

BY THE U.S. GENERAL ACCOUNTING OFFICE

Report To The Secretary Of Commerce

Problems Continue In The Federal Management Of The Coastal Zone Management Program

The Coastal Zone Management Program, which develops and protects coastal State resources, continues with many of the same problems GAO reported in 1976. Implementation of federally approved State programs at the local level has been slow; consequently, use of land and water resources has been limited. GAO believes that stronger Federal management, monitoring, evaluation, and problem-solving assistance will improve the program.



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UNITED STATES GENERAL ACCOUNTING OFFICE
WASHINGTON, D.C. 20548

COMMUNITY AND ECONOMIC
DEVELOPMENT DIVISION

B-198979

The Honorable Philip M. Klutznick
The Secretary of Commerce

Dear Mr. Secretary:

This report is a followup to our December 1976 report to the Congress on the Federal management of the Coastal Zone Management Program. We found that many of the problems cited in that report still exist today. The program still needs improved Federal management if the act's objectives are to be effectively met.

This report contains recommendations to you on page 15. As you know, section 236 of the Legislative Reorganization Act of 1970 requires the head of a Federal agency to submit a written statement on actions taken on our recommendations to the Senate Committee on Governmental Affairs and the House Committee on Government Operations not later than 60 days after the date of the report and to the House and Senate Committees on Appropriations with the agency's first request for appropriations made more than 60 days after the date of the report.

We are sending copies of this report to the above House and Senate Committees; the Chairmen, House Committee on Merchant Marine and Fisheries and its Subcommittee on Oceanography, the Senate Committee on Commerce, Science and Transportation; and the Director, Office of Management and Budget. We are also sending copies of this report to your Assistant Secretary for Administration; Inspector General; Administrator, National Oceanic and Atmospheric Administration; and Assistant Administrator for Coastal Zone Management.

Sincerely yours,

A handwritten signature in cursive script that reads "Henry Eschwege".

Henry Eschwege
Director

U.S. GENERAL ACCOUNTING OFFICE
REPORT TO THE SECRETARY OF
COMMERCE

PROBLEMS CONTINUE IN THE
FEDERAL MANAGEMENT OF THE
COASTAL ZONE MANAGEMENT
PROGRAM

D I G E S T

Conflicting demands by industrial, commercial, and residential developers and those who wish to preserve, protect, and restore valuable resources in coastal States and territories continue in the 19 States having federally approved management programs.

GAO reviewed the Coastal Zone Management Program in 1976 and reported that the National Oceanic and Atmospheric Administration, which administers the program, did not always understand State problems and progress. The report stated that the National Oceanic and Atmospheric Administration had been long on encouraging States but short on effective monitoring and problem solving. Because States were entering a new phase in the program, GAO proposed that the agency increase assistance in monitoring State programs, resolving special problems, and strengthening Federal-State coordination. The Department of Commerce agreed with GAO's proposals and started corrective action.

GAO found during this review that many of the same problems cited in the previous report continue to exist. Only one State had an approved program when GAO's previous report was issued. As of May 1980, 19 States have federally approved programs; however, 4 States are currently out of the program and the chances of about 4 other States achieving an approvable program are questionable.

The program continues to need increased assistance in monitoring States, evaluating their performance and accomplishments,

and providing greater problem solving assistance. For example, in Oregon, which has had an approved program since 1977, Federal management officials were aware that frequent delays in program implementation were occurring in several coastal communities. These officials did not, however, look into the underlying causes for the delays or assist the State in taking corrective steps to implement its program, rather they recommended extending the States' target dates for implementation. (See pp. 8 and 13.)

Under the requirements of the act, Federal management officials are responsible for annual program evaluations of approved States' coastal zone programs. These evaluations were performed without appropriate evaluation guidelines and criteria. GAO found serious omissions in the presentation of certain factual data in the evaluation reports. For example, in Massachusetts' report it was noted that the State's mapping activities had been implemented and were proceeding satisfactorily. However, information available at the State level at the time clearly showed that State officials questioned the value and usefulness of maps being produced because they contained many inaccuracies. (See pp. 13 and 14.)

In response to questions included in GAO's questionnaire (see app. II), a number of States said that increased Federal assistance and aid would be appreciated and would help them to deal with problems such as resolving local government issues and coordinating with other Federal agencies. Although about 80 percent of the States said they were pleased with the Federal assistance in processing grant applications, a number of States said they would like to have more help in other areas associated with developing and implementing their coastal zone program.

RECOMMENDATIONS

GAO recommends that the Secretary of Commerce require the Administrator, National Oceanic and Atmospheric Administration, to improve the overall Federal management and administration of the Nation's coastal zone program by:

- Working closely with the States, helping them in resolving special problems and providing guidance for coordinating with other Federal agencies.
- Establishing and implementing formal program monitoring procedures, including appropriate measures to help identify underlying causes of delays in the development and implementation of State programs and, to the fullest extent possible, work with the States in overcoming such problems.
- Establishing appropriate evaluation guidelines and criteria to help insure a more systematic approach in the Office of Coastal Zone Management's evaluation of States' performance and accomplishments.

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ABBREVIATIONS

CEIP	Coastal Energy Impact Program
CZM	coastal zone management
GAO	General Accounting Office
NOAA	National Oceanic and Atmospheric Administration
OCZM	Office of Coastal Zone Management

CHAPTER 1

INTRODUCTION

Conflicts between conservation and development interests over managing coastal resources led to the passage of the Coastal Zone Management Act of 1972, as amended. ^{1/} The act created a Federal-State partnership to protect valuable coastal zone areas and resources.

The act's objective is that effective management and development of the coastal zone can be accomplished through a cooperative Federal-State program. The National Oceanic and Atmospheric Administration (NOAA), Department of Commerce, provides funds and guidance to States to help them develop and implement coastal zone management (CZM) programs. NOAA's Office of Coastal Zone Management (OCZM) awards grants, issues rules and regulations, and reviews and approves State CZM programs.

The act encourages States to develop and implement programs that insure effective management of coastal resources. Once established and operating, the State CZM programs should protect coastal resources; manage coastal development; increase recreational access; and simplify Federal, State, and local government procedures in accomplishing these objectives.

The programs of 30 States and 5 territories ^{2/} constitute the national CZM program. As of May 1980, 19 States had federally approved CZM programs. OCZM expects 8 of the remaining 16 States programs will be approved in 1980 or 1981. Four States are no longer in the program--Georgia withdrew, the program lapsed in Minnesota when the State failed to develop a satisfactory CZM program, and Virginia and Illinois did not pass the necessary State laws to implement a CZM program. The Assistant Administrator of OCZM said Illinois and Virginia could still get into the program if they enact the necessary State legislation. (See app. I for status of each State.)

^{1/}Coastal zone refers to coastal waters and adjacent shorelands, including ecologically productive tidelands, beaches, marshes, estuaries, and sand dunes as well as industrial, commercial, and residential areas.

^{2/}The term "State" as used in this report refers to both States and territories.

In 1976 the Congress amended the CZM act to strengthen the act's basic authority. At that time, the Coastal Energy Impact Program (CEIP) was added. The CEIP was to financially assist the States in dealing with the social, economic, and environmental disruptions that result from new or expanded coastal energy activities.

The following table shows the amounts of Federal funds awarded for CZM planning and administration and for the CEIP for fiscal years 1974 through 1980.

	<u>FY 1974</u> <u>thru 1976</u>	<u>FY</u> <u>1977</u>	<u>FY</u> <u>1978</u>	<u>FY</u> <u>1979</u>	<u>FY</u> <u>1980</u> <u>(note a)</u>	<u>Total</u>
	----- (000 omitted) -----					
CZM planning grants	\$33,978	\$18,503	\$12,046	\$ 5,217	\$ 0	\$ 69,744
CZM adminis- tration grants	2,000	4,014	21,463	25,768	27,212	80,457
CEIP grants and credit assistance	0	1,159	79,059	46,512	27,750	154,480

a/FY 1980 are appropriated amounts.

PREVIOUS GAO REPORT ON COASTAL ZONE MANAGEMENT

In a previous report we discussed the problems and progress in developing CZM programs. 1/ We found that States experienced delays in implementing their programs because of problems in obtaining appropriate State financial and political support. Also, the public did not support the program and the coordination between State programs and Federal agencies was poor. We concluded that NOAA did not always understand the States' problems and was long on encouraging the States but short on monitoring the program and problem solving.

We proposed that the Secretary of Commerce direct the Administrator, NOAA, to initiate actions to improve program operations and provide needed assistance to the States. The

1/"The Coastal Zone Management Program: An Uncertain Future" (GGD-76-107, Dec. 10, 1976).

Secretary of Commerce generally agreed with our views and said NOAA also had recognized the need for increased Federal assistance to the States and had started actions to improve the program.

SCOPE OF REVIEW

This review was made, in part, as a followup to our previously mentioned report and also to determine the status of States' progress under the CZM program. We selected States which were in the implementation phase of their CZM programs because they would have had longer periods of time to demonstrate program accomplishments. Also, in recognition of the geographical diversity of coastal zone management, we selected two east coast States, Massachusetts and Rhode Island; two west coast States, Oregon and Washington; and one Great Lakes State, Michigan.

Thirty-five States were eligible to participate in the CZM program. In gathering data from these States we used two questionnaires. We sent one to the 13 States that had federally approved programs to determine how well their programs were working and to aid us in identifying some of the significant accomplishments as well as problem areas. We sent another questionnaire to the 22 States that did not have approved programs to determine the status of their programs and to identify problems that they were encountering in program development and areas where improved Federal management would be needed. All States except Texas responded. A detailed tabulation of the questionnaires responses is included as appendix II to this report.

CHAPTER 2

THE COASTAL ZONE MANAGEMENT PROGRAM

NEEDS IMPROVED FEDERAL MANAGEMENT

The impact of the Coastal Zone Management Program is limited and implementation of State programs needs to be improved. Strengthened Federal management could improve the program.

IMPLEMENTATION OF COASTAL ZONE PROJECTS NEED TO BE IMPROVED

The States included in our review had, for the most part, developed legal and organizational structures to manage and control coastal resources. However, implementation of projects to help accomplish the program's goals and objectives was still in the early stages of development. States had been least successful in establishing and controlling coastal zone activities at the local level. Additional assistance from OCZM is needed to help States implement their plans. States especially need help when such plans call for major activities and coastal zone uses to be implemented at local levels, such as helping to determine areas suitable for development or areas necessary for maintaining ecological systems.

State CZM programs must be implemented at local levels, as land use control and direction historically have been the responsibility of local governments. State CZM officials told us that they often do not have sufficient control and jurisdiction over local activities affecting coastal resources and, as a result, coastal zone projects and overall program implementation has been slow. Some States have encountered heavy resistance at the local level because the residents do not favor additional regulations which, in their view, would limit their use of private property. Additionally, State CZM officials said there has been local political resistance to a perceived increase in the State's role in land and water use decisions.

Presented below are several illustrations of this situation which we noted in some of the States we visited.

Washington

Local governments have the primary responsibility for administering State coastal management regulations. Since receiving program approval in June 1976, a major element of the State's program has been to assist 15 counties and 38

cities to develop, refine, update, administer, and enforce local shoreline master programs. We found that although local plans had been developed for all but two cities, controversies over designated uses were affecting the implementation of the plans. For example, conflicts occurred between fishing industry representatives and commercial developers and between environmentalists and commercial and residential developers.

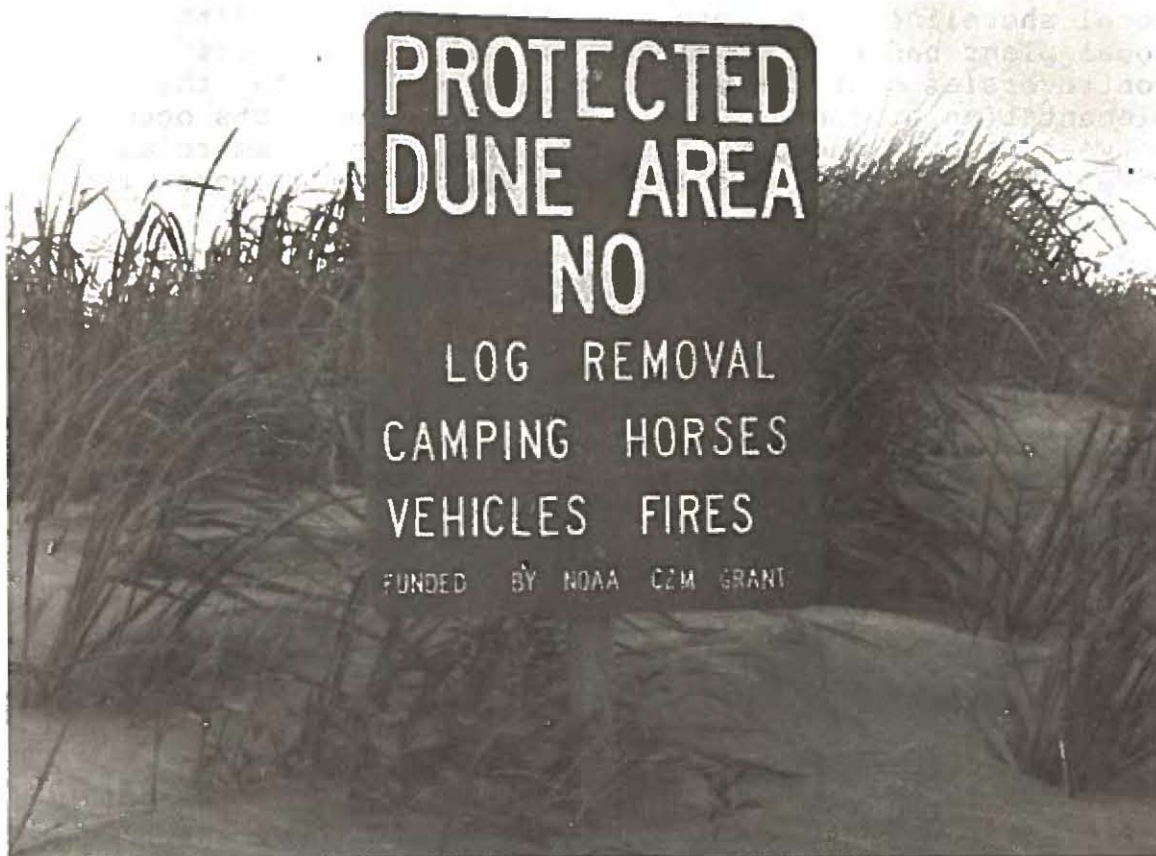
One city which attempted to designate specific sites for specific uses had not been able to obtain agreement on the uses of the sites. To help develop a plan for the future uses of the shoreline, the city established a task force of representatives of the agencies and governmental entities that had decisionmaking responsibilities in an estuary. The draft plan was criticized by the same agencies and governmental entities represented on the task force. Conflicts arose between the various interest groups over the specific uses that had been designated for certain areas. At the time we completed our review--4 years after the task force was organized--the city's plan still had not been approved by the local residents. Major unresolved issues on uses of the shoreline still existed.

Few local projects receiving CZM Federal funding have gone beyond the planning stage. State and local CZM officials could direct us to only two projects where any tangible results could be seen.

The first project was to reduce or eliminate damage to sand dunes by erecting signs that notify the public that the dunes are protected and that log removal, camping, horses, vehicles, and fires are not permitted. Ten signs were erected at beach access points and at various other locations along the beach. The signs, see picture on the following page, were purchased and erected with about \$1,000 of a CZM grant.

The second project currently under construction is a system of trails which, when completed in 5 or 10 years, will improve the public's access to the site of the city's planned heritage center. This center is underway with the conversion of a sewage treatment plant into a salmon rearing facility. Future plans include a maritime museum and learning center and a marine trade school.

There are few visible changes in coastal areas attributable to the CZM program. OCZM assistance could have helped Washington determine uses for specific coastal areas.

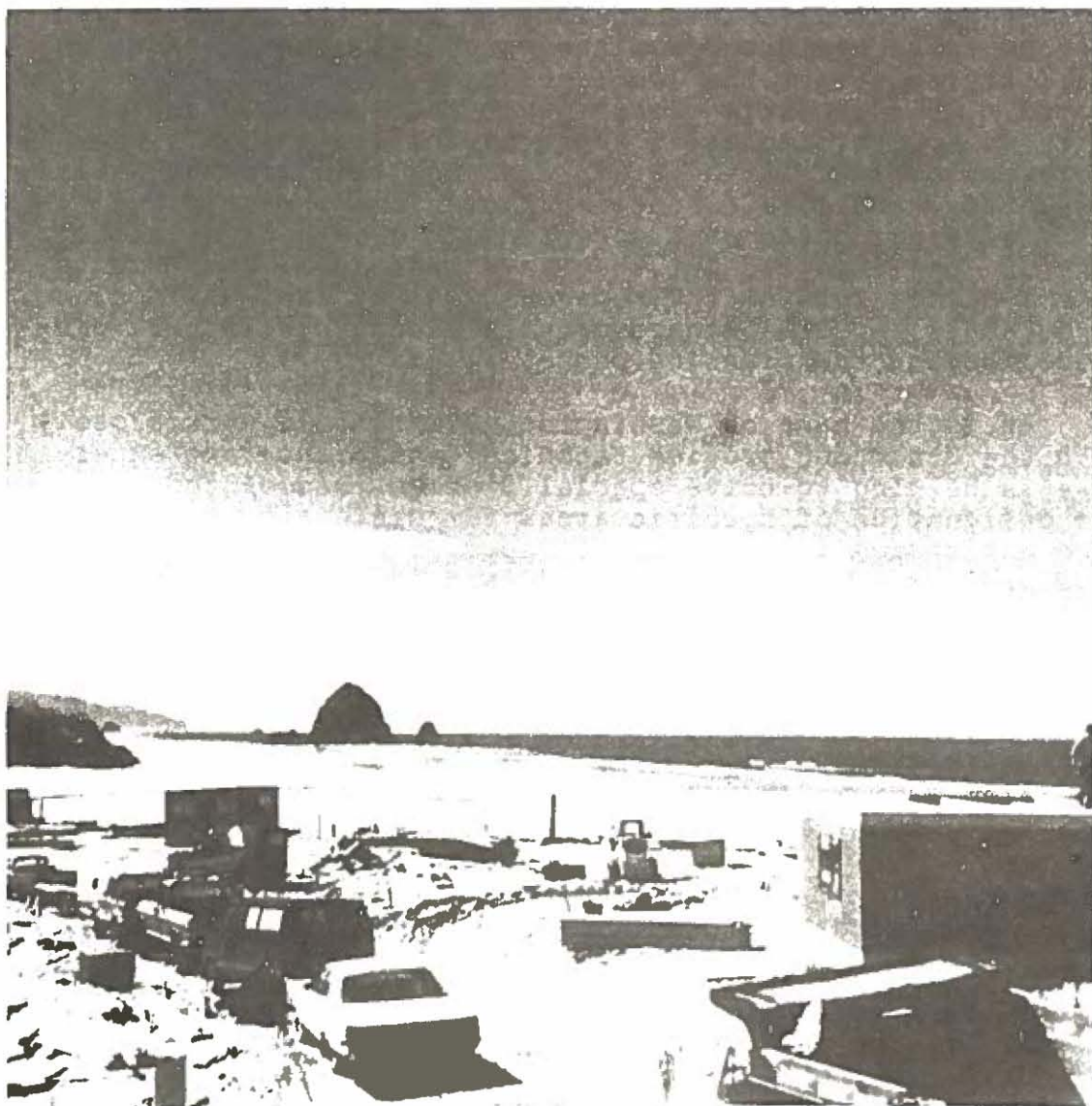


A number of States with approved CZM programs told us that they would like to have more guidance and assistance from OCZM especially in dealing with special problems. In situations such as occurred in Washington where local jurisdictional disputes have delayed projects for extended periods of time, OCZM should work with the Federal, State, and local agencies and interest groups in seeking ways to help resolve the difficulties.

Oregon

Oregon's CZM program was approved in May 1977. The major thrust of the program is to develop 42 local coastal management plans which will incorporate the State's CZM goals. Oregon has been developing these plans for about 3 years; however, as of January 1980 only two had been approved by the State.

Activities such as construction on the foredunes, as pictured on the following page, continue even though such construction is not compatible with the overall objectives and goals of the State CZM program.



We spoke to representatives of the various interested groups involved in developing the local plans. These groups--industry, commercial fishing, residential development, and environmental interests--objected to the designation of certain sites and locations for specific uses. Each group wanted the local development plans to be "site specific," yet none were satisfied with the proposed designation. Environmentalists wanted more resources protected and preserved; fishermen wanted better port facilities; residential developers wanted to construct in areas with a "waterfront" view; and industrial spokesmen wanted specific sites for future development.

Oregon CZM officials advised us that the approved CZM program is in the program planning phase. The State is still trying to get the local programs developed and approved. This is taking longer than the State had anticipated when OCZM originally approved the State plan. The goals established by the State are requiring greater detail, more study, and more education on everyone's part. The goals have not acted as a deterrent to growth or development as some expected but they have made local governments take a harder look at the repercussions of land-use actions. As a result, no CZM planned construction projects have proceeded beyond the planning phase.

As in the case of Washington, OCZM should work closely with the State and provide technical assistance and expertise in helping to solve special problems associated with the designation of specific areas for designated uses. Such assistance is particularly appropriate in States that have made very little progress toward implementing the projects and goals that were significant objectives of the federally approved CZM program.

Massachusetts

Massachusetts had, as part of its federally approved program, the following objectives to accomplish during the first year of CZM program implementation.

- Restrict Cape Cod wetland activities to agriculture and recreation uses.
- Designate 10 specific areas for preservation and restoration purposes.

No activities on Cape Cod wetlands were restricted during the State's first year of program implementation. We were advised by State CZM officials that court challenges and inaccuracies in property deed maps on the wetlands impeded the progress.

Only 2 of the 10 areas were designated for preservation and restoration. Local opposition prevented the State from designating other areas. For example, dredging restrictions on some areas designated for preservation and restoration were opposed by commercial and recreational boatowners. Also, local government officials objected to State orders that restricted certain activities on some of the areas.

STATES CALL FOR IMPROVED
FEDERAL AGENCY COORDINATION AND
PARTICIPATION IN CZM PROGRAMS

Federal agency participation and coordination with the States in carrying out CZM programs is a basic prerequisite to Federal approval of State CZM programs. Such coordination is essential to help insure that federally supported programs, such as housing construction and Corps of Engineers projects dealing with water-related projects, are, to the extent feasible, compatible with the State's coastal zone program and related goals.

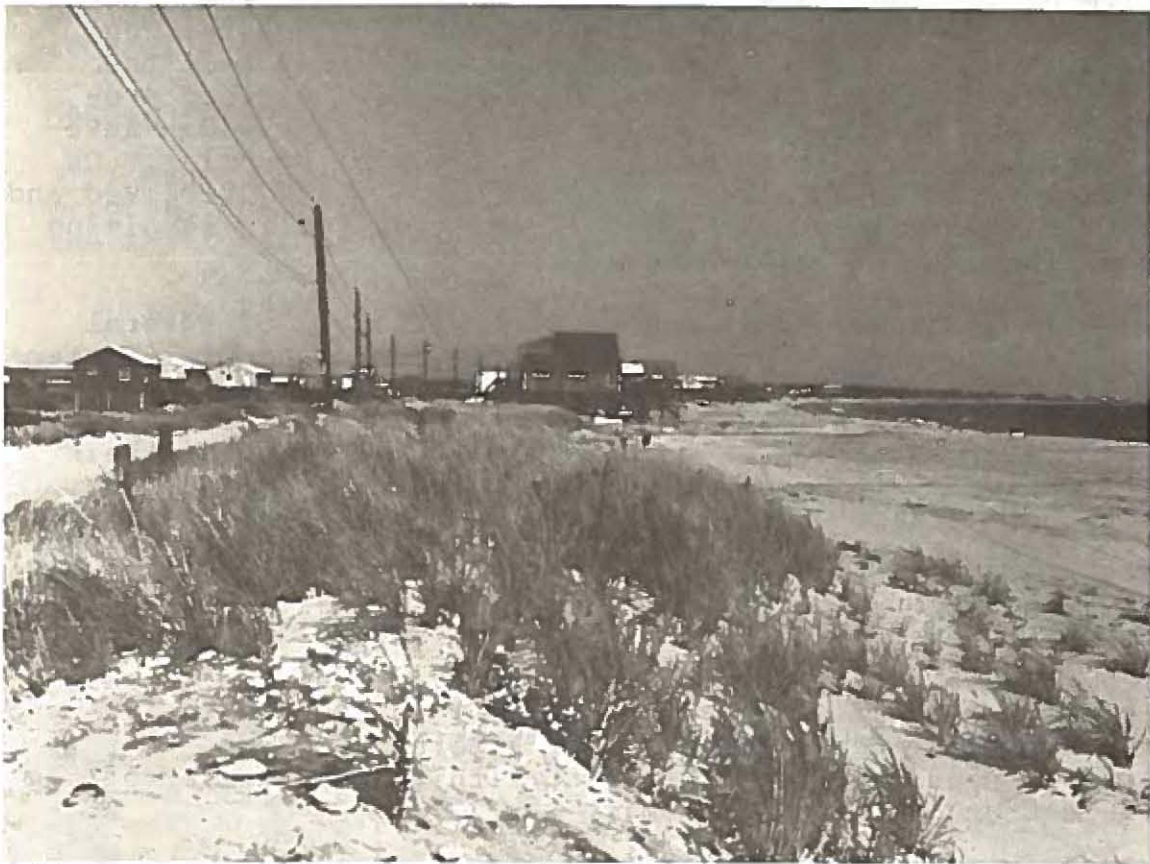
States, in replying to our questionnaires expressed divergent views on a number of basic questions associated with the development, management, and control of coastal zone resources. However, over 60 percent of the States responding expressed the view that Federal agencies do not give enough consideration to the States' views when operating Federal programs that have an impact on coastal zone activities. Along these same lines, more than half the States without approved programs said that OCZM had provided very little coordination assistance that would have been useful to them in dealing with Federal agencies. On the other hand, about half the States said they received and were satisfied with the type of help they got in resolving conflicts with Federal agencies.

In discussing this matter with officials of several Federal agencies,--Corps of Engineers, Environmental Protection Agency, Department of Energy, and Department of the Interior--we were told that because the States have made such little progress in developing and implementing their CZM programs, it is difficult to accurately evaluate and correctly assess the level of Federal/State coordination and cooperation. Further, these agencies said that the States, in developing their coastal zone programs, should provide more information to the Federal agencies on the specific type of activities or projects that the State will permit or plans to develop in certain coastal zone areas. This, the agencies said, would be helpful to them in responding to the States' requests that Federal programs, to the extent practicable, not conflict with the objectives of the State's overall CZM program.

The intent of the CZM act was that Federal programs and activities which have an impact on the control and management of coastal resources be carried out in a manner that conforms to the requirements of the various State CZM programs. However, it is clear that some Federal program

goals are not consistent with the CZM program goals. For example, federally built sea walls, jetties, and bulkheads, designed to protect property and shorelines from tidal waves, floods, etc., promote residential and commercial development in hazard-prone areas in which the States, under their CZM plan, would not wish to develop.

A Department of Housing and Urban Development-funded study ^{1/} reported that as State CZM plans emerge the activities of the national flood insurance program become increasingly evident. For example, State officials in Rhode Island said that federally supported flood insurance regulations under the national flood insurance program stimulated shore-front development. (See picture below.) These officials further pointed out that such regulations were not compatible with the State's CZM objectives because under a federally supported housing program residential and commercial development is being promoted in high hazard coastal areas.



^{1/}"Coastal Flood Hazards and the National Flood Insurance Program" Office of Federal Insurance Administration, U.S. Department of Housing and Urban Development, H. Crane Miller, June 1977.

In his 1979 message on the environment, the President announced that he was directing the Secretary of Commerce to review all Federal programs that significantly affect coastal resources. The President added that this review will provide the basis for specific recommendations to improve Federal actions which affect the coastal zone and to develop additional legislation that is needed to achieve our national coastal management goals.

OCZM is carrying out this study and said that it should be sent to the President by June 30, 1980.

FEDERAL GUIDANCE TO STATES NEEDS TO BE IMPROVED

Our 1976 report to the Congress on the Federal management of the Nation's coastal zone program reported that the Secretary of Commerce needed to improve the Federal management of the program. This need still exists today.

Under the provisions of the act, OCZM is to issue regulations and instructions to assist and guide the States in preparing their plans for Federal approval and in applying for CZM grants. In response to our questionnaire, States that had approved CZM programs said that interpreting Federal regulations impeded their attempts to implement their CZM programs.

Questionnaire comments from several of the States indicated that OCZM has not provided timely and consistent guidance to the States.

- OCZM continually shifts ground rules and there is no uniform policy.
- OCZM lacks a "service" orientation which is a result of inconsistent application by OCZM of its own regulations.
- We have "pleaded" with OCZM for more timely guidance which would reflect a consistent office policy.
- Confusing, contradictory, shifting guidelines from OCZM has made the implementation of the CZM act more difficult than inherently necessary by the nature of the act and what was verbally agreed to meet the requirements of the act turned out to be unacceptable 2 or 3 months later.

Several States indicated that they were satisfied with OCZM's help in some cases, such as providing guidance for program development and grant approval. The States also said they got some help in resolving special problems but added that greater OCZM assistance was needed.

The OCZM Office of Policy and Program Evaluation is responsible for developing and revising policy directives and instructions for the States. Currently, no one in this office is assigned to this task. Policy and program evaluation officials said they had requested additional staff from NOAA and at the present time they were making some realignments in the existing staff so that some staff members would be assigned to develop policy guidance for the States.

PROGRAM MONITORING AND EVALUATION OF STATE PROGRESS BY OCZM NEEDS IMPROVEMENT

In our 1976 report we commented on weaknesses in OCZM's monitoring of State CZM programs. We suggested that the Secretary of Commerce have OCZM shift its emphasis from encouraging States to participate to concentrating on the need to effectively monitor the States' progress. OCZM still needs to improve its monitoring system. Also, OCZM needs to establish appropriate criteria to evaluate States' performance to determine if the States are accomplishing the goals and objectives of their federally approved plans.

Improved monitoring and evaluation will help OCZM to identify areas where it could assist States in solving problems that have affected the timely completion of their coastal zone objectives.

Monitoring States' coastal zone programs

Under the CZM act, NOAA is responsible for conducting reviews of States' programs and evaluating States' progress in accomplishing the goals of their coastal zone programs. Basically, OCZM's monitoring efforts consist of reviewing quarterly and semiannual progress reports submitted by the States. The type of reports, their frequency, and whether such reports are even submitted varies between the five OCZM regions.

Notwithstanding the informal monitoring procedures that OCZM is following, regional staff members with responsibilities for the regions that we visited were generally aware of and familiar with the problems States were encountering in developing and implementing their programs. OCZM's monitoring system does not, however, have formalized procedures to

examine underlying causes for delays in implementing State programs, nor does OCZM's system include procedures wherein OCZM will follow up to assist and work with the States to overcome such problems.

For example, OCZM knew that Oregon, which had its program approved in 1977, was having trouble implementing its program because many of the local communities were behind schedule in developing their land-use plans. However, OCZM did not examine the underlying causes for the delays nor did it try to assist the State in taking corrective steps to revise, as appropriate, earlier plans and procedures to implement the coastal zone program. Instead, OCZM, on several occasions, recommended extending the State's target dates for project implementation.

Responses to our questionnaires indicated that a number of the States would welcome increased assistance and aid from OCZM. They felt OCZM could

- help to resolve special problems, such as local governmental issues,
- provide guidance in coordinating with other related Federal agencies,
- aid in the processing of grant applications, and
- establish procedures to keep the States informed of the progress and problems other States in the program are having.

OCZM program officials were aware of some of these problems but advised us that they were unable to provide more assistance to States because of staffing limitations. However, in October 1979, we noted that only 11 of the 20 authorized regional management positions were filled. They also said that they are cautious about helping the States because States may see such attempts as Federal "interference" in their internal affairs.

Evaluating State coastal zone programs

Under the CZM act, NOAA is responsible for evaluating States' coastal zone programs. OCZM has recognized for some time the need for a systematic approach to evaluating the States' performance for program management purposes. For example, in August 1978, the Office of Policy and Program Evaluation staff made a number of recommendations to OCZM management calling for a concerted effort on OCZM's

part to evaluate and assess the impact of the coastal zone program. The staff recognized that a good evaluation system would assist the States with the development and implementation of their management programs and eventually achieve meaningful improvements in coastal management practices.

In January 1979, a conference of coastal States concluded that OCZM should apply a structured evaluation to the State CZM programs "by assessing actual results and providing clearly defined evaluation guidelines and procedures."

Historically, OCZM's annual program evaluations have consisted of reviewing records at the Office of Coastal Zone Management and visiting a site to review information provided by State agencies. In reviewing several evaluation reports, we noted serious omissions in the presentation of certain factual data. For example, Massachusetts' evaluation reported that the State's mapping activities had been implemented and were proceeding satisfactorily. However, information available at the State level at the time of the evaluation showed that State officials questioned the value and usefulness of the maps being produced because they contained many serious inaccuracies. In another evaluation review, it was reported that the State's computerized permit tracking system was being installed and was proceeding smoothly to the point that full implementation was imminent. The system, however, was besieged with serious problems and was abandoned just about the time that OCZM issued its evaluation report on the State's coastal zone program.

In discussing these matters with OCZM officials, we were told that staffing limitations seriously affected OCZM's ability to do more in this area. We noted, however, that OCZM in the past has not placed a high priority on assigning staff to carry out program evaluations. For example, it had not staffed the evaluation office to the previously authorized level and from time to time has shifted staff members to other assignments, such as the information office. In its 1979 budget request NOAA said that its program monitoring procedures had been established and were in operation. At the time of our review, only one person--a State employee participating in the intergovernmental personnel program--had been assigned to carry out the evaluation of State CZM programs.

Subsequently, the Office of Policy and Program Evaluation hired two people to assist in the evaluation of the State programs. OCZM said they are attempting to obtain more personnel for the Office of Policy and Program Evaluation.

They added, however, that they did not plan to establish a more structured evaluation program until after congressional reauthorization hearings on the CZM act are completed in mid-1980. They said proposed revisions might have a significant impact on any evaluation criteria that they would develop prior to such revisions.

CONCLUSIONS

Our review of the Nation's CZM program shows the need for improvements in the Federal review and management of the program. To a large degree, management weaknesses we reported in December of 1976 continue today, even though the Secretary of Commerce generally agreed with the report and planned to improve program operations.

In terms of progress under the program, it should be noted that in a 3-year period, 1976 to 1979, 19 States had federally approved CZM programs. At the time of our earlier review only one State--Washington--had an approved program. Four States, however, are currently out of the program; one of these States--Georgia--voluntarily withdrew from the program.

In viewing the Federal management of the coastal zone program, NOAA's management philosophy concerning the program must be kept in mind. First, the coastal zone program is a State program and within certain prescribed limits the States design, develop, and implement programs to protect their own coastal resources. Second, although the act offers incentives for State participation, no sanctions are imposed if States do not elect to participate in the program.

However, the Secretary of Commerce's role under the act is also clear. The Secretary is to carry out the stated national policy to achieve the wisest possible use of the land and water resources of the Nation's coastal zones. In this regard, NOAA is responsible for (1) promulgating rules and regulations to effectively carry out the provisions of the act, (2) coordinating program activities with all interested Federal agencies, and (3) continually reviewing States' performance in developing and implementing appropriate management programs. It is in these areas of management responsibility that we have, once again, identified the need for improvement on the part of OCZM.

RECOMMENDATIONS

We recommend that the Secretary of Commerce require the Administrator, National Oceanic and Atmospheric Administration, to improve the overall Federal management and administration of the Nation's coastal zone program by

- working closely with the States to help them to resolve special problems and providing guidance for coordination with other Federal agencies;
- establishing and implementing formal program monitoring procedures, including appropriate measures to help identify underlying causes of delays in the development and implementation of State programs and, to the fullest extent possible, work with the States in overcoming such problems; and
- establishing appropriate evaluation guidelines and criteria to help insure a more systematic approach in OCZM's evaluation of States' performance and accomplishments under the federally approved coastal zone management program.

STATUS OF STATE COASTAL ZONE MANAGEMENT PROGRAMSAS OF MAY 1, 1980

At May 1, 1980, 19 of the 35 States had federally approved programs. Eight more are expected to be approved in 1980 or 1981. Approval of four States--Indiana, Ohio, New York, and Florida--are, as of this time, uncertain because of the need to develop State legislation or the need to arrange public hearings. Four other States--Georgia, Virginia, Minnesota, and Illinois--are out of the program. Illinois and Virginia could get into the program if they enact the necessary State legislation. The following table shows the status of each State and territory.

<u>State</u>	Actual or estimated Federal approval date by FY (ends 9/30)	<u>Comments and status</u>
Washington	1976	Approved
Oregon	1977	Approved
California	1978	Approved
Massachusetts	1978	Approved
Wisconsin	1978	Approved
Rhode Island	1978	Approved
Michigan	1978	Approved
North Carolina	1978	Approved
Puerto Rico	1978	Approved
Hawaii	1978	Approved
Maine	1978	Approved
Maryland	1978	Approved
New Jersey		
(Bay and Ocean		
Shores) (note a)	1978	Approved
Virgin Islands	1979	Approved
Alaska	1979	Approved
* <u>Guam</u>	1979	Approved
Delaware	1979	Approved
Alabama	1979	Approved
South Carolina	1979	Approved
Louisiana	1980	Draft environmental impact statement released 9/79
Mississippi	1980	Draft environmental impact statement released 5/80
Connecticut	1980	Draft environmental impact statement released 3/80

<u>State</u>	Actual or estimated Federal approval date by FY (ends 9/30)	<u>Comments and status</u>
Pennsylvania	1980	Legislation pending
New Jersey (remainder of State) (note a)	1980	Draft environmental impact statement released 5/80
New Hampshire	1981	Governor supports, needs legislation
Texas	1981	Program development grant awarded 9/79
Northern Mariana Islands	1980	Draft environmental impact statement released 5/80
American Samoa	1980	Draft environmental impact statement released 5/80
Indiana	Unknown	Legislation being prepared
Ohio	Unknown	Legislation pending
New York	Unknown	Legislation pending
Florida	Unknown	Preparing for public hearings
Georgia	Unknown	Governor withdrew 6/79
Virginia	Unknown	Terminated by OCZM 3/79 (note b)
Minnesota	Unknown	Program lapsed 9/78
Illinois	Unknown	Terminated by OCZM 1/79 (note b)

a/Bay and Ocean Shores portions of New Jersey have been approved, remainder of State is pending.

b/OCZM judged program ineligible due to lack of State legislation.

QUESTIONNAIRE RESPONSES

We sent questionnaires to the 35 States and territories that are eligible for participation in the Coastal Zone Management Program. We used two different types of questionnaires--one for States and territories with approved programs and the other for States and territories without approved programs.

As of June 1979, 13 States and territories had approved CZM programs 1/ and 22 States and territories were developing their programs or had completed them and were awaiting OCZM approval.

We received a 100-percent response from the States and territories with approved programs and a 95-percent response from States without approved programs.

SUMMARY OF RESPONSES

We requested information on

- the status of CZM programs,
- program development problems,
- the impact approved programs are having on coastal resources,
- the extent and type of State and Federal agency coordination,
- OCZM assistance and aid to the States,
- the level of public awareness, and
- program funding.

States with approved programs, for the most part, said they have achieved some results in protecting natural resources, such as wetlands, beaches and dunes; managing erosion, flooding, and other water-related activities. Almost 70 percent of the States said they achieved some results in

1/One State has two programs, one for a segment of its coast and another for the remainder of its coast. Questionnaires were sent and received on each segment.

increasing recreational access and protecting historical and cultural resources. These States also said that local and/or regional government representatives generally participate in their programs.

Specific areas where these States said they need some help from OCZM was in interstate coordination and coordination with other Federal agencies. States with approval programs said they had experienced some problems in implementing these programs because of difficulty in interpreting Federal regulations, working with Federal agencies, recognizing national interests, obtaining State and Federal funding, and monitoring the implementation of the program.

For those States without approved programs, about half (10 States) said they had completed their CZM program and expected to have the Secretary of Commerce approved their programs in the near future. Four States were not participating in the program. Most of the remaining States were at various levels in the program completion and approval process. These States said they were having some problems working with Federal agencies and planning for or establishing an appropriate organizational structure to implement their programs. Some of the States without approved programs (about 28 percent) said they had some conflicts with residential development activities and energy production facilities. Although more than 50 percent of the States said OCZM has been of assistance to them in processing grant applications and providing guidance for program development and approval, a number of States said OCZM assistance was needed in providing guidance in coordinating with other Federal agencies and assisting in resolving special problems.

A more detailed description of the actual responses by the States is provided on the copies of the questionnaires which follow.

The questionnaire to States and territories without approved programs begins on page 21 of this appendix. The questionnaire to States and territories with approved programs begins on page 30 of this appendix. The numbers which appear beside the answer(s) indicates how many respondents answered in that manner. All respondents did not answer all the questions. Responses to narrative type questions could not be readily summarized and are not included.

U.S. GENERAL ACCOUNTING OFFICE
SURVEY OF STATES, POSSESSIONS AND TERRITORIES

WITHOUT APPROVED

COASTAL ZONE MANAGEMENT PROGRAMS (CZM)

AS OF JUNE 1, 1979

INSTRUCTIONS:

Five years ago we sent a questionnaire similar to this one to all States and territories participating in the Coastal Zone Management Program (CZM). This questionnaire is now being sent to update our information. We are also interested in identifying potential strong points as well as potential problem areas in the total program.

Please read the following questions carefully and answer each one as frankly and completely as possible. The questionnaire should be completed by a person who is knowledgeable of your State's CZM program, past and present interactions with the Office of Coastal Zone Management and interactions with other relevant Federal agencies. However, where necessary, the respondent is encouraged to seek assistance of other State officials should they be better qualified to answer in certain areas.

Who is the State official completing this questionnaire?

NAME: _____

TITLE: _____

PHONE NO: _____
 (Area Code) (Number)

Please feel free to add any additional comments you may have in the space provided at the end of this questionnaire.

I. STATUS OF CZM PROGRAM

1. As of June 1, 1979, approximately what percentage of your plan is completed under Section 305 of the CZM Act (Program Development)? (Check one)

☐ 0 - 19% (Go to Question 3)	<u>0</u>
☐ 20 - 39% "	<u>1</u>
☐ 40 - 59% "	<u>0</u>
☐ 60 - 79% "	<u>4</u>
☐ 80 - 99% "	<u>5</u>
☐ 100% (Proceed to Question 2)	<u>10</u>

2. If your plan is 100% completed, which of the following is needed for approval? (Check all that apply)

☐ State legislative action pending	<u>3</u>
☐ State legislative action needed	<u>1</u>
☐ NEPA Compliance	<u>5</u>
☐ Governor's Approval	<u>4</u>
☐ Other (please specify) _____	<u>4</u>

3. If your plan is less than 100% completed, which of the following statements best describe the status of the listed program segments? (Check one box for each row)

	No work contemplated	Work not begun	Work in process	Work completed
Identifying boundaries	0	0	1	10
Inventory of resources	0	0	2	9
Developing of organizational structure needed to implement the plan	0	0	6	5
Designating of areas of particular concern	0	0	3	8
Providing for public participation	0	0	8	3
Determining permissible land and water uses	0	0	8	3
Developing legislative authority to implement the plan	0	1	8	3
Coordinating with Federal and State agencies and other interested parties	0	0	9	2

4. Several potential CZM program problem areas are listed below. To what degree, if any, is your State experiencing each of these potential problems. (Indicate degree of problem for each area)

	Little or no problem	Somewhat of a moderate problem	Moderate problem	Somewhat of a serious problem	Serious problem	No basis to judge
a. Obtaining State funding	12	3	1	0	2	1
b. Defining boundaries	13	3	3	0	0	0
c. Defining permissible uses	10	5	0	3	0	1
d. Designating areas of particular concern	13	3	3	0	0	0
e. Designating areas for preservation/restoration	9	4	1	0	0	5
f. Increasing beach access	5	5	5	0	2	1
g. Establishing estuarine sanctuary	4	2	1	0	0	12
h. Controlling shoreline erosion including public participation	5	3	6	2	1	2
i. Working with local/regional governments	9	3	2	2	1	1
j. Working with Federal agencies	7	11	1	1	0	0
k. Considering the national interest	11	5	3	0	0	1
l. Obtaining necessary authorities for control	5	4	5	1	4	0
m. Planning for or establishing a structure to implement the program	7	3	4	4	1	0
n. Conforming with air and water pollution control requirements	15	2	1	0	0	0
o. Other area (please specify)	0	0	1	2	3	0

5. For the problems you identified (if any) in the previous question, please select the two areas you consider to be most significant and briefly provide any explanations and/or solutions that you believe would help alleviate these problems in the future. Please indicate each problem area by placing the letter associated with it in the previous question in the boxes provided below.

☒ Most significant problem. Solution:

a-1, c-1, e-1, f-1, h-1, i-1, j-2, l-5,

m-1, o-3

☒ Second most significant problem.

Solution: a-1, f-3, h-3, i-1, l-2, m-2,

o-2

6. In the following areas to what degree, if any, is there currently a problem between the CZM Act and your State legislation? (Check one box for each row)

	Little or no conflicts					Very minor conflicts					Minor conflicts					Major conflicts					Very major conflicts																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																							
Industry and commerce	10	1	3	0	0																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																							

7. What recommendations or specific amendments, if any, should Congress consider in order to improve the CZM Act? (Briefly describe any recommendations in the space provided below)

8. What, if anything, is your State planning to do under your CZM program considering the development of Outer Continental Shelf oil and natural gas?

- ☒ Nothing, no oil or gas resources have been identified off our coast 7
- ☒ Undecided to date 1
- ☒ State is conducting or planning to conduct impact studies 4
- ☒ State is either using or planning to use Federal funds to conduct impact studies 9
- ☒ State is attempting to block further development of off shore oil and gas 0
- ☒ Other (please specify) 4

APPENDIX II

9. Which of the following best describes your State's CZM plan with respect to the siting of energy production and transmission facilities? (Check one)

- ☐ Either limited or no energy production and transmission facilities are required 5
- ☐ Identification of energy facility siting requirements considering future demands 9
- ☐ Studies are being made 3
- ☐ No consideration to date, but some will be required in the future 0
- ☐ Other (please specify) 5

10. What best describes the way your State proposes to implement its CZM program? (Check one)

- ☐ Through statewide agency 7
- ☐ Through a statewide agency with regional and/or local participation 10
- ☐ Through regional agencies with the State having oversight responsibilities 0
- ☐ Through local governments 2
- ☐ Implementation machinery not yet decided upon 0
- ☐ Other (please specify) 4

11. Is the responsibility for administering CZM Program development (Section 305), program administration (Section 306), and coastal energy impact program (Section 308) within the same State office?

- ☐ Yes (Go to Question 13) 12
- ☐ No 8

APPENDIX II

12. If responsibility is in more than one office indicate below the State agencies/offices responsible for managing each section.

Section 305 _____

Section 306 _____

Section 308 _____

13. To what extent, if any, do you use the following to make the public aware of your State's CZM program? (Check one box for each row)

	Little to none To a small extent To a moderate extent To a substantial extent To a great extent				
Public attendance is encouraged	1	0	2	8	10
The program's progress/problems are publicized	2	3	2	9	5
Meetings conducted with special interest groups	0	3	3	9	6
Presentations made by recognized authorities	4	4	8	3	2
Mass media advertisements used to promote the program	10	4	3	2	2
Television documentaries and magazine stories are used to promote the program	11	6	3	1	0
National and regional conferences held	11	6	4	0	0
Additional State personnel used to publicize the program	7	8	3	1	2
Advisory committees involving the public are formed	1	1	4	6	9
Other (please specify)	0	1	1	2	2

II. FUNDING

14. How would you rate the adequacy of the amount of Federal funds provided your State under Section 305 for planning a CZM program for your State? (Check one)
- ☐ Significantly more than adequate 0
- ☐ Somewhat more than adequate 3
- ☐ Adequate 16
- ☐ Somewhat less than adequate 2
- ☐ Significantly less than adequate 0
15. How would you rate the disbursement of Federal funds provided under Section 305 for planning a CZM program for your State? (Check one)
- ☐ Received funding significantly sooner than actually needed 0
- ☐ Received funding somewhat sooner than actually needed 0
- ☐ Funding received when needed 18
- ☐ Funding received somewhat later than when actually needed 3
- ☐ Funding received significantly later than when actually needed 0
16. Are Federal funds other than CZM funds being used for coastal program development in your State?
- ☐ Yes 3
- ☐ No (Go to Question 18) 18
17. If the answer to Question 16 is Yes, from which Federal agencies are they coming? (Check all applicable)
- ☐ Department of Housing and Urban Development 1
- ☐ Department of Labor (Work incentive Program--WIN) 0
- ☐ Environmental Protection Agency 1
- ☐ Other (please specify) 1
18. Which, if any, of the following Coastal Energy Impact Funds is your State receiving? (Check all that apply)
- ☐ Planning grants (Section 308(c)(1)) 18
- ☐ Environmental grants (Section 308(d)(4)) 11
- ☐ Loans, guarantees and repayment assistance (Section 308(d)(1)(2) and (3)) 9
19. If your State has not Completed a plan and does not expect to have a program by the conclusion of Section 305 funding (program development) do you expect to continue program development efforts without Federal funding assistance? (Check one)
- ☐ Very probable (Go to Question 21) 2
- ☐ Probable " 1
- ☐ Likely 4
- ☐ Unlikely 5
- ☐ Very unlikely 2
20. If your answer to the above question is at least "likely", where will the funds to continue program development be obtained?
- ☐ Other Federal sources 0
- ☐ State government 5
- ☐ Local governments 0
- ☐ Private organizations 0
- ☐ Other 0

III. OFFICE OF COASTAL ZONE MANAGEMENT ASSISTANCE

21. To what extent, if any, has the Office of Coastal Zone Management (OCZM) been of assistance in each of the following areas? (Indicate degree of assistance for each area)

	Little or not at all To a small extent To a substantial extent To a very large extent			
a. Providing guidance for the program development and approval	1	3	11	6
b. Making known and available relevant technical papers	2	5	7	7
c. Processing grant applications	0	3	12	6
d. Keeping your State informed of the progress/problems of other States	1	6	11	3
e. Providing guidance for interstate coordination	6	8	5	2
f. Providing guidance for interfacing with OCZM	2	6	7	5
g. Providing guidance for coordination with other Federal agencies	3	8	6	4
h. Assisting in the resolution of special problems	3	8	5	5
i. Other (please specify)	0	0	0	2

22. Of the assistance areas identified in the previous question, in which three areas would increased assistance be most beneficial to your State? (Please indicate areas of desirable increased assistance by placing the area letter from the previous question in the boxes provided below)

- ☐ Most beneficial increased assistance a-7, c-2, d-4, e-1, h-1
☐ 2nd most beneficial increased assistance b-1, c-2, d-1, e-1, f-1, g-5, h-4
☐ 3rd most beneficial increased assistance a-2, b-1, c-1, d-1, e-2, f-1, g-3, h-2

23. To what degree has the OCZM applied the program regulations consistently to your program during its development? (Check one)

- ☐ Very great degree 2
☐ Great degree 6
☐ Some degree 10
☐ Minor degree 2
☐ Not at all 0

24. How satisfied or dissatisfied has your State been with the effectiveness of the OCZM regional coordinators toward achieving program approval? (Check one)

- ☐ Very satisfied 10
☐ Somewhat satisfied 2
☐ Neither satisfied nor dissatisfied 4
☐ Somewhat dissatisfied 4
☐ Very dissatisfied 1

25. Would the OCZM regional coordinators have been more effective if they had been located in their respective regions instead of centralized in the Washington, D.C. area? (Check one)

- ☐ Definitely no 1
☐ Probably no 12
☐ Undecided 2
☐ Probably yes 5
☐ Definitely yes 1

APPENDIX II

APPENDIX II

IV. COORDINATION WITH FEDERAL AGENCIES, AND
STATE, LOCAL AND/OR REGIONAL GOVERNMENTS

26. To what extent does your State have adequate time to make meaningful input to the Federal program development process? (Check one)

☐ Completely inadequate 3
☐ Slightly less than adequate 4
☐ Adequate 12
☐ Just about right 1
☐ Slightly more than adequate 1

27. What is your State's impression about the extent to which your views are considered by those responsible for Federal activities? (Check one)

☐ Very little consideration, if any 1
☐ Some consideration, but not enough 12
☐ An appropriate amount of consideration 7
☐ Too much consideration 0
☐ No basis to judge 1

28. Indicate your State's satisfaction/dissatisfaction with the interfaces or contacts you experience with each of the Federal agencies/departments listed below as they relate to your State's CZM program. (Check one box for each activity)

	Very satisfied	Somewhat satisfied	Neither satisfied nor dissatisfied	Somewhat dissatisfied	Very dissatisfied	No identifiable interest in the coastal zone	Not yet contacted
DEPARTMENT OF THE INTERIOR							
1. Bureau of Indian Affairs	1	2	1	0	0	13	0
2. Bureau of Land Management	2	6	6	1	0	5	0
3. Bureau of Outdoor Recreation	5	4	7	2	0	1	0
4. Bureau of Reclamation	0	1	2	0	0	13	2
5. Fish and Wildlife Service	8	8	2	3	0	0	0
6. National Park Service	5	5	4	1	0	2	2
7. Geological Survey	7	7	5	0	0	1	0
DEPARTMENT OF DEFENSE							
8. Army Corps of Engineers	8	7	1	4	0	0	0
9. Navy Facilities Engineering Command	5	5	2	3	0	2	3
10. Air Force installations	3	6	4	0	0	4	2
11. Army installations	2	6	7	0	0	3	3
12. Naval districts	4	6	6	2	0	1	2
DEPARTMENT OF TRANSPORTATION							
13. Federal Aviation Administration	2	2	8	0	0	3	4
14. Federal Highway Administration	4	0	10	1	0	1	2
15. United States Coast Guard	7	10	4	0	0	0	0
16. Urban Mass Transportation Administration	2	0	6	1	0	6	4
DEPARTMENT OF AGRICULTURE							
17. Soil Conservation Service	9	7	2	1	0	1	1
18. Forest Service	2	3	8	0	0	3	3
DEPARTMENT OF COMMERCE							
19. Maritime Administration	4	5	10	1	0	0	0
20. National Marine Fisheries Service	6	6	6	1	0	0	1
DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT							
21. Assistant Secretary for Community Planning and Development	2	4	9	1	0	1	2
GENERAL SERVICES ADMINISTRATION							
ENVIRONMENTAL PROTECTION AGENCY	3	8	6	2	1	0	0
DEPARTMENT OF ENERGY							
FEDERAL ENERGY REGULATORY COMMISSION	3	2	11	0	1	2	2
NUCLEAR REGULATORY COMMISSION	2	2	9	1	1	2	3
Other (please specify)	1	1	0	3	0	0	0

29. To what extent have Federal agencies other than OCZM been helpful to your State in identifying areas of national interest? (Check one)

☐ Very great extent 0
☐ Great extent 3
☐ Some extent 12
☐ Minor extent 5
☐ Little if any extent 1

30. To what extent, if any, do representatives of local and/or regional governments participate in your CZM program through the following methods. (Check one box for each row)

	Little to none	To a small extent	To a moderate extent	To a substantial extent	To a great extent
Participate in the program's policy-making body	3	2	6	4	4
Serve on a local government advisory committee	4	1	5	2	6
Participate in local-State intergovernmental personnel exchange	14	2	1	2	1
Provide informal input to program	1	1	3	6	7
Prepare portions of local CZM programs for consolidation at the State level	3	2	4	4	6
Assist in implementation functions	3	1	0	7	7
Have overall responsibility for program implementation	4	4	2	7	1
Other (please specify)	0	0	0	1	0

31. Have you attempted to coordinate with neighboring States?

☐ Yes 17
☐ No (Go to Question 33) 3

32. If you did attempt to coordinate with neighboring States how well would you rate the success of this effort? (Check one)

☐ Very successful 6
☐ Somewhat successful 7
☐ Undecided 4
☐ Somewhat unsuccessful 0
☐ Very unsuccessful 0

33. How important do you believe interstate coordination is to the development of your State CZM program? (Check one)

☐ Very important 5
☐ Important 2
☐ Somewhat important 5
☐ Little importance 6
☐ Not important at all 2

34. How important do you believe interstate coordination is to the development of a national CZM program? (Check one)

☐ Very important 8
☐ Important 7
☐ Somewhat important 5
☐ Little importance 1
☐ Not important at all 0

35. To what extent do you feel that funding of Section 309 (Interstate Grants) would have provided better and more effective coordination? (Check one)

☐ Very great extent 0
☐ Great extent 7
☐ Some extent 8
☐ Minor extent 4
☐ Little if any extent 1

V. ADDITIONAL COMMENTS

36. If you have any additional comments on any of the questions or related points or topics not covered, please write your comments in the space below. Your views are greatly appreciated. Thank you.

U.S. GENERAL ACCOUNTING OFFICESURVEY OF STATES, POSSESSIONS AND TERRITORIESWITH APPROVEDCOASTAL ZONE MANAGEMENT PROGRAMS (CZM)AS OF JUNE 1, 1979INSTRUCTIONS:

Five years ago we sent a questionnaire similar to this one to all states participating in the Coastal Zone Management Program (CZM). This questionnaire is now being sent only to the states with approved programs. The purpose is to update our information and to find out how approved programs are working. We are interested in identifying potential strong points as well as potential problem areas in the total program.

Please read the following questions carefully and answer each one as frankly and completely as possible. The questionnaire should be completed by a person who is knowledgeable of your State's CZM program, past and present interactions with the Office of Coastal Zone Management and interactions with other relevant Federal agencies. However, where necessary, the respondent is encouraged to seek the assistance of other State officials should they be better qualified to answer in certain areas.

Who is the State official completing this questionnaire?

NAME: _____

TITLE: _____

PHONE NO: _____
(Area Code) (Number)

Please feel free to add any additional comments you may have in the place provided at the end of this questionnaire.

1. Which of the following best describes the CZM legislative action your State has taken since Federal CZM funding started? (Check one)

☐ No new legislative action taken 4

☐ Passed comprehensive CZM legislation 5

☐ Passed limited CZM legislation (please specify) 5

APPENDIX II

APPENDIX II

2. During your program development, to what degree, if any, were there conflicts between the Federal CZM Act and State legislative acts for the following sectors and what is the current status of these conflicts? (Check one box for each row)

Sectors	Degree of Conflict					Current Status			
	Little or no conflicts	Very minor conflicts	Minor conflicts	Major conflicts	Very major conflicts	Conflict still exists	Solved by State legislative Act	Solved by State Administrative Action	Solved by other methods
Industry and commerce	11	0	1	0	1	0	0	0	2
Residential development	11	0	1	1	0	1	0	1	0
Agricultural uses	12	0	1	0	0	0	1	0	0
Recreational uses	12	0	0	1	0	1	0	0	0
Extraction of mineral resources	11	0	1	1	0	1	0	1	0
Energy production and transmission facilities	8	0	4	1	0	0	1	1	1
Transportation, navigation, and associated port facilities	12	0	1	0	0	1	0	0	0
Waste disposal	11	0	0	0	2	1	0	1	0
Cultural, historic and esthetic uses	11	1	1	0	0	1	1	0	0
Other (please specify) _____	1	0	0	0	0				

3. What principal administrative action, if any, has your State taken since Federal CZM funding started? (Check one)

☐ Has not taken any special administrative actions 2

☐ Executive Order issued to implement CZM 5

☐ Memo of understanding between State agencies 6

☐ Other (please specify) 6

4. In response to requirements for Federal approval which of the following organizations has your State established to manage your CZM program? (Check all that apply)

☐ State CZM agency 8

☐ Subunits within existing agency 7

☐ Management Commission 3

☐ Advisory Group 5

☐ Interstate regional CZM group 2

☐ Interstate coordination group 0

☐ Other (please specify) 1

APPENDIX II

APPENDIX II

5. Is the responsibility for administering CZM Program development (Sec. 305), program administration (Sec. 306) and coastal energy impact program (Sec. 308) within the same State office?

☐ Yes (Go to Question 7) 12

☐ No 2

6. If responsibility is in more than one office, indicate below the State agencies offices responsible for managing each section.

Section 305 _____

Section 306 _____

Section 308 _____

7. To what extent, if any, do representatives of local and/or regional governments participate in your CZM program through the following methods. (Check one box for each row)

	Little to none To a small extent To a moderate extent To a substantial extent To a great extent				
Participate in the program's policy-making body	4	0	2	3	5
Serve on a local government advisory committee	1	2	1	4	5
Participate in local-State inter-governmental personnel exchange	13	0	0	0	0
Provide informal input to program	0	1	3	5	5
Prepare portions of local CZM programs for consolidation at the State level	3	2	4	1	4
Assist in implementation functions	0	2	2	5	4
Have overall responsibility for program implementation	5	1	5	0	2
Other (please specify)	0	0	0	0	2

8. Have you attempted to coordinate with neighboring States?

☐ Yes 13

☐ No (Go to Question 10) 1

9. If you did attempt to coordinate with neighboring States, how would you rate the success of this effort? (Check one)

☐ Very successful 4

☐ Somewhat successful 7

☐ Undecided 2

☐ Somewhat unsuccessful 0

☐ Very unsuccessful 0

10. How important do you believe interstate coordination is to the development of a national CZM program? (Check one)

☐ Very important 7

☐ Important 4

☐ Somewhat important 3

☐ Little importance 0

☐ Not important at all 0

11. To what extent do you feel that funding of Section 309 (Interstate Grants) would have provided more effective coordination? (Check one)

☐ Very great extent 5

☐ Great extent 4

☐ Some extent 3

☐ Minor extent 2

☐ Little if any extent 0

APPENDIX II

12. To what extent, if any, do you use the following to make the public aware of your State's CZM program? (Check one box for each row)

	little to none to a small extent to a moderate extent to a substantial extent to a great extent				
Public attendance is encouraged	0	1	2	3	8
The program's progress/problems are publicized	0	0	9	1	4
Meetings conducted with special interest groups	0	3	2	4	4
Presentations made by recognized authorities	0	6	6	0	1
Mass media advertisements used to promote the program	7	3	2	0	2
Television documentaries and magazine stories are used to promote the program	7	4	1	1	1
National and regional conferences held	4	6	3	0	1
Additional State personnel used to publicize the program	3	3	4	3	1
Advisory committees involving the public are formed	1	1	3	5	4
Other (please specify)	0	0	0	0	4

APPENDIX II

II. FEDERAL ASSISTANCE

13. To what extent, if any, has the Office of Coastal Zone Management (OCZM) been of assistance in each of the following areas? (Check one box for each item)

	little or not at all to a small extent to a moderate extent to a substantial extent to a very large extent				
a. Providing program guidelines	0	1	8	3	2
b. Making known and available relevant technical papers	2	5	3	3	1
c. Processing grant applications	0	3	3	5	2
d. Keeping your State informed of the progress/problems of other States	1	2	3	7	1
e. Providing guidelines for inter-state coordination	7	1	4	2	0
f. Providing guidelines for interfacing with CZM	0	1	4	3	1
g. Providing guidelines for coordination with other Federal agencies	0	7	4	2	0
h. Assisting in the resolution of special problems	2	3	4	4	1
i. Other (please specify)	0	0	0	0	0

14. Of the assistance areas identified in the previous question, in which three areas would increased assistance be most beneficial to your State? (Please indicate areas of desirable assistance by placing the area letter from the previous question in the boxes provided below)

☐ Most beneficial increased assistance
b-1, c-4, d-2, e-1, g-4, h-2
☐ 2nd most beneficial increased assistance
a-1, b-1, c-1, d-1, e-1, f-1, g-4, h-4
☐ 3rd most beneficial increased assistance
b-4, d-2, f-1, h-6

15. Has OCZM been unable to provide your State with guidance in any of the following areas of special need when requested? (Check all that apply)

☐ Extremely long coastline conditions 1
☐ Fishing industry problems 3
☐ Extreme weather conditions 2
☐ Land development pressures 3
☐ Water and/or air pollution problems 2
☐ Impact of offshore mineral and fossil fuel resources 3
☐ Other (please specify) 3

16. Would the OCZM regional coordinators have been more effective if they had been located in their respective regions instead of centralized in the Washington, D.C. area? (Check one)

☐ Definitely no 2
☐ Probably no 5
☐ Undecided 2
☐ Probably yes 3
☐ Definitely yes 1

17. How satisfied or dissatisfied has your State been with the Assistance received from OCZM in the resolution of conflicts, if any, between your State and Federal agencies? (Check one)

☐ No basis to judge, no conflicts encountered to date 0
☐ Very satisfied 3
☐ Somewhat satisfied 8
☐ Neither satisfied nor dissatisfied 1
☐ Somewhat dissatisfied 1
☐ Very dissatisfied 0
☐ Other (please comment) 1

18. To what extent does your State have adequate time to make meaningful input to the Federal program activities in your coastal zone? (Check one)

☐ Completely inadequate 0
☐ Inadequate 1
☐ Slightly less than adequate 8
☐ Just about right 5
☐ Slightly more than adequate 0

19. What is your State's impression about the extent to which your views are considered by those responsible for Federal activities? (Check one)

☐ Very little consideration, if any 1
☐ Some consideration, but not enough 8
☐ An appropriate amount of consideration 3
☐ Too much consideration 0
☐ No basis to judge 1

20. Indicate your State's satisfaction/dissatisfaction since program approval and your experience with each of the Federal agencies/departments listed below. (Check one box for each activity)

	Very satisfied	Somewhat satisfied	Neither satisfied nor dissatisfied	Somewhat dissatisfied	Very dissatisfied	No identifiable interest in the coastal zone	Not yet contacted
<u>DEPARTMENT OF THE INTERIOR</u>							
a. Bureau of Indian Affairs	1	1	2	2	0	5	3
b. Bureau of Land Management	2	5	2	2	0	2	1
c. Bureau of Outdoor Recreation	2	5	4	2	0	0	0
d. Bureau of Reclamation	0	1	2	0	1	8	2
e. Fish and Wildlife Service	2	6	1	5	0	0	0
f. National Park Service	2	6	4	0	0	0	1
g. Geological Survey	2	6	5	0	0	0	1
<u>DEPARTMENT OF DEFENSE</u>							
h. Army Corps of Engineers	6	5	0	2	1	0	0
i. Navy Facilities Engineering	1	6	3	1	1	0	2
j. Air Force installations	2	1	7	0	0	1	3
k. Army installations	0	3	5	2	0	1	3
l. Naval Districts	1	4	6	0	1	0	2
<u>DEPARTMENT OF TRANSPORTATION</u>							
m. Federal Aviation Administration	1	3	5	0	0	1	4
n. Federal Highway Administration	1	4	4	0	0	1	4
o. United States Coast Guard Administration	7	6	0	0	1	0	0
p. Urban Mass Transportation Administration	1	3	5	0	0	1	3
<u>DEPARTMENT OF AGRICULTURE</u>							
q. Soil Conservation Service	4	9	0	1	0	0	0
r. Forest Service	2	8	1	0	0	2	1
<u>DEPARTMENT OF COMMERCE</u>							
s. Maritime Administration	1	4	6	0	0	0	3
t. National Marine Fisheries Service	2	7	2	3	0	0	0
<u>DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT</u>							
u. Assistant Secretary for Community Planning and Development	1	2	8	0	0	0	3
v. GENERAL SERVICES ADMINISTRATION	0	3	3	1	1	1	5
w. ENVIRONMENTAL PROTECTION AGENCY	3	6	2	1	1	0	1
x. DEPARTMENT OF ENERGY	1	4	6	2	0	0	1
y. FEDERAL ENERGY REGULATORY COMMISSION	0	3	2	4	0	0	4
z. NUCLEAR REGULATORY COMMISSION	0	3	5	2	0	0	4
aa. Other (please specify)	1	0	0	0	0	0	0

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21. Please identify (a) the Federal agency your State is most dissatisfied with and, (b) the Federal agency your State is most satisfied with and briefly explain why in each case. Indicate the agencies by placing the appropriate letters of the agencies given in the previous questions in the boxes below.

(a) DISSATISFIED

☐ Most dissatisfied with since program approved. Reason:

e-4, h-1, i-1, o-1, t-1, v-1, x-1, y-1

(b) SATISFIED

☐ Most satisfied with since program approved. Reason:

f-1, h-7, o-3, w-1, aa-1

22. In which of the following ways could Federal agencies other than OCZM be helpful to the States in identifying areas of National Interest? (Check all that apply)

☐ Setting priorities within individual agencies 6

☐ Coordinating and trading-off priorities between agencies 10

☐ Conducting public hearings 3

☐ Publicizing their progress and problems (i.e., supplying data regarding future Federal plans for the coastal zone) 8

☐ Meeting with the States, possessions and territories with approved programs 4

☐ Other (please specify) 2

23. How would you rate the adequacy of the amount of Federal funds provided your State under Sections 305 and 306 for developing and implementing your CZM program? (Check one)

☐ Significantly more than adequate 0

☐ Somewhat more than adequate 0

☐ Adequate 7

☐ Somewhat less than adequate 6

☐ Significantly less than adequate 2

24. How would you rate the disbursement of Federal funds provided under Sections 305 and 306 for developing and implementing your CZM program? (Check one)

☐ Received funding significantly sooner than actually needed 0

☐ Received funding somewhat sooner than actually needed 0

☐ Funding received when needed 9

☐ Funding received somewhat later than when actually needed 5

☐ Funding received significantly later than when actually needed 0

25. Are Federal funds other than CZM funds being used for coastal program development in your State? (Check one)

☐ Yes 7

☐ No (Go to Question 27) 7

26. If Question 25's answer was Yes, from which Federal agencies are they coming? (Check all that apply)

☐ Department of Housing and Urban Development 3

☐ Department of Labor (Work Incentive Program--WIN) 0

☐ Environmental Protection Agency 3

☐ Other (please specify) 2

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27. Which, if any, of the following Coastal Energy Impact Funds is your State receiving? (Check all that apply)

☐ Planning grants (Section 308(c)(1)) 14

☐ Environmental grants (Section 308(d)(4)) 8

☐ Loans, guarantees and repayment assistance (Section 308(d)(1)(2) and (3)) 5

III. PROGRAM DETAILS AND IMPACT

28. Since approval of your CZM program, to what degree, if any, have you achieved results in protecting the following natural resources? (Check one box for each row)

	Little if any results Minor results Some results Significant results Very significant results				
Wetlands	0	1	1	4	8
Floral and faunal habitats	1	2	3	3	6
Beaches and dunes	0	0	2	4	6
Barrier islands	1	1	1	3	2
Reefs	3	1	1	3	0
Offshore mineral resources	4	0	3	1	2
Other	0	0	0	0	2

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29. Since approval of your CZM program to what degree, if any, have you achieved results in managing the following aspects of coastal development? (Check one box for each row)

	Little if any results Minor results Some results Significant results Very significant results				
Erosion	0	2	5	4	3
Flooding	0	1	7	5	1
Saltwater intrusion	4	0	3	0	1
Energy facility siting	0	2	6	2	3
Giving priority to water-dependent activities	0	0	7	3	4
Locating dredge disposal sites	2	2	6	2	1
Other	0	0	0	1	4

30. Since approval of your CZM program, to what degree, if any, have you achieved results in increased recreational access and protection of historical/cultural resources for the following? (Check one box for each row)

	Little if any results Minor results Some results Significant results Very significant results				
Dedication of required access	5	0	4	0	4
Open beach laws or court action	5	1	4	0	2
Protection/restoration of historic and cultural resources	0	2	5	1	3
Protection of scenic areas/provision of visual access	3	0	5	1	4
Urban waterfront projects	1	1	5	2	3
Other	0	0	1	0	2

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31. Since approval of your CZM program, to what degree, if any, have you achieved results in streamlining of government decision-making and permit application with respect to the following? (Check one box for each row)

	Little if any results	Minor results	Some results	Significant results	Very significant results
Joint Corps of Engineers/State application and/or hearing	4	1	4	3	0
Consolidated State permit	0	2	6	2	0
Clearinghouse and/or computer tracking	3	2	2	3	1
Other	0	0	0	1	2

32. How well are each of the following requirements of the Act addressed in your approved CZM program? (Check one box for each item)

	Very poorly addressed	Poorly addressed	Somewhat addressed	Well addressed	Very well addressed
a) Identifying boundaries	0	0	0	6	8
b) Defining permissible land/water uses	0	0	1	5	8
c) Designating areas of particular concern	0	1	3	3	7
d) Controlling land/water uses	0	0	1	7	6
e) Priorities of uses in particular areas	0	0	5	5	4
f) Describing the organizational structure to implement the program	0	0	2	4	8
g) Protection and access to public beaches and other public coastal areas	0	0	5	1	8
h) Planning for energy facilities	0	0	5	3	6
i) Assessing the effects of shoreline erosion	0	0	4	4	6

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33. Which of the following best describes your State's CZM plan with respect to the siting of energy production and transmission facilities? (Check one)

- ☐ Either limited to no energy production and transmission facilities are required 1
- ☐ Identification of energy facility siting requirements considering future demands 9
- ☐ Studies are being made 3
- ☐ No consideration to date, but some will be required in the future 0
- ☐ Other (please specify) 2

34. To what extent have Federal agencies other than OCZM been helpful to your State in identifying areas of national interest? (Check one)

- ☐ Very great extent 1
- ☐ Great extent 0
- ☐ Some extent 4
- ☐ Minor extent 4
- ☐ Little if any extent 5

35. What, if anything, is your State doing under your CZM program considering the development of Outer Continental Shelf oil and natural gas? (Check one)

- ☐ Nothing, no oil or gas resources have been identified off our coast 2
- ☐ Undecided to date 0
- ☐ State is conducting or planning to conduct impact studies 6
- ☐ State is either using or planning to use Federal funds to conduct impact studies 6
- ☐ State is attempting to block further development of off shore oil and gas 0
- ☐ Other (please specify) 5

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36. Several potential problem areas are listed below. Indicate to what degree your State is experiencing each of these potential problems in implementing your CZM program. (Check one box for each problem area)

		Little or no problem	Somewhat of a moderate problem	Moderate problem	Somewhat of a serious problem	Serious problem	No basis to judge
a) Obtaining State funding	2	6	2	2	1	1	
b) Defining boundaries	7	3	3	1	0	0	
c) Defining permissible uses	11	2	0	1	0	0	
d) Prioritizing uses	5	6	2	0	0	0	
e) Designating areas of particular concern	9	3	1	1	0	0	
f) Designating areas for preservation and/or restoration	8	4	0	1	1	0	
g) Establishing estuarine sanctuaries	4	6	2	0	0	2	
h) Meeting requirements for public participation	13	1	0	0	0	0	
i) Working with local/regional governments	7	6	1	0	0	0	
j) Working with local planners	10	4	0	0	0	0	
k) Working with Federal agencies	5	1	7	1	0	0	
l) Considering National interest	3	4	3	3	1	0	
m) Obtaining necessary authorities for control	11	2	1	0	0	0	
n) Working with State Government	7	6	1	0	0	0	
o) Implementing the program	5	6	3	0	0	0	
p) Monitoring program implementation	4	5	3	2	0	0	
q) Meeting air and water pollution control requirements	10	0	1	1	0	1	
r) Working with public interest groups	12	2	0	0	0	0	
s) Interpreting Federal regulations	0	8	3	1	2	0	
t) Obtaining Federal funding	5	2	6	1	0	0	
u) Other area (please specify)	0	1	1	0	1	0	

37. For the problems you identified (if any) in the previous question, please select the two areas you consider to be most significant and briefly provide any explanations and/or solutions that you believe would help alleviate these problems in the future. Please indicate each problem area by placing the letter associated with it in the previous question in the boxes provided below.

☐ Most significant problem. Solution:

a-2, g-1, l-3, k-1, o-1, p-2, t-1, u-2,
s-1

☐ Second most significant problem.
Solution:

a-2, b-1, i-1, k-2, l-1, s-2, u-2

IV. GENERAL COMMENTS

38. What is the prognosis for your State's continued participation in the CZM program if Federal funding continues? (Check one)

☐ Excellent (Go to Question 40) 10
☐ Good " 4
☐ Fair 0
☐ Poor 0
☐ Don't know 0

39. If the prognosis is not at least good, what would prevent continued participation? (Check one)

☐ State budgetary constraints/staffing ceilings 0
☐ Inability to meet Federal requirements (Please identify in "other" below) 0
☐ Political or social opposition in the State 0
☐ Other (please specify) 0

40. What is the prognosis for your State's continued participation in the CZM program if Federal funding does not continue? (Check one)

☐ Excellent 1
☐ Good 3
☐ Fair 6
☐ Poor 4
☐ Don't know 0

41. What recommendations or specific amendments, if any, should Congress consider in order to improve the CZM Act? (Briefly describe any recommendations in the space provided below)

42. If you have any additional comments on any of the questions or related points or topics not covered, please write your comments in the space below. Your views are greatly appreciated. Thank you.

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