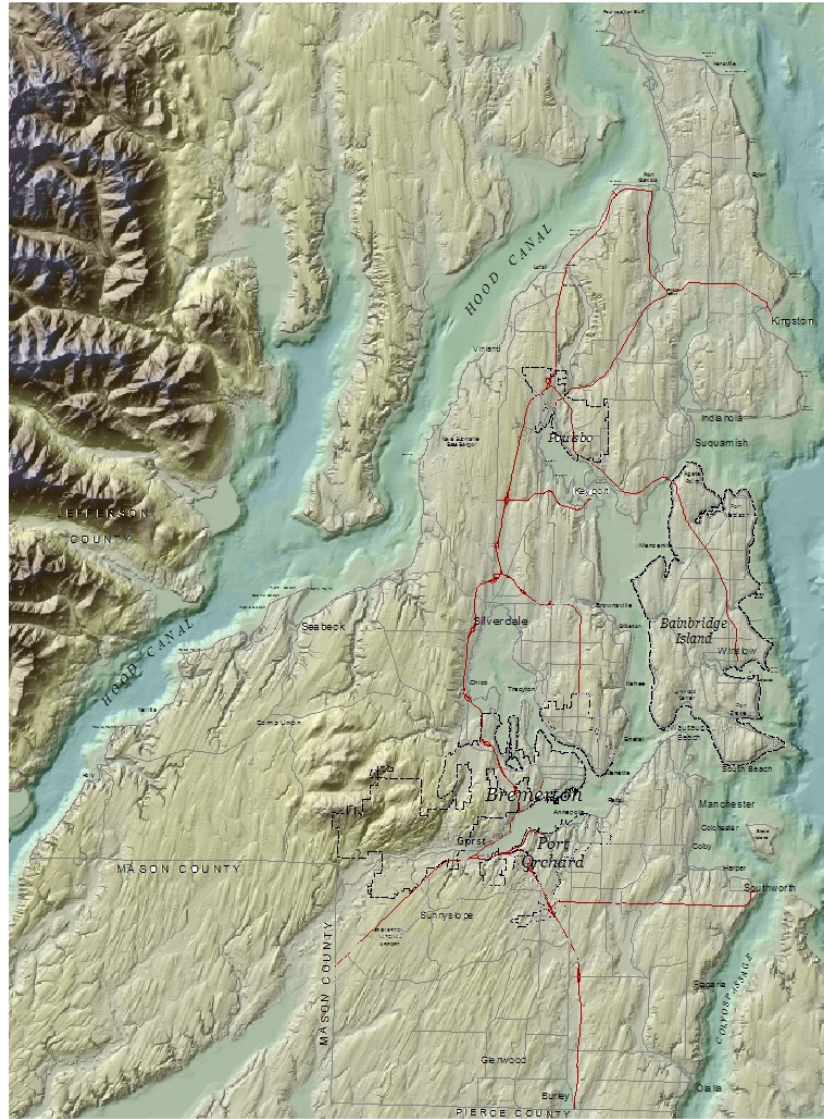


WASTEWATER INFRASTRUCTURE TASKFORCE



FINAL REPORT
May 2009



EXECUTIVE SUMMARY

Washington State law and local planning policies provide guidance on the creation and composition of urban areas as well as identifying needed infrastructure for their future growth and development. These planning objectives direct local policy to achieve urban growth that promotes compact, pedestrian and transit-oriented communities. The provision of adequate wastewater service in these urban areas is essential to implementing these growth objectives. Through Kitsap County's Comprehensive Plan update process, future wastewater service needs were identified and estimated to cost over \$400M. This large capital expenditure is too large for one jurisdiction or private development to bear alone and as such funding for wastewater improvements will be a considerable challenge for Kitsap into the future.

To cooperatively tackle this issue, a Wastewater Infrastructure Taskforce (WIT) was formed. This Taskforce, a 24 member group, composed of the County, cities, local sewer purveyors, community leaders and developers, was charged with evaluating technical information and make recommendations on the wastewater provision within urban growth areas (UGAs). Contained within this Report is the collection of the WITs 14-month process and associated work products.

Specifically, the Taskforce evaluated and made recommendations on the following:

Digital inventory and maintenance of wastewater system mapping

Through the Taskforce as a whole and various subcommittees, these groups consolidated and proposed revisions to existing and future wastewater facilities mapping based upon on-the-ground experience. These revisions helped improve the efficiency of service and reduce overall project costs. To ensure the long-term accuracy of this data, the Taskforce also made recommendations on future update and maintenance of such digital inventory for future planning purposes.

Existing and future wastewater financing opportunities

The Taskforce evaluated all existing funding mechanisms and evaluated the pros and cons of possible new funding avenues that are used throughout the United States.

Location of possible future septic system failure areas

With the assistance of the Kitsap County Health District, the Taskforce created criteria for mapping possible future septic system failure areas within UGAs. This effort assisted in assessing possible public funding sequencing within the UGAs.

Public funding sequencing and prioritization

As the breadth of the funding issues is large, the Taskforce divided the UGAs into sectors with common characteristics, infrastructure needs and/or zoning to help prioritize public funding for wastewater facilities in these specific areas.

Additionally, the Taskforce also compiled the wide array of values and principals held by members. This compilation of perspectives is helpful in identifying the varying policy approaches to directing public funding for wastewater systems in UGAs.

This Report should be viewed as a policy resource document for wastewater and land use planning efforts and establishes a framework for future discussions between the parties as we address this key issue for Kitsap County.

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Section 1. Introduction

The Washington State Growth Management Act (GMA) requires local comprehensive plans to include growth objectives for urban growth areas (UGAs). These comprehensive plans direct local policy to achieve urban densities that fosters compact, pedestrian and transit-oriented communities. One key infrastructure ingredient in implementing these planning policies is the provision of adequate sewer service. Throughout the Puget Sound region, the design, location and construction of new sewer collection systems (pump stations, gravity and force mains) have been largely the responsibility of new development. This market-driven approach has not always benefited regional planning needs or areas developed prior to GMA using aging septic systems.

Through the 2006 Comprehensive Plan process, Kitsap County detailed its sewer needs indicating locations, sizes and costs of sewer infrastructure. These needs are estimated to require 31 miles of new force mains, 84 new pump stations, and 67 miles of new gravity lines to serve the approved UGAs. Excluding maintenance and operation costs, this needed infrastructure is estimated at over \$400M. The limited funding opportunities for these infrastructure improvements will be a significant challenge for Kitsap into the future.

In December 2007, Kitsap County convened a wastewater infrastructure taskforce to address the long-term planning, funding, and construction of sewer infrastructure within the UGA's designated by the Kitsap County Comprehensive Plan. The work of the taskforce was coordinated with near-term obligations to resolve a Central Puget Sound Growth Management Hearings Board order and to further the goals of the Kitsap County Comprehensive Plan and the Growth Management Act.

To ensure that the planning process was inclusive and that a diverse group of interests actively participated, the County convened a taskforce of key stakeholders and hired a consultant to facilitate the discussion. This section describes the scope and schedule of this process, Hearing's Board and Growth Management Act sewer service requirements, participating stakeholders, and results of individual stakeholder interviews.

Mike Sharar of *ESA Adolfson* was hired to facilitate the process and prepare a summary report of the group's proceedings and recommendations. Without Mr. Sharar's unwavering dedication and fair facilitation talents, this report and associated recommendations would not be possible.

1.1 Project Scope and Schedule

Kitsap County established the Wastewater Infrastructure Taskforce (WIT) in December 2007 with the specific objectives of discussing the planning, funding and construction of sewer infrastructure within the urban growth areas (UGAs), and preparing policy recommendations and technical documents for implementation. The project was intended to yield the following near and long-term products:

- Accurate data for sewer service areas and the sizing and location of existing sewer infrastructure within all UGAs;

- Appropriate sizing and location of future sewer conveyance infrastructure within UGAs;
- A process or organization to ensure the consolidation and long-term maintenance of the sewer infrastructure inventory;
- An inventory and mapping of areas of high septic failures within historic developments;
- A review of alternative sewer technologies, their potential applicability in Kitsap County and conceptual locations within UGAs;
- A prioritization plan for focusing public investment within UGAs;
- A review of existing funding sources for sewer infrastructure and their usage within Kitsap County to estimate current and potential revenues; and
- Proposed additional funding mechanisms with an analysis of their benefits to Kitsap County.

As the WIT was a working group, the responsibility for developing the products listed above was assigned to the taskforce itself, rather than to an outside consultant. This ensured greater local applicability and community discussion of the work produced. The project occurred in three phases over the course of 2008 and 2009, as described below. The WIT held fourteen meetings between December 2007 and February 2009. Its final meeting was held in March 2009.

The scope of the WIT was set out in three phases and is described below.

Phase One: Planning and location of trunk lines and lift stations (2008)

Phase One entailed the review and refinement of all existing and proposed wastewater planning for the urban areas, including the Kingston UGA Wastewater Facilities Plan Addendum, City of Port Orchard Wastewater Facilities Plan, West Sound Utility District Wastewater Facilities Plan, Silverdale and Central Kitsap UGAs Wastewater GMA Compliance Plan, and the City of Bremerton Gorst and West Bremerton UGAs Wastewater Plan.

The results of this review were compiled into a consolidated sewer map for the UGAs in the County. (Section II of this report describes the WIT mapping effort). The Taskforce then discussed options for the location, phasing, and design for future sewer infrastructure in the UGAs.

Phase Two: Funding mechanisms for the construction of sewer infrastructure (2008)

Phase Two included a review of existing funding mechanisms and their historic use within Kitsap County. Additionally, the taskforce considered additional funding mechanisms and options that could be proposed before the state legislature.

Section III of this report describes existing and new financing opportunities and associated WIT findings.

Phase Three: The prioritizing of sewer infrastructure construction (2008-2009)

The Taskforce was to develop criteria to identify focus areas for new infrastructure construction in the County, cities, and purveyor service areas. These criteria include future development potential, areas of environmental vulnerability, future incorporation or annexation, and others.

Options that the WIT identified for prioritizing public investments are described in Section IV of this report.

1.2 Taskforce Members

The County invited wastewater services and planning organizations, purveyors, interests groups, and other community members with a stake in wastewater infrastructure to participate in the process. The main goal in forming the WIT was to create an inclusive process and ensure that the full diversity of views was represented. The twenty-four WIT members and two WIT alternates are listed below in Table 1-2.

Table 1-2. WIT Members

Name	Organization/Agency
James Weaver	City of Port Orchard, Development Department
Ken Attebery	Port of Bremerton
Art Castle	Kitsap County Home Builders Association (HBA)
Teresa Osinski	Kitsap County HBA
Larry Curles	West Sound Utility District
Tom Donnelly	Kitsap Citizens for Responsible Planning (KCRP)
Dick Brown	Kitsap County Realtors Association
Keith Grellner	Kitsap County Health District
Jerry Harless	Citizen
Byron Harris	Developer
Betsy Cooper	Kingston Citizens Advisory Council (KCAC)
Andre Kasiniak	City of Poulsbo, Public Works
Gary Lindsey	Central Kitsap Community Council (CKCC)
Alison O'Sullivan	Suquamish Tribe
Ron Ross	Kitsap Alliance of Property Owners (KAPO)
Phil Williams	City of Bremerton, Public Works
Mary McClure	Kitsap Regional Coordinating Council (KRCC)
Mark Kuhlman	Developer
Barbara Zaroff	Kitsap County, Public Works
Dave Tucker	Kitsap County, Public Works
Stella Vakarcs	Kitsap County, Public Works
Jim Bolger	Kitsap County, Department of Community Development
Jeff Rowe-Hornbaker	Kitsap County, Department of Community Development
Ned Lever	City of Bremerton, Public Works (alternate)
Fred Salsbury	Port of Bremerton (alternate)
Tom Nevins	Kitsap County Planning Commission
Mark Dorsey	City of Port Orchard, Public Works

Kitsap County Staff:

Eric Baker, Special Projects Manager

Angie Silva, Special Projects Senior Planner/Policy Analyst

WIT Subcommittees

To supplement the full WIT body, five subcommittees were established to review existing and future sewer conveyance planning for each UGA. This process is further discussed in Section Two of this report. These subcommittees were grouped based upon the County's wastewater treatment facilities and their corresponding UGAs.

- Kingston Subcommittee (Kingston UGA);
- Central Kitsap Subcommittee (Central Kitsap & Silverdale UGAs);
- Bremerton Subcommittee (East Bremerton, West Bremerton & Gorst UGAs);
- South Kitsap Industrial Area Subcommittee (SKIA UGA); and
- Port Orchard/South Kitsap Subcommittee (Port Orchard & ULID #6 UGAs).

1.3 Growth Management Act, Hearings Board Orders and Comprehensive Plan Policies

The Growth Management Act (GMA) requires counties and cities to plan for and provide adequate wastewater management services to meet the demand of existing and future development. RCW 36.70A.020 states that jurisdictions must consider the following goals relevant to wastewater infrastructure planning:

- (1) Urban growth. Encourage development in urban areas where adequate public facilities and services exist or can be provided in an efficient manner.
- (2) Reduce sprawl. Reduce the inappropriate conversion of undeveloped land into sprawling, low-density development.
- (12) Public facilities and services. Ensure that those public facilities and services necessary to support development shall be adequate to serve the development at the time the development is available for occupancy and use without decreasing current service levels below locally established minimum standards.

Additionally, RCW 36.70A.070(3) mandates that a county and city comprehensive plan must include a capital facilities plan consisting of:

- (a) An inventory of existing capital facilities owned by public entities, showing the locations and capacities of the capital facilities;
- (b) A forecast of the future needs for such capital facilities;
- (c) The proposed locations and capacities of expanded or new capital facilities;

- (d) At least a six-year plan that will finance such capital facilities within projected funding capacities and clearly identifies sources of public money for such purposes; and
- (e) A requirement to reassess the land use element if probable funding falls short of meeting existing needs and to ensure that the land use element, capital facilities plan element, and financing plan within the capital facilities plan element are coordinated and consistent. Park and recreation facilities shall be included in the capital facilities plan element.

To that end, Kitsap County completed a 10-year review and update of its Comprehensive Plan and associated development regulations in 2006. This 10-Year Update evaluated UGA sizes and compositions to accommodate projected population and employment growth through 2025. Similar to other Central Puget Sound jurisdictions, its associated Capital Facilities Plan addressed sewer provision based largely upon adequate sewer plant capacities and did not include all additional conveyance infrastructure (mains and lift stations). Following adoption, this Comprehensive Plan update was appealed to the Central Puget Sound Growth Management Hearings Board. The Hearings Board found that the County's Capital Facilities Plan and land use element, as they relate to wastewater planning, was noncompliant with GMA and deemed invalid in the expanded portions of the UGAs. The Board cited the lack of comprehensive planning and cost estimates for the conveyance infrastructure as the predominant reason for invalidity.

To resolve this invalidity order, Kitsap County, along with the cities of Port Orchard and Bremerton, and the West Sound Utility District worked collaboratively to develop future wastewater facility plans for the Silverdale, Central Kitsap, West Bremerton, Gorst and Port Orchard/South Kitsap UGAs. These plans included the locations, sizes and costs of necessary main lines and pump/lift stations to serve all portions of the UGAs. After submittal of this additional wastewater planning in 2008, the Hearings Board order was rescinded and the Comprehensive Plan found valid.

To act as a framework for the WIT discussions the group focused on several Comprehensive Plan goals and policies. These goals and policies include the following:

- Policy LU-12 Kitsap County should monitor, along with its Buildable Lands Program, the rate of new wastewater infrastructure expansion within its UGAs.
- Policy LU-14 Require urban-level sanitary sewer service or equivalent wastewater service in all UGAs. Update county-owned and -operated wastewater facility plans to include, not only capacity demand and needs, but also future major collection or conveyance systems for the 2025 planning horizon (existing and projected).
- Policy LU-15 Encourage the use of alternative sanitary sewer techniques within UGAs, such as package plants, membrane and drip systems and/or community drainfields, in areas where other sewer provision is not financially feasible. Specifically, evaluate the use of these techniques in areas within

the UGA that contain a significant concentration of critical areas, topographic challenges or critical aquifer recharge areas.

- Policy LU-16 Coordinate with cities, special purpose districts and service providers to establish future capital facility needs and establish priority areas for funding, as well as define regional and local services through the development of a UGAMA or inter-local agreement. Through these agreements, the County should develop financing partnerships, whether public or private, for areas of the UGAs that provide urban-level of services and infrastructure development.
- Policy LU-17 If area-wide capital facility deficiency is identified, Kitsap County and other applicable service providers shall remedy the deficiency by addressing capital facility planning and long-term funding strategies.
- Policy CF-7 Kitsap County, along with cities and special purpose districts, should develop long-term funding strategies that include, but not limited to, the following funding options:
1. Existing development (1) pays for the capital improvements that reduce or eliminate existing deficiencies, some or all of the replacement of obsolete or worn out facilities, and may pay a portion of the cost of capital improvements needed by future development, and (2) payments may take the form of user fees, charges for services, special assessments and taxes.
 2. Future development pays its fair share of the capital improvements needed to address the impact of its development, and may pay a portion of the cost of the replacement of obsolete or worn out facilities. Upon completion of construction, "future" development becomes "existing" development and contributes to paying the costs of the replacement of obsolete or worn out facilities as described in paragraph 1 of this policy.
 3. Future development's payments may take the form of, but are not limited to, voluntary contributions for the benefit of any public facility, impact fees, mitigation payments, capacity fees, dedications of land, provision of public facilities, future payments of user fees, charges for services special assessments and taxes. Future development does not pay impact fees for the portion of any public facility that reduces or eliminates deficiencies existing at the time of approval.
 4. Both existing and future development may have part of their costs paid by grants, entitlements or public facilities from other levels of government and independent districts.
 5. Reassess the allocation of existing funding sources and prioritize capital facility expenditures.
 6. If steps one thru five do not remedy the deficiency of capital facility provision, Kitsap County should evaluate Policy LU-19.
- Policy CF-21 In UGAs, Kitsap County, cities, Kitsap County Health District and special purpose districts should jointly prioritize the replacement of on-site systems that serve existing development with sewer or alternative

wastewater technologies and should be based upon the risk of failure. Kitsap County, cities, Kitsap County Health District and special purpose districts should analyze public funding options for such conversion and should prepare conversion plans that will enable quick and cost-effective local response to health and pollution problems that may occur when many on-site systems fail in an area.

Policy CF-22 Kitsap County shall develop regulations for development that promote sewer connectivity between UGA parcels or tracts.

1.4 Stakeholder Interviews

This section provides an overview of the stakeholder interviews conducted as an initial part of the WIT effort. Please refer to Appendix A for aggregate responses to the interview questions.

The Taskforce members were interviewed by the consultant. The interviews were conducted by phone and in-person, each lasting approximately one hour. Respondents were informed that their responses would be presented in aggregate and that no individual attributions would be made to ensure confidentiality.

The interviews began with two questions asking the stakeholders for their understanding of the overall effort – *What do you understand the WIT is charged with?* and expectations for the results of the effort – *What do you expect this effort to "look like" when complete?*

Next, stakeholders were asked to explore specific issues – *What are the big issues you think that will be challenging to resolve?* This broad-based question was designed to get more information about where each stakeholder was in his or her understanding of and willingness to disclose major issues. The next set of questions were aimed at identifying strongly held positions and areas where achieving broad consensus may be challenging – *Do you have any positions you feel absolutely cannot be bargained? Are there individuals or organizations whom you do not trust? Are you ready to stick with this until there is agreement, even if the only agreement is there can be no agreement?* The final interview question was intended to capture any other information or advice that may not have come through in the previous responses – *Is there any advice you want to give me?*

1.5 Summary of Interviews

Question. What do you understand the WIT is charged with?

Several responders described WITs charge as determining how to provide, how to fund, and how to prioritize wastewater infrastructure development in the UGAs. More broadly, it was described as what will it take to fully sewer the UGAs for the next 20 (or 25) years? The purpose of the effort was further described as elaborating on the Capital Facilities Element of the Comprehensive Plan for sewers with responsibilities and a phasing component defined. Possible work products were described as 1) mapping of existing sewers, 2) funding mechanisms, and 3) prioritized phasing.

While striving for consensus was cited by several responders as the objective, there was also a realization by some that the end product may be a set of recommendations (or

solution suites) and ultimately, decision-makers (i.e. commissioners) would have to decide on priorities. One responder considered the WIT an advisory group for the commission.

Other responders stated that WITs charge was not well defined. While they generally understood the ultimate goal was to plan and fund wastewater infrastructure in the UGAs, they were not clear if the intent was for WIT to solve this challenge. They generally felt that the WIT would not be able to provide a workable result because there are too many competing interests.

Some responders had a general understanding of the intent to plan, fund, and prioritize infrastructure, but felt the efforts to plan and prioritize sewers would be wasted since sewers are built and paid for by developers. In other words, there are no viable funding mechanisms that would make public funding of infrastructure a realistic goal and that wastewater infrastructure would continue to be project-driven.

Some responders felt that certain conditions in the UGAs complicate efforts and need to be addressed - namely that the organization of utilities and other jurisdictions are not congruent and that the County was undertaking this effort by default. Consideration of how a transfer of wastewater responsibilities to cities would be accomplished, and where responsibilities for wastewater infrastructure would reside, either jurisdiction by jurisdiction or through some sort of interlocal agreement, need to be explored.

Some responders had a broader view of the charge. In addition to developing a plan, there needs to be consideration of other land use issues (UGA size, density) and an overarching intent to make growth management laws work in the Kitsap County.

Question 2. What do you expect this effort to "look like" when it's complete?

Several responders expected that results would be included in the Capital Facilities Element (6-year and 20-year) of the Comprehensive Plan with adoption by cities. The plans would include a list of projects with schedule and funding identified – “a planned road map.” A responder suggested that design capacity for the future would be accomplished in "steps" with thresholds for each step.

Others felt that WIT efforts would not be able to culminate in a specific plan (or Capital Facilities Element), but would provide possible approaches for the County to act on and reflect in their Comprehensive Plan. In other words, the effort would produce sufficient detail to suggest prioritization and would serve as a guidance document to assist decision-makers.

Some responders expected the effort would be a plan that makes GMA work in Kitsap County. In addition, the plan would establish a process to fix things that have been an impediment to good planning – mapping, GIS info, standards, uniform process, unified grant authority, and increased backing.

Some responders indicated the plan should be "area centric" rather than county-wide.

Question 3. What are the big issues you think will be challenging to resolve?

By far, the issue cited most often by responders was that of funding and responsibilities – who will fund and how? Funding was described as a challenging issue, which needs to be pursued with phasing, small successes, and efficiency. Both capital and operating expenses need to be considered.

Another often cited issue was prioritization - what should be the sequence of wastewater infrastructure development in the UGAs? Some responders cited infill vs. greenfield development as the main issue.

Some responders suggested divesting the County of the business of providing urban (sewer) services – that this effort should be a city responsibility and the County's focus should be on how to coordinate planning.

How to deal with existing development was considered a big issue by some responders. Some suggested that any discussion of forced connection would be a big issue.

Finding feasible sewer locations and determining a model for sewer service were considered big issues by some (e.g. decentralized or centralized approach). One responder indicated a decentralized LOTT model would work better in Kitsap County.

One responder hoped the effort would provide builders/developers with certainty going forward. Another responder hoped the effort would bridge the gap between developers who want to promote development and government doing planning.

One responder considered the size of the UGAs a big issue – implying that they may be too large. A basin-level approach was suggested.

Another responder indicated there is a silent majority that does not want density and that efforts to promote density would encounter resistance.

Question 4. Do you have any positions which you feel absolutely cannot be bargained?

Most indicated they are open on all issues and have no immutable positions. Several responders had strongly held positions which are summarized below.

At least one responder felt that existing development in the UGAs needs to be included in the 20-year plan.

One responder felt the plan should not allow/promote sprawl and should not rely on developer-driven infrastructure. Further, there needs to be an incentive to create urban lots – “no more 5-acre lots.”

One responder felt that the overall size of the UGAs should not be reduced – implying that reductions in some might be ok, if there is expansion in others.

One responder stated that no funding can/will be provided by public agencies.

One responder urged consideration of property owner rights.

One responder stated that uniform development standards are needed in order to

provide a level of certainty to developers.

Question 5. Are there individuals or organizations whom you do not trust?

In general, most responders said there were good trust levels. Responses indicated it's not as much about trust levels as it is about entrenched positions.

One responder stated that there is suspicion of the County by the cities.

One responder stated that developers distrust some of the WIT members, including some planners and some of the interests/individuals "wastewater is the topic, but not the agenda." Because of the level of distrust, transparency in the process was urged.

Question 6. Are you ready to stick with this until there is agreement, even if the only agreement is there can be no agreement?

For most part, responders indicated they were very committed, though meeting times would need to accommodate schedules.

Question 7. Is there any advice you would want to give me?

Responders advised the consultant to be efficient with time, keep on schedule, keep on-point, give equal weight to all opinions, intervene when appropriate, but "don't drive the meeting." One responder urged the consultant to make sure agenda and meeting times are announced well beforehand and document all meeting discussions.

Section 2. Mapping

2.1 Scope

One of the products of the WIT process included a consolidated sewer map for all the UGAs in the County. These specific deliverables include:

- Accurate data for sewer service areas and the capacity and location of existing sewer infrastructure within all UGAs;
- Appropriate capacity and location of future sewer conveyance infrastructure within UGAs;
- A process or organization to ensure the consolidation and maintenance of the sewer infrastructure inventory; and
- An inventory and mapping of areas of high septic failures within historic developments.

The Taskforce utilized wastewater plans developed for the Hearings Board invalidity order as a foundation to begin review. These plans included:

- Kingston UGA Wastewater Facilities Plan Addendum;
- City of Port Orchard Wastewater Facilities Plan and Technical Memorandum;
- West Sound Utility District Wastewater Facilities Plan and Technical Memorandum;
- Silverdale and Central Kitsap UGAs Wastewater GMA Compliance Plan;
- City of Bremerton Gorst and West Bremerton UGAs Wastewater Plan.

This baseline planning determined that with the proposed sizing and location of main lines and pump/lift stations the infrastructure costs are nearly \$400M for the UGAs studied.

2.2 Consolidation and Maintenance of Sewer Infrastructure Inventory

Purveyors provided baseline data to the County on existing and planned wastewater facilities based upon plans developed for the Hearings Board invalidity order. Challenges to this consolidation included:

- Inconsistent data and software formats; and
- Variety of accuracy levels and details of existing and future facilities needs.

Subsequently, using additional on-the-ground information, WIT subcommittees met and reviewed the information for accuracy and proposed refinements. As part of this review effort, WIT subcommittees also discussed options for alternative infrastructure layout and design in the UGAs. The proposed refinements provided opportunities for greater efficiency and reduced costs to serve these UGAs. The refined consolidation of existing and future sewer facilities mapping is shown in *Appendix B – Existing and Future Facilities UGA Maps*.

Additionally, the Taskforce, as a whole, discussed how this mapping would be maintained and by what agency or organization. The Taskforce agreed that Kitsap County was the preferred regional agency to consolidate and maintain the inventory. The Taskforce also agreed that maintenance of the data base should occur on an annual basis, with clear mechanisms (such as inter-local agreements) established to ensure that maintenance occurs.

2.3 Inventory and Mapping Potential Septic Failure Areas

Early on in the process, the Taskforce recognized major concerns associated with managing potential septic failures in Kitsap County. Septic systems tend to have long term functionality although they are not generally permanent systems. Septic failures can result in a large, unanticipated volume of wastewater needing to be managed. There are also public health concerns associated with failing septic systems, including surface and ground water contamination from fecal coliform, pharmaceuticals and other toxic substances found in wastewater. It is often difficult to identify the source of contamination when a septic system has failed.

The Kitsap County Health District assisted the Taskforce in developing criteria for identifying and mapping potential septic failure areas. These criteria are listed below.

1. Areas (classified as rural or urban) that are characterized by urban levels of development/lot sizes (e.g., > 3 parcels per acre), but are currently served by onsite sewage systems.
2. Areas serviced by on-site sewage systems (OSS) that are within urban growth areas.
3. Areas that were developed prior to 1985 (i.e., areas of older development that have old OSS and not much room left for an OSS repair when needed).

4. Areas with limitations for optimum OSS performance (e.g., poor draining soils, high water tables, shoreline areas)
5. Developed areas adjacent to critical or sensitive environmental areas (commercial shellfish areas, etc.)

See Appendix C, *Health Districts Potential Failure Areas Map*, to view the areas identified by applying these criteria.

2.4 Dividing UGAs into Sectors

As the breadth of the funding issues were quite large, the Taskforce decided to constructively segment the overall effort to prioritize public funding for wastewater facilities within the UGAs. To accomplish this, the Taskforce divided the UGAs into smaller areas or “bite-sized” sectors. In order to better assess the qualities of each sector, the Taskforce agreed to be guided by four basic questions. These four questions included:

1. What are the sectors in each UGA?
2. What facility(s) in each sector should receive public funding attention?
3. What funding source(s) apply?
4. What is the sequence of sector development?

Dividing the UGAs into sectors was the first step in the prioritization effort and addressed the first question, “*What are the sectors in each UGA?*”

Sectoring Process and Considerations

Sectoring occurred over the course of two meetings (WIT Meetings, September 15 and 18, 2008). The group decided to work as a “committee of the whole” to prioritize infrastructure investments rather than meeting in groups assigned to specific areas (WIT Meeting, August 14, 2008).

The Taskforce reviewed the UGAs and divided each into “sectors” or parts of the UGA that appear likely to experience new development in roughly the same time period and where future facilities (those mapped by the Taskforce) could be developed as part of a continuous system. The Taskforce used maps that included zoning, topography, land capacity, critical areas and Mylar overlays showing the existing and future facilities maps to assist in sectoring the UGAs. Several other characteristics were also considered, including potential septic failure areas, likelihood or appropriateness of an area remaining in a UGA, and development or infill potential. These were recognizing as criteria that may be used as factors in later prioritization efforts.

The group further decided to identify (or sector) low priority areas within a UGA first, to help eliminate them and focus on potential high priority areas. The Taskforce also endeavored not to become too mired in discussions of the shape of the areas, knowing that these could be revisited later. Policy, required infrastructure and geographic matters were considered simultaneously.

Sectoring Results

For some sectors, the boundary generally followed zoning. Others encompassed entire health priority areas. Areas of limited development potential were generally kept together. Some sectors encompassed entire areas slated for private development (developer-driven) or areas with significant existing development characteristics. For some areas, the Taskforce based sector boundaries on drainage and flow characteristics¹. For other areas, sector boundaries were established according to the ultimate sewer service provider e.g. Port Orchard or West Sound Utility District.

Sectors were identified using descriptive names (geographic or place names), so that no prioritization was implied (see Table 2-1). The sector boundaries were mapped (see Appendix F, *Sector Maps*). Characteristics of each sector, existing facilities, and possible funding sources appropriate for the sectors, are documented in Appendix G, *Sector Characteristics Matrix*, and help answer the second and third questions guiding the effort, “*What facility(s) in each sector should receive public funding attention?*” and “*What funding source(s) apply?*”

Table 2-1. UGA Sectors

UGA	Sectors
Kingston UGA	(12 Sectors): Arborwood/Taree; Jefferson Point; The Lagoon; Kingston Hill; Carpenter Lake Urban Restricted; Tri-School Area; Bond Road South; Thriftway Commercial;; Village Green; Ohio Avenue; Washington Avenue; Old Town Kingston; Appletree Cove
Silverdale UGA	(11 Sectors): Chico West; Chico East; Provost; Old Frontier; Dickey; Downtown Silverdale; Schold Farm; East Bucklin; Ridgetop; Island Lake; North Island Lake
Central Kitsap UGA	(12 Sectors): Windy Point Urban Low; Tracyton Urban Low; Mosher Creek Urban Restricted; 303 Mixed Use Corridor; Gilberton Urban Restricted; John Carlson Urban Low; Steele Creek Urban Restricted; Barker-Foster; Fairground-Mixed; Rolling Hills; North Illahee; South Illahee
West Bremerton UGA	(5 Sectors): Rocky Point; West Hills; NYC North; Sand Dollar; Sinclair View
Gorst UGA	(2 Sectors): Lockhart; Gorst
SKIA UGA	(5 Sectors): Olympic View Industrial Park; Airport; Northeast SKIA; Lake Flora; Southeast SKIA

¹ This was particularly true for portions of Port Orchard UGA served by West Sound

UGA	Sectors
ULID #6 – McCormick Woods UGA	(8 Sectors): McCormick West Port Orchard Basin (1); McCormick West Port Orchard Basin (18); Feigley Port Orchard Basin (17); McCormick North Port Orchard Basin (16); McCormick Entry Port Orchard Basin (15); McCormick Clubhouse Port Orchard Basin (19); McCormick Golf District North Port Orchard Basin (20); McCormick Golf District South Port Orchard Basin (21); McCormick Golf District East Port Orchard Basin (2)
Port Orchard/South Kitsap UGA	(32 Sectors): Port Orchard Industrial Park Port Orchard Basin (9); Sidney Sedgwick Port Orchard Basin (12); Sidney Sedgwick Port Orchard Basin (13); McCormick East Port Orchard Basin (3); Tremont Port Orchard Basin (7); Cedar Heights Port Orchard Basin (11); Bravo Terrace/Geiger Urban Low Port Orchard Basin (14); Eaglecrest Port Orchard Basin (10); Port Orchard Boulevard Port Orchard Basin (8); Marina District Port Orchard Basin (6); Bethel/Mitchell District Port Orchard Basin (5); Annapolis Port Orchard Basin (4); Bethel Mixed-Use; Bethel Corridor; Ramsey/Harold/Lundberg Urban Low; Lincoln Urban Low; South Kitsap Park; Parkwood Urban Low; Salmonberry Urban Low; Long Lake Urban Low; Phillips Road Urban Low; Cabrini Urban Low; NW Bielmeier Urban Low; Bellingham Urban Low; Converse Urban Low; Brasch Urban Low; Mile Hill Drive Commercial; Howe Farm; Baby Doll Residential; Beach Drive Residential; Lidstrom Residential; Retsil Urban Low

Section 3. Financing

Over the next 20 years, Kitsap County and its cities will be challenged to fund necessary major wastewater collection systems within its UGAs. Among urban services, wastewater collection systems are often the most difficult to provide due to their high initial cost and sensitivity to topography. Additionally, existing funding mechanisms for wastewater improvements are limited. However, many opportunities are available or, with legislative changes, can be made available.

This section provides an overview of existing and potential funding sources for sewer infrastructure improvements in Kitsap County investigated by the Taskforce. For potential future funding options, the report discusses current authorization in State law, requirements for voter approval, general pros and cons, and geographic areas of applicability.

3.1 Existing Finance Opportunities

The Taskforce acknowledged that a large majority of conveyance infrastructure (pump stations and main lines) constructed over the last twenty years serving urban development has been funded by private development. Additional to this financing mechanism, the Taskforce compiled all other existing finance opportunities which included reallocation of existing revenues, proactively encouraging the establishment of Utility Local Improvement Districts (ULIDs), raising sewer fees and changing land use densities or jurisdiction area. Taskforce determined most of these finance options are limited and require a heavy burden on developer extensions and rate payers, and may not provide adequate funding for facility needs. Please see Appendix E for details.

3.2 Potential New Finance Opportunities

Future funding options were also discussed in terms of authorization in State law and requirements for voter approval, general pros and cons, and geographic areas of applicability. Some future funding options would directly generate revenue and some should be viewed as potential cost savings. These possible funding options include, but are not limited to:

- Community Development Districts
- Planned-Level Environmental Impact Statements
- Revolving Loan Fund
- County Utility Tax
- Tax Increment Financing

Many of the Taskforces proposed finance options require changes to state law in order to implement, while others would require changes in local policies. Please see Appendix D for details.

Through discussions, the Taskforce found that while there are existing and future funding options for improving wastewater infrastructure in Kitsap County, funding from many of these sources is expected to be limited or highly competitive. Since the Taskforce met to discuss funding options, the availability of some local and state funds have become even more limited, especially in the near-term due to the current economic crisis. Some Taskforce members recognized that this will likely add a greater fiscal

aspect to planning decisions. Others urged decision-makers to take the long view and remove the fiscal component from the decision to prioritize sector development.

In general, the Taskforce recommended a “no stone left unturned” approach to funding. Legislative action is required for some options and, in all cases, money would not be available immediately. The choices and tradeoffs for retaining the status quo or implementing a more proactive approach, either through changing practices within current authorities or seeking new authorities from the legislature, will need to be examined. The Taskforce recognized that some potential funding mechanisms – ULIDs in particular – are more suited for some sectors than others (see Appendix G, *Wastewater Infrastructure Taskforce Sector Characterization Matrix*, for information on recommended funding sources by sector). Because of this, it was determined that ULIDs should be encouraged, but not required. Longer timeframes and consumer price index for latecomers were also recommended to provide developers reasonable certainty that they’ll be able to recoup money. Both local action and legislation will likely be required to extend maximum length for latecomer’s fee.

Additionally, the Taskforce recommended the County and cities should, through the Washington Association for Counties (WSAC) and Association of Washington Cities (AWC), or other local lobbying efforts, consider proposing legislation or monitor and actively support funding solutions consistent with the Taskforce recommendations.

Section 4. Summary of Values and Principals

4.1 Values General

With the infrastructure locations and costs generally known and the funding limitations understood, the Taskforce began discussing the priority (or sequence) for extension of sewer service within each UGA. This discussion was the most contentious and challenging because it involves many important yet often conflicting trade-offs. As discussion of this topic continued, it became apparent that the divergent interests included in the Taskforce made a complete consensus unattainable. In order to address this topic, the Taskforce participated in an exercise to clarify the group's shared and differing values and principles as an initial step in answering a question: "What is the sequence of sector development?"

The purpose of the values and principles exercise was to capture the range of values and principles held by the members of the Taskforce and to understand key similarities and differences in values statements among the group. It was not expected to find consensus on or recommend a single set of values. The intent was to use the exercise to better understand underlying factors to be considered in sewerage decisions.

4.2 Process

The Taskforce used the following process to identify and discuss values and principles at their November 13, 2008 meeting:

1. Consultants and the Taskforce developed a list of topic headings for values and principles:
 - Environmental impacts and protection
 - Funding - who pays for what and why
 - Development Pattern – location, density, timing
 - Regulatory compliance
 - Interim (prior to sewers) development within a sector
 - Availability of related infrastructure
2. Individuals wrote down initial thoughts on values and principles and then shared them with the full group.
3. The full Taskforce reviewed and discussed the proposed values/principles under each heading and produced the list included below.
4. The Taskforce discussed how the values and principles statements would be used.

The Taskforce discussed how the values and principles statements would be used in framing recommendations for sewer facility priorities and funding. It was recognized that they were not likely to have one answer, but possibly two or three answers or options. They may develop alternative patterns or sequences of development of sectors based on various groupings and themes of values and principles.

For the purposes of this discussion, the distinction between private investment and public investment was made. Private investment is infrastructure or funding provided by private enterprise for specific, often project specific, improvements. An example would be developer extensions to project or geographic area. Public investment is infrastructure or funding provided by a public entity either from local collections or state and federal sources. An example would be the recent federal funding allocated for the construction of sewer systems in the Gorst UGA.

4.3 Value Statement Exercise

As noted in section 4.1, the purpose of the values and principles exercise was to capture the range of values and principles held by the members and to understand key similarities and differences in values. It was not expected to find consensus on or recommend a single set of values and should not be interpreted as such. The intent was to use the exercise to better understand underlying factors to be considered in wastewater decisions. The following are a list of responses from this exercise.

Environmental & Public Health Impacts and Protection

- Public funds should be distributed among sewer, wastewater, stormwater and environmental studies to accelerate permitting of developments.
- Sewer provision priorities:
 - Public health first
 - Aquifer protection
 - Stream quality
 - Habitat protection
 - (In that order)
- Protection of freshwater, streams, lakes.
- Avoid environmentally sensitive areas so major facilities are not located there. Example – Kingston near Carpenter Lake
- Protect freshwater stream quality.
- Areas of existing health hazard near critical areas should be a priority for public/private sewer funding.
- Public health issues (for example, septic failures) should be looked at and planned for proactively rather than waiting for failure and remediating.
- Known problem areas, or areas with “sensitive” beneficial uses are prioritized for available public sewer funding.
- Prioritize septic system failure areas earlier (either designated or undesignated health hazard areas).
- Public health problem areas should be required to correct the health concern.

It was not expected to find consensus on or recommend a single set of values and these should not be interpreted as such.

- Environmental concerns are covered under the Critical Areas Ordinance.

Funding

- Developer costs are reaching a tipping point where they will no longer be manageable.
- Associate UGAs with cities or incorporate.
- New public funding should be provided in the following order: 1) pump/lift stations; 2) expansion of existing trunk lines; 3) extensions consistent with the exhibits in this document.
- Government needs to step up to take bold and coordinated actions.
- Sewer extensions should not depend on “public” funding.
- Cities/County need to find a way to provide public funding as part of any funding mix to promote infrastructure.
- Existing developed areas within UGAs should be prioritized for available public funding before the development of new areas.
- Where partnerships are possible, they should be encouraged for sewer funding. Example: city and city; private industrial and municipal
- When ULIDs are formed, public funding should be encouraged/required for a percentage of the ULIDs cost (suggest 20 or 25%).
- Cost-benefit analysis should be done on new facilities.

Development Pattern

- Development goes where demand exists. It would be nice if there were sewers in the ground if not, development will still go there.
- Encourage proximity of jobs, housing, and schools.
- Infill first, next provide higher density where capacity exists, and raw land last.
- Replacement of existing functioning on-site sewage systems with sewers in urban areas should not be targeted and supported if unnecessary, unless the area is going to be redeveloped.
- Support provision of affordable housing where people want to live.
- Provide more varied zoning (uses and densities) in UGA.

It was not expected to find consensus on or recommend a single set of values and these should not be interpreted as such.

- Place a low priority on public sewer funding in areas where private development is strongly expected.
- Development patterns are created by zoning policy. In Kitsap, sewers were not a major concern when patterns were created. There is rapid change in zones and density. County should pay for all preplanning and development of comprehensive plans.
- Land use planning should be done on the basis of drainage basins.
- Private funding should be used to service areas of high development potential, commercial and vacant lands.
- Future zoning based on planned capital facilities. Need consistency of land use planning.

Regulatory Compliance

- Don't constrain development. Regulatory requirements have to recognize commercial realities.
- There is a need for greater availability of developable land.
- Sewer services must be "adequate and available" to the entire UGA w/in the 20-25 planning horizon. Original (1998 plan) by 2018 in a rolling 6-year Capital Plan.
- Maximum allowed densities are too restrictive for infill.
- Stream water quality compliance needs to be maintained.
- GMA compliance requires infrastructure to be feasible for the UGA or the UGA should not expand to areas incapable of having infrastructure provided.
- Change the UGA to exclude areas where it is infeasible to provide sewer service.

Interim Development within Sectors

- Prohibit development in UGA on septic. If individual septic systems are allowed, we are perpetuating the problem we're already seeing. Don't back off requirements to provide urban levels of service.
- Develop on septic or other wastewater treatment alternatives.
- Adopt rules governing the process to shift from septic/private sewer to public sewer.

It was not expected to find consensus on or recommend a single set of values and these should not be interpreted as such.

- Infrastructure construction to the maximum development capacity is encouraged and feasible based upon engineering standards.
- Footnote 48 holds – require urban-level of sanitary sewer service.
- Develop a legal system of placing a tax on properties within certain zoning districts (i.e. urban) to collect money for the sewers.
- Provide dry sewers w/ platting at urban densities.
- Onsite sewage systems should not be used as “interim” sewage infrastructure to enable the development of undersized lots in UGA. (undersized relative to requirements for onsite sewer systems)
- Not every location necessarily needs a sewer line to a major treatment plant. Some areas could be more wisely served with small treatment plants, small regional systems, decentralized systems.
- If less than full infrastructure is done initially, development should not preclude full service in the future.

Availability of Related Infrastructure

- Publicly funded
 - Roads
 - Schools
 - Wastewater
 - Fresh water – sewer relationship
 - Transit
- Privately funded
- Sewers are only one piece of the needed municipal services. Roads are non-revenue producing, but also need timely construction.
- Government should do the planning and show upfront where sewer infrastructure will go. Developers need certainty.
- Timing of construction should be coordinated with other infrastructure (e.g. roads, etc) to the extent possible to maximize efficiency.
- Coordinate and link availability of sewers to availability of other urban services.

Section 5. Sector Prioritization

Recognizing the divergent values and viewpoints of the Taskforce captured in the Values Exercise in Section 4, the Taskforce worked to develop possible factors that might be used to help prioritize sectors for wastewater infrastructure.

The Taskforce had initial discussions to clarify what prioritization or phasing means for this effort. In the view of the Taskforce, establishing a prioritization for development of sewer infrastructure in sectors need not mean that there is an absolute order that requires each sector to follow one sector and precede another. It may be that a group of sectors should be developed concurrently due to circumstances such as environmental hazard or large-scale redevelopment without regard to a particular prescribed sequence.

The Taskforce considered the orderly extension of a sewer line an obvious factor in sector prioritization. Other factors permitting, it is desirable to have the sectors closest to a major sewer facility develop before those sectors that are farther away. Sometimes development skips past the next sector along a line and provisions must be made for “latecomers” that eventually connect in the skipped area.

The Taskforce considered public health the most significant factor in prioritizing sector development. Failed or failing groups of individual on-site systems must be attended to, just as protecting marine and freshwater resources may not be left unattended indefinitely.

The Taskforce focused on where limited public funds should be spent. As described in Section Two, financing is likely a significant factor in prioritizing sewers. It need not, however, be the only consideration. Local government has responsibility for planning and orderly growth in any economic climate. Finding a suitable balance among the values and factors involved is the challenge.

5.1 Process

The aim was to develop some “suites” of factors, each suite representing a viewpoint on what is important in prioritizing sectors for sewer infrastructure development. These suites and related remarks are intended to provide decision-makers the information they need to make policy decisions about how to proceed.

From the Values Exercise, three viewpoints emerged. Taskforce members broke into groups around their viewpoint affiliation. As groups, they produced suites of prioritization factors for their respective viewpoint. The Taskforce then reconvened and together, reviewed the factor suites and determined if there were certain factors held in common between the three viewpoints.

There were some similarities in viewpoint between suites and considerable cross-agreement on prioritization factors, but one or two factors generally remained as issues of disagreement on each. These contended factors (or points of irreconcilable difference) are included in Table 5-1 and are considered the distinguishing factor(s) for each suite. Factors that were held in common, or agreed to by other WIT members after group discussion, are included in Table 5-2.

Related comments made by the Taskforce were also documented. While not necessarily factors for prioritization, they were cited as guiding principles, and in some cases, direct comments related to rules, regulations, etc. These observations are also included in Table 5-2 below.

Suite A (Environment Focus)

Generally, the viewpoint represented by Suite A is a value placed on ensuring that land use planning is consistent with drainage basin plans. Translating this value to a factor produced this suite's highest factor: "Higher priority should be given to sectors with plans consistent with drainage basin plans." Also noted in Suite A is a value placed on protecting the environment. Known problem areas, or areas with "sensitive" uses, are considered a high priority. A viewpoint held (though not a prioritization factor per se) is that on-site sewage systems should not be used as "interim" sewer infrastructure to enable the development of undersized lots in the UGAs (undersized relative to requirements for onsite sewer systems).

The suite's highest factor – placing higher priority on sectors with plans consistent with drainage basin plans – and certain related recommendations, such as restricting on-site sewage systems for "interim" infrastructure² and avoiding environmentally sensitive areas³, were not subscribed to by some Taskforce members.

Suite B (Market Focus)

Commonly, the viewpoint represented by Suite B is a belief that market forces intrinsically set the priority for sewer infrastructure and can more effectively weigh the costs and benefits of different levels of investment. This viewpoint also includes the assertion that priorities cannot realistically be set over a long period, but need to be revisited frequently to reflect market conditions. Higher priority for funding should be placed on sectors where there is full infrastructure development to ensure availability of other urban services. Related comments under Suite B include prioritizing public funding towards: 1) pump/lift stations and 2) expansion of existing trunk lines; require developers to pay only for capacity to serve the proposed development – not maximum development capacity; use public funding as a percentage of a new ULIDs cost; make more developable land available for development; allow septic systems/alternative systems as long as minimum density is achieved; and aggressively pursue legal changes to allow more innovative financing, including longer time frame for latecomers. Other comments discussed by Taskforce members in this group included the overall comment to avoid restricting where development can occur in a UGA.

Suite B's highest factor "Market determines prioritization" was not subscribed to by many of the Taskforce members. Related comments were also not subscribed to by some Taskforce members. In particular, remarks related to provision of "extensions" were not agreed to, with some Taskforce members arguing for public funding of alternative technology instead.

² Several Taskforce members noted that developments using OSSs, lot size is dictated by the Health District not zoning code.

³ The contention here was that the Critical Areas Ordinance already adequately protects the environment and additional restrictions are not necessary.

Suite C (Infill Focus)

Understood in the viewpoint represented by Suite C is a value placed on considering all elements of a comprehensive plan (e.g. desired growth pattern, updated population allocation⁴, drainage basin, other public services and utilities) before implementing priorities for wastewater infrastructure development in the UGAs. Suite C's highest priority is for sectors with infill development potential. A related factor includes placing priority on upgrading existing limited capacity infrastructure over new lines. Higher priority should also be placed on sectors where infrastructure is most feasible and sectors where coordinated infrastructure will occur. Sectors where private development is strongly expected should receive lower priority for public funding. Related suggestion included explicitly discouraging "leap-frog" development. As a point of clarification, this group articulated GMA requirements for provision of "adequate and available" sanitary sewer service to the UGA, and asserted that interim septic development is not allowed in UGAs⁵.

While Suite C's highest factor "Highest priority goes to infill development" was not fully subscribed to by several Taskforce members, in context (*prioritization of public funding of sector infrastructure*) Taskforce members generally noted that infill should be first, comments and assertions were generally not subscribed to by some Taskforce members. In particular, those related to the GMA requirements and those related to interim septic system development were not subscribed to by certain Taskforce members. Some Taskforce members also felt that to restrict interim septic systems (in areas where no sewers exist) would limit the market from providing housing for people who need it (e.g., low-income housing).

⁴ The Suite C group commented that population allocation be compared with actual growth, and updated as necessary (from meeting handout - *Wastewater Infrastructure Taskforce Priorities for Public Funding for Sector Development* by Tom Donnelly – 1/15/09).

⁵ This assertion related to 17.381.050, Footnote 48 (urban-level of sanitary sewer service)

Table 5-1. Factor “Suites” and Related Comments

	Suite A – Environmental Focus	Suite B – Market Focus	Suite C – Infill Focus
Factors	Higher priority should be given to sectors with plans consistent with drainage basin plans	Higher priority should be given to sectors where market forces are strongest (market should determine prioritization)	Highest sector priority should go to infill development.
	Sewer provision priorities (in order of significance): 1. Public health 2. Aquifer protection 3. Stream, lakes, Puget Sound, Hood Canal quality 4. Habitat protection 5. Reuse of treated wastewater 6. Pump/lift stations 7. Compliance with GMA timeframes		Higher priority should go to upgrading existing limited capacity infrastructure over new lines.
Related Comments	Avoid environmentally sensitive areas so major facilities are not located there (example – Kingston near Carpenter Lake)	New public funding should go to: 1) pump/lift stations; 2) expansion of existing trunk lines	Sanitary sewer services must be “adequate and available” to the (an) entire UGA within the 2025 planning horizon. Original (1998 plan) by 2018 in a rolling 6-year Capital Plan
	On-site sewage systems should not be used as “interim” sewage infrastructure to enable the development of undersized lots in UGA (“undersized” relative to requirements for onsite sewer systems)	Developer costs pay for capacity to serve the proposed development – do not have requirements to provide infrastructure to maximum development capacity	Interim septic development is not allowed in UGAs
		When ULIDs are formed – public funding should be encouraged, but not required, for a percentage of the ULIDs cost	
		Make more developable land available	
		Critical Areas Ordinance already adequately protects the environment – should not be included as a factor in prioritization as the environment is already protected	
Septic systems/alternative systems should be allowed as long as minimum density is achieved			

Table 5-2. Common Factors and Related Comments

Factors	Highest priority for sectors where Public Health concerns
	Higher priority for sectors where other infrastructure development is in place, or planned for construction (link availability of sewers to availability of other urban services and coordinate construction)
	Higher priority should be given to sectors where development of sewer infrastructure is most feasible
	Lower priority for sectors where private development is expected
Related Comments	Not every location necessarily needs a sewer line to a major treatment plant. Some areas could be more widely served with small treatment plants, small regional systems, or decentralized systems.
	Replacement of existing functioning on-site sewage systems with sewers in urban areas should not be targeted and supported if unnecessary, unless the areas are going to be redeveloped.
	The public sector must aggressively pursue legal changes to allow more innovative financing, including longer time frame for latecomers
	If less than full infrastructure is provided initially, development should not preclude full service in the future

5.2 Sample Application of Suites to Sector Matrix

With the Taskforce unable to reach consensus on any one set of prioritization factors, sector prioritization will be dependent on the suite of factors future decision makers elect to apply. Below the three separate suites are applied to the sector maps to assess which sectors may be of higher priority.

Utilizing **Suite A – Environmental Focus**, priority may be in the following UGA sectors:

Kingston UGA: *Higher Priority*: Arborwood/Taree; Jefferson Point; The Lagoon; Appletree Cove

Silverdale UGA: *Higher Priority*: Chico East, Schold Farm, East Bucklin, Island Lake

Central Kitsap UGA: *Higher Priority*: Steele Creek Urban Restricted; Tracyton-Urban Low; Mosher Creek Urban Restricted; North Illahee; Lower Priority: Fairgrounds Mixed; Barker-Foster; 303 Mixed Use Corridor

West Bremerton UGA: *Higher Priority*: Sand Dollar

Gorst UGA: *Higher Priority*: Gorst

SKIA UGA: *Higher Priority*: Lake Flora; Southeast SKIA

ULID #6/McCormick Woods UGA: *Higher Priority*: McCormick West Port Orchard Basin (1); McCormick West Port Orchard Basin (18); Feigley Port Orchard Basin (17); McCormick North Port Orchard Basin (16)

Port Orchard/South Kitsap UGA: *Higher Priority*: Sidney Sedgwick Port Orchard Basin (12); Sidney Sedgwick Port Orchard Basin (13); Marina District Port Orchard Basin (6); Ramsey/Harold/Lundberg Urban Low; Baby Doll Residential

Utilizing **Suite B – Market Focus**, “market forces determine prioritization.” Based strictly on the relative amount of development/redevelopment potential in each sector, priority may be in the following sectors:

Kingston UGA: *Higher Priority*: Bond Road South

Silverdale UGA: *Higher Priority*: Old Frontier; North Island Lake

Central Kitsap UGA: *Higher Priority*: John Carlson Urban Low; South Illahee

West Bremerton UGA: *Higher Priority*: Rocky Point; West Hills; Sand Dollar

Gorst UGA: *Higher Priority*: Gorst

SKIA UGA: *Higher Priority*: Lake Flora; Southeast SKIA

Port Orchard/South Kitsap UGA: Higher Priority: Sidney Sedgwick Port Orchard Basin (12); Sidney Sedgwick Port Orchard Basin (13); Ramsey/Harold/Lundberg Urban Low; Phillips Road Urban Low; NW Bielmeier Urban Low; Mile Hill Drive Commercial; Baby Doll Residential;

Utilizing **Suite C – Infill Focus**, priority may be in the following UGA sectors:

Kingston UGA: Higher Priority: Old Town Kingston; Appletree Cove; Arborwood/Taree

Silverdale UGA: Higher Priority: Downtown Silverdale; East Bucklin; Ridgetop

Central Kitsap UGA: Higher Priority: John Carlson Urban Low; Windy Point Urban Low; Tracyton Urban Low; South Illahee

West Bremerton UGA: Higher Priority: West Hills; Sand Dollar; Sinclair View

Gorst UGA: Higher Priority: Gorst

SKIA UGA: Higher Priority: Olympic View Industrial Park; Northeast SKIA

ULID #6/McCormick Woods UGA: Higher Priority: McCormick Golf District East Port Orchard Basin (2)

Port Orchard/South Kitsap UGA: Higher Priority: Ramsey/Harold/Lundberg Urban Low; Lidstrom Residential; Retsil Urban Low

Section 6. Recommendations and Next Steps

6.1 Taskforce Recommendations

The Taskforce should be commended for their substantial contributions on this difficult issue. They produced a large volume of work that included data and information (mapping resources and financing options), characterization of “sectors” within each UGA, and to the extent the Taskforce could coalesce around viewpoints, rationales (suites of potential factors) for decision-maker’s to consider in determining the prioritization of sewer infrastructure development in the UGAs.

The Taskforce found that there is a considerable amount of infrastructure needed in the Kitsap County UGAs, limited funding available, and a complex arrangement of purveyors and jurisdictions requiring a high level of coordination to expand wastewater infrastructure in the UGAs. Major recommendations are summarized below.

Mapping – Taskforce Recommendations

Specific findings and recommendations are included below:

1. Consolidating wastewater infrastructure data is important, but keeping up to date information on all facilities is a higher priority.

2. Kitsap County should house and maintain sewer data as the larger regional entity. A specific department within the County government should be identified as responsible for this task.
3. Data sources should be normalized in the future as more specificity about the systems becomes available (e.g. flow and capacity data).
4. The WIT concluded that the priority potential septic failure areas are within range of existing wastewater infrastructure.

Financing – Taskforce Recommendations

During the course of the Taskforce’s work, the economy – both nationwide and locally – has deteriorated; revenues have decreased, and population estimates for the UGAs may no longer be accurate. There was varied thinking on how to proceed. Most taskforce members felt that public funding for new infrastructure will be extremely limited during the planning horizon, and that funding of wastewater infrastructure planning will need to be strategic. Some taskforce members felt this is a momentary slowdown and will recover with suitable levels of financing available to fund a broader infrastructure plan.

Specific recommendations agreed upon by Taskforce members are included below:

1. Adopt a “no stone left unturned” approach for a funding strategy.
2. Proactively encourage, but not require, ULIDs.
3. Pursue longer timeframes for latecomers to provide developers reasonable certainty that they’ll be able to recoup money. An interest component should also be considered.

Options for Prioritization of Public Investment – Taskforce Recommendations

While prioritizing sectors to ensure phased and orderly expansion of sewers in the UGAs was the ultimate goal, the Taskforce recognized that it was possible that they would not be able to reach agreement on sector priorities or even the need for prioritizing beyond the application of public funds. The Taskforce also recognized that there may need to be multiple and competing recommendations. The aim of the Taskforce’s work was to define those recommendations.

As discussed in Section 5, the Taskforce developed three suites of factors, which represent the group’s divergent viewpoints. These suites provide a menu of options for the decision-makers to weigh as they move forward with prioritizing/phasing/sequencing new wastewater infrastructure in UGAs.

Please refer to Table 5-1 for the listing of specific factors and recommendations under each suite – these are the factors and recommendations that were irreconcilable with other Taskforce viewpoints. The Taskforce did not attend to the relative adherence to GMA policies of each suite. GMA requires phased and orderly development of infrastructure. Throughout this process, the Taskforce acknowledged that there is flexibility in arrangements – any number of ways to set up prioritization “zones” within UGAs. It is clear that the factors under some suites represent a more direct take on relevant GMA goals, including “encourage development in urban areas where adequate public facilities and services exist” and “reduce the inappropriate conversion of

undeveloped land into sprawling, low-density development.” Others may also achieve these goals.

Recommendations that were held in common agreement by the WIT are included below:

1. Public health issues should be the top priority for public funding (under any suite viewpoint)
2. Linking the availability of sewers to the availability of other urban services should be a high priority (place higher priority on wastewater infrastructure in sectors where other urban services are available, or planned for construction).
3. Higher priority for public funding should be given to sectors where development of wastewater infrastructure is most feasible.
4. Lower priority for public funding should be given to sectors where significant private development is expected.

6.2 Next Steps

Making progress on wastewater infrastructure planning in Kitsap County will require decision-makers to make policy choices between the values and principles presented in this report that will drive the priorities for sewer development.

Providing infrastructure also creates major financial challenges. Mobilizing the necessary financial resources requires both recognizing the need for strategic investments and reliance on new ways of financing wastewater infrastructure.

In the Taskforce’s view, the next steps would include:

1. Present the report to the County, Kitsap Regional Coordinating Council (KRCC) and sewer purveyors.
2. Continue discussion on wastewater facilities for individual UGAs with the jurisdictions that may provide future service.
3. Work to ensure adequate and available urban-level sanitary wastewater service as required by future development.
4. Fund and provide available staff resources for compiling and maintaining existing and future wastewater facilities mapping and data.