



STRATEGIES AND ACTIONS

# E: FUNDING STRATEGY

In order to achieve the recovery of Puget Sound by 2020, increased financial capacity to implement priority ongoing and new actions in the Action Agenda is required. Increased capacity can be achieved through new sources of funding, using existing funding more strategically and efficiently, and through the development of innovative, market-based programs. The goal of the funding strategy is to develop and secure stable and diverse funding sources of funding to implement Action Agenda priorities.

Federal, state, local, and tribal governments currently generate a significant portion of the money being spent on recovery efforts. Other significant sources of funding include private foundations, businesses, and individuals. Several market-based mechanisms to achieve recovery goals are also being experimented with in the Puget Sound region; these include transfer of development rights programs, ecosystem services markets, and in-lieu-fee compensatory mitigation programs.

In addition, several subject-specific funding strategies are identified in other parts of the Action Agenda. For example, onsite sewer systems and salmon recovery have unique funding requirements that need bolstering. Those actions are included at the end of this section to present a full funding picture.

At the direction of the Leadership Council, the ECB has formed a funding subcommittee to develop a strategy for each of the three strategic initiatives—stormwater, habitat, and shellfish (Section 2, *The Strategic Initiatives*). The purpose of this effort is to increase understanding and agreement on key funding issues among subcommittee members and the full ECB in order to gain broad support. The primary objectives are as follows.

- Characterize the current state of program development and the extent and quality of cost estimates for Strategic Initiatives.
- Identify the nature and extent of funding sources currently used to support Strategic Initiatives.

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## THIS SECTION DESCRIBES SIX

**STRATEGIES**—and associated sub-strategies, ongoing programs, and actions—that are essential to the funding recovery efforts.

- E1.** Maintain and Enhance Federal Funding for Implementation of Action Agenda Priorities
  - E2.** Focus Federal Agency Budgets and National Programs on Action Agenda Priorities
  - E3.** Maintain, Enhance, and Focus State Funding for Implementation of Action Agenda Priorities
  - E4.** Maintain and Enhance Local Funding for Implementation of Action Agenda Priorities
  - E5.** Develop Opportunities for Private Sector and Philanthropic Funding for Implementation of Action Agenda Priorities
  - E6.** Develop and Implement Market-Based Mechanisms for Implementation of Priorities in the Action Agenda
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Recovery actions, both ongoing and new, need funding. Those working on specific issue and program areas covered by the Action Agenda have identified the need for more, stable, and even dedicated sources of funding unique to their interest. Examples include, but are not limited to salmon recovery including watershed groups, Soundwide stewardship, outreach and behavior change, stormwater control, invasive species prevention and eradication, and Puget SoundCorps. The Partnership is focused on developing an overall funding strategy rather than creating multiple, new dedicated funding sources.

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- Identify opportunities to use existing sources to support multiple Strategic Initiatives.
- Refine the funding strategy that the Partnership and its partners will employ to support the Strategic Initiatives, including actions, roles and responsibilities, and implementation schedule.
- Develop a plan to communicate the funding strategy to stakeholders and elected officials.

A report to the full ECB is expected in the summer of 2014.

## Local Priorities

LIOs identified near-term actions that address funding. These local actions are presented in the *Strategies and Actions* section along with Soundwide actions under the sub-strategy shaded below. The local action numbering contains the area abbreviation shown in parentheses after each LIO name. See Section 4, *Local Recovery Actions*, for detailed information about local planning.

Local Integrating Organization	Sub-Strategy					
	E1.1	E1.2	E1.3	E1.4	E1.5	E1.6
Hood Canal Coordinating Council (HC)						
Island (ISL)						
San Juan (SJI)						
Snohomish-Stillaguamish (SNST)						
South Central Caucus Group (SC)						
Alliance for a Healthy South Sound (SS)						
Strait ERN (STRT)						
West Central (WC)						
Whatcom (WH)						

## Strategies and Actions

### E1. Funding Strategy

#### E1.1 Maintain and enhance federal funding for implementation of Action Agenda priorities

The federal government provides a significant source of funding for implementation of priorities in the Action Agenda. This is accomplished through direct funding of federal agencies to engage in protection and restoration activities, sub awards and grants to support and match the work of non-federal partners, including the Partnership, other state agencies, tribes, and others.

#### Ongoing Programs

- Engagement in annual budget development and appropriation process to maintain funding levels for important Puget Sound related programs including the EPA Geographic Programs for Puget Sound, National Estuary Program Base Grants, NOAA’s Restoration Center, NOAA Pacific Coast Salmon Recovery Fund grant programs, and programs administered by USFWS, USGS, National Park Service,

U.S. Coast Guard, DOD, the Corps, USFS, NRCS, FEMA, Federal Housing Administration, Federal Transit Administration, and other federal agencies who lead work related to Puget Sound recovery.

- Annual federal funding prioritization process with state agencies.
- Funding for nearshore restoration and protection via the completion of the Corps Puget Sound Nearshore Ecosystem Restoration Project's General Investigation in preparation for a Water Resources Development Act reauthorization process, implementation of early action nearshore restoration projects within the Corps' Puget Sound and Adjacent Waters Construction Program and other federal agency match for the Estuarine and Salmon Restoration Program.
- Maintain focus on passage of the Puget Sound Recovery Act.

### Near-Term Actions

The near-term actions identified for this sub-strategy are described below. Appendix D, *Near-Term Actions*, provides a consolidated table of all near-term actions, performance measures, and owners.

**E.1.1.1 Puget Sound Recovery Act passage.** The Partnership to continue work with Washington, coastal, and other key delegation staff to encourage passage of the Puget Sound Recovery Act by December 31, 2016.

**E.1.1.2 Pacific coast salmon recovery funds.** Increase Pacific Coast Salmon Recovery Fund and other federal habitat protection and restoration funding sources to implement Puget Sound Chinook Recovery plan. The Partnership, in collaboration with the PSSRC, the Recreations and Conservation Office, the WDFW, and the Northwest Indian Fisheries Commission will craft and lead an outreach strategy to secure funding necessary to implement the Puget Sound Chinook Recovery plan's protection and restoration priorities by securing federal funds from multiple agency sources to leverage local and state dollars, to fully fund the at \$120M per year. Federal habitat and restoration funding sources include NOAA, USFWS, and EPA agency programs among other, with special focus on the NOAA Pacific Coast Salmon Recovery Fund.

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## SALMON RECOVERY PLAN PRIORITY: FUNDING

When the *Puget Sound Salmon Recovery Plan* (Salmon Recovery Plan) was completed in 2005, the estimated annual investment for the first 10 years was \$120 million for Chinook salmon and bull trout for capital and some non-capital actions. The investment rate has consistently been less than half of this estimated need. The estimated need for summer chum was \$136 million for the first 10 years for capital and non-capital actions. In addition, there is minimal funding for the programmatic capacity of stakeholders to continue their engagement in locally led salmon recovery actions.

**How are these priorities integrated into the Action Agenda?** The annual investment rate has consistently been less than half of the estimated need for salmon recovery with recent decreases to the federal Pacific Coast Salmon Recovery Fund and other programs causing delays in implementation of the Salmon Recovery Plan and related ongoing programs described in the Action Agenda. Near-term action A6.1.1 secures the annual amount required to fully implement the approved Salmon Recovery Plan investment of \$120 million for Chinook salmon and bull trout. Near-term action A6.4.1 (completed) bolstered support for the lead entity and associated partner programs. These investment strategies will be developed as part of the overall Puget Sound recovery funding strategy. The Puget Sound recovery funding strategy also includes actions to renew and increase the Pacific Coast Salmon Recovery Fund and the Puget Sound Acquisition and Restoration Fund.

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## E1.2 Focus federal agency budgets and national programs on Action Agenda priorities

Federal agencies have many existing programs that are funded on an annual basis that could be focused on implementation of priorities in the Action Agenda. Creating a focus for this type of program on Puget Sound recovery actions could direct existing funds for national programs in this region without the need for increasing funding through an act of Congress.

### Ongoing Programs

- Annual federal funding prioritization process with state agencies.
- Recommendations to federal agencies for priority actions to include in federal agency budget requests focusing on EPA, Department of Interior agencies, NMFS, NRCS, USFWS, the Corps, and DOD.
- Use results from the collaborations with LIOs and stakeholders to cultivate high priority projects that can achieve multiple benefits for recovery and are successful in garnering funds from national programs.

### Near-Term Actions

The near-term actions identified for this sub-strategy are described below. Appendix D, *Near-Term Actions*, provides a consolidated table of all near-term actions, performance measures, and owners.

- E1.2.1 Farm Bill and water quality.** WSCC will work with NRCS and Partners to identify and increase funding to Puget Sound through the Farm Bill to improve water pollution prevention efforts and habitat protection and restoration efforts in rural areas in this biennium. Program targets will be based upon the level of funding and effort that is advanced.

## E1.3 Maintain, enhance, and focus state funding for implementation of Action Agenda priorities

Significant portions of state natural resource agency budgets are directed to implementation of priorities in the Action Agenda. The Partnership is required by statute to review state agencies' budgets and make recommendations, if necessary, to align budgets with priorities in the Action Agenda. In addition, the state makes significant annual investments in capital projects that contribute to Puget Sound recovery including wastewater treatment plants, stormwater retrofits, and nearshore and salmon habitat restoration and protection projects.

### Ongoing Programs

- Implementation of statutory requirements by the Partnership including the following.
  - Aligning and prioritizing state agency budget requests and proposed cuts with priorities in the Action Agenda for use by the Washington State Office of Financial Management and the Legislature.
  - Alignment of grant criteria and project selection with priorities in the Action Agenda.
- Work with state agencies to develop natural resource agency budget proposals, based on priorities in the Action Agenda.

## Near-Term Actions

The near-term actions<sup>1</sup> identified for this sub-strategy are described below. Appendix D, *Near-Term Actions*, provides a consolidated table of all near-term actions, performance measures, and owners.

**E.1.3.2 Puget Sound Acquisition and Restoration Fund.** The Partnership, in collaboration with the PSSRC and the Recreation and Conservation Office, will craft and lead an outreach strategy to renew and increase Washington State’s Puget Sound Acquisition and Restoration Fund with a goal of securing state match towards goal of fully funding the Puget Sound Chinook Salmon Recovery Plan at \$120M per year by December 2015.

**E.1.3 SC10 Support restoration of the voter approved local Model Toxics Control Account.**

- Advocate for fund protection. Support the use of the Model Toxics Control Account for grants and programs that expedite multiparty cleanup efforts.
- Support and promote programs that leverage other grants to expedite cleanups.
- Educate and promote the protection of the Local Toxics Control Account and identify. Opportunities for acquisition and redevelopment of vacant, orphaned, or abandoned property.

## E1.4 Maintain and enhance local funding for implementation of Action Agenda priorities

Local governments and special purpose districts account for a significant portion of funds spent on critical activities that contribute to Puget Sound Recovery. Examples include funding spent on wastewater treatment and stormwater pollution control, and habitat acquisition and restoration. Local governments should be supported and incentivized to increase funding to address local priorities that are also Puget Sound recovery priorities.

## Ongoing Programs

Implementation of pollution prevention, habitat protection and restoration, and other recovery-related activities by local governments using locally generated funds from utility rates, fees, assessments, and other funding mechanisms available to local governments.

## Near-Term Actions

The near-term actions identified for this sub-strategy are described below. Appendix D, *Near-Term Actions*, provides a consolidated table of all near-term actions, performance measures, and owners.

**E.1.4.1 Strategic initiatives funding mechanism.** The Partnership, working with the ECB funding committee, will lead the development of a legislative strategy to adopt a funding mechanism for the three strategic initiatives (habitat, stormwater, and shellfish), which local governments around Puget Sound could elect to use to address Puget Sound recovery priorities.

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<sup>1</sup> Gaps in numbering reflect near-term actions that have been completed or otherwise retired.

#### **E.1.4 SC12      Secure additional funding necessary to implement priority fish and wildlife habitat and high-value aquatic habitat area enhancement projects.**

- Provide input to the Partnership’s work to develop a gap analysis and funding strategy for implementation of the Action Agenda, including the following.
- Articulate need for better funding coordination of habitat, water quality, and flood investments at a watershed level.
- Describe specific financial needs and challenges of urbanized watersheds in protecting and restoring habitat and in prioritizing and carrying out stormwater retrofits.
- Involve research and analysis conducted by WRIAs 8 and 9 on watershed funding options and models.
- Provide examples of successful watershed-based decision-making models and successful multi-benefit projects that help “tell the story.”
- Provide the WRIA 9 issue paper on watershed investment concepts for consideration.
- Provide input on state legislative proposals for potential new watershed-based governance structures and funding authorities.
- Develop specific project proposals in support of federal and state appropriation requests to support salmon habitat restoration, habitat acquisition, major floodplain restoration, and stormwater retrofits.
- Support WRIAs 8, 9, and 10 in maintaining and refining the 3-year list of habitat protection and restoration implementation priorities.
- Support the King Conservation District in securing additional funding to address regional and local aquatic area enhancement and water quality protection priorities, with special emphasis on private property, subject to the outcome of joint task force recommendations.
- Support the work of WRIA 9 in preparing issue papers on key watershed-based investment concepts, including governance, geography, multiple benefit projects, and funding, and in preparing legislation for the session.

#### **E.1.4 SS4      NPDES municipal stormwater permit implementation funding strategy development.**

Municipal stormwater jurisdictions will develop a funding strategy to achieve a balance of local, state and federal funding for their stormwater programs, as needed.

#### **E1.5      Develop opportunities for private sector and philanthropic funding for implementation of Action Agenda priorities**

The private sector, including individuals, businesses, and philanthropies, recognizes the benefit of a healthy Puget Sound to a healthy economy. Businesses and private landowners are also faced with addressing certain recovery priorities such as controlling polluted runoff from private property. Opportunities should be provided for the private sector to invest in Puget Sound recovery. Opportunities for forming public/private partnerships to address priority issues should also be considered.

## Near-Term Actions

The near-term actions identified for this sub-strategy are described below. Appendix D, *Near-Term Actions*, provides a consolidated table of all near-term actions, performance measures, and owners.

**E.1.5.1 Coordination with philanthropic community.** The Partnership will coordinate with the philanthropic community to encourage collaboration on implementation of highest priority actions in the Action Agenda.

## E1.6 Develop and implement market-based mechanisms for implementation of priorities in the Action Agenda

Significant amounts of money are currently spent on environmental mitigation related to growth and development in the region. Ecosystem structure and function continues to be degraded by land conversion in part due to a higher-than-acceptable rate of failure of mitigation projects.

In addition, property owners in rural areas are often faced with converting working resource lands such as forests and farms into more intensive uses such as residential. Environmental, aesthetic, and economic value is thereby lost. Ecosystem markets have the potential to compensate rural landowners for values that they provide by maintaining their lands in rural resource uses.

## Ongoing Programs

- Puget Sound Regional Council, Commerce, local governments, and the Partnership are working on the development of a transfer of development rights program in the central Puget Sound area. For more detail, see strategy A3.
- The Partnership helped foster in-lieu-fee compensatory mitigation projects in Hood Canal, and Pierce, King, and Thurston Counties. Support for the programs continues through program adoption at the regional and local level. For more detail, see sub-strategy A1.4.

## Near-Term Actions

None; near-term work will focus at the programmatic level.

# Funding Actions Identified in Other Sections of the Action Agenda

The following near-term actions represent subject-specific funding actions that have been identified in other parts of Section 3. They are duplicated here provide a full picture of funding-related strategies.

**A1.2.3 Fund local Growth Management Act comprehensive plan updates.** Commerce will seek funding to assist local governments in conducting Growth Management Act comprehensive plan updates.

**A2.1.3 Port Gamble land conservation.** Forterra, working in collaboration with Kitsap County, the Port Gamble S’Klallam Tribe, and the Suquamish Tribe, will coordinate funding and participation to secure the conservation of ~6,700 acres of land near Port Gamble, including 1.5 miles of shoreline.

**A2.1 SC2 Identify and protect high-value salmon recovery habitat and lands at immediate risk of conversion.** Secure funding to acquire high-priority, high-threat land as identified in salmon recovery plans and seek funding to secure property.

- A2.1 WC14** **Kitsap Forest & Bay Divide Property acquisition.** The West Central LIO, along with Great Peninsula Conservancy and other partners, will seek and secure funding to complete acquisition of the Kitsap Forest & Bay Divide Property, part of a larger effort to protect over 7,000 acres of forest and wetland habitat in north Kitsap County.
- A2.2 WC12** **West Sound Priority Watersheds for Protection.** The Suquamish Tribe will develop a detailed protection and restoration plan for the upper Chico Creek watershed. The Tribe will seek funding to undertake similar work for the high priority refugia, Curley and Blackjack Creek watersheds.
- A2.2 WC15** **Springbrook Creek fish passage enhancement and water quality retrofit.** The City of Bainbridge Island will seek funding to complete study and design for a watershed scale project that would ultimately replace two stream crossing culverts to improve fish passage; eliminate stream bank erosion through habitat enhancement; and reduce pollutants from road runoff by adding water quality retrofits, including addressing fecal coliform sources upstream of an important shellfish growing area and eliminating impound ponds.
- A3.1.1** **Use of Agriculture Conservation Program funds.** WSCC will enhance use of conservation and habitat restoration program funding from a variety of sources, (i.e., Conservation Reserve Enhancement Program and Environmental Quality Incentives Program) that are currently underused by and not tailored for western Washington growers.
- A3.1.2** **Landowner incentives for transfer of development rights and ecosystem markets.** Commerce and Ecology, in coordination with DNR and WSCC, will provide technical support and fund local projects to identify and implement landowner incentives, including transfer of development rights and ecosystem services markets.
- A5.1.2** **Regional floodplain vision and program.** Identify the goals, capital project plans and funding needs associated with achieving PS floodplain recovery goal.
- A5.4.4** **Implement priority multiple-benefit floodplain restoration projects.** Secure funding for high-priority projects listed.
- A6.1.1** **Secure annual Chinook investment.** The Partnership, in collaboration with the Salmon Recovery Council, the Governor’s Salmon Recovery Office in the Recreation and Conservation Office, WDFW, and the Northwest Indian Fisheries Commission will develop and implement a strategy to secure from a combination of sources, the annual investment of \$120 million to fully implement the approved *Puget Sound Chinook Salmon Recovery Plan*. The Partnership will work with its salmon recovery partners to align that funding in support of the highest priority protection and restoration projects as identified by salmon recovery lead entities.
- A6.1 SC3** **Implement high-priority projects listed in local salmon recovery plans.** Secure funding for high-priority projects listed in the salmon recovery 3-year work plans for WRIAs 8, 9, and 10.
- A6.1 SJI10** **Salmon recovery, habitat protection and restoration (Near Term Shoreline Action II).**
- A6.1 HC6** **Hood Canal salmon recovery funding.** HCCC is both the Lead Entity for Chinook salmon and the regional recovery organization for Hood Canal and eastern Strait of Juan de Fuca summer chum. HCCC will develop a process for prioritizing acquisition, protection, and restoration actions and continue to target funding to the highest priority salmon recovery actions.
- A6.1 WC9** **West Sound SR3 Chico Creek culvert replacement.** The WSDOT will develop a funding strategy and schedule for replacing the SR3 culvert with a bridge on Chico Creek. Chico is the most productive salmon stream in West Sound and a high priority watershed for protection and restoration, and replacing the culvert with a bridge will improve fish passage and restore estuarine functions.

- A6.4.2 Steelhead recovery plan.** In collaboration with the NMFS Steelhead Recovery Team, the Partnership and the Puget Sound Salmon Recovery Council will support the development of a Puget Sound steelhead recovery plan. This will include creating a framework for use by all watersheds in developing local chapters of the recovery plan, and securing sufficient funding to support watersheds in populating these local chapters. The overall planning process will be inclusive and integrated with regional work by NMFS and the co-managers, and will look at various actions to achieve recovery, including full funding and implementation of a 5-year, joint U.S.-Canada marine survival research program developed by the Salish Sea Marine Survival Project Technical Team. It will also include actions like the designation of Wild Steelhead Management Zones where consistent with the objectives identified in watershed recovery chapters. WDFW and the tribes, by agreement of the co-managers, will work to establish three streams (one in each Technical Recovery Team identified Major Population Group) where no juvenile hatchery steelhead would be released, no recreational fisheries for steelhead would occur, and habitat protection and restoration actions would be accelerated. This early steelhead recovery action would consider information already compiled for the steelhead recovery plan that is under development.
- A6.5.1 Lead entity and partner funding strategy.** The Partnership, in collaboration with the Salmon Recovery Council, the Governor’s Salmon Recovery Office in the Recreation and Conservation Office and WDFW, will identify a funding strategy and approach to support salmon recovery lead entities and the associated partner programs essential to implementing the salmon and steelhead recovery.
- A7.3 SNST16 Groundwater study.** Identify the costs and potential funding sources for conducting an impairment analysis for groundwater resources in the Stillaguamish and/or Snohomish River basins.
- C2.3 SC6 Identify, guide, and fund stormwater retrofits.**
- Complete WRIA 9 retrofit study and promote it as a model.
  - Advocate locally and Soundwide through the LIO for increased funding for priority stormwater retrofit projects.
  - Develop a list of high-priority stormwater retrofit projects to support local investments and state funding request in 2014 and 2015, using upcoming guidance from Ecology and findings from the WRIA 9 study on stormwater retrofit priorities.
  - Participate in the Commerce’s technical assistance and study of examples of urban-specific implementation or stormwater retrofit projects.
  - Support ECO Net endorsed education and outreach efforts for this near-term action.
- C2.3 WC22 Poulsbo Low Impact Development retrofit study for Upper South Fork Dogfish Creek basin and downtown Poulsbo.** City of Poulsbo will seek funding and complete stormwater retrofit plans for the Upper South Fork Dogfish Creek Basin and Downtown Poulsbo basins.
- C3.1.3 Voluntary stewardship program.** WSCC, Ecology, and WSDA should support implementation, funding, and assistance to those counties participating in the VSP, as well as new capacity for enforcement of state and federal water quality regulations.
- C5.3.1 Regional onsite sewage system homeowner loan program.** DOH, Ecology, and the Partnership will help evaluate options and support proposals to fund a unified, self-sustaining, low-interest loan program in the Puget Sound region to help onsite sewage system owners repair and replace their systems.
- C5.3.2 Regional onsite sewage system program funding source.** DOH will evaluate approaches and mechanisms (e.g., a regional flush tax or sewer surcharge) to generate and distribute funds to Puget Sound counties to implement their onsite sewage system management plans and programs.
- C5.3 SNST5 Onsite septic systems maintenance and retrofit.** Seek stable funding and expand Snohomish Health District program to provide technical assistance to property owners with septic systems. Investigate role of failing onsite septic systems in elevating stream bacteria and nutrient loads in Kimball and Coal Creek subbasins. Explore upgrading or decommissioning septic systems and connecting to municipal sewer systems.

- C9.4.1**      **Pollution Identification and Correction Programs.** DOH and Ecology will administer EPA grants to help counties and tribes set up sustainable programs to identify and correct nonpoint pollution sources to improve and protect water quality in shellfish growing areas and at marine swimming beaches. These sustainable programs will have ongoing monitoring to identify pollution sources and assess effectiveness of efforts, a local sustainable funding source, and a compliance assurance component.
- C9.4 HC3**      **Hood Canal Pollution Identification and Correction Program.** By April 2014, HCCC will complete Phase I of a regional Hood Canal Pollution Identification and Correction Program to determine the needs for a comprehensive regional program and advance funding proposal(s) for implementation. If funding is secured, Phase II of the program will be advanced. Phase II may include (depending on funds), program work in priority areas, monitoring, and education and outreach. The program will provide information about the sources of pollution, including failing septic systems.
- D4.2 WC25**      **Continued funding for shoreline monitoring programs in Kitsap and Pierce Counties.** Help fund routine marine shoreline E. coli bacteria monitoring program in Kitsap and Pierce Counties to protect and restore commercial shellfish areas. Provide 100% funding for 2-year shoreline monitoring program on Bainbridge Island. Provide 50% match for shoreline monitoring program along unincorporated Kitsap and Pierce Counties, within all classified areas (including Port Orchard Passage).

### Emerging Issues and Future Opportunities

Securing and stabilizing funding will be an ongoing need. Work that will need continued development and other ideas suggested during the Action Agenda update process that could be considered include the following.

- Continuing to build on private and philanthropic partnerships.
- Allocation between local watershed areas.
- Adding criteria to state and federal grant programs to prioritize projects that encourage compact growth patterns, density and redevelopment, and rural lands protection.
- Establishing a center to organize and stimulate conservation markets for resource lands.
- Changing state law to allow cities to use enterprise funds for retrofitting streets for stormwater improvements and water crossing structures that currently disrupt ecosystem processes.
- Prioritization of restoration projects over protection projects by funders.
- Addressing match requirements and local government or non-governmental organization funding constraints.