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# **TARGETING NATIONAL COASTAL PRIORITIES: COASTAL RESOURCE ENHANCEMENT PROGRAM**

**1992**

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**Department of Commerce  
National Oceanic and Atmospheric Administration  
National Ocean Service  
Office of Ocean and Coastal Resource Management  
Coastal Programs Division**

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## Foreword

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In 1990, in response to growing concern from the American public about the declining health of the nation's coastal resources, Congress presented a new challenge to coastal states and U.S. territories to confront the most pressing coastal issues. This new challenge promises to shape the future of U.S. coastal management efforts.

This Coastal Zone Enhancement Program, created by the 1990 Amendments to the Coastal Zone Management Act, is administered by the National Oceanic and Atmospheric Administration's Office of Ocean and Coastal Resource Management (OCRM). The program addresses eight priority areas, including:

- ♦ wetlands protection and restoration,
- ♦ public access to the coast,
- ♦ control of the cumulative and secondary impacts of development
- ♦ protection from coastal hazards,
- ♦ special area management planning,
- ♦ management of ocean resources,
- ♦ reduction of marine debris, and
- ♦ the siting of energy and Government facilities in coastal areas.

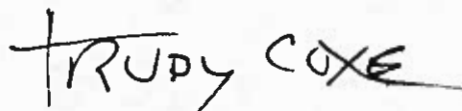
The program encourages coastal states and territories to develop new and innovative approaches to tackling these problems and ultimately provide greater protection for coastal resources. States and territories began this effort by assessing the status of their coastal resources and then creating strategies for action.

This report outlines the substantial progress made by the states and territories in developing and implementing enhancement programs. OCRM anticipates that the considerable efforts and learning experiences of the first year will be valuable in strengthening the state and territory programs in future years. The report also summarizes the individual enhancement projects the states and territories will undertake this year.

For further information on enhancement program activities, contact the state program managers listed at the end of this document or OCRM's Coastal Programs Division, NOAA/National Ocean Service, 1825 Connecticut Avenue, N.W., Washington, D.C. 20235; telephone (202) 606-4158.

My staff and I extend a special note of appreciation to the state managers and their staffs who made this first year successful and who contributed to this progress report.

Sincerely,

  
Trudy Coxé  
Director

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COASTAL RESOURCE ENHANCEMENT PROGRAM**

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## **Introduction and Summary of FY92 Funding Decisions \_\_\_\_\_**

Dramatic population growth along the U.S. coastlines brings new challenges to managing national coastal resources -- challenges in protecting life and property from natural hazards; in settling conflicts between such competing needs as dredged material disposal, commercial development, recreational uses, national defense needs, and port development; and in protecting coastal wetlands and habitats while accommodating needed economic growth.

### **Targeting National Coastal Priorities**

In 1990, to meet mounting public concern for the well-being of the nation's coastal resources, the Congress created a new program under section 309 of the Coastal Zone Management Act (CZMA) of 1972 to encourage states to address coastal issues of national significance. The new Coastal Resource Enhancement Program, which promises to play a major role in shaping the future of states' coastal management efforts, provides additional incentives for states to develop program changes in eight national interest enhancement objectives:

- 1) to protect, restore, or enhance the existing coastal wetlands base, or create new coastal wetlands;
- 2) to prevent or significantly reduce threats to life and destruction of property by eliminating development or redevelopment in high hazard areas and managing development in other hazard areas;
- 3) to increase opportunities for public access to coastal areas;
- 4) to reduce marine debris in the coastal and ocean environment;
- 5) to assess the impacts, both cumulative and secondary, of population growth and urban development around the coast;
- 6) to identify and develop plans to manage coastal areas with special needs;
- 7) to plan wise use of ocean resources; and
- 8) to help in placing energy facilities and government facilities along the coast.

The enhancement program encourages states to achieve these objectives by strengthening their coastal management programs with new laws, regulations, or other enforceable mechanisms to provide greater protection for coastal resources. Under the enhancement program, the Federal Office of Ocean and Coastal Resource Management (OCRM) of the National Oceanic and Atmospheric Administration (NOAA) allocates Federal funds to states based on the quality of their multi-year enhancement Strategies, including weighted formula and special merit projects.

Funding decisions are based on how completely and creatively each state program meets national concerns on coastal resource management.

### **Identifying States' Priority Issues**

As a first step in implementing the new enhancement program, OCRM worked closely with each participating state to set state priorities among the national objectives. To facilitate a common approach to this task, OCRM published national guidance in May 1991. The guidance set forth objectives for each of the enhancement areas for self-evaluation by each participating state.

In 1991, states put tremendous effort into assessing the status of their coastal resources and determining the possibilities for improving management of those resources. This effort included public input on the most pressing coastal issues in the state and the best ways to tackle the issues. Many states aggressively sought public input through surveys, coastal commission or citizen advisory group meetings open to the public, and information documents.

The information collected by the states laid the foundation for the development of state Assessments, which examined how the state is addressing each of the enhancement objectives, how significant the issues are in the state, and the possibilities that exist for improvement. The Assessments provided the factual basis for determining the priority needs for improvement of state coastal management programs within the eight enhancement areas.

Coastal state participation in this effort was high, with 27 of the eligible 29 coastal states and U.S. island territories submitting Assessments in January 1992. Most of the states concentrated on four of the enhancement objectives without ranking their relative importance: protecting coastal wetland resources; managing cumulative and secondary impacts of coastal growth; increasing opportunities for public access to the shore; and reducing threats to life and property from natural hazards. Of the 27 Assessments submitted, OCRM approved 23. OCRM encouraged the four remaining states to revise their Assessments for resubmission for enhancement funding in Fiscal Year 1993.

### **Developing a Multi-Year Strategy**

Once the priority management issues within the eight enhancement areas were established, the second stage involved state development of a multi-year Strategy. The Strategy identified program changes that each state will seek to achieve in the priority areas identified in the Assessment. The Strategies will guide the development of the state's FY92 and subsequent year enhancement grant proposals. OCRM approved the 23 submitted Strategies and assigned them a weighting factor which was used in determining each state's funding. The Strategies identified a wide range of projects to achieve the enhancement objectives.

## **Allocating Enhancement Resources**

OCRM allocates enhancement funds using two methods: (1) a weighted formula based on an evaluation of each state's Strategy and (2) individual projects of special merit. The weighted formula funding provides a predictable level of funding to support states in undertaking projects that are critical to achieving the benchmarks in their Strategies. Under the weighted formula, OCRM establishes weighted formula funding targets for each state by multiplying the basic CZMA section 306 funding formula by a "weighting factor" derived from OCRM's evaluation of the state's Strategy. In FY92, the maximum amount of weighted formula funds awarded to a state was \$273,600.

The projects of special merit (PSM) allocation provides the opportunity for states to be innovative and to undertake projects that commit to making demonstrable improvements toward the coastal zone enhancement objectives and provide models transferable to other states. States annually compete for PSM funds; only the highest ranked projects are approved. In FY92, the highest amount awarded to any one state was \$215,000.

OCRM funded 27 of 119 competing projects of special merit. Only FY92 funding limitations prevented OCRM from funding additional worthy projects submitted by the states. The funding decisions by OCRM are recommendations; they are not final decisions. Final funding decisions are determined by the Department of Commerce after each state applies for funding through the regular financial assistance process. Funding decisions are to be made by October 1, 1992. The 23 participating states completed conforming grant applications which were reviewed and approved by OCRM and forwarded to the NOAA Grants Management Division for processing.

## **Results of the Enhancement Program**

The results of the FY92 implementation of the enhancement program reflect significant effort by both the coastal states and OCRM. For the first time since program approval regulations were issued in the late 1970s, OCRM provided national guidance on specific management objectives for each of the eight enhancement areas. States responded with detailed Assessments of their priority needs for improvement and produced multi-year Strategies to achieve the needed improvements. Several states used the Assessment process to examine coastal management issues beyond the eight enhancement areas. Many states even used CZMA section 306 implementation funds to address issues identified in their Assessments and Strategies when enhancement funds were not available.

The dividends provided by the enhancement program are greater than the sum of the actual projects to be funded. The program enabled the states and OCRM to identify priority coastal management areas, provided an incentive for the states to evaluate ways to improve their programs, and allowed the states to develop a Strategy to address the priority areas. The Assessment process strengthened the public's role in coastal zone management and enabled states to set priorities which will guide their programs in future years.

## **Strengthening the Enhancement Program**

OCRM, in consultation with the coastal states, will be taking a number of steps to improve the enhancement grant program over the next year. These actions include providing an opportunity for nonparticipating states to become eligible for enhancement funds in FY93, expanding technical assistance efforts to support state enhancement efforts, and refining the section 309 program guidance and annual review schedules.

In the area of expanding state participation in the enhancement grant program, OCRM will provide an opportunity for each nonparticipating state to submit an Assessment and Strategy in late 1992. States which successfully complete this process will be eligible for FY93 section 309 funds. The proposed schedule will provide for the completion of all Strategy reviews by the end of 1992. Then, in early 1993, eligible states will need to submit only their PSM proposals for OCRM review.

OCRM will also work to strengthen its technical assistance capability during 1992. This effort will be comprehensive in that it will examine state coastal management needs not only in the enhancement areas but also in the area of core program implementation. Several mechanisms, e.g., OCRM technical reports, the approved state Assessments, section 310 grants, and provision of consultant services, will be examined as possible means of assisting state coastal management efforts.

OCRM firmly believes that the enhancement program and the individual proposals funded in FY92 provide the foundation for substantial improvements in the way states manage coastal resources in the eight enhancement areas. The following pages of this report describe the activities states are pursuing using FY92 enhancement funding. A chart showing the priority needs identified in each state is on page 5. Summaries of FY92 enhancement funding are provided on pages 6 through 10. Examples of projects addressing specific enhancement areas are provided on pages 13 through 25. Summaries of projects being undertaken in each state are on pages 29 through 43.

## COASTAL STATES' SECTION 309 PRIORITY NEEDS

### North Atlantic

#### Connecticut

Wetlands, Public Access,  
Cumulative/Secondary Impacts  
Hazards, and SAMP

#### Maine

Wetlands, Cumulative/Secondary Impacts,  
Hazards, and Public Access

#### Massachusetts

Wetlands, Hazards,  
Cumulative/Secondary Impacts,  
Public Access, and Ocean Resources

#### New Hampshire

Wetlands, Cumulative/Secondary Impacts

#### New Jersey

Cumulative/Secondary Impacts  
Hazards, Wetlands, Public Access  
and Marine Debris

#### New York

Wetlands, Cumulative/Secondary Impacts,  
Hazards, Public Access and SAMP

#### Rhode Island

Wetlands, Public Access, and SAMP

### South Atlantic

#### Delaware

Wetlands, Cumulative/Secondary Impacts,  
Hazards, and SAMP

#### Maryland

Wetlands, Cumulative/Secondary Impacts,  
Hazards, and SAMP

#### North Carolina

Wetlands, Cumulative/Secondary Impacts,  
Ocean Resources, and SAMP

#### South Carolina

Wetlands, Cumulative/Secondary Impacts  
Hazards, Public Access, SAMP, and  
Government/Energy Facility Siting

#### Virginia

Wetlands, Cumulative/Secondary Impacts,  
Hazards, Public Access, and SAMP

### Gulf

#### Alabama

Wetlands, Hazards, SAMP  
and Public Access

#### Florida

Cumulative/Secondary Impacts,  
Hazards and Public Access

#### Virgin Islands

Wetlands, Cumulative/Secondary Impacts  
Public Access and SAMP

### Pacific

#### Alaska

Wetlands, Cumulative/Secondary Impacts,  
SAMP, and Government/Energy Facility Siting

#### American Samoa

Hazards, Marine Debris, Wetlands  
and Cumulative/Secondary Impacts

#### California

Wetlands, Cumulative/Secondary Impacts,  
Hazards, Public Access, Ocean Resources,  
and Marine Debris

#### Guam

Wetlands, Hazards, and Public Access

#### Hawaii

Wetlands, Hazards, Public Access,  
Cumulative/Secondary Impacts,  
Ocean Resources and SAMP

#### Oregon

Wetlands, Cumulative/Secondary Impacts,  
Hazards, and Ocean Resources

#### Washington

Wetlands, Cumulative/Secondary Impacts  
Hazards, Public Access, and SAMP

### Great Lakes

#### Pennsylvania

Wetlands, Cumulative/Secondary Impacts  
Hazards, Public Access, and SAMP

**Final FY92 Section 309**  
**Weighted Formula Funding**

Each section 309 Strategy outlined program changes addressing some of the eight priority enhancement areas identified in the CZMA. Each state that submitted a Strategy to OCRM received a weighted formula award based in part on the Strategy's rank. Listed below are the total amounts of weighted formula funding granted to each state for FY92 and the enhancement areas within which their weighted formula tasks fall.

<u>State</u>	<u>Enhancement Areas</u>	<u>Amount</u>
Alabama	Wetlands, Hazards, SAMP	\$ 52,800
Alaska	Wetlands, Cumulative/ Secondary Impacts	\$228,000
American Samoa	Hazards, Marine Debris	\$ 64,800
California	Cumulative/Secondary Impacts, Wetlands, Hazards	\$273,600
Connecticut	Wetlands, Cumulative/ Secondary Impacts, SAMP	\$ 80,000
Delaware	Wetlands, Hazards	\$ 64,000
Florida	Cumulative/Secondary Impacts, Public Access, Hazards	\$273,600
Guam	Public Access, Wetlands	\$ 43,200
Hawaii	Hazards, Public Access, Ocean Resources, Wetlands	\$ 80,000
Maine	Cumulative/Secondary Impacts, Wetlands	\$136,800
Maryland	Wetlands, Cumulative/ Secondary Impacts	\$181,600
Massachusetts	Wetlands, Hazards, Ocean Resources	\$183,000
New Hampshire	Wetlands, Cumulative/ Secondary Impacts	\$ 57,000

New Jersey	Cumulative/Secondary Impacts, Hazards	\$228,000
New York	Wetlands, Public Access, Hazards, Cumulative/ Secondary Impacts	\$273,600
North Carolina	Wetlands, Cumulative/ Secondary Impacts, Ocean Resources	\$201,600
Oregon	Hazards, Wetlands, Cumulative/Secondary Impacts	\$108,000
Pennsylvania	Hazards, Wetlands	\$ 98,400
Rhode Island	Wetlands	\$ 67,000
South Carolina	Wetlands, Public Access, Cumulative/Secondary Impacts	\$178,800
Virginia	Wetlands, SAMP	\$228,000
Virgin Islands	Cumulative/Secondary Impacts	\$ 55,000
Washington	Cumulative/Secondary Impacts	\$221,000

**Final FY92 Section 309**  
**Projects of Special Merit**

The following is a list of FY92 PSM tasks funded by OCRM. OCRM selected the 27 highest ranked projects out of approximately 120 submitted by the states. Several states have decided to undertake PSMs not selected for section 309 funding by including the PSMs in their FY92 section 306 applications. For example, New Hampshire will fund the Hampton-Seabrook Estuary Special Area Management Plan as part of its FY92 306 funding. Also, California has decided to use FY92 306 money to fund a PSM which will analyze and evaluate the successes and failures of past wetland restoration and mitigation projects that the California Coastal Commission has approved and adopt new legislative or regulatory restoration and mitigation programs.

<u>State</u>	<u>Project Title</u>	<u>Cost</u>
Alabama	Expanded Subdivision Review (Wetlands)	\$ 20,000
Alaska	Kenai River Cumulative and Secondary Impacts (Cumulative/Secondary Impacts)	\$ 95,000
	OCS Consistency (Energy Facility Siting)	\$ 78,000
American Samoa	Community Based Wetlands (Wetlands)	\$ 121,000
California	Wetlands Guidance Document (Wetlands)	\$ 77,000
	Port Wetlands Mitigation (Wetlands)	\$ 50,000
	Landform Alteration Policy (Hazards)	\$ 62,000
Connecticut	Coastal Boundary for Section 6217 (Cumulative/Secondary Impacts)	\$ 150,000
Delaware	Dover/Silver Lake/St. Jones Watershed Protection (Cumulative/Secondary Impacts)	\$ 100,000

Maine	Coastal Islands Policy (Cumulative/Secondary Impacts)	\$ 35,000
Massachusetts	Draft Small Dock Generic Environmental Impact Review (Cumulative/Secondary Impacts)	\$ 95,000
	Sanitary Waste Disposal in Wetlands (Cumulative/Secondary Impacts)	\$ 70,000
New Hampshire	Coastal Wetlands Assess- ment Methodology (Wetlands)	\$ 40,000
New York	Tidal Wetlands Acts Amendments (Wetlands)	\$ 28,000
	Regulatory Standards for Wetlands Protection, Public Access, Cumulative and Secondary Impacts, and Hazard Area Development (Wetlands, Access, CSI, Hazards)	\$ 139,000
North Carolina	Wetlands Functional Assessment and Categorization (Wetlands)	\$ 45,000
	Advanced Identification of Wetlands in Trial County (Wetlands)	\$ 75,000
	Coastal Population and Development Information (Cumulative/Secondary Impacts)	\$ 40,000
Oregon	All Hazard Mapping Pilot Project (Hazards)	\$ 101,000
	Threatened and Endangered Species Protection (Ocean Resources)	\$ 68,000
Pennsylvania	Presque Isle Bay Boating Impact Analysis (Cumulative/Secondary Impacts)	\$ 100,000

Rhode Island	Formal Wetlands Mitigation (Wetlands)	\$ 31,000
	Submerged Lands Leasing (Access/Cumulative/Secondary Impacts)	\$ 56,000
South Carolina	Sediment Budget-Based Setback Lines (Hazards)	\$ 215,000
Virginia	Conservation Easement Program (SAMP)	\$ 85,000
Virgin Islands	Establishment of Territorial Parks System Authority (Access)	\$ 71,000
Washington	Coastal Erosion Management (Hazards)	\$ 179,000
<b>Total</b>		<b>\$2,226,000</b>

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**SECTION 309:**  
**A SUMMARY BY ENHANCEMENT AREA**

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## Protecting Coastal Wetlands

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Wetlands play a vital role in sustaining the coastal ecological system and associated economic activity. Wetlands support and nourish fishery and marine resources; they protect the nation's shores from storm and wave damage; and they contribute an estimated \$5 billion to the production of fish and shellfish in the U.S. coastal waters. It is in the nation's and the states' best interest to protect the remaining wetlands and promote their restoration and enhancement.

In general, the wetlands enhancement objective seeks to protect and preserve existing levels of wetlands in terms of area and functions and to restore formerly existing or degraded wetlands. States accomplish this objective through a variety of means, such as the adoption of regulatory,

nonregulatory, and innovative techniques to protect and acquire wetlands and the development and improvement of artificial wetlands programs.

Twenty-two states and territories identified wetlands as a priority enhancement area. The majority of these states will focus on mitigation and/or assessment activities. Some states will undertake restoration projects as part of their approach to wetlands enhancement, while other states are proposing public education campaigns, boundary changes, watershed management, and increased enforcement.

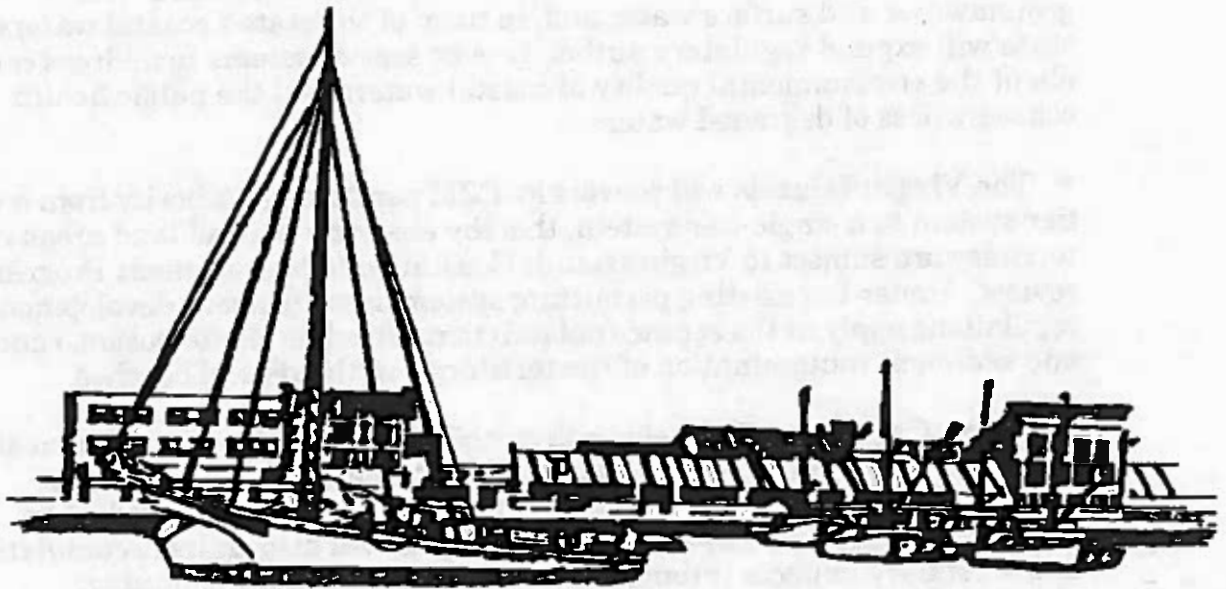
Most of the wetlands projects will be conducted at the state level, although a few states propose a regional or local approach through zoning or land use controls. Several of the wetlands projects provide examples of innovative approaches to wetlands enhancement. Selected wetlands proposals are summarized below.

- **Oregon** plans to incorporate into state law a methodology for assessing wetlands functions and values for wetlands protection. An accurate quantitative assessment methodology will result in the identification of more wetlands while providing a qualitative benefit in terms of providing the appropriate level and type of protection. Through local adoption and implementation of a statewide methodology, Oregon expects to attain its goal of "no net loss" of wetlands.

- **New York** will amend the State Tidal Wetlands Act to increase restrictions on use of tidal wetlands and of those upland activities that degrade adjacent wetlands, and extend regulatory jurisdiction along the Hudson River. These changes will result in further protection of the remaining 25,000 acres of New York's tidal wetlands.
- **Alabama** will facilitate the review of threats to wetlands through the application of environmentally sensitive land use and design criteria. The proposal involves lowering the threshold for subdivision permit review from 25 to 5 acres to ensure greater wetlands protection and allow the consideration of wetlands criteria, stormwater management, and erosion control in the permit review process.
- **Connecticut** will establish a Long Island Sound "vanity-type" license plate program to finance coastal management activities. The program will fund the restoration of Connecticut's tidal wetlands, acquisition of new public access to Long Island Sound, and education efforts to increase public understanding of natural resources such as wetlands. Revenue is estimated between \$5 and \$10 million during the first few years.
- **Pennsylvania** will expand its coastal zone management boundary to include significant hydrologically connected wetlands. By doing so, Pennsylvania estimates a potential tenfold increase in the amount of wetlands protected under the regulations requiring mitigation for impacted wetlands.
- In **Delaware**, state resource management agencies will work with private organizations and landowners to develop a systematic process for rehabilitating degraded wetlands along the Christina/Delaware River corridor. This regional approach will increase wildlife population, improve fish habitat, and upgrade the quality of stormwater runoff. A preliminary inventory of wetland rehabilitation needs and opportunities along the Christina/Delaware River corridor already identified 32 sites (almost 10,000 acres) for remedial action.

## Controlling Impacts of Growth

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As the pressure to build along the coast continues to increase, states face the challenge of dealing with the cumulative and secondary impacts of this growth. Cumulative impacts are impacts on the environment caused by actions that are minor in and of themselves but that influence the environment significantly when added together over a period of time. Secondary impacts result when new development follows construction of a highway, bridge, or water or sewer facility.

The enhancement program encourages states to develop and adopt procedures to assess, consider, and control cumulative and secondary impacts of coastal growth and development. States are encouraged to characterize the nature, type, and extent of these impacts in the coastal zone with a focus on both rapidly developing and environmentally sensitive areas. States are also encouraged to assess the legal, institutional, and policy mechanisms that currently address cumulative and secondary impacts and to identify deficiencies and establish or improve procedures or policies to control or mitigate such impacts.

Twenty states or territories identified cumulative and secondary impacts as a priority enhancement area. Many states lacked sufficient information on which to base their Assessment of cumulative and secondary impacts and to identify those areas where such impacts occur. In addition, the methodologies available to measure and address these impacts are limited. For these reasons, most states concentrated

on creating or defining a process to address these impacts. Some significant projects designed to address cumulative and secondary impacts are described below.

- **Florida** will control the widespread and high-density use of on-site sewage disposal systems in subdivisions that have been "vested" under Florida law. Dense concentrations of these systems can cause contamination of groundwater and surface water and, in turn, of the state's coastal waters. The state will expand regulatory authority over septic systems to address concerns about the environmental quality of coastal waters and the public health consequences of degraded waters.
- **The Virgin Islands** will convert its CZM permitting authority from a two-tier system to a single-tier system, thereby ensuring that all land areas in the territory are subject to Virgin Islands Coastal Zone Management Program review. Under the existing permitting system, less stringent development regulations apply in the second (upland) tier. This has led to erosion, runoff, and sediment contamination of the territory's wetlands and beaches.
- **North Carolina** will develop enforceable guidelines for consideration of cumulative impacts in permit decisions, identify and designate critical watersheds where cumulative impacts are most significant, and develop methods to minimize those impacts. The state will also address cumulative and secondary impacts through special area management planning.
- **California** will create a new regional periodic cumulative impacts review process that will allow the state's Coastal Commission, with participation from local governments, to identify, evaluate, and address cumulative and secondary impacts. This approach is a cost-effective way to address cumulative impacts in the face of fiscal constraints and continued coastal growth. The state will develop a model for cumulative impacts control that will be transferable to other state CZM programs.
- **New York** will decentralize its coastal program and create regional coastal management programs (RCMPs) tailored to the unique needs and problems of each region. The RCMPs will identify areas sensitive to cumulative and secondary impacts and areas where development should be concentrated due to adequate infrastructure and present economic activity.

## Public Access

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Increased development in coastal areas, coupled with a rising demand for recreational uses, has significantly reduced the public's access to and enjoyment of some coastal areas. Many states consider public access a high priority; however, limitations such as budgetary and legal constraints have prevented them from fully addressing the issue. Efforts are needed to identify undeveloped or underutilized coastal lands and to make maximum use of existing public access in coastal areas.

The enhancement program encourages states to address public access through a wide range of activities, including regulatory, statutory, and legal systems; innovative techniques to acquire, improve, and maintain access sites; coastal public access management plans that target all users and resources of recreational, historical, aesthetic, ecological, and cultural value; and protection measures that minimize the potential adverse impacts of access on coastal natural resources and private property.

Sixteen states and territories identified public access as a priority enhancement area. OCRM received a variety of innovative proposals to improve public access. Some states proposed to amend legislation to address various needs, while others sought to establish a more coordinated and comprehensive approach to develop and maintain public access. A few of the innovative public access projects are summarized below.

- The **Virgin Islands** plans to establish a centralized Territorial Park System (TPS) Authority to acquire and maintain public access. Currently, authority for public recreation and open space rests with two territorial agencies (the Department of Housing, Parks, and Recreation and the Department of Planning and Natural Resources) and with the National Park Service. The new TPS Authority will not only be responsible for overseeing all local marine and terrestrial parks, open spaces, and protected areas but will also provide opportunities for public involvement in decisionmaking.



- **Rhode Island** will develop policies and a fee structure for public use of submerged tidal lands. A recent Rhode Island Supreme Court decision affirmed public trust rights to filled tidal lands, giving the state the responsibility to manage and regulate all filled tidal lands. As a result, the state plans to enhance its Submerged Tidal Lands Leasing Program by developing state policies and lease fees for docks, marinas, and other structures to provide dedicated revenue for improving public access.

- In an effort to increase public access opportunities, **Florida** will establish statewide criteria for providing and developing public access sites and improving assistance to local governments in meeting beach access and permit requirements. The criteria will benefit local governments by shortening the time required to complete the permitting process while also providing improved public access designs. This will ensure that Florida's beach restoration projects include public access sites.

## Coastal Hazards

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Development in coastal areas is at ongoing risk from both chronic and episodic hazards such as erosion, flooding, storms, landslides, and sea level rise. State coastal programs have a responsibility to encourage the siting of development away from hazardous areas through setbacks and other land use regulations. State programs should also protect features such as beaches and sand dunes that absorb storm energy, protecting not only properly sited development but also tidal marshes, habitat, and mainland. When development

is already located in hazardous areas, coastal programs can impose appropriate construction and post-storm reconstruction standards, and develop relocation policies and renourishment programs.

The coastal hazards enhancement area encourages states to develop or improve strategies to prevent or reduce threats to life and property from coastal hazards. Programmatic objectives are to direct development away from hazardous areas; to preserve and restore the protective functions of natural shoreline features such as beaches, dunes, and wetlands; and to prevent or minimize threats to existing populations and property from both episodic and chronic coastal hazards.

Eighteen states and territories identified coastal hazards as a priority enhancement area. The funded state projects reflect geographical and institutional diversity and reveal several different means of approaching the issue. Summarized below are several coastal hazards projects that illustrate innovative approaches to meeting the coastal hazards enhancement objective.

- **Massachusetts** will map coastal hazard areas and estimate the potential threat to public health and safety in the mapped areas. This effort involves inventorying all public and private structures, infrastructure, and potential for additional development in hazard areas, and identifying historically damaged and repeatedly damaged areas.

- **South Carolina** will develop a methodology for determining the baseline and setback lines by which it regulates beachfront development. A comprehensive model for sediment transfer and shoreline changes and trends will be developed to more accurately identify the shoreline changes that determine construction setbacks. The methodology will be transferable to other states developing erosion-based retreat policies and comprehensive sediment budget analysis programs.
- **Florida's** approach is to coordinate and unify state policies to direct development away from coastal hazards areas on the state's unbridged coastal islands. Through changes in statutory and operating policies, state infrastructure subsidies on the islands will be reduced, discouraging development in coastal hazard areas.
- Unrestricted bluff development along **Pennsylvania's** Lake Erie shoreline often destabilizes the bluff and can initiate or accelerate bluff recession. The state will address this problem by investigating new methods of monitoring and calculating bluff recession and by proposing to regulate development lakeward of the bluff crest. These changes will assure that new structures are placed safely and that expansion of existing structures is limited.
- **American Samoa** will develop new regulations for construction in high hazard areas, as well as village-based hazard mitigation plans and regulations. These plans, developed through a participatory planning process, will incorporate both the Western-style regulatory approach and the traditional Samoan system of land management, resulting in more village-level regulation and enforcement.
- An innovative element of **Oregon's** hazards project is the All-Hazards Map. The state will develop a methodology for determining the magnitude of shoreline instability resulting from individual and combined effects of chronic hazards that affect the Oregon coast (e.g., flooding, erosion, landslides). The methodology will be used to generate a shoreline stability database and map that will be incorporated into local comprehensive plans and used in the development of oceanfront construction setbacks.

## Special Area Management Planning

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Many of the nation's coastal areas face a range of environmental problems, including deteriorating water quality, development pressure, wetland degradation, high risk of coastal hazards, and loss of wildlife and fishery habitat. To protect these special areas, an intensive, collaborative effort is needed by all levels of government. The enhancement program authorizes states to develop special area management plans (SAMPs) to protect particularly threatened coastal areas. SAMPs require Federal, state, and local agencies, as well as the public and the environmental community, to collaborate to protect the resources of important coastal areas that are particularly threatened and subject to use conflicts.

Under the enhancement program, a state must clearly identify the coastal area to be included in the SAMP, and the reasons why the area merits special protection. Next, the state must identify several problems faced by the area, e.g., cumulative and secondary impacts of development, decline in water quality, loss of critical habitat, degradation of wetlands, etc., rather than just a single issue. Also, a clear description of the proposed SAMP planning process is necessary, including a specific discussion of the role of each involved government agency at the Federal, state, and local level.

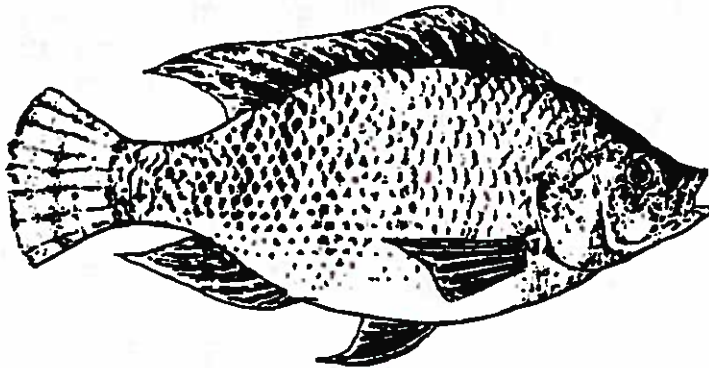
OCRM selected two SAMPs for funding in FY92. **Virginia** will develop a SAMP to protect Lower and Seaside Northampton County on the Eastern Shore of the Chesapeake Bay. The SAMP will concentrate on coastal water quality and protection of habitat for birds, finfish and shellfish through local land use regulations and state/EPA designation of portions of the barrier island lagoon system as "exceptional waters" where no additional discharges would be permitted. An economic analysis of nature tourism (particularly bird watching) and specialty seafood harvested from the "exceptional waters" will be conducted to gain public support for more stringent environmental regulations.



**Alabama** will establish a SAMP in the Cotton Bayou/Ono Island/Orange Beach area, which is threatened by the cumulative and secondary effects of development. The SAMP will coordinate the Federal, state, and local agencies that presently have authority in the area and establish a framework for the orderly management of the area's resources. A "policy council" of citizens, interest group representatives, and government officials from all levels will be established to plan, manage, and implement programs for the SAMP.

## Ocean Resources

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As the nation's growing population continues to use coastal waters for commerce and recreation, the intensity of ocean uses and the conflicts between these uses will increase. Use of coastal waters will harm or destroy valuable ocean resources if the resources are poorly managed. Thus, it is important for states and territories to identify critical ocean resources, evaluate

present and future uses, and decide whether additional management measures are needed in the short term.

The enhancement program encourages states and territories to develop and enhance mechanisms to manage ocean resources. If necessary, states are to develop a comprehensive ocean resource management plan for the balanced use and protection of ocean resources, coordination of existing authorities, and minimization of use conflicts. OCRM approved four ocean resources projects in FY92.

- **Hawaii** will implement a regional planning approach for ocean resources management. One geographic region will be chosen for study, planning, and management changes. The resource characterizations and the uses of the area will be identified, inventoried, and mapped. Existing management mechanisms, policies, and jurisdictions will also be identified. To ensure adequate agency and public involvement in the characterization of the region, the preliminary findings will be presented at a workshop, thus improving the management of the ocean region by preventing future and resolving existing use conflicts and facilitating integrated agency management in the specific area.
- **Massachusetts** will develop a comprehensive state aquaculture policy. The state will identify the potential for the expansion of aquaculture and study other states' efforts to manage the industry. Massachusetts will coordinate its state and local permit review process to reduce confusion and unnecessary duplication and develop a strategy to resolve conflicts between aquaculture and other uses such as traditional fisheries and recreational boating. Massachusetts hopes to expand its aquaculture industry, thereby spurring environmentally sustainable economic development.
- **Oregon's** threatened and endangered species protection project is part of an overall effort to develop a Territorial Sea Management Plan. The project will focus on marine mammals, with particular attention to the Stellar Sea Lion.

An interagency working group will coordinate among various state and Federal agencies to develop management plans and other protection measures for critical habitat for these species. This project is an innovative initiative by a coastal state to cooperate with Federal agencies to address habitat protection of threatened or endangered species within the state's territorial sea.

- **North Carolina** will strengthen its ocean management policies by developing a comprehensive Ocean Resources Management Plan. The state will establish an Ocean Resources Task Force composed of government officials and scientists and supported by state agency staff to develop the plan and oversee its operation. In FY92, a contractor will analyze North Carolina's current ocean management programs, identify deficiencies, and recommend changes that the Management Plan will address. Also, the state will analyze and digitize available data on ocean resources, identify needed data that are unavailable, and develop a time and cost schedule for the collection of additional data.

## **Marine Debris**

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Marine debris originating from vessels at sea, recreational boaters, and land-based activities fouls the nation's waters and pollutes beaches and coastlines. Not only does marine debris reduce water quality and threaten shellfish and other ocean resources, but it also can force the closing of public beaches and harbors. Reducing the amount of marine debris entering coastal waters is an important element of state and territorial coastal programs.

Under the enhancement program, states and territories are encouraged to develop and/or revise programs to reduce the amount of marine debris in the coastal zone. The programs could include efforts to require or encourage recycling and the reduction of wasteful packaging, regulations consistent with the Marine Plastic Pollution Research and Control Act of 1987 (MARPOL), or the incorporation of marine debris concerns into harbor, port, marina, and coastal solid waste management plans. Three states and territories identified marine debris as a priority enhancement area, and OCRM will fund one project in FY92.

**American Samoa**, which last year collected over 166 tons of debris from Pago Pago Harbor, proposes to develop new legislation to require importers of selected materials to pay an "advance disposal fee" or face import restrictions. The legislation will also increase fines for illegal dumping and accumulated solid waste and establish enterprise funds to support municipal solid waste management. The territory also plans to develop village-based management, regulation, and enforcement policies aimed at reducing litter and marine debris. In addition, American Samoa will undertake a campaign to raise public awareness of the harmful effects of dumping, since the accumulation of solid waste dumped into streams and harbors is the primary cause of the island's marine debris problem.

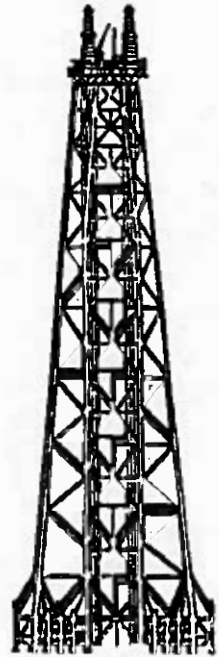
## Siting Energy and Government Facilities

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Proper siting of government and energy-related facilities is crucial for state and territorial coastal programs because these activities often have greater than local significance and can have significant impacts on coastal resources. The 1990 amendments to the CZMA reaffirmed OCRM's policy requiring that activities relating to Outer Continental Shelf (OCS) oil and gas leases be consistent with state and territorial coastal programs.

The enhancement program authorizes states and territories to develop or improve policies and standards that allow the siting of facilities while maintaining current levels of coastal resource protection. Also, states and territories are to enhance existing procedures and long-range planning processes for considering the needs of energy-related and government facilities and activities of greater than local significance. Two states identified energy and Federal facility siting activities as a priority enhancement area, and OCRM will fund one project in FY92.

**Alaska** will develop a procedure for review of OCS oil and gas lease sales for Federal consistency, research jurisdictional issues, and pursue changes to state regulations. Several procedural inconsistencies between the CZMA, the Outer Continental Shelf Lands Act, and state statutes, as well as jurisdictional issues regarding oil spill contingency planning and protection of marine mammals, have affected Alaska's review of OCS lease sales. Thus, Alaska proposes to amend its CZM procedures and standards to resolve the outstanding issues and develop a rational OCS review process. This program change will allow Alaska to efficiently review the eight OCS lease sales on the 1992-1997 schedule, as well as others in the future.



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**SECTION 309 STRATEGIES  
FUNDED BY OCRM:**

**A STATE-BY-STATE SUMMARY**

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## NORTH ATLANTIC REGION

### CONNECTICUT

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#### Weighted Formula (\$80,000)

Connecticut focused its weighted formula Strategy on wetlands, cumulative and secondary impacts, and public access. The wetlands Strategy involves two main components: (1) the development and implementation of a tidal wetlands restoration and compensation program for unavoidable losses due to public projects (to be funded in part through a Long Island Sound license plate revenue program) and (2) a legislative proposal to authorize the use of a general permit for minor, non-impacting activities in wetlands. Under cumulative and secondary impacts, the state will develop new regulations to implement the Structures, Dredging, and Fill Program. This effort will establish the criteria upon which coastal permit applications are evaluated. The Long Island Sound license plate revenue program will also support public access and other coastal management improvements.

#### Project of Special Merit (\$150,000)

Coastal Boundary Review - Under this project the state will evaluate the adequacy of Connecticut's coastal boundary for the management of uses subject to the requirements of the section 6217 coastal nonpoint pollution control program.

### MAINE

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#### Weighted Formula (\$136,800)

Maine focused its weighted formula Strategy on cumulative and secondary impacts and wetlands. To address cumulative and secondary impacts, the state proposes (1) coastwide evaluation of threats to certain coastal resources as a basis for adding improved regulatory standards to the coastal program; and (2) an examination of the constellation of resources and threats in a particular local estuary, which also will result in program changes affecting the entire coast as well as a new intergovernmental estuary management mechanism to serve as a prototype for other estuaries. The state is emphasizing garnering public support through education and outreach efforts, which also will be key to establishing a comprehensive state wetlands conservation policy in a future year.



#### Project of Special Merit (\$35,000)

Coastal Islands Policy - This project will focus on the special needs of Maine's coastal islands. It will address cumulative impacts of development and the use of island natural resources with the aim of developing carrying capacities for the islands. The project will include extensive local education, participation, and involvement.

## **MASSACHUSETTS**

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### **Weighted Formula (\$183,000)**

Massachusetts focused its weighted formula Strategy on wetlands, coastal hazards, and ocean resources. In wetlands the state's efforts will focus on preparation for revising its coastal wetlands regulations to reflect advances in wetlands science, respond to cumulative and secondary impacts, and provide more consistent review of delineation of coastal resource areas. In the area of coastal hazards, the state will undertake a multifaceted effort to minimize development in coastal high hazard areas; provide public education; implement policies incorporating sea level rise into state development plans; and establish a hazard disclosure program. FY92 efforts will focus on collecting data and performing geographic information system analysis to support a disclosure and setback program for coastal high hazard areas. The state will address the emerging ocean resources concern over aquaculture through development of a comprehensive state aquaculture policy to be incorporated into the state's statutory and regulatory structure.

### **Projects of Special Merit (\$165,000)**

1. Draft Generic Environmental Impact Report on Small Docks and Piers (\$95,000) - This project will define the cumulative and secondary impacts of small docks and piers and associated activities in coastal waters. A report will assess alternative designs and uses of such structures, review performance standards, and address both singular and cumulative impacts of these structures.
2. Revised Regulations for Sanitary Waste Disposal in Coastal Wetlands (\$70,000) - This project will update regulations on sanitary waste disposal in the coastal zone. Specifically addressed will be boat and recreational vehicle waste, pump out and storage, the use of alternative and innovative septage treatment systems, and the prohibition of cesspools in areas where they can adversely affect coastal wetlands.

## **NEW HAMPSHIRE**

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### **Weighted Formula (\$57,000)**

The New Hampshire weighted formula Strategy focused on wetlands and cumulative and secondary impacts. Under cumulative and secondary impacts, the state will develop rules to begin implementation of the State Comprehensive Shoreland Protection Act. Under wetlands, the state will initiate efforts to develop a comprehensive wetlands conservation plan. FY92 efforts will be to analyze and develop wetlands mitigation regulations that will be incorporated into the plan.

### Project of Special Merit (\$40,000)

Coastal Wetlands Assessment Methodology - New Hampshire, in cooperation with the New Hampshire Audubon Society, will develop a coastal wetlands assessment methodology. This methodology will allow local officials and laypersons to determine the functions and values associated with tidal wetlands. It will be a component of the proposed Comprehensive Coastal Wetlands Conservation and Restoration Plan.

## NEW JERSEY

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### Weighted Formula (\$228,000)

The New Jersey weighted formula Strategy focused on cumulative and secondary impacts and coastal hazards. Broad-based advisory committees will be created to develop a framework and vision for addressing cumulative and secondary impacts. A draft Cumulative Impacts Characterization Study will identify areas of growth, sensitive coastal resources, existing cumulative and secondary impacts, and management of the impacts under existing regulatory and planning programs. Under coastal hazards the state will begin the development of an Integrated Shore-Land Protection Program. Tasks for FY92 will include public workshops, an updated needs assessment, and draft revisions to the New Jersey Shore Protection Master Plan.

## NEW YORK

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### Weighted Formula (\$273,600)

The New York weighted formula Strategy focused on four enhancement areas: wetlands, public access, coastal hazards, and cumulative and secondary impacts. Central to the state's Strategy was decentralization of the state coastal management program through the creation of regional coastal management programs. These regional programs will allow the state to refine and revise policies affecting the four selected enhancement areas by taking into account the unique needs of each region.

### Projects of Special Merit (\$167,000)

1. Tidal Wetlands Act Amendment (\$28,000) - This amendment will improve protection of tidal wetlands by developing further restrictions on the use of these wetlands, restricting upland activities that degrade adjacent wetlands, and extending regulatory jurisdiction in the Hudson River coastal region.
2. Regulatory Standards Changes (\$139,000) - The state will change regulatory standards to benefit the enhancement areas of wetlands, public access, cumulative and secondary impacts, and coastal hazards and to centralize the state consistency review process.

## **RHODE ISLAND**

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### **Weighted Formula (\$67,000)**

The Rhode Island weighted formula Strategy focused on wetlands. The state will develop a formal interagency memorandum of understanding between the Department of Environmental Management and the Coastal Resources Management Council for the review of freshwater wetlands adjacent to salt marshes.

### **Projects of Special Merit (\$87,000)**

1. **Formal Wetland Mitigation Policies (\$31,000)** - Rhode Island will develop formal policies for wetlands mitigation, resulting in a consistent and coordinated effort for restoration of wetlands and critical habitats.
2. **Submerged Tidal Lands Leasing Program (\$56,000)** - Under this program the state will develop policies and a fee structure for public use of submerged tidal lands. This long-term program will utilize the fees from docks, marinas, and other structures as a dedicated source of revenue to improve public access. The project will also include public education and involvement through workshops, meetings, and brochures.

## **SOUTH ATLANTIC REGION**

### **DELAWARE**

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#### **Weighted Formula (\$64,000)**

The Delaware weighted formula Strategy focused on wetlands and coastal hazards. In the area of wetlands, Delaware will develop the "Christina/Delaware Rivers Urban Wetland Corridor Rehabilitation" project. Delaware's resource management agencies, private organizations, and landowners will develop a systematic process to rehabilitate degraded urban wetlands, provide technical assistance to local governments and landowners, and incorporate the rehabilitation plans into local land use programs. Beginning in FY93, Delaware will address coastal hazards by amending the Beach Preservation Act and its regulations to incorporate construction setback lines in the Inland Bays. Also, the state will adopt additional coastal construction standards and implement a post-storm management plan.

#### **Project of Special Merit (\$100,000)**

Watershed Protection Strategy for the Dover/Silver Lake/St. Jones Watershed - In the area of cumulative and secondary impacts, Delaware will develop a comprehensive sediment and stormwater watershed management plan for the Dover/Silver Lake/St. Jones Watershed. This project will allow Delaware to address the problems of cumulative and secondary impacts on a watershed basis. Among other regulatory measures, Delaware will adopt new erosion and sediment control regulations tailored to the conditions of the watershed. The project will also result in a stormwater utility which will levy fees on property owners for stormwater management activities ranging from retention pond construction to artificial wetlands creation.

### **MARYLAND**

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#### **Weighted Formula (\$181,600)**

The Maryland weighted formula Strategy focused on wetlands and cumulative and secondary impacts. As a means of protecting nontidal wetlands, the state will develop comprehensive Watershed Management Plans. In the cumulative and secondary impacts area, comprehensive Forest Conservation Programs will be developed. The state may, in the outyears, propose to address coastal hazards through development of setback rules for the Chesapeake Bay.



## **NORTH CAROLINA**

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### **Weighted Formula (\$201,600)**

The North Carolina weighted formula Strategy focused on wetlands and cumulative and secondary impacts. Under the wetlands enhancement area the state will develop a Wetlands Conservation Plan; revise the land use planning guidelines for local governments; develop a wetlands enhancement, restoration, and creation program; revise the coastal area mitigation policy; and protect tidal wetlands from secondary impacts. To address cumulative and secondary impacts, the state will revise regulations; designate Cumulative Impact Critical Areas; develop methods to minimize cumulative impacts; and propose new Areas of Environmental Concern based on the level of cumulative impacts. The state will also address cumulative and secondary impacts through special area management planning.

### **Projects of Special Merit (\$160,000)**

1. Wetlands Functional Assessment and Characterization (\$45,000) - This project will enhance the development of the Wetlands Conservation Plan by developing scientifically valid techniques for wetlands assessment and prioritization. As a result the plan will be more technically sound, legally defensible, and publicly acceptable.
2. Advanced Identification of Wetlands in a Trial County (\$75,000) - This project will enhance the weighted formula project of revising local land use planning guidelines to increase wetlands protection by providing a test in advance of actual revisions to the guidelines.
3. Coastal Population and Development Information System (\$40,000) - The objective of this project is to provide the capability to plan for projected population growth and avoid cumulative impacts on coastal resources. The project will enhance the ability to identify areas subject to cumulative impacts by developing a system to track coastal developments, define growth impact coefficients, and predict potential cumulative impacts in specific areas.

## **SOUTH CAROLINA**

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### **Weighted Formula (\$178,800)**

The South Carolina weighted formula Strategy focused on wetlands, public access, and cumulative impacts. In the wetlands area, the Coastal Council will develop binding operating agreements with the Army Corps of Engineers and the Environmental Protection Agency to ensure that violations of coastal freshwater wetlands regulations are detected and prosecuted consistently. A certification program for consultants who delineate wetlands will also be developed. The Council will address public access by developing a dedicated funding source for acquisition of land for public use and developing regulations to increase public access through

permit conditions. In cumulative impacts, the Coastal Council will cooperate with other agencies to develop new or revised regulations for septic systems and stormwater and to restructure its designation and protection process for geographic areas of particular concern.

#### Project of Special Merit (\$215,000)

**Beachfront Setback Methodology** - South Carolina has in place an aggressive beachfront regulatory program that restricts development to areas behind an erosion-based setback line. The Council will refine its methodology for setting these lines by developing a model to establish erosion rates based on the total sediment budget for particular littoral cells. This innovative model will provide a more technically sound basis for the Council's regulatory lines. The model will be transferable to other states.

### VIRGINIA

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#### Weighted Formula (\$228,000)

Virginia focused its weighted formula Strategy on wetlands and special area management planning. The state will develop comprehensive water quality standards for nontidal wetlands and adopt criteria to protect wetlands of high value. Virginia will also develop a special area management plan (SAMP) for Lower and Seaside Northampton County on the Eastern Shore of the Chesapeake Bay. The SAMP will allow all levels of government to collaborate to protect a fragile area and address many environmental concerns, including declining water quality, development pressures, and loss of migratory bird habitat.

#### Project of Special Merit (\$85,000)

**Northampton County Conservation Easement Program** - Virginia, in collaboration with the Nature Conservancy, will establish a conservation easement on eight to ten waterfront farms which will specify the measures necessary for controlling inappropriate development and land use impacts. Of special interest is the development and application of a financial analysis model to illustrate to landowners that low-impact development can be an economical alternative to traditional subdivisions. The final product will include a state-of-the-art conservation easement program manual which can be used elsewhere in Virginia or in other states.

## **GULF OF MEXICO REGION**

### **ALABAMA**

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#### **Weighted Formula (\$52,800)**

Alabama focused its weighted formula Strategy on the wetlands, hazards, and special area management planning enhancement areas. In the wetlands enhancement area, Alabama will make improvements in wetlands monitoring and surveillance in the first years and develop stronger controls at the state level (e.g., an expanded boundary, a wetlands management plan, and/or a state wetlands law) in the outyears. Alabama will undertake a special area management plan (SAMP) for the degraded estuary area of Orange Beach/Ono Island. During the outyears, the coastal hazards program change will be a beach management plan. The Alabama Coastal Area Management Program will establish a public entity responsible for beach management and develop a plan for erosion control, beach renourishment, and dune protection.

#### **Project of Special Merit (\$20,000)**

Expanded Subdivision Review - As part of the wetlands enhancement area, Alabama proposes to lower the threshold for subdivision permit review from 25 to 5 acres to ensure greater wetlands protection. The Alabama Department of Environmental Management will also amend regulations to apply wetlands criteria, stormwater regulations, and erosion control measures in areas heretofore outside the purview of the coastal program.



### **FLORIDA**

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#### **Weighted Formula (\$273,600)**

Florida focused its weighted formula Strategy on cumulative and secondary impacts (CSI), public access, and coastal hazards. In the CSI enhancement area, the state will address the cumulative impacts of on-site sewage disposal systems in subdivisions where development rights have been vested. The project will result in expanded state regulatory authority over septic systems to address concerns about the environmental quality of coastal waters. In the public access enhancement area, the focus of the Strategy is on ensuring adequate access criteria and standards as a condition for state funding of beach restoration projects. The goal of the hazards Strategy is to direct development away from undeveloped and unbridged coastal islands. The Strategy will result in amendments to Florida's coastal infrastructure policy. The changes will decrease risks to life and property by reducing state subsidies of inappropriate development on unbridged coastal islands.

## **VIRGIN ISLANDS**

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### **Weighted Formula (\$55,000)**

The Virgin Islands weighted formula Strategy focused on cumulative and secondary impacts. The territory will focus on (1) the conversion from a two-tier to a single-tier CZM permitting system and (2) the evaluation and revision of the CZM major and minor permits criteria. Both of these changes will expand the application of comprehensive CZM policies to the interior portion of the three islands and will require amendments to the Virgin Islands Coastal Zone Management Act and companion regulations.

### **Project of Special Merit (\$71,000)**

**Territorial Parks System Authority** - This project addresses the public access enhancement area. The Virgin Islands will institute a Territorial Parks System Authority and establish its responsibilities to oversee all marine and terrestrial parks, open spaces, and protected areas. The program changes will be an executive order and a memorandum of agreement among the appropriate governmental agencies.

## **GREAT LAKES REGION**

### **PENNSYLVANIA**

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#### **Weighted Formula (\$98,400)**

The Pennsylvania weighted formula Strategy focused on hazards, wetlands, and public access. Based on an evaluation of activities impacting the bluff face, the state will propose amending the Bluff Recession and Setback Act and regulations under the hazards enhancement area. Pennsylvania will also begin the process of expanding its coastal management boundary to include significant hydrologically connected wetlands. In the outyears, Pennsylvania will develop a Public Access Management Plan to coordinate all public access-related projects in the coastal zone.

#### **Project of Special Merit (\$100,000)**

Pennsylvania will develop a management plan for Presque Isle Bay to ensure that marinas and other boating activities will not result in adverse cumulative and secondary impacts on water quality, habitat, and public safety. Ultimately, new policies and regulations will be developed to address the marina and boating capacity in the Bay. FY92 funding will be focused on determining the Bay's capacity, deciding what types of restrictions should be established, how they should be established, and what agency should be responsible for their implementation and enforcement.

## **PACIFIC REGION**

### **ALASKA**

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#### **Weighted Formula (\$228,000)**

The Alaska weighted formula Strategy focused on wetlands and cumulative and secondary impacts. In the wetlands enhancement area, which is clearly the state's most pressing concern, Alaska will be focusing on wetlands restoration and mitigation standards and requirements. Alaska will also initiate a project to identify and adopt necessary changes to state standards for addressing cumulative and secondary impacts.

#### **Projects of Special Merit (\$173,000)**

1. OCS Consistency Review (\$78,000) - Alaska has identified several important issues regarding state review of OCS lease sales for federal consistency. In addition to several procedural inconsistencies between the CZMA, the Outer Continental Shelf Lands Act, and state statutes, jurisdictional issues regarding topics such as oil spill contingency planning and protection of marine mammals have also been raised. This one-year project is designed as a cooperative effort among the affected parties to resolve important questions, develop and adopt a rational review process, and, potentially, develop revised state policies related to the siting of energy facilities.
2. Control of Cumulative and Secondary Impacts on Fisheries Habitat of the Kenai River (\$95,000) - As one of the largest salmon-producing systems in Alaska, the Kenai River is of national significance. This area is also threatened by increasing development activities, such as bank stabilization projects and docks. This project will assess cumulative and secondary impacts and develop a standard evaluation methodology. The long-term goal is to develop state and local standards, including standard permit conditions and Local Coastal Program policies, to protect fish habitat from cumulative and secondary impacts of development.

### **AMERICAN SAMOA**

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#### **Weighted Formula (\$64,800)**

American Samoa focused its weighted formula Strategy on coastal hazards and marine debris. The coastal hazard area is particularly timely in the wake of Hurricane Val. The Coastal Hazard Assessment and Mitigation Project will also include two components: (1) developing new regulations for construction in high hazard areas and (2) developing participatory, village-based hazard mitigation plans and regulations. The Marine Debris Project will include two components: (1) developing



new legislation to establish advance disposal fees for and/or restrictions on selected imports and enterprise funds to support municipal solid waste management and (2) developing participatory, village-based management, regulations, and enforcement of litter and marine debris reduction plans.

#### Project of Special Merit (\$121,000)

Community Based Wetlands Management - The Community Based Wetlands Management Project consists of developing (1) model village ordinances in two wetland areas that can be replicated in other wetland communities; (2) a geographic information system to support village-based wetlands management; and (3) special management area designation and village-based management for six wetland areas.

### CALIFORNIA

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#### Weighted Formula (\$273,600)

California's weighted formula Strategy focused on the state's three highest priority areas: cumulative and secondary impacts (CSI), wetlands, and coastal hazards. The backbone of the Strategy is the program to address cumulative and secondary impacts. As many wetlands and hazards problems are directly related to the impacts of growth and development, they also will be addressed through the comprehensive CSI effort. The major vehicle for addressing CSI is a new regional review process. The regional review process will allow the California Coastal Commission, with the participation of local governments, to identify, evaluate, and address cumulative and secondary impacts on a regional basis. It is anticipated that regional reviews will lead to regulatory and policy changes at both the state and local levels that will be responsive to regional needs.

#### Projects of Special Merit (\$189,000)

1. Wetlands Guidance Document (\$77,000) - This project will result in the development and adoption of a Wetlands Procedural Guidance Document. This guidance will provide specific interpretations of the enforceable California Coastal Management Plan wetlands policies and their associated procedures. The result will be better decisionmaking based on improved factual analysis of wetlands issues.
2. Port Wetlands Mitigation Project (\$50,000) - Several of California's major ports are planning significant expansion and development projects over the next several years. The objective of this task is to provide an up-front analysis of wetland mitigation needs associated with the expansion projects. This project will result in the identification of mitigation needs and potential mitigation sites, an analysis of existing regulatory mechanisms, and, where necessary, legislative changes for addressing mitigation issues related to port development.

3. Landform Alteration Policy (\$62,000) - California's Assessment identified landform alteration, or grading, as a significant coastal hazards issue. Excessive grading results in negative impacts such as geologic instability, erosion, and bluff retreat. This project is intended to address this problem through the development and adoption of a landform alteration policy guidance document. The guidance will enhance the Commission's ability to address landform alteration by providing enforceable policy support to a recently completed technical handbook, "Techniques to Minimize Grading in Land Development Within the California Coastal Zone."

## **GUAM**

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### **Weighted Formula** (\$43,200)

Guam focused its weighted formula Strategy on public access and wetlands. The public access project will concentrate on improving nontraditional, primarily inland, access and access for people with disabilities. The project will include mapping non-shoreline access sites, developing a comprehensive plan for improving access to these sites, and drafting new legislation and regulations based on an analysis of the existing regulatory framework and recommendations made in the comprehensive plan. Under the wetlands project, a study will be conducted to analyze and prioritize wetlands on Guam. In conjunction with this study, Guam will examine various acquisition techniques that have been used elsewhere, and their transferability to Guam. Legislation or rules and regulations to implement the findings of the acquisition study will then be developed for the areas identified.

## **HAWAII**

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### **Weighted Formula** (\$80,000)

Although all eight enhancement areas are relevant to Hawaii, the state's weighted formula Strategy focused on coastal hazards, public access, ocean resources and wetlands. Coastal hazards, a high priority issue in Hawaii, will be addressed through the adoption of objectives and policies and expanded shoreline setbacks. An acquisition program for coastal lands will be developed to improve public access and will also be applicable to coastal hazard areas and wetlands. Ocean resources will be addressed through two distinct projects: (1) amendments to the objectives and policies of the state CZM statute and (2) development of a regional planning approach for ocean resources management. A public education/participation campaign targeting the general public, state legislators, and interest groups will be a component of all the enhancement programs.

## **OREGON**

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### **Weighted Formula** (\$108,000)

Oregon's weighted formula Strategy focused on coastal hazards, wetlands, and cumulative and secondary impacts. In hazards, the focus is on development of quality-control requirements for site-specific geotechnical reports and on laying the

groundwork for longer term changes to the Oregon Coastal Management Program. In the wetlands area, the state will begin to develop state standards for assessing wetland functions and values to enhance wetlands protection. Under cumulative and secondary impacts, the state will begin a project to develop watershed-based water quality protection programs and an estuarine wetlands restoration plan. It will also initiate a project to identify and protect sensitive shoreland resources through the development of state and local policies.

#### Projects of Special Merit (\$169,000)

1. All-Hazards Mapping Pilot Project (\$101,000) - The objective of this task is to develop a standardized methodology for determining the magnitude of shoreline instability resulting from the individual and combined effects of the chronic hazards that affect the Oregon coast (e.g., ocean flooding, erosion, landslides). The pilot project will focus on a 50-mile segment of the coast. The goal of the project is to develop defensible setback requirements for the study area and eventually to apply the methodology to the entire coast. This project is the first step in developing improved hazards protection policies and standards for the state. It will be supplemented by \$80,000 in funding from the Federal Emergency Management Agency.
2. Threatened and Endangered Species Protection (\$68,000) - This project is a component of Oregon's overall effort to develop a Territorial Sea Management Plan. This specific project will focus primarily on marine mammals, with particular attention to the Stellar Sea Lion. The project will use a state-federal interagency working group and lead to management plans and other measures for protecting critical habitat areas within state waters.

#### WASHINGTON

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##### Weighted Formula (\$221,000)

Washington's weighted formula Strategy focused on cumulative and secondary impacts. Under the cumulative and secondary impacts enhancement area, the Washington Department of Ecology (Ecology) will coordinate its existing Shoreline Management Program with the new Growth Management Act (GMA). The requirements of the GMA create a unique opportunity for Ecology to gain specific improvements to Washington's CZM Program by enhancing local Shoreland Master Programs (SMP) at the same time that local governments are completing their growth management plans under the GMA. Ecology will provide technical guidance to local coastal governments that are addressing the cumulative impacts of growth on coastal shoreline and wetland resources through Shoreline Master Program amendments.

##### Project of Special Merit (\$179,000)

Coastal Erosion Management Strategy - Washington will develop an erosion management program addressing the reduction of hazards and the mitigation of

adverse cumulative effects of structural approaches to shoreline erosion control. Ecology will develop model elements by which local SMPs can address two fundamental issues: (1) how to protect existing structures from erosion while minimizing adverse effects and (2) coastal erosion hazard management for new construction. Ecology will emphasize nonstructural approaches as a means of managing erosion hazards to new development.

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