding new sections to chapter 70.118 RCW; adding a new chapter to Title 70 RCW; creating a new section; and prescribing penalties.

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

PART 1 CREATING A NEW CHAPTER DEDICATED TO LARGE ON-SITE SEWAGE SYSTEMS

- 10 <u>NEW SECTION.</u> **Sec. 1.** FINDINGS AND INTENT. The legislature finds 11 that:
- 12 (1) Protection of the environment and public health requires 13 properly designed, operated, and maintained on-site sewage systems.
- 14 Failure of those systems can pose certain health and environmental
- 15 hazards if sewage leaks above ground or if untreated sewage reaches
- 16 surface or groundwater.
- 17 (2) Chapter 70.118A RCW provides a framework for ongoing management
- 18 of on-site sewage systems located in marine recovery areas and

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regulated by local health jurisdictions under state board of health rules. This chapter will provide a framework for comprehensive management of large on-site sewage systems statewide.

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- (3) The primary purpose of this chapter is to establish, in a single state agency, comprehensive regulation of the design, operation, and maintenance of large on-site sewage systems, and their operators, that provides both public health and environmental protection. To accomplish these purposes, this chapter provides for:
- 9 (a) The permitting and continuing oversight of large on-site sewage 10 systems;
- 11 (b) The establishment by the department of standards and rules for 12 the siting, design, construction, installation, operation, maintenance, 13 and repair of large on-site sewage systems; and
- 14 (c) The enforcement by the department of the standards and rules 15 established under this chapter.
- NEW SECTION. Sec. 2. DEFINITIONS. The definitions in this section apply throughout this chapter unless the context clearly requires otherwise.
 - (1) "Department" means the state department of health.
 - (2) "Industrial wastewater" means the water or liquid carried waste from an industrial process. These wastes may result from any process or activity of industry, manufacture, trade, or business, from the development of any natural resource, or from animal operations such as feedlots, poultry houses, or dairies. The term includes contaminated storm water and leachate from solid waste facilities.
 - (3) "Large on-site sewage system" means an on-site sewage system with design flows of between three thousand five hundred gallons per day and one hundred thousand gallons per day.
 - (4) "On-site sewage system" means an integrated system of components, located on or nearby the property it serves, that conveys, stores, treats, and provides subsurface soil treatment and disposal of domestic sewage. It consists of a collection system, a treatment component or treatment sequence, and a subsurface soil disposal component. It may or may not include a mechanical treatment system. An on-site sewage system also refers to a holding tank sewage system or other system that does not have a soil dispersal component. A system

- into which storm water or industrial wastewater is discharged is not included in the definition of on-site sewage system.
 - (5) "Person" means any individual, corporation, company, association, firm, partnership, governmental agency, or any other entity whatsoever, and the authorized agents of any such entities.
 - (6) "Secretary" means the secretary of health.

- 7 (7) "Waters of the state" has the same meaning as defined in RCW 8 90.48.020.
- 9 <u>NEW SECTION.</u> **Sec. 3.** AUTHORIZING THE DEPARTMENT TO PROVIDE 10 COMPREHENSIVE REGULATION OF LARGE ON-SITE SEWAGE SYSTEMS. (1) For the 11 protection of human health and the environment the department shall:
 - (a) Establish and provide for the comprehensive regulation of large on-site sewage systems including, but not limited to, system siting, design, construction, installation, operation, maintenance, and repair;
 - (b) Control and prevent pollution of streams, lakes, rivers, ponds, inland waters, salt waters, water courses, and other surface and underground waters of the state of Washington, except to the extent authorized by permits issued under this chapter;
 - (c) Issue annual operating permits for large on-site sewage systems based on the system's ability to function properly in compliance with the applicable comprehensive regulatory requirements; and
 - (d) Enforce the large on-site sewage system requirements.
 - (2) Large on-site sewage systems permitted by the department may not be used for treatment and disposal of industrial wastewater or combined sanitary sewer and storm water systems.
 - (3) The work group convened under RCW 70.118A.080(4) to make recommendations to the appropriate committees of the legislature for the development of certification or licensing of maintenance specialists shall include recommendations for the development of certification or licensing of large on-site system operators.
- NEW SECTION. Sec. 4. ANNUAL OPERATING PERMITS REQUIRED-APPLICATION. (1) A person may not install or operate a large on-site
 sewage system without an operating permit as provided in this chapter
 after July 1, 2009. The owner of the system is responsible for
 obtaining a permit.

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- 1 (2) The department shall issue operating permits in accordance with 2 the rules adopted under section 5 of this act.
 - (3) The department shall ensure the system meets all applicable siting, design, construction, and installation requirements prior to issuing an initial operating permit. Prior to renewing an operating permit, the department may review the performance of the system to determine compliance with rules and any permit conditions.
 - (4) At the time of initial permit application or at the time of permit renewal the department shall impose those permit conditions, requirements for system improvements, and compliance schedules as it determines are reasonable and necessary to ensure that the system will be operated and maintained properly. Each application must be accompanied by a fee as established in rules adopted by the department.
 - (5) Operating permits shall be issued for a term of one year, and shall be renewed annually, unless the operator fails to apply for a new permit or the department finds good cause to deny the application for renewal.
 - (6) Each permit may be issued only for the site and owner named in the application. Permits are not transferable or assignable except with the written approval of the department.
 - (7) The department may deny an application for a permit or modify, suspend, or revoke a permit in any case in which it finds that the permit was obtained by fraud or there is or has been a failure, refusal, or inability to comply with the requirements of this chapter or the standards or rules adopted under this chapter. RCW 43.70.115 governs notice of denial, revocation, suspension, or modification and provides the right to an adjudicative proceeding.
 - (8) The department shall adopt rules to ensure adequate public notice and opportunity for review and comment on initial large on-site sewage system permit applications. Methods for providing notice may include electronic mail, posting on the department's internet site, publication in a local newspaper, press releases, mailings, or other means of notification the department determines appropriate.
 - (9) Any permit issued by the department of ecology for a large on-site sewage system under chapter 90.48 RCW is valid until it first expires after the effective date of this section. The system owner shall apply for an operating permit at least one hundred twenty days prior to expiration of the department of ecology permit.

1 (10) Systems required to meet operator certification requirements 2 under chapter 70.95B RCW must continue to meet those requirements as a 3 condition of the department operating permit.

- NEW SECTION. Sec. 5. RULE MAKING. (1) For the protection of human health and the environment, the secretary shall adopt rules for the comprehensive regulation of large on-site sewage systems, which includes, but is not limited to, the siting, design, construction, installation, maintenance, repair, and permitting of the systems.
- (2) In adopting the rules, the secretary shall, in consultation with the department of ecology, require that large on-site sewage systems comply with the applicable sections of chapter 90.48 RCW regarding control and prevention of pollution of waters of the state, including but not limited to:
- 14 (a) Surface and ground water standards established under RCW 15 90.48.035; and
- 16 (b) Those provisions requiring all known, available, and reasonable methods of treatment.
 - (3) In adopting the rules, the secretary shall ensure that requirements for large on-site sewage systems are consistent with the requirements of any comprehensive plans or development regulations adopted under chapter 36.70A RCW or any other applicable comprehensive plan, land use plan, or development regulation adopted by a city, town, or county.
 - NEW SECTION. Sec. 6. CIVIL PENALTIES. (1) A person who violates a law or rule regulating on-site sewage systems administered by the department is subject to a penalty of not more than ten thousand dollars per day for every violation. Every violation is a separate and distinct offense. In case of a continuing violation, each day's continuing violation is a separate and distinct violation. The penalty assessed must reflect the significance of the violation and the previous record of compliance on the part of the person responsible for compliance with on-site sewage system requirements.
 - (2) Every person who, through an act of commission or omission, procures, aids, or abets a violation is considered to have violated the provisions of this section and is subject to the penalty provided in this section.

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(3) The penalty provided for in this section must be imposed by a notice in writing to the person against whom the civil penalty is assessed and must describe the violation. The notice must be personally served in the manner of service of a summons in a civil action or in a manner that shows proof of receipt. A penalty imposed by this section is due twenty-eight days after receipt of notice unless application for an adjudicative proceeding is filed as provided in subsection (4) of this section.

- (4) Within twenty-eight days after notice is received, the person incurring the penalty may file an application for an adjudicative proceeding and may pursue subsequent review as provided in chapter 34.05 RCW and applicable rules.
- (5) A penalty imposed by a final administrative order is due upon service of the final administrative order. A person who fails to pay a penalty assessed by a final administrative order within thirty days of service of the final administrative order shall pay, in addition to the amount of the penalty, interest at the rate of one percent of the unpaid balance of the assessed penalty for each month or part of a month that the penalty remains unpaid, commencing with the month in which the notice of penalty was served, and reasonable attorneys' fees as are incurred if civil enforcement of the final administrative order is required to collect the penalty.
- (6) A person who institutes proceedings for judicial review of a final administrative order assessing a civil penalty under this chapter shall place the full amount of the penalty in an interest-bearing account in the registry of the reviewing court. At the conclusion of the proceeding the court shall, as appropriate, enter a judgment on behalf of the department and order that the judgment be satisfied to the extent possible from moneys paid into the registry of the court or shall enter a judgment in favor of the person appealing the penalty assessment and order return of the moneys paid into the registry of the court together with accrued interest to the person appealing. The judgment may award reasonable attorneys' fees for the cost of the attorney general's office in representing the department.
- (7) If no appeal is taken from a final administrative order assessing a civil penalty under this chapter, the department may file a certified copy of the final administrative order with the clerk of the superior court in which the on-site sewage system is located or in

Thurston county, and the clerk shall enter judgment in the name of the department and in the amount of the penalty assessed in the final administrative order.

- (8) A judgment entered under subsection (6) or (7) of this section has the same force and effect as, and is subject to all of the provisions of law relating to, a judgment in a civil action, and may be enforced in the same manner as any other judgment of the court in which it is entered.
- (9) The large on-site sewage systems account is created in the custody of the state treasurer. All receipts from penalties imposed 10 under this section shall be deposited into the account. Expenditures 11 from the account shall be used by the department to provide training 12 13 and technical assistance to on-site sewage system owners and operators. Only the secretary or the secretary's designee may 14 authorize expenditures from the account. The account is subject to allotment 15 16 procedures under chapter 43.88 RCW, but an appropriation is not 17 required for expenditures.
- NEW SECTION. Sec. 7. INJUNCTIONS. Notwithstanding the existence 18 19 or use of any other remedy, the department may bring an action to 20 enjoin a violation or threatened violation of this chapter or rules 21 adopted under this chapter. The department may bring the action in the superior court of the county in which the large on-site sewage system 22 23 is located or in the superior court of Thurston county.
- NEW SECTION. Sec. 8. The authority and duties created in this 24 25 chapter are in addition to any authority and duties already provided in Nothing in this chapter limits the powers of the state or any 26 27 political subdivision to exercise such authority.

28 PART 2

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- AMENDING CHAPTERS 70.118 AND 70.05 RCW TO ENHANCE LOCAL 29 HEALTH OFFICER ENFORCEMENT AUTHORITY REGARDING ON-SITE SYSTEMS 30
- NEW SECTION. Sec. 9. A new section is added to chapter 70.118 RCW 31 to read as follows: 32
- CIVIL PENALTIES. A local health officer who is responsible for 33 34 administering and enforcing regulations regarding on-site sewage

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- 1 disposal systems is authorized to issue civil penalties for violations
- 2 of those regulations under the same limitations and requirements
- 3 imposed on the department under section 6 of this act, except that
- 4 judgments shall be entered in the name of the local health jurisdiction
- 5 and penalties shall be placed into the general fund or funds of the
- 6 entity or entities operating the local health jurisdiction.

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- 7 **Sec. 10.** RCW 70.05.070 and 1999 c 391 s 5 are each amended to read 8 as follows:
 - The local health officer, acting under the direction of the local board of health or under direction of the administrative officer appointed under RCW 70.05.040 or 70.05.035, if any, shall:
 - (1) Enforce the public health statutes of the state, rules of the state board of health and the secretary of health, and all local health rules, regulations and ordinances within his or her jurisdiction including imposition of penalties authorized under RCW 70.119A.030 and section 9 of this act, the confidentiality provisions in RCW 70.24.105 and rules adopted to implement those provisions, and filing of actions authorized by RCW 43.70.190;
 - (2) Take such action as is necessary to maintain health and sanitation supervision over the territory within his or her jurisdiction;
 - (3) Control and prevent the spread of any dangerous, contagious or infectious diseases that may occur within his or her jurisdiction;
 - (4) Inform the public as to the causes, nature, and prevention of disease and disability and the preservation, promotion and improvement of health within his or her jurisdiction;
 - (5) Prevent, control or abate nuisances which are detrimental to the public health;
- 29 (6) Attend all conferences called by the secretary of health or his 30 or her authorized representative;
- (7) Collect such fees as are established by the state board of health or the local board of health for the issuance or renewal of licenses or permits or such other fees as may be authorized by law or by the rules of the state board of health;
- 35 (8) Inspect, as necessary, expansion or modification of existing 36 public water systems, and the construction of new public water systems,

to assure that the expansion, modification, or construction conforms to system design and plans;

(9) Take such measures as he or she deems necessary in order to promote the public health, to participate in the establishment of health educational or training activities, and to authorize the attendance of employees of the local health department or individuals engaged in community health programs related to or part of the programs of the local health department.

9 PART 3

AMENDING STATE BOARD OF HEALTH RULE-MAKING AUTHORITY FOR ON-SITE SEWAGE SYSTEMS

- **Sec. 11.** RCW 43.20.050 and 1993 c 492 s 489 are each amended to 13 read as follows:
 - (1) The state board of health shall provide a forum for the development of public health policy in Washington state. It is authorized to recommend to the secretary means for obtaining appropriate citizen and professional involvement in all public health policy formulation and other matters related to the powers and duties of the department. It is further empowered to hold hearings and explore ways to improve the health status of the citizenry.
- 21 (a) At least every five years, the state board shall convene 22 regional forums to gather citizen input on public health issues.
 - (b) Every two years, in coordination with the development of the state biennial budget, the state board shall prepare the state public health report that outlines the health priorities of the ensuing biennium. The report shall:
 - (i) Consider the citizen input gathered at the forums;
 - (ii) Be developed with the assistance of local health departments;
- 29 (iii) Be based on the best available information collected and 30 reviewed according to RCW 43.70.050 and recommendations from the 31 council;
 - (iv) Be developed with the input of state health care agencies. At least the following directors of state agencies shall provide timely recommendations to the state board on suggested health priorities for the ensuing biennium: The secretary of social and health services, the

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health care authority administrator, the insurance commissioner, the superintendent of public instruction, the director of labor and industries, the director of ecology, and the director of agriculture;

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- (v) Be used by state health care agency administrators in preparing proposed agency budgets and executive request legislation;
- (vi) Be submitted by the state board to the governor by January $1\underline{st}$ of each even-numbered year for adoption by the governor. The governor, no later than March $1\underline{st}$ of that year, shall approve, modify, or disapprove the state public health report.
- 10 (c) In fulfilling its responsibilities under this subsection, the 11 state board may create ad hoc committees or other such committees of 12 limited duration as necessary.
- 13 (2) In order to protect public health, the state board of health shall:
 - (a) Adopt rules necessary to assure safe and reliable public drinking water and to protect the public health. Such rules shall establish requirements regarding:
- (i) The design and construction of public water system facilities, including proper sizing of pipes and storage for the number and type of customers;
- 21 (ii) Drinking water quality standards, monitoring requirements, and 22 laboratory certification requirements;
 - (iii) Public water system management and reporting requirements;
- 24 (iv) Public water system planning and emergency response 25 requirements;
 - (v) Public water system operation and maintenance requirements;
- (vi) Water quality, reliability, and management of existing but inadequate public water systems; and
- (vii) Quality standards for the source or supply, or both source and supply, of water for bottled water plants.
 - (b) Adopt rules and standards for prevention, control, and abatement of health hazards and nuisances related to the disposal of wastes, solid and liquid, including but not limited to sewage, garbage, refuse, and other environmental contaminants; adopt standards and procedures governing the design, construction, and operation of sewage, garbage, refuse and other solid waste collection, treatment, and disposal facilities;

(c) Adopt rules controlling public health related to environmental conditions including but not limited to heating, lighting, ventilation, sanitary facilities, cleanliness and space in all types of public facilities including but not limited to food service establishments, schools, institutions, recreational facilities and transient accommodations and in places of work;

- (d) Adopt rules for the imposition and use of isolation and quarantine;
- (e) Adopt rules for the prevention and control of infectious and noninfectious diseases, including food and vector borne illness, and rules governing the receipt and conveyance of remains of deceased persons, and such other sanitary matters as admit of and may best be controlled by universal rule; and
- 14 (f) Adopt rules for accessing existing data bases for the purposes 15 of performing health related research.
 - (3) The state board shall adopt rules for the design, construction, installation, operation, and maintenance of those on-site sewage systems with design flows of less than three thousand five hundred gallons per day.
 - (4) The state board may delegate any of its rule-adopting authority to the secretary and rescind such delegated authority.
 - ((4))) (5) All local boards of health, health authorities and officials, officers of state institutions, police officers, sheriffs, constables, and all other officers and employees of the state, or any county, city, or township thereof, shall enforce all rules adopted by the state board of health. In the event of failure or refusal on the part of any member of such boards or any other official or person mentioned in this section to so act, he or she shall be subject to a fine of not less than fifty dollars, upon first conviction, and not less than one hundred dollars upon second conviction.
- $((\frac{5}{}))$ (6) The state board may advise the secretary on health policy issues pertaining to the department of health and the state.

PART 4

EXEMPTING OPERATORS

CERTIFIED BY THE DEPARTMENT OF HEALTH

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Sec. 12. RCW 90.48.162 and 1972 ex.s. c 140 s 1 are each amended to read as follows:

Any county or any municipal or public corporation operating or proposing to operate a sewerage system, including any system which collects only domestic sewerage, which results in the disposal of waste material into the waters of the state shall procure a permit from the department of ecology before so disposing of such materials. section is intended to extend the permit system of RCW 90.48.160 to counties and municipal or public corporations and the provisions of RCW 90.48.170 through ((90.48.210)) 90.48.200 and 90.52.040 shall be applicable to the permit requirement imposed under this section. Α permit under this chapter is not required for large on-site sewage systems permitted by the department of health under chapter 70. -- RCW (sections 1 through 8 of this act) or for on-site sewage systems permitted by local health jurisdictions under rules of the state board of health.

- Sec. 13. RCW 90.48.110 and 2002 c 161 s 5 are each amended to read as follows:
- (1) Except under subsection (2) of this section, all engineering reports, plans, and specifications for the construction of new sewerage systems, sewage treatment or disposal plants or systems, or for improvements or extensions to existing sewerage systems or sewage treatment or disposal plants, and the proposed method of future operation and maintenance of said facility or facilities, shall be submitted to and be approved by the department, before construction thereof may begin. No approval shall be given until the department is satisfied that said plans and specifications and the methods of operation and maintenance submitted are adequate to protect the quality of the state's waters as provided for in this chapter. Approval under this chapter is not required for large on-site sewage systems permitted by the department of health under chapter 70.-- RCW (sections 1 through 8 of this act) or for on-site sewage systems regulated by local health jurisdictions under rules of the state board of health.
- (2) To promote efficiency in service delivery and intergovernmental cooperation in protecting the quality of the state's waters, the department may delegate the authority for review and approval of engineering reports, plans, and specifications for the construction of

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- new sewerage systems, sewage treatment or disposal plants or systems, or for improvements or extensions to existing sewerage system or sewage treatment or disposal plants, and the proposed method of future operations and maintenance of said facility or facilities and industrial pretreatment systems, to local units of government requesting such delegation and meeting criteria established by the department.
- (3) For any new or revised general sewer plan submitted for review 8 9 under this section, the department shall review and either approve, conditionally approve, reject, or request amendments within ninety days 10 of the receipt of the submission of the plan. The department may 11 extend this ninety-day time limitation for new submittals by up to an 12 13 additional ninety days if insufficient time exists to adequately review the general sewer plan. For rejections of plans or extensions of the 14 timeline, the department shall provide in writing to the local 15 16 government entity the reason for such action. In addition, the 17 governing body of the local government entity and the department may mutually agree to an extension of the deadlines contained in this 18 19 section.

20 **PART 5**

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AMENDING RCW 36.94.010 TO CLARIFY ITS APPLICABILITY TO LARGE ON-SITE SEWAGE SYSTEMS

Sec. 14. RCW 36.94.010 and 1997 c 447 s 10 are each amended to read as follows:

As used in this chapter:

- 26 (1) A "system of sewerage" means and may include any or all of the following:
 - (a) Sanitary sewage collection, treatment, and/or disposal facilities and services, including without limitation on-site or offsite sanitary sewerage facilities, <u>large on-site sewage systems defined under section 2 of this act</u>, inspection services and maintenance services for private or public on-site systems, or any other means of sewage treatment and disposal approved by the county;
- 34 (b) Combined sanitary sewage disposal and storm or surface water 35 drains and facilities;
 - (c) Storm or surface water drains, channels, and facilities;

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- 1 (d) Outfalls for storm drainage or sanitary sewage and works, 2 plants, and facilities for storm drainage or sanitary sewage treatment 3 and disposal, and rights and interests in property relating to the 4 system;
 - (e) Combined water and sewerage systems;

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- (f) Point and nonpoint water pollution monitoring programs that are directly related to the sewerage facilities and programs operated by a county;
 - (g) Public restroom and sanitary facilities;
 - (h) The facilities and services authorized in RCW 36.94.020; and
 - (i) Any combination of or part of any or all of such facilities.
 - (2) A "system of water" means and includes:
- 13 (a) A water distribution system, including dams, reservoirs, 14 aqueducts, plants, pumping stations, transmission and lateral 15 distribution lines and other facilities for distribution of water;
 - (b) A combined water and sewerage system;
- 17 (c) Any combination of or any part of any or all of such 18 facilities.
 - (3) A "sewerage and/or water general plan" means a general plan for a system of sewerage and/or water for the county which shall be an element of the comprehensive plan established by the county pursuant to RCW 36.70.350(6) and/or chapter 35.63 RCW, if there is such a comprehensive plan.
 - (a) A sewerage general plan shall include the general location and description of treatment and disposal facilities, trunk and interceptor sewers, pumping stations, monitoring and control facilities, channels, local service areas and a general description of the collection system to serve those areas, a description of on-site sanitary sewerage system inspection services and maintenance services, and other facilities and services as may be required to provide a functional and implementable plan, including preliminary engineering to assure feasibility. The plan may also include a description of the regulations deemed appropriate to carrying out surface drainage plans.
- 34 (b) A water general plan shall include the general location and 35 description of water resources to be utilized, wells, treatment 36 facilities, transmission lines, storage reservoirs, pumping stations, 37 and monitoring and control facilities as may be required to provide a 38 functional and implementable plan.

(c) Water and/or sewerage general plans shall include preliminary engineering in adequate detail to assure technical feasibility and, to the extent then known, shall further discuss the methods of distributing the cost and expense of the system and shall indicate the economic feasibility of plan implementation. The plans may also specify local or lateral facilities and services. The sewerage and/or water general plan does not mean the final engineering construction or financing plans for the system.

- (4) "Municipal corporation" means and includes any city, town, metropolitan municipal corporation, any public utility district which operates and maintains a sewer or water system, any sewer, water, diking, or drainage district, any diking, drainage, and sewerage improvement district, and any irrigation district.
- (5) A "private utility" means and includes all utilities, both public and private, which provide sewerage and/or water service and which are not municipal corporations within the definition of this chapter. The ownership of a private utility may be in a corporation, nonprofit or for profit, in a cooperative association, in a mutual organization, or in individuals.
- 20 (6) "Board" means one or more boards of county commissioners and/or 21 the legislative authority of a home rule charter county.
- NEW SECTION. Sec. 15. Sections 1 through 8 of this act constitute a new chapter in Title 70 RCW.
- NEW SECTION. Sec. 16. Captions and part headings used in this act are not any part of the law.

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