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COASTAL ZONE
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Public Law 92-583

Report to the Congress On Coastal Zone Management

Fiscal Year 1978

CZIC COLLECTION

U.S. National Oceanic and Atmospheric Administration.
Coastal Zone Management.

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U.S. DEPARTMENT OF COMMERCE
National Oceanic and Atmospheric Administration
Office of Coastal Zone Management

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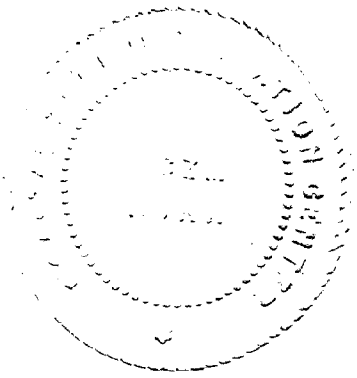

CZIC COLLECTION

U.S. DEPARTMENT OF COMMERCE
Juanita M. Kreps, Secretary

National Oceanic and Atmospheric Administration
Richard A. Frank, Administrator

Office of Coastal Zone Management
Robert W. Knecht, Assistant Administrator

U.S. National Oceanic and Atmospheric Administration
Office of Coastal Zone Management

THE SECRETARY OF COMMERCE
Washington, D.C. 20230

Dear Sirs:

It is my honor to submit the Annual Report of the Office of Coastal Zone Management, National Oceanic and Atmospheric Administration, pursuant to Section 306 of the Coastal Zone Management Act of 1972, as amended (16 U.S.C. 1451) for the period October 1, 1977, to September 30, 1978. The report discusses the progress made during the year in administering the coastal zone management program and the problems encountered.

Sincerely,

Juanita M. Kreps
Secretary of Commerce

Enclosure

President of the Senate
Speaker of the House

COASTAL ZONE MANAGEMENT

ANNUAL REPORT

OVERVIEW BY THE ASSISTANT ADMINISTRATOR FOR COASTAL ZONE MANAGEMENT

This annual report on the administration of the Coastal Zone Management Act of 1972 presents the highlights for the 12 months ending September 30, 1978.

Fiscal year 1978 should be viewed as the period during which coastal zone management came of age. While the ultimate result of the Federal-State coastal zone management effort will be determined in the years ahead, the past year produced its initial major results:

o During the year, 11 State coastal management programs received approval by the Department of Commerce, bringing to 13 the total of approved management programs.

o The Coastal Energy Impact Program, under its first full year of appropriated funding, committed $79 million in Federal grants and loans for 155 projects required by energy activities affecting the coastal zone.

o The coastal zone program successfully defended itself in lawsuits brought against approvals of the programs of California, Wisconsin, and Massachusetts.

o Preliminary action was taken during the year to establish two new estuarine sanctuaries, which will bring the national total to seven.

o The Coastal Fisheries Assistance Program was expanded during the year to include 11 States. The objective is to study how to enhance

commerical and sport fisheries in State waters consistent with fishery programs for the U.S. fishery zone.

o Thirty cities took part in an experimental effort to stimulate waterfront redevelopment projects. A total of $750,000 in Federal coastal zone funds has been committed for this program.

At the end of fiscal year 1978, 12 States had federally approved coastal management programs in place for their whole coasts, one additional State had an approved program for 80 percent of its coast, and two additional State programs had received conditional approval.

The prospects are that as many as seven States will be in a position to submit their coastal management programs for approval by the Secretary of Commerce during fiscal year 1979. This means that at the end of the current budget period, approximately 20 of the 35 eligible States and territories will have accomplished the difficult task of assembling comprehensive policies and procedures for managing coastal resources. These programs will cover 75 percent of the Nation's coast line.

The developments in fiscal year 1978 mean that coastal zone management, begun in earnest in mid-1974, is moving from the planning and preparation stage to action. The information that has been gathered during the past four years, for coastal program preparation with the Federal financial assistance, will now be put to use in those States and territories with completed and approved programs.

The national coastal zone management program emphasizes a balanced approach to coastal land and water use, recognizing both environmental and development interests. Amendments to the basic Coastal Zone Management Act passed in 1976, and refined by Congress in 1978 during consideration and enactment of the Outer Continental Shelf Lands Act Amendments, added a grant and loan program designed to reduce or ameliorate the coastal impacts of the development of offshore petroleum resources. While the emphasis of the Coastal Energy Impact Program is on well-planned development and use of coastal resources, it also is aimed at protecting valuable natural resources along the coasts.

During fiscal year 1978 the Office of Coastal Zone Management initiated two efforts of specifically focused assistance: coastal fisheries and urban waterfronts.

The Office began its Coastal Fisheries Assistance Program to insure that State coastal offices include fisheries concerns, stock management, and habitat protection in the overall management programs. The planning concentrates on the three-mile territorial sea which is under State control as far as fishery resources are concerned. The program should help States more effectively tie their coastal fisheries management efforts to those now being undertaken in the 3- to 300-mile zone.

The other initiative provides seed money to States and communities to develop plans for redeveloping underused waterfront areas. Especially in older coastal

communities, waterfronts are often dilapidated. As such they represent a coastal resource of potentially great value for recreational use, commercial or industrial activity, residential sites or some combination of uses. Thirty cities are participating in this experimental coastal zone program designed, in part, to to encourage greater State-level attention to urban waterfront management.

Fiscal year 1978 also laid the groundwork for a significant expansion in the scope of concerns of the Office of Coastal Zone Management. Effective October 1, 1978, the Office of Coastal Zone Management took on broader ocean resource assessment responsibilities, as well as the marine sanctuaries program, through a merger with NOAA's Office of Ocean Management. This step will reinforce the growing emphasis on wise management of marine resources in coastal management programs in the years ahead.

Generally speaking, the end of fiscal year 1978 found the coastal zone management program in this posture:

Thirteen States have made substantial progress in developing useful coastal management efforts, in part because some of these States already had enacted enacted some type of coastal program by the time the Federal program was begun. In 12 other States and territories, the Federal program, with its grants-in-aid and other incentives, has led to the development of a comprehensive approach in dealing with coastal resource use and protection. In the remaining 10 States and territories eligible to participate in the program, progress has been slower and the final result remains uncertain.

The coastal zone management program operates at the heart of complicated relationships among Federal, State, and local governments, and between government at all levels and private interests. The controversial character of the program is indicated in part by lawsuits that have been filed against three State programs. However, in the one substantive court ruling to date, the Office of Coastal Zone Management's administration of the program was found to be within the scope of the guidance provided by the Congress.

At the end of fiscal year 1978, at what might be termed the mid-point in the development of a coastal zone management approach in this country, we have learned that in order for this effort to succeed, a key ingredient is strong, committed leadership in both State and local government and an alert Federal office which can be responsive to both State and local needs and the requirements of private interests. With these ingredients present, the record to date gives strong indication that in the years ahead the coastal zone management effort will make a major difference in the way coastal resources are regarded and used along most of the coastline of the United States.

Robert W. Knecht
Assistant Administrator
for Coastal Zone Management

I. DESCRIPTION OF THE FEDERAL PROGRAM

Coastal areas of the United States are unique places that have attracted concentrations of people, industry and commerce. The nation's largest cities are located on the coasts. Over 40 percent of the Nation's population lives in coastal counties.

The combination of economic and natural resources makes the coastal zone of the country its most valuable geographic feature in many respects.

Because of concern over the growing competition for use of valuable coastal lands and waters, Congress in 1972 enacted the Coastal Zone Management Act. It provides for Federal grants-in-aid to States to encourage them to develop comprehensive management strategies for dealing with coastal resources. Working with affected local governments, the States prepare management programs for future uses of coastal lands and waters, based on existing State and local government authorities, to be augmented where necessary by new State legislation. The programs emphasize protection of especially valuable coastal areas and facilitate appropriate development.

The Federal role is to serve as the source of funding, to provide general guidance to the States, and to review and approve completed State coastal management programs. Programs approved by the Department of Commerce are eligible for continued support, at 80 percent Federal funding, for their operation. This provision for operational funding, combined with the time limitation on the availability of planning funds, distinguished the coastal program from other Federal assistance efforts.

A vital inter-governmental feature of the Act is the "Federal consistency" provision. This provision requires Federal agencies to conduct their coastal activities consistent with federally approved State management programs. This provision has not been tested in practice, since it is a new legal concept and most State coastal management programs have only recently received federal approval. However, it is an important incentive for State and local governments to fashion coastal management programs meeting the Federal standards of the Act and the implementing regulations.

In 1976 Congress added a Coastal Energy Impact Program. This program provided for grants and loans to coastal States to help them cope with the environmental and infrastructure impacts of energy activity in coastal areas. The provision was aimed particularly at helping local communities deal with onshore impacts resulting from offshore petroleum activity, since these communities benefit the Nation by accommodating energy production.

The Act also recognizes the need for purchasing natural areas as estuarine sanctuaries to research the basic ecological relationships within the area. Five sanctuaries purchased in previous years with Federal funding serve as natural field laboratories for those wishing to study their productivity and to measure changes brought about by human activities. Preliminary funding was awarded two additional sanctuaries during fiscal year 1978.

Through fiscal year 1978 Federal spending for coastal zone management, including program administration costs was approximately $115 million. States have matched this with funds of their own, ranging from 20 to more than 50 percent depending on the type of aid involved.

II. STATE PROGRAMS

At the end of fiscal year 1978, 13 coastal States and territories had approved coastal zone management programs. Two additional States received preliminary approval of their coastal management programs.

With Federal approval of the Washington State program in 1976, the Oregon State program in the following year, and 11 State programs during the past year, the national coastal zone management effort has arrived at the action or implementing stage.

These State and territory coastal zone management programs have been approved by the Department of Commerce:

	Fiscal Year Approval
Washington	1976
Oregon	1977
California	1978
Massachusetts	1978
Wisconsin	1978
Rhode Island	1978
Michigan	1978
North Carolina	1978
Puerto Rico	1978
Hawaii	1978

Maine	1978
Maryland	1978
New Jersey (80 percent of coastline)	1978

Since 1973, when the first Federal funds were appropriated, and mid-1974 when the funding of state coastal offices began in earnest, coastal zone management consisted principally of planning, data gathering, and legal research.

Until fiscal year 1978, the program concentrated on the process by which coastal zone management would be accomplished. With a substantial number of programs in place and in prospect, the emphasis now shifts to the results of the process.

Although emphasis was on preparing for operating coastal management programs, there were a number of accomplishments:

o Many States have begun or strengthened wetland protection measures. Strengthened permitting criteria have succeeded in raising the priority given wetlands in these States.

o A number of States are concentrating development in already urbanized coastal areas, protecting valuable natural segments of the coast.

o Shoreline setbacks on new construction have been established in a number of States to help alleviate shoreline erosion problems.

With a third of the eligible coastal States and territories actually implementing coastal zone management by the end of fiscal year 1978, the program will begin to show more concrete results. The difficulty much of the public has had in grasping what is meant by coastal zone management will begin to ease.

The shift from preparation to operation will be accompanied by State effort in specific areas involving coastal resources. Two recent coastal management programs involve improving fisheries management, which in turn may lead to greater commerical and recreational fishing opportunities, and sponsoring waterfront development projects which make use of outmoded or underutilized port areas. (For further detail on these initiatives, see pages 55 to 62).

Another positive coastal zone management initiative is planning to reduce losses from storms, particularly hurricanes, and other natural hazards in the coasts. This recognizes the particular vulnerability of coastal areas to hazards such as beach and shore erosion, subsidence and landslides, as well as violent storms and accompanying flooding.

A National Oceanic and Atmospheric Administration task force was organized to examine how the agency could better deal with hazards. The task force recommended increased emphasis on planning in operational coastal programs

to deal with such hazards. Techniques include special permits in danger areas, better communications with affected citizens, and building code requirements for structures to better withstand potential damage.

NOAA's appropriate role in emergency preparedness, and therefore the role of the coastal management program, await formation of the new Federal Emergency Management Agency. It consolidates a number of Federal disaster and preparedness functions, and is due to become fully operational in early 1979. At that time ways that NOAA can best assist will begin to be worked out.

Whatever the final interagency arrangements, it is clear that State coastal management programs can help coastal communities prepare for natural hazards. Identifying flood-prone areas and restricting new development there is one example. Public participation in coastal management, by which the general public is enlisted to help make priority decisions about coastal use, can tell how best to reach the public with warning information. Also, technical assistance available from NOAA components such as the National Weather Service, Environmental Data Service, and National Ocean Survey, can be funneled to State agencies and local communities through the coastal zone program.

Permit simplification will also receive increased attention. Federal, State and local requirements for development projects will be streamlined, while still assuring that all environmental requirements are met. By consolidating permit requirements or providing for simultaneous review by government offices, property owners will be able more quickly to obtain answers to project proposals. Another useful technique to be explored is the possibility of having a single application serve multiple government agency requirements, reducing the paperwork required of applicants.

STATE SUMMARIES

To have a real sense of where the program was at the end of fiscal year 1978, it is necessary to look at the efforts of the individual States and territories. A brief sketch of the individual programs follows in order of approval and estimated approvability:

WASHINGTON -- In July 1978 Washington State received its third program implementation grant, in the amount of $1.5 million. The State has had an approved program since 1976, the first to receive Federal approval. Major portions of the 80 percent Federal funding are going to local governments to enforce the State Shoreline Management Act, which requires a permit for any project within 200 feet of the shoreline. Other projects include continuing work on a detailed atlas of the coastal zone and work with area Indian tribal governments. The State has contributed to the

development of a Grays Harbor Estuary Management Plan. This plan should provide a basis for future governmental permit decisions in the Grays Harbor area, speeding up the permit process and curbing undersirable development projects. Washington is sponsoring an informal State-local task force to address issues of aquatic management, and is continuing to sponsor the Columbia River Estuary Plan.

OREGON -- In July 1978 Oregon began the second year of its approved management program, aided by $1.5 million in Federal funds. The Land Conservation and Development Commission and the Department of Land Conservation and Development are emphasizing completion of local programs, by funding coastal county planners and agency field representatives, providing technical assistance, and the State-level staff support needed to foster Federal agency coordination. The state has placed its coastal estuaries in three broad categories of preservation, conservation, or development in order to better protect and speed decisionmaking in these areas.

CALIFORNIA -- A $6 million grant to operate the State's coastal management program was made in July 1978, the second year of Federal coastal program assistance to California. By the end of the fiscal year, over half of the 69 coastal communities had completed land use plans for their areas. The next and final phase of putting into place the State's overall coastal management effort is developing implementation ordinances. The State

continues to process coastal development permits required by the State's coastal act, using the regional commissions established for this purpose. Another major job of the State coastal program is studying potential sites for energy facililites, one of the State's most controversial issues. One study completed last year dealt with a possible liquefied natural gas plant site on the coast and examined the possibility of locating such a facility offshore. Operating its own management program is the San Francisco Bay Conservation and Development Commission, whose program was nationally approved in advance of the California State program and has been in operation since fiscal year 1977 with Federal support.

MASSACHUSETTS -- The Commonwealth's coastal management program was approved by the Department of Commerce in May 1978 with a grant of $1.4 million. The major emphasis during the first year of actual operation was developing specific regulations for major programs affecting coastal resources. Regulations governing wetlands protection, ocean sanctuaries, waterways, energy siting, and water quality certification have been developed and have been incorporated into Massachusetts' coastal program. The State has used part of its grant funds to increase the available staff to monitor the wetlands protection law and to start waterfront redevelopment projects in three cities.

WISCONSIN -- The state's program was approved in May 1978, with a $1.3 million grant. It emphasizes enforcing air and water quality standards

as they affect the coast, identifying valuable areas in the coast, wildlife and fisheries habitat protection, erosion and flood hazard identification, community development, intergovernment processes, and citizen involvement. The State coastal program has begun a port demonstration project that will produce a marketing plan to increase cargo volume. A master plan is being developed for the west bank of Green Bay. It will identify the critical wetland areas and outline appropriate management for their protection.

RHODE ISLAND -- A $1 million Federal grant accompanied Department of Commerce approval of the Rhode Island program in April 1978. In preparing its program, the State adopted 20 sets of regulations concerning critical areas in the coastal zone. There has been a corresponding increase in permits for projects along the coast. An inventory of public rights-of-way to the water has been prepared, and steps are being taken to assure perpetual access through these areas.

MICHIGAN -- A grant of $1.6 million was made in August 1978, for the first year of program operation. With the funds the State will augment its administration of laws directly regulating coastal zone use. These include the Shoreline Protection and Management Act, Sand Dune Management and Protection Act, and Great Lakes Submerged Lands Act. The grant authorizes funding for low-cost demonstration projects for preservation or restoration along the coast. Restoration of historic Fort Wayne and a landmark building at Sault St. Marie are planned. Improvements at State parks along the coast also are comtemplated. Waterfront restoration projects, including the Detroit waterfront, are a major feature of the program.

NORTH CAROLINA -- A grant of $1.1 million was made in September with approval of the State's coastal management program. Two principal activities will be the state permit program required for designated coastal areas of environmental concern, as authorized by the State's coastal resource act, and completion of local land use plans developed in compliance with State guidelines. The State has begun developing specific policies for energy facility siting, erosion control, and shorefront access. These policies eventually will be adopted by the Coastal Resources Commission and incorporated into the State program. North Carolina was the first State to receive funds under the Coastal Fisheries Assistance Program. Work is continuing in this area.

PUERTO RICO -- In September 1978, the Commonwealth of Puerto Rico received approval of its coastal management program and a first-year grant of $1.1 million. The island of Culebra had a previously approved management program which now is incorporated into the island-wide management program. Improved enforcement of existing natural resource laws in the Commonwealth is the major aim of the program, relying in part on a corps of Natural Resource Rangers equipped through the coastal management program. Other activities include planning for special areas such as mangroves and floodplains. New regulations dealing with public access, building in the maritime zone, coral protection, and erosion were begun.

HAWAII -- The State received a Federal grant of $1.1 million with approval of its coastal management program in September. Among the projects selected during the past fiscal year were: improved State agency permit and enforcement staffing; beginning coastal hazard awareness procedures; a public shoreline access study; better security and law enforcement in boat harbors; additional

boat launching facilities; and a waterfront study and project design in Honolulu. The State continues to work with the counties responsible for amending existing shoreline management areas to insure that county regulations and boundaries are consistent with the objectives of the Act.

MAINE -- Maine's coastal program was approved in September 1978, after the governor issued an executive order tightening existing State laws which are the basis of the program. A large portion of the $1.4 million Federal program operation grant will be used by local coastal governments to enforce State and local regulations. Special projects including improving the urban waterfront, fisheries management, and developing local ordinances to carry out State and local land and water use laws. Additional State staff will help administer the 11 State laws affecting coastal development, and will prepare new regulations for the State siting and wetlands laws.

NEW JERSEY -- Approved on September 29, 1978, New Jersey's coastal management program covers 80 percent of the State's coastline, or the area under the Coastal Area Facility Review Act of 1973. A program for the remaining area along Delaware Bay and the Hudson River should be completed by late 1979. Program administration funds have been used to increase coastal permit staff, to simplify the permit process, and to fund innovative access programs to the coast.

MARYLAND -- The State's coastal management program was approved on September 30, 1978, with a $1.4 million Federal grant. During the program's first year, the State will concentrate on insuring compliance with State coastal

zone policies. Other projects planned during the first year include helping fisheries interests, urban waterfront design, wetlands management, mosquito control, and county review of development projects for conformity with the coastal program.

VIRGIN ISLANDS -- The Virgin Islands coastal zone management program is headed for Federal approval in spring 1979, following approval of coastal zone legislation shortly after the end of the fiscal year 1978. The new law consolidates four State permits into a single coastal permit. The Virgin Islands have a strong program for improving public access to the Island's beaches.

ALASKA -- Alaska had virtually completed work on its coastal management program by the end of fiscal year 1978. Formal Federal approval is expected during the early part of fiscal year 1979. The program is based on the Alaska Coastal Management Act of 1977, which established a policy council and broad coastal policies, and which led to an executive order defining State agency responsibilities. Local communities are being helped to develop their own coastal area programs, taking into account areas of special statewide interest.

ALABAMA -- The State submitted a completed program during fiscal year 1978, based on an act passed in 1976 establishing a Coastal Area Board. The document was extensively reviewed and is being revised. It should be submitted for Federal approval in spring 1979. The State program includes a Coastal Board review of all required State agency permits affecting the

coastal area. These will be checked for consistency with the Board's regulations. A fisheries project is part of the program.

DELAWARE -- A preliminary review during the past fiscal year of the Delaware coastal zone management program indicates that it will be approved during the current year. The program is based partly on the State's coastal law, which limits use of the coast by heavy industry. Wetlands protection, beach preservation, a waterfront restoration study in Wilmington, and a fisheries assistance survey are also part of the program. The program includes an energy facilities siting study that forms the basis of Delaware's policies on energy facilities.

GUAM -- The Guam coastal zone management effort neared completion during fiscal year 1978, helped by a supplementary grant at the end of the year. Coastal program policies were coordinated with existing regulations on land and water resources use. The island was rezoned to conform the basic zoning code to the coastal program. The Guam program is island-wide, and all coastal floodplains and wetlands are designated areas of particular concern.

LOUISIANA -- Program efforts during the past fiscal year focused on passage of the State and Local Coastal Resources Management Act on which the State program will be based. Projects planned for early fiscal year 1979 include developing and supporting local governments in developing program regulations, and special planning activities in four areas. These include two recreational plans, an investigation of salt water intrusion, and a New Orleans area waterfront access project.

SOUTH CAROLINA -- South Carolina's program received preliminary approval in September 1978. This means that NOAA has determined that the State program meets Federal requirements for approval, but lacks final State legislative approval and needs further policy refinement. The program is based on the Coastal Management Act of 1977 that established a new State permit requirement for activities in certain critical designated coastal areas, principally wetlands. Addiitonal elements of the program include a fisheries assistance effort, a shoreline erosion management plan, and an emphasis on marine recreational considerations. Once the final program document is approved by the General Assembly and the governor, it will be submitted for Federal approval during 1979.

TEXAS -- The Texas coastal management program was readied during fiscal year 1978 for presentation at public hearings in late 1978. A key feature of the proposal is an impact assessment system by which State agencies would judge the appropriateness of coastal projects within their purview. The system is contained in manuals prepared by the General Land Office dealing with ecological systems, socio-economic factors, and air and water quality. In addition, rules are being revised to provide special policies for coastal public lands and waters. The public hearings will help determine if the State is ready to submit its program for approval in the current fiscal year.

NEW HAMPSHIRE -- The State has received preliminary approval for its program, and with the additional available funding will seek necessary implementing legislation. The proposed Comprehensive Coastal Resources

Management Act will be re-introduced in the State legislature in early 1979. It passed during 1978 but was vetoed by the then governor. The State program has been augmented by grants for urban waterfront project planning in Portsmouth and Exeter. Program approval is scheduled for fiscal year 1980, assuming legislative enactment of the proposed State law.

CONNECTICUT -- The State coastal program office worked during fiscal year 1978 with a legislative study group to prepare legislation for submission during the 1979 session. The legislation would establish a locally implemented program with State administrative review of local development plans, projects, or land and water use regulations. After passage of coastal legislation the State management program could be approved during fiscal year 1980.

OHIO -- During the past fiscal year, the State coastal program worked on preparation of a draft coastal management program to be submitted for public review and comment during early winter 1979. Legal analysis of present coastal resources authorities is being coordinated with preparation of legislation to be introduced in the 1979 session. Action by the legislature is anticipated in the latter part of 1979 and, if successful, would lead to program approval during fiscal year 1980.

NEW YORK -- The State completed preparation of a draft coastal management program during fiscal year 1978. The document has been submitted to the Office of Coastal Zone Management for review. The State will submit during the 1979 legislative session urban waterfront redevelopment, coastal

erosion hazards, and coastal management enabling legislation. Separate programs for New York City and the remainder of the State's coastline will be submitted for approval at the same time in 1980.

NORTHERN MARIANAS -- During fiscal year 1978 the new island commonwealth received its first program development grant. By their change to territorial status in January 1978, the islands became eligible for assistance. Program development will emphasize increased fisheries production and tourism development. The commonwealth aims to produce an approvable program in two years.

AMERICAN SAMOA -- The territory did not participate in the coastal management program until fiscal year 1978, citing inability to provide the required matching share until this time. With assistance from several Federal programs and the Office of Coastal Zone Management, the territory planning staff is preparing a comprehensive plan for the island.

MISSISSIPPI -- The State has prepared coastal management legislation to be submitted to the legislature in 1979. The Coastal Wetlands Protection Law of 1973 has been amended to provide for general management authority over coastal wetlands. A Gulfport harbor waterfront study grant has been made and a fisheries management program begun. Coastal Energy Impact Program funds have been applied to a major recreation project in Pascagoula.

GEORGIA -- The State passed a Coastal Management Act in 1978 under which a Coastal Management Board has been established. Additional legislation will be submitted during 1979 to provide protection authority over beaches, dunes, and hazard areas. The State has two urban waterfront redevelopment

projects and a fisheries study underway. Additional program development work is needed to deal with policy development, prospective onshore impacts of Outer Continental Shelf petroleum exploration and development, Federal agency coordination, and examination of whether sufficient legal authorities presently exist on which a coastal management program can be based. A completed program may be submitted for approval in fiscal year 1980.

FLORIDA -- The Florida Coastal Zone Management Act was enacted in 1978. It provided for a program based on existing State laws and administrative rules dealing with a variety of coastal issues. The policies and authorities contained in these laws are being reviewed to determine if additional legislation is needed in order to meet the federal test for an approvable program.

MINNESOTA -- The State submitted a coastal management program for the Duluth segment of its coastline. The State has had problems in putting together a comprehensive management program for its entire coastline, partly because of controversies involving other Federal actions in the upper Minnesota area.

VIRGINIA -- Fiscal year 1978 coastal efforts concentrated on preparing legislation to be considered in 1979. Additional legislation is necessary for a program that can be federally approved and made eligible for continued funding. If the proposed legislation passes, the State program should be approved during fiscal year 1980. The state has

five urban waterfront study projects underway and a major fisheries management effort dealing with the resources of the Chesapeake Bay.

INDIANA -- The State began its third year of program preparation at the end of fiscal year 1978 and is hoping to be able to produce recommendations for the legislature by April 1979. A recommendation on how to implement a coastal management program in Indiana will be submitted to the State Planning Services Agency.

ILLINOIS -- The State coastal zone program suffered a setback during fiscal year 1978. The State legislature failed to adopt a coastal management law essential for the program to meet Federal approval requirements. A renewed effort to obtain passage was begun at the end of the year, and action was hoped for by the end of calendar year 1978. While awaiting action by the legislature, the program was partially suspended. A major program effort has been a lakefront demonstration project that would add environmentally sound recreational facilities to Lake Michigan.

PENNSYLVANIA -- Because it was judged by the Office of Coastal Zone Management to be making unsatisfactory progress, Pennsylvania has been without Federal program development assistance since October 1977. The State has on its own attempted to develop coastal policies that could form the basis of a federally acceptable effort. Pennsylvania would have to adopt coastal legislation in order to have an approvable program.

COURT ACTIONS

Three court decisions upholding the program were issued during the year. Although these are being appealed, the program survived the initial court challenge to its operations. All three cases were brought by the American Petroleum Institute (API).

In all three cases, API challenged virtually every element of the respective programs as approved by the Assistant Administrator for Coastal Zone Management, and indirectly, a number of provisions of NOAA regulations governing approval of State coastal management programs. Special emphasis was placed on:

(1) whether the programs had been properly "adopted" by the respective States in accordance with the Coastal Zone Management Act,

(2) whether the programs constituted "management programs" consistent with the requirements of the Act,

(3) whether the programs adequately considered the "national interest" in planning for and siting of facilities necessary to meet other than local requirements, and

(4) whether the Office of Coastal Zone Management satisfied the requirements of the National Environmental Policy Act (NEPA) in reviewing and approving the programs.

On August 30, 1978, the U.S. District Court for the Central District of California issued a decision concerning the approval of the California Coastal Management Program. On September 6, 1978, the U.S. District Court for the District of Columbia issued decisions on the approval of the Massachusetts and Wisconsin programs. In the California case, Judge Robert J. Kelleher ruled in coastal management's favor. In the Massachusetts and Wisconsin cases, Judge Aubrey Robinson dismissed both actions on the basis that the plaintiffs lacked standing and that the issues were not ready for judicial review.

CALIFORNIA -- The California action began in the U.S. District Court for the Central District of California on September 9, 1977. API was joined by the Western Oil and Gas Association and certain oil company members as plaintiffs, and NOAA was joined by the State of California and the Natural Resources Defense Council (NRDC) as defendants. A temporary restraining order was issued on September 12, 1977, to block approval of the California program. Following a hearing on the plaintiffs' motion for a preliminary injunction, the Court issued an order, to which all parties agreed, permitting program approval and disbursement of program implementation funds by OCZM, while at the same time enjoining the effectiveness of the Federal consistency provisions of the Act pending a final judgment. Arguments were heard on February 13 to 16, 1978. Judge Kelleher granted

NOAA's motion for summary judgment on August 30, 1978, in a 105-page opinion.

Perhaps most significant in the California opinion is Judge Kelleher's ruling that "considerable deference" is due the assistant administrator for Coastal Zone Management in formulating administrative regulations to implement the Coastal Zone Management Act and in his approval of the California program. The Court noted that Congress places responsibility for the Act's adminstration within NOAA, through the Secretary of Commerce, with specific reference to and appreciation of NOAA's expertise in ocean and coastal matters; and that Congress had reaffirmed its confidence in NOAA's administration during the passage of the 1976 Amendments. The Judge found that the Assistant Adminstrator's approval of the California program was not arbitrary, and that it was within the scope of the discretion conferred by Congress. He chastised Congress and the Office of Coastal Zone Management, however, for failing to provide clearer guidance as to the nature and content of coastal management programs, and attributed a number of problems surrounding the California approval to this lack of direction.

Also significant is Judge Kelleher's interpretation of the meaning of a "management program," under the CZMA. The Court quoted numerous portions of the Coastal Act's legislative history describing a "management program," noting specifically Congressional intent that these programs constitute

"dynamic" processes for the management of coastal resources. Judge Kelleher rejected the plaintiffs' contention that a program must provide such predictability as to enable a private user to determine, without consultation with and review by the State, whether a given project is consistent with the State program. The Court stated that a coastal program need not employ a "zoning map" approach, and that it need only provide guidelines to enable the State itself to make rational choices regarding the use of coastal resources. Thus, the Court accepted the "performance standard" approach found in the California program, and allowed in the regulations.

In finding that approval of the California national interest provisions was not arbitary, Judge Kelleher specifically rejected the plaintiffs' argument that affirmative accommodation of energy facilities is required under the national interest provisions of the Act. A coastal program must provide "for adequate consideration of the national interest involved in the planning for, and the siting of facilities (including energy facilities in, or which significantly affect, such state's coastal zone), which are necessary to meet requirements which are other than local in nature." The Court found that Congress intended that the State should be the primary decision-maker regarding the siting of energy facilities, subject to the Act's specific concern that the development occur in a context of cooperation, coordination and sharing of information among all affected agencies.

MASSACHUSETTS AND WISCONSIN -- The Massachusetts and Wisconsin actions began in the U.S. District Court for the District of Columbia on April 10, 1978. API was joined by several other petroleum industry groups and the Greater Boston Chamber of Commerce as plaintiffs in the Massachusetts case, and NOAA was joined by the Commonwealth of Massachusetts and NRDC as defendants. In the Wisconsin case, API was the sole plaintiff, and NOAA was joined by the State of Wisconsin as defendant. Judge Aubrey Robinson denied the plaintiffs' motions for temporary restraining orders and preliminary injunctions in the two cases on April 12, 1978, and ordered an expedited briefing schedule. Oral arguments were heard on July 10, 1978. On September 6, 1978, Judge Robinson issued a brief, five-page opinion dismissing both cases for lack of standing and ripeness.

III. UNRESOLVED PROBLEMS

Despite the major progress recorded during fiscal year 1978, the coastal zone management program had to deal with a number of problems. Some are basic to the program itself, others reflect particular concerns that developed during the year.

Two of the problems are inherent to the program and have been present since the beginning. One is the relationship between State and local governments in making fundamental decisions about what future development should or should not take place in the coastal region of the country. The second is whether the programs shall be protectionist, or be tilted in favor of promoting development of coastal resources, or remain "neutral", leaving decisions to the States.

In intergovernmental coastal zone management, the relationship between State and local governments has continued to evolve. In enacting the Coastal Zone Management Act, Congress made a conscious decision to place authority for coastal management with the State level of government. Explicit in this decision was the judgment that local governments often were too parochial to make the best decisions about coastal resources. Because local governments have to rely on property tax revenues for their operations, it was thought they were too inclined to approve development proposals because of their revenue-generating aspects, leading to overdevelopment of the coastal region.

This thinking, reflected in the Act and accompanying Congressional documents, stirred opposition from representatives of local governments. Local governments have resisted this concept of coastal management throughout the history of the program, since land use decisions have been almost exclusively the province of city and county governments in this century.

As a consequence, many state coastal zone management programs build in major roles for local government -- in a few instances, the dominant role. In Washington State, for example, local governments prepare and operate coastal management programs and issue the State-required permits in the coastal zone. The activity is done under broad State guidelines developed according to the state's Shoreline Management Act, but most of the coastal management action in Washington is local. The State coastal office, after approving a local program, is restricted to being able to challenge local permits before an independent advisory board.

Oregon and California, the second and third States to win Federal approval of their programs, also rely heavily on local governments operating under broad State guidelines.

In fiscal year 1978, the beginning of a shift occured. Programs submitted or in preparation are placing more emphasis on direct State controls over

a number of coastal resources. Some of this is due to the fact that a number of States had not previously adopted any coastal management legislation. With impetus from participation in the national program, and with the need for State legislative authority to meet the requirements for continued funding, many such States have taken action. Typical is South Carolina, which has now adopted State permit requirements for alterations of certain specified coastal resources, such as wetlands and dunes.

The relationship between State and local governments will continue to involve a certain amount of tension. In a number of instances the State's capacity for long-range and comprehensive plannning has been limited while coastal cities had very sophisticated planning staffs and procedures. Coastal zone management funds have succeeded in many States in upgrading state government planning skills resulting in a situation of greater parity. Many States have passed through Federal coastal management funds to bolster local government planning and enforcement capabilities.

The second inherent problem, the balance between protectionist and development emphasis in coastal programs, also has changed since enactment of the Federal program. It is clear from the legislative history and the temper of the times that the original backers of coastal management had an environmental protection bent. At the time of passage in October 1972,

the coastal program was signed into law along with other "environmental" laws such as the Ocean Dumping Control Act and the Marine Mammal Protection Act.

Since that time, concern about the country's economic health has become increasingly important. For coastal management, this shift took dramatic form in 1976 with the enactment of the Coastal Energy Impact Program. It was designed to facilitate development of energy resources, particularly offshore petroleum, in the coastal region. Federal loans and grants through the Coastal Energy Impact Program compensate communities for environmental or socio-economic losses encountered as a consequence of energy activity in the national interest. The particular problem with offshore petroleum development was that revenues from federally licensed activity went to the national treasury, while costs of supplying services and facilities needed by offshore facilities fell principally to local governments.

With adoption of the amendment, coastal management moved from its early environmental emphasis to a more balanced approach. Coastal management is now seen as a way to appropriately develop the coasts as well to protect particularly valuable or sensitive coastal resources.

The complexity and controversy of the coastal zone management program has contributed in part to another general problem, a lack of widespread public understanding of and support for the program.

The Coastal Zone Management Advisory Committee issued a report during fiscal year 1978 on public support for coastal management. The report found a pervasive lack of public understanding. The committee's suggested solution was for a "major public awareness and participation effort."

Another major coastal zone program problem area cited by the advisory committee and Judge Kelleher in the California decision, is a lack of clarity in several of the provisions of the basic coastal zone legislation. Congress, in considering sections of the program for reauthorization during the next two fiscal years, will have a chance to add any necessary clarification.

One provision that has proved especially difficult to define is the requirement in the Act that State coastal management programs provide for adequate consideration of the "national interest" in planning for and siting of facilities, most particularly energy facilities, necessary to meet other than local requirements. Office of Coastal Zone Management regulations have specified that States indicate the sources used to determine the "national interest" in such matters as well as the procedure a State will use to consider this "national interest."

Some of the controversy about this provision is over how a State or community determines the "national interest" in an energy facility area. Do Federal agencies represent the national interest, and if so, how does a State choose between the views of, say, the Department of Energy and the Environmental Protection Agency? In the case of a proposed refinery near Portsmouth, Virginia, for instance, various Federal agencies are diametrically opposed as to whether the Corps of Engineers should issue a permit required for a loading platform.

Another controversy is over what constitutes "adequate consideration." How are economic and environmental considerations balanced in such consideration? Still another problem for States is determining the relationship, if any, between the "national interest" requirement and the mandate to identify "uses of regional benefit" in management programs. Uses of regional benefit are those beyond the purview of single local units of government. The question then is whether States should be required to override local actions felt to be counter to the regional benefits requirement.

The provisions of the Act dealing with special management areas, "areas of particular concern" and "areas for preservation or restoration" also have been subject to differing interpretations.

Different interest groups have conflicting views of the purpose of designating areas of particular concern (APCs). Environmental groups feel the APCs should be limited to valuable natural areas needing special restrictions to conserve their natural state. Development groups urge that the designation be used to facilitate siting of major projects in the coastal zone. Present regulations provide that States may designate areas of particular concern for environmental as well as developmental purposes.

The Federal consistency provision of the Act has generated major controversy, particularly among affected Federal agencies. At the end of fiscal year 1978, the provision was basically untested. It provides that Federal activities, including construction projects, issuing permits, or providing financial assistance, must be consistent with approved State coastal management programs.

Agencies and others have maintained that State programs must be more specific in order to determine whether a proposed Federal action is consistent. In its ruling involving the California program, the Federal court upheld the Office of Coastal Zone Management's contention that the process by which decisions would be made was sufficiently specific and that "interaction" would necessarily take place among the affected parties to make a consistency determination.

In addition, concerns have been expressed that the consistency regulations published by the Office of Coastal Zone Management are too complex and confusing. Part of the problem stems from the provisions of the Act itself, which require different handling of various Federal activities in consistency findings. Federal agency projects are not subject to the same review procedure required for applicants for a Federal license. There is a difference also between Federal projects that have to be consistent only "to maximum extent practicable," the language of the Act, while federal permits and Outer Continental Shelf oil and gas operations must be fully consistent with state management programs. Some of these perceived difficulties stem directly from the original language in the coastal act.

The complexity of implementing section 307 (the consistency section) is shown by the experiences of State coastal zone programs. In States where no local permits or other form of State review of Federal action were already used, setting up notice procedures for consistency reviews has taken several months following program approval. Coordinating the procedures between the State and each Federal agency with an activity requiring a State consistency review takes time. The State must work with each relevant Federal agency to set up realistic schedules of notices for consistency review.

States already with review functions such as permit requirements have benefited less from consistency than States without such a review function. However, where the State review process does not apply to a Federal activity, Federal consistency helps the communication necessary for such reviews and authorizes the State to perform them. In some cases where review functions have been working well, consistency is somewhat duplicative for normal or regular Federal activities. These case examples of consistency implementation efforts in several States show the range of benefits of Federal consistency:

- California found two OCS plans inconsistent with State coastal policy on oil spills and the ability to contain them. The State coastal staff worked with the involved companies for three weeks and modified the plans to be consistent with State policy. The extra equipment required by the coastal policy was added to the plan. A determination of consistency was agreed to by the Coastal Commission, and the OCS plans went forward quickly.

- A plan to expand housing for Navy personnel received a consistency determination after the State of Maine and the Navy Department exchanged necessary information prior to determination that the project was within state coastal policies. The determination of

consistency in an application for a Federal permit for the proposed Pittson refinery in Maine was agreed to by the State as a result of communications during consistency review.

- Michigan works with agencies and applicants in the review process created by the Federal consistency requirement of section 307 to iron out issues before consistency determinations. If some modification of an activity is needed for consistency with the State program, a positive determination of consistency is granted, but with the necessary qualifications required for the activity to become consistent. This was the case for several Army Corps of Engineers, Coast Guard, and Department of the Interior permits last year. In most cases, however, the activity was already consistent or was modified to become consistent before the State's formal determination.

- Massachusetts is still working to implement consistency procedures with Federal agencies but already has started working with agencies and applicants to modify proposed activities before issuing a consistency determination. This process is currently underway on the Fish and Wildlife Service's (Department of the Interior) proposed Parker River Wildlife Refuge.

Evaluating the coastal zone program poses another problem. First, because the State programs are just being put into operation, there is little experience from which to judge. Second, there is the built-in problem of a Federal agency judging its own effectiveness, even if this is required by the Act. For those outside the program, there is the difficulty of assessing the impact of a program based largely on government processes rather than specific objectives.

A number of statistics are now available from the past five fiscal years' experience in coastal management. These generally reflect a variety of process-related activities in the States and local governments. There are some specific measures available, such as: In Massachusetts there was a requirement that five sets of regulations be published dealing with that State's control of wetland use. These were published in six months' time, with the aid of the coastal management program and the financial assistance for additional staff it made available. An estimated several years' time might otherwise reasonably have been expected. All interests--environmental, developmental and governmental--have a clear idea of what is allowed in Massachusetts with regard to altering wetlands. This was communicated much sooner than would otherwise have been the case.

IV. COASTAL ENERGY IMPACT PROGRAM

Current U.S. energy needs require increased development of offshore petroleum energy resources. Accelerated offshore development was expected to have potentially significant impact on some coastal communities and environments, leading Congress in 1976 to provide for a Coastal Energy Impact Program as part of the coastal management effort. Funding authorized for the 10-year program is $2.1 billion.

Outer Continental Shelf (OCS) oil exploration, production, and storage will require new and expanded ports, oil company service bases to transfer materials and workers between shore and offshore drilling rigs, oil platform fabrication yards, gas processing plants, refineries, and other facilities. Proposed new electric power plants from nuclear power, coal or other energy sources will have impacts on coastal areas. Transferring oil, liquefied natural gas, natural gas, or coal will cause major coastal development in some areas. Sites will be required for storage and transportation facilities such as tanks, pipelines, deepwater ports, docks, and railroad yards.

This major industrial development will increase commercial and residential development. Construction workers and their dependents are expected to increase demands on public facilities such as parks, libraries, and hospitals, utilities and social services such as health, education, and police protection.

These physical development pressures are expected to cause environmental, social, and economic impacts, the severity of which will depend on an area's existing development.

Front-end money is especially needed in rural undeveloped areas to build the schools, roads, and water and sewer systems necessary to support oil workers and their families. Also, front-end money is needed to help local communities with limited staff capability plan for the impacts and take appropriate action.

The Coastal Energy Impact Program (CEIP) has two goals. The first is to balance expanding national energy development with protecting the nation's coastal resources. The second goal is to meet coastal States' and local communities' social, economic, and environmental needs resulting from coastal energy activity conducted in the national interest. To meet these goals, Congress created a financial assistance program linked directly to a individual States' coastal zone management programs.

Congress required that for a coastal State or territory to receive coastal energy financial assistance, it must have adopted or be making adequate progress toward adopting a coastal zone management program. Also, Congress required the State to select and rank its CEIP projects according to coastal zone management objectives. Congress required the States to program and

coordinate CEIP funds for coastal development or conservation projects consistent with coastal policies and management strategies.

To meet the financial needs, Congress provided four types of assistance:

- o Planning grants to help local officials make decisions on possible economic, social, or environmental consequences of energy facilities in the coastal zone. Planning grants may be used for analyzing government or private industry facility siting policies, developing public lands upon or near which energy development is to take place, developing methods to protect environmental resources, or conducting risk management studies, hazard analyses, or emergency contingency planning. Other eligible activities could include: identifying the locations for a facility, determining the population increases and demands for new public facilities and services, and recovering compensation for adverse energy facility impacts. These planning grants are to deal with specific energy facilities.
- o Credit assistance in the forms of loans or loan and bond guarantees to help finance new or improved public facilities and services needed as a result of coastal energy activity such as Outer Continental Shelf (OCS), or liquefied natural gas activity and the transportation, transfer, or storage of oil, natural gas, or coal.

  A community may determine that a new hospital is necessary due to increased population related to a new energy facility. There will

be a lag between the time when the hospital is needed and the time when new residents would contribute to the local revenues. Short-term credit assistance is necessary to assure that the hospital is there when needed.

- Repayment assistance in modifying loan terms, refinancing, supplemental loans, or grants to repay credit obligations when revenues from coastal energy are less than expected. If the revenues from the coastal energy activity do not materialize and the community cannot meet its credit obligations for the hospital, CEIP repayment assistance will be available. This insures that a community will not have a net fiscal loss from coastal energy activity.
- Grants to help prevent, reduce or ameliorate unavoidable losses of valuable environmental or recreational resources resulting from coastal energy activities. These grants are available for construction or non-construction activities only when the party responsible for the damages can not be identified to recover the loss. If the location of an energy facility damaged or limited access to a public beach, a community could use CEIP grants to purchase access to a similar beach. The grants may be used to pay for restoring, replacing, or acquiring environmental or recreational resources to prevent losses; designing and implementing strategies to prevent losses; enforcing or legally defending conditions

imposed to prevent specific losses; and constructing public facilities at a cost above minimum State standards which will reduce environmental or recreational losses. If it were necessary for a community to build a road in a wetland because of coastal energy activity, CEIP assistance could be used. If normal State standards did not require the road to be built on pilings, a grant could be used to pay for the difference between the least expensive fill method of highway construction and a more expensive, but more environmentally sound method of building the road on pilings. By paying the cost differential, environmental loss would be minimized.

Funding

To operate CEIP, Congress authorized $2.1 billion which was divided into two funds. The Coastal Energy Impact Fund was authorized at $800 million through 1986. It will be used for planning grants, credit and repayment assistance, and environmental and recreational loss grants. The fund is revolving without fiscal year limitations. Allocations to States from the fund are based upon projected coastal energy development. The maximum authorization for planning and environmental and recreational loss grants is $50 million.

Energy Impact Formula Grants, authorized at an annual $50 million through 1984, were changed by the 1978 Amendments to the Outer Continental Shelf Lands Act. This action extended the formula grant authorization through

1988, and increased the annual authorization level from $50 million to $130 million per fiscal year, beginning in 1979. These grants are the primary source of financial assistance to prevent or minimize the loss of valuable environmental or recreational resources. Grants projects can include planning and construction of public facilities required as a result of OCS activities.

Formula grant allocations for each coastal State are determined annually based upon several OCS factors. The new provision established a 37.5 percent maximum and a 2 percent minimum of the total amount appropriated that can be allotted to a State.

Projects

Since CEIP began operation in May 1977, 154 grant projects and four loan projects have been funded. Although CEIP is State administered, over 90 percent of the grants were awarded to other levels of government. About 40 percent of the projects benefited counties, boroughs, or parishes; 25 percent of the grants were awarded to areawide or regional agencies; another 25 percent were awarded to or benefited cities and towns. Approximately 45 percent of all planning projects were concerned with planning for economic, social, and environmental consequences of specific energy facilities.

The Coastal Energy Impact Program has addressed environmental concerns primarily through planning, park purchases and construction to deter environmental degradation. Approximately $11.2 million or about 60 percent of all CEIP grants have addressed environmental concerns. About $4 million has been used for planning for economic, social, and environmental consequences of new or expanded energy facilities, and planning for effects on beaches, air quality, water quality, and other environmental resources. Another $7.25 million has been used as grants for unavoidable losses of coastal environmental and recreational resources.

CEIP assistance is making an important difference--a difference between environmental degradation and conservation and between inadequate and adequate water supplies and health facilities for people engaged in our national energy development. CEIP assistance is making a difference between limited State or local government involvement in minimizing energy impacts and increasing State and local planning and decisionmaking, which already has protected environmental resources while facilitating energy development.

Projects to plan or construct public facilities or prevent the loss of environmental or recreational resources as a consequence of OCS energy activity or other energy facilities include:

Alaska:

- o City of Seward - Municipal electrical system plan, $198,000.
- o City of Kenai - Municipal street, drainage, water, and sewer plans and port facilities plans, $360,000.
- o City of Homer - Plans for water system expansion, streets, and improving municipal management, $318,643.
- o Cities of Valdez and Cordova and the State of Alaska - Plan to prevent loss of salmon, $26,268.
- o State Division of Parks - Develop environmental and recreational loss prevention strategies, $105,067.
- o State Municipal Bond Bank - Financial loan guarantees, $50 million loan.

California:

- o City of Los Angeles - Prepare siting policies and facility plans for the port, $30,000.
- o Port of Long Beach - Prepare risk management plan, $38,000.
- o Santa Barbara Air Pollution Control District - Purchase air quality monitoring equipment, $90,000.
- o Santa Barbara County - Impact assessment studies and energy coordinator, $122,800.

Louisiana:

- Morgan City - Construct a 168-bed hospital, $10 million loan.
- West St. Mary's Parish - Port plan, $40,000.
- Terrebonne Parish - Construct a forced drainage system to minimize flood conditions in heavy rain periods, $427,926.
- City of New Orleans - Construct a water intake facility, $2,500,000.
- St. Martin Parish - Improve a recreational area, $384,000.

North Carolina:

- State Department of Natural Resources and Community Development - Plan for likely coastal zone consequences of new electric power generation plants, $61,757.

Ohio:

- City of Lorain - Plan for impacts of a coal gasification demonstration plant, including air and water quality, $60,000.
- Lake County - Plan to mitigate impacts from the Perry Nuclear Power Plant under construction, including local land use policy, tax structure analysis and recreational opportunities, $48,000.

Rhode Island:

- Town of North Kingstown - Plan for the impacts of OCS support activities in the Quonset Point - Davisville Complex, $18,000.

V. ESTUARINE SANCTUARIES

Estuaries, biologically complex areas where stream and river waters mix with sea or Great Lakes waters, receive special attention under the Coastal Zone Management Act in the estuarine sanctuaries program for research and education. Estuaries are natural habitats for a wide variety of fish and wildlife, including many commercially important species. Marine biologists estimate that as much as two-thirds of all commercial seafoods depend on estuarine habitats at some time in their lives. Despite their high inherent value, many estuaries have been damaged by development and environmental pollution. A report in the late 1960s by the Department of the Interior noted a decline in the number and size of American estuaries, and predicted their destruction by the end of this century unless efforts were made to preserve and protect them.

To protect these extremely fragile and valuable areas, Congress has authorized the Office of Coastal Zone Management to grant funds to States to establish estuarine sanctuaries. This assistance comes in three forms: pre-acquistion grants to study potential sanctuary land costs, biological resources, and management needs; acquisition grants to purchase land for sanctuaries; and management grants to establish scientific and educational programs in the sanctuaries. The sanctuary program provides States up to 50 percent of the funds required to study, acquire, and operate estuarine sancturaries.

The estuarine sanctuary program is not designed to preserve all of the Nation's estuarine areas, but concentrates on areas with high environmental and scientific value. The legislation setting up the program specifies research and education as the main purposes of the sanctuary program. The program will eventually designate 21 representative estuaries as sanctuaries. So far, the program has established five sanctuaries at South Slough, Oregon; Sapelo Island, Georgia; Waimanu Valley, Hawaii; Old Woman Creek, Ohio; and Rookery Bay, Florida. The sanctuaries range in size from 630 acres to over 8,500 acres, and cover the Atlantic, Gulf, Pacific, and Great Lakes coasts.

Fiscal year 1978 saw pre-acquisition grant funds awarded to California and Florida for planning of two new sanctuaries. California has selected Elkhorn Slough as the site of a sanctuary. The Slough, which drains into Monterey Bay, has faced high development pressures, since Monterey County's general plan foresaw conversion of the area into an industrial/ residential zone. The proposed Elkhorn Slough Sanctuary has received endorsement of the California Coastal Commission, which will be the lead agency in developing the sanctuary acquisition grant request.

The proposed Apalachicola River Bay, Florida, sanctuary would become the program's largest, sprawling over some 180,000 acres of almost untouched

Florida Panhandle wetlands. Key to the sanctuary management plan will be enhancing the area's fin- and shellfish value. Already the sanctuary site produces over 90 percent of Florida's oysters.

Pre-acquisition funding for both areas will continue through fiscal year 1979, with acquisition grants planned for late 1979.

In addition to pre-acquisition grants for these two new sanctuary sites in 1978, the program allocated management grants to continue operation and maintenance at the South Slough and Rookery Bay Sanctuaries. The Sapelo Island Sanctuary will request operational funds in early 1979. The Waimanu Sanctuary received an acquisition grant supplemental this year, with land purchase negotiations to being in fiscal 1979. The Old Woman Creek and Rookery Bay Sanctuaries are continuing purchase negotiations to bring these sanctuaries up to their full planned acreages.

VI. COASTAL FISHERIES ASSISTANCE PROGRAM

Section 302(d) of the Coastal Zone Act lists conservation of "the coastal zone, and the fish, shellfish, and living marine resources therein" as one of the major objectives of the legislation. The Office of Coastal Zone Management has established the Coastal Fisheries Assistance Program to encourage comprehensive management of coastal resources. The program will help States accomplish coastal management objectives as they relate to conservation and development of commerical and recreational fisheries. The fisheries program is a special aspect of state development and implementation of coastal management programs. It is being given special attention by the Office of Coastal Zone Management.

As a component of the overall management process, focused State fisheries programs consist of three major elements--development of management information and strategies for inclusion into management plans, overall integration of fisheries policies within a State's coastal zone management program, and coordination of policies within State territorial waters with policies in Federal waters.

These efforts should positively affect the actions of the Government with interests in fishery management. States should benefit from improved coordination of fishery management efforts with their coastal zone management programs. Regional groups should enjoy improved balance between State and regional fisheries interests. The Federal Government should

move closer to the goals of the Coastal Zone Management Act as economic goals harmonize with conservation efforts in this vital coastal industry. The fisheries planning element of the Federal coastal zone management program should lead to progress towards more coordinated use of the oceans and Great Lakes, development of new management methods, more involvement of user groups and other interested parties in coastal zone management undertakings, and overall refinement of coastal planning and programming.

An example of the fisheries program in fiscal 1978 involved approval and establishment of a project for the State of Maine. During the 1960s and early 1970s the Maine coastline found itself a desired location for new potentially disruptive development, including deepwater ports, nuclear power plants, oil and gas development, and oil tanker terminals. These plans threatened many traditional uses of the Maine coastline, especially fishing.

As Maine proceeded with its management plan development and implementation, the important role that the State fishing interests would play in management efforts and the need for integrating a fishing industry element into Maine's comprehensive coastline management program became clear. In 1978, Maine applied for and received assistance to improve its fishery management efforts. Maine's application for fisheries planning funding gave two overall objectives--conserving fish stocks while enhancing the economic

viability of the fishing industry, and relating fishery policy to the State's overall coastal zone management efforts.

The State proposed a two-phase program. The first phase, "Characterization of Shellfish and Recreational Fisheries and Follow-up," discussed data gathering on topics in the Maine fishing resources. These topics included fishing resources, economics, harvesting patterns, product processing, market demand, government involvement, and fishing's interaction with other sectors of the economy. This study will provide an adequate management information data base for policy decisions, and an ongoing business economic monitoring capability to feed continually into policy development and implementation.

As a result of this activity, the State will adopt more specific goals and policies to aid the fishing industry, specifically more aggressive approaches to pier and harbor improvements, and marketing and promotion issues. This approach goes beyond the purely technical and scientific and links fishery policies to current social and economic factors. These programs treat fishing as an economic activity inextricably linked to onshore economic conditions.

The second phase proposed for the Maine fisheries effort, "Establishment of an Assessment Data Base for Managing Man's Commercial and Recreational Fisheries," is more technical than the first phase. Its objectives are to build the scientific data base upon which fish and game officials

determine their rulemaking decisions on fish resources under State jurisdiction which is out to three miles. Officials will survey fishing resources and environmental systems and develop techniques to better manage these resources. The grantees see this study as harmonizing with, but distinct from, NOAA National Marine Fisheries Service programs in northern New England. Despite the technical thrust of this particular project it still maintains its linkage with fishery management in general coastal zone management programs.

Maine requested and received $100,00 in grant funds. The State committed itself to a $25,000 match, for a first year project total of $125,000.

VI. URBAN WATERFRONT REDEVELOPMENT

Considerable interest has been expressed in recent years in revitalizing and reusing urban waterfront areas. There are many examples of the sensitive redevelopment of economically obsolete, physically deteriorating, and socially useless waterfront facilities into exciting, attractive and well used spaces. Today, perhaps more than in any time in recent urban history, the potential exists for exploiting the resource of waterfront areas to enhance the entire fabric of some of our coastal cities, using the coastal management program as a lever for achieving this revitalization.

These criteria are used by the Office of Coastal Zone Management in funding urban waterfront demonstration projects as part of a State's overall development or implementation grant:

- o Urban waterfront redevelopment should lead to the creation of a safer, more pleasant, and socially beneficial waterfront environment.
- o Redevelopment should give highest priority to the retaining and establishing water-dependent uses in waterfront locations.
- o Redevelopment should involve participation by and cooperation among local, State and Federal governments, as well as interested organizations and individuals.

- Redevelopment should improve accessibility by the public to the land and water amenities of the waterfront.

By the end of fiscal year 1978, 30 local waterfront projects had been funded by the coastal management program in 16 States. They represented a commitment of over $750,000 in seed money channelled through the State program grants. The objective of these small $25,000 to $30,000 grants is to serve as catalysts or to fill needed gaps where funding is not available. The submitted projects covered a broad range of activity from conceptual planning through pre-engineering specifications (in cases where development funding can be assured). Many of the projects are designed to provide additional waterfront access and recreation through parks or marinas. This is a sample of projects being funded by the coastal program:

- In Norfolk, Virginia, a design and planning study will be done on constructing a public shoreline walkway and park area. Use of imaginative bulkheading techniques will be considered.
- In Gloucester, Massachusetts, final design and engineering plans will begin for park, access and support facilities, including walk-ways, a wharf overlook of the commercial fishing activity, and a waterfront plaza for city festivals.
- In New Orleans, the city will study the feasibility and estimate costs of the redevelopment of Lincoln Park, an old amusement park and beach, to provide new waterfront access. The city

will also plan a riverfront boardwalk extension of the existing "Moonwalk."

- o Gulfport, Mississippi, will study the economic feasibility and environmental impacts of alternative developments in a portion of its harbor area to achieve a wide range of economic, transportation, cultural, aesthetic, recreational and community service-related goals.
- o Wilmington, Delaware; Calais, Maine; and St. Mary's, Georgia, all hope to develop comprehensive plans for their waterfront land.
- o The redevelopment of an underused marine passenger terminal and waterfront area for more public activities will be studied by the city of Honolulu.
- o Portsmouth, New Hampshire, will conduct marine engineering and planning studies for mooring or docking facilities.

Another aspect being considered in connection with these projects is the potential link with other Federal Funding sources, particularly the Land and Water Conservation Fund administered by the Department of the Interior On June 27, 1978, a memorandum of understanding was signed between the Office of Coastal Zone Management and the Heritage Conservation and Recreation Service of the Department of the Interior. As an example of the potential that exists for collaboration under this memorandum, the city of Detroit will be able to, with coastal zone funds, design several

riverfront park sites already acquired with Land and Water Conservation Funds. Once the design studies are completed, Land and Water Conservation funds can be used for construction. The coastal zone monies are expediting the project, enabling it to happen at least a year earlier than anticipated.

Similarly, a project being funded by the coastal office for Buffalo, New York, will enable the city to move more quickly on a bike/pedestrian pathway along the Lake Erie waterfront using Department of Transportation Federal Highway funds for construction.

VIII. REORGANIZATION

Planned during fiscal year 1978 and made effective on the first day of the fiscal year 1979 was the consolidation of NOAA's Office of Ocean Management and the Office of Coastal Zone Management.

Robert Knecht, Assistant Administrator for Coastal Zone Management, remained the Assistant Administrator for the new office. Samuel Bleicher, Director of the Office of Ocean Management, became the Deputy Assistant Administrator for Coastal Zone Management.

Despite its broader functions, the new office will still be called the Office of Coastal Zone Management.

NOAA Administrator Richard A. Frank explained the merger was partly a result of the similarity of the activities of the two Offices. "As these offices performed their functions," he said, "they found that interactions between them were frequent and important. Some programs, such as the marine sanctuary and estuarine sanctuary programs, were already working closely together." Frank said the passage in 1978 of the Outer Continental Shelf Lands Act Amendments, which give NOAA new responsibilities, led many to conclude that "now is the right time to establish a closer relationship between these two programs."

APPENDIX A

The following regulations or guidelines, implementing or pertaining to the identified sections of the Act, were issued by the Secretary of Commerce or were in effect during fiscal year 1978.

1. "Estuarine Sanctuary Guidelines," implementing section 315(1) of the Act (15 CFR 921 (1974 in part and 1977 in part)).

2. "Marine Sanctuaries," containing guidelines for the administration of Title III of P.L. 92-532, "Marine Protection, Research and Sanctuaries Act" (15 CFR 922 (1974)).

3 "State Coastal Management Programs, Development and Approval," implementing sections 305 and 306 of the Act (15 CFR 923 (1978)).

4. "Monitor Marine Sanctuary," regulations pertaining to the administration of the Monitor Marine Sanctuary, designated pursuant to Title III of P.L. 92-532, above (15 CFR 924 (1975)).

5. "Key Largo Coral Reef Sanctuary," regulations pertaining to the administration of the Key Largo Coral Reef Sanctuary designated pursuant to Title III of P.L. 92-532, above (15 CFR 924 (1976)).

6. "Federal Consistency with Approved Coastal Management programs," implementing sections 307(c)(1), (2) and (3) and 307(d) of the Act (15 CFR 930 (1978)).

7. "Coastal Energy Impact Program, Administratice Procedures," implementing section 308 of the Act (CFR 931 (1978)).

8. "Coastal Zone Management, Interstate Grants," implementing section 309 of the Act (15 CFR 932 (1977)).

9. "Coastal Zone Management; Research, Study and Training Programs," implementing section 310 of the Act (15 CFR 923 (1977)).

10. "Coastal Energy Impact Program, Engineering and Construction Guidelines for Applicants," guidelines pertaining to the enumerated aspects of section 308 of the Act (42 Fed. Reg. 171, at p. 44400 (1977)).

11. "Coastal Energy Impact Program, Project Assessment and Environmental Impact Statements," guidelines pertaining to these subjects as they relate to section 308 of the Act (42 Fed. Peg. 171, at p. 44400 (1977)).

APPENDIX B

COASTAL ZONE MANAGEMENT ADVISORY COMMITTEE ACTIVITIES

FISCAL YEAR 78

The Coastal Zone Mangement Advisory Committee serves as an advisory body to the Secretary of Commerce on matters pertaining to the implementation of the Coastal Zone Management Act. During fiscal year 1978, 12 members served on the committee representing a variety of geographic regions and viewpoints.

The Advisory Committee held five meetings, two full session in Washington, D.C., and four sub-committee meetings in Ohio, North Carolina, Louisiana, and Washington, D.C. during the year. The highlights of the meetings and a summary of actions taken are set forth below.

The Committee met in Washington, D.C., October 13-14, 1977 to elect a new chairman, discuss the proposed work program. heard a report on the national coastal zone management program, and receive a presentation on the role of ports and coastal management.*

John Hussey was elected chairman and Janet Adams vice chairwoman. Following discussion with a new adminstrator of National Oceanic and Atmospheric Administration about advisory committees in government, the Work Program Task Force then presented its report which was examined and subsequently adopted by the full Committee. The Committee's principal effort for the year would be to study the coastal zone management constituency by (1), preparing a major study on the implementation of the Coastal Zone Management Act and (2), receiving testimony from key user groups in the coastal zone.

At the conclusion of the ports and coastal zone management panel, the Committee formulated a detailed policy letter to the administrator. The recommendations were accepted and acted upon by the administrator.

On November 28, 1978 a subcommittee meeting was held in Washington, D.C. to discuss the implementation of the work program. The composition of the site visit task forces, dates and places to be visited, and task force procedures were agreed to.

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* Committee motions passed during the July meeting were approved. The Committee Charter was amended to permit the election of a non-Federal Chairman, provide for the termination of a member who is absent from more than 50 percent of the meetings, authorize a professional staff person, and reduce the membership from 15 to 11.

COASTAL ZONE MANAGEMENT ADVISORY COMMITTEE

Chairman: John R. Hussey 1/80*
Director, Legislative Affairs
Monsanto Company
1101 - 17th Street, N.W.
Washington, D.C. 20036

ADAMS, Jane K. (Vice Chairwoman) 11/78
Former President, California
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c/o General Delivery
Cruz Bay, St. John, U.S.V.I. 00830

ALLEN, Donald G. 11/78
Vice President
New England Electric System
20 Turnpike Road
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BLAKE, Rober 2/80
President, Cordova Aquatic
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CAHN, Robert 11/78
Writer-in-Residence
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CONNELLY, John R. 2/80
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JENNINGS, Ann 11/78
Former Conservation Chairwoman
S. C. LeConte Chapter, Sierra Club
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JONES, Robert P.
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124 West Jefferson Stree
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McWILLIAM, John A. 5/79
General Manager and Chief Exec. Officer
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Former Administration, Maritime Trades
Department, AFL-CIO
1022 Woodside Parkway
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MOSELEY, Dr. Joe C. 11/78
Executive Director, Texas Coastal
and Marine Council
801 Vaugh Building
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SAVIT, Carl 11/78
Senior Vice President, Technology
Western Geophysical Company
Post Office Box 2469
Houston, Texas 77001

EXECUTIVE DIRECTOR: Dr. James S. Bowman
3300 Whitehaven Street, N.W.
Washington, D.C. 20235

COMMITTEE SECRETARY: Jeanette Polansky

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* Date of Membership Expiration

In January and February, 1978, Committee task forces visited Ohio, North Carolina, and Louisiana as part of the work program. During these site visits, legislators, interest group representatives, private citizens and government officials were interviewed and reports were prepared by the task force. Interviews were also held with federal agency personnel in February, in Washington, D.C.

The March 15-16, 1978 meeting in San Francisco discussed the task force reports. The meeting also included a presentation on incentives for coastal management, a report on the President's federal reogranization project, an address by the Secretary of Commerce, and a panel discussion on the California coastal zone management program. It was agreed that the Committee would consider and comment upon two drafts of the final Committee report prior to the next meeting.

On June 8-9, 1978 the Committee convened in Washington, D.C. to receive reports on the national coastal zone management program, heard a study on the beneficial effects of coastal programs, discuss and present the Committee report to the administrator of National Oceanic and Atmospheric Administration, receive a presentation on oceans management, and participate in discussion panels on electric utilities and balanced growth. A subcommittee was formed on the subject of alternative futures for coastal management as assigned by the National Oceanic and Atmospheric Administration and the Department of Commerce. Recommendations in the Committee report and letters on electric utilities and balanced growth policy were accepted and acted upon by the Secretary of Commerce and the administrator of National Oceanic and Atmospheric Administration.

APPENDIX C

The following is a breakdown by category of the money spent in each state during fiscal year 1978. Unless otherwise noted, the figures are for the combined Federal and state-local expenditures.

Where states are not listed there was no Federal grant money issued during the year for coastal management program preparation or implementation, or for the estuarine sanctuary program.

Classifications vary from state to state and direct comparisons are not possible. That is, even where states list costs under the same heading of "administration" or "public participation," their definitions of what costs are charged to these items may well vary.

In some instances clear breakdown for fiscal year 1978 may not be possible. That occurs when the grant is for tasks covering more than one year. In such cases total funds only are listed.

FISCAL YEAR 1978

ALABAMA

Federal	$304,129
non-federal	76,033
total	380,162
administration	$ 47,650
document and environmental impact statement preparation	100,850
legal analysis	17,600
Coastal Area Board	4,900
workshop and public hearings	66,462
economic development	19,900
permit coordination	19,600
baseline analysis	29,350
technical assistance	17,150
public education	25,450
fisheries project	31,250

ALASKA

Federal	$1,100,000
non-federal	420,000
total	1,520,000

guidelines and standards	$ 48,000
program management	231,000
local coastal programs	751,000
local coastal program support	229,000
public participation	39,000
program operations	132,000
federal relations, special planning elements	90,000

AMERICAN SAMOA

Federal	$127,500
technical studies	90,500
legal analysis	5,000
administration	17,500
government agency support	14,500

CALIFORNIA

Federal	$5,983,000
non-federal	1,517,527
total	7,500,527

program management and administration	$ 123,801
energy facility planning	97,441
state coastal planning support studies	325,754
local coastal program development	5,062,184
regulation of coastal development	1,352,097
San Francisco Bay management program	387,500
estuarine sanctuary	58,000
new planning elements	93,750

CONNECICUT

Federal	$524,905
non-federal	171,710
total	696,615
authorities analysis	70,163
program development	281,000
public participation	173,000
administration	49,000
waterfront projects	79,418
recreational access study	22,629
new planning elements	21,405

DELAWARE

Federal	$276,500
non-federal	69,125
total	345,625

preparation of program documents	$124,325
public participation	45,300
intergovernmental relations	30,500
public lands, Outer Continental Shelf studies	70,500
fisheries program	43,750
waterfront planning	31,250

FLORIDA

Federal	$ 906,000
non-federal	292,179 +
total	1,198,179 +

administration	$ 50,073
program preparation	138,470
impact assessments	14,375
intergovernmental coordination	589,703
public participation	68,199
technical assistance	18,040
Coastal Energy Impact Program coordination	6,155
estuarine sanctuary	200,000
supplemental federal grant	113,164

GEORGIA

Federal	$762,286
non-federal	190,572
total	952,858

legal authorities analysis	$113,500
organizational analysis	51,000
intergovernmental coordination and public participation	103,050
environmental assessment	35,000
impact statement preparation	97,500
management preparation	51,300
public education	49,500
boundaries	11,000
new planning elements	4,000
program preparation	178,573
fisheries management	87,199
urban waterfront projects	52,500
administration	90,436
OCS analysis	28,300

GUAM

Federal	$160,000
administration/management	$51,484
public participation	8,505
agency support and intergovernment coordination	53,388
specific program elements	46,623

HAWAII

Federal	$1,265,000
non-federal	419,420
total	1,684,420

administration	$ 425,490
technical support	107,499
public information	101,150
legal support	123,236
coastal hazard program	41,000
public access study	16,000
local government support	35,625
enforcement, permit coordination and support	425,000
loading dock	35,000
beach study	40,000
water quality standards	25,000
waterfront planning project	50,000
estuarine sanctuary	173,170
planning grant supplement	86,250

ILLINOIS

Federal	$569,000
non-federal	168,000
total	737,000

administration	$242,300
coordination assistance	13,300
technical studies	201,200
local planning, technical studies	280,200

INDIANA

Federal	$453,142
non-federal	144,039
total	597,181
policy development	42,000
public education, participation	89,500
technical studies	326,251
administration	97,250
port study	12,500
fisheries project	29,680

LOUISIANA

Federal	$700,000
non-federal	182,500
total	882,500
parish (county) assistance	521,750
parish special projects	123,250
fisheries projects	39,500
administration	20,000
new planning elements	3,000
coastal use guideline development	80,000
legal study	26,000
interagency coordination	28,000
public participation	39,000
special studies	2,000

MAINE

Federal	$1,560,036
non-federal	390,009
total	1,950,045

local projects	$ 800,000
urban waterfront planning	66,295
special projects	345,420
fisheries planning	100,000
regional commissions	87,394
administration	457,186
public access study	16,036
energy facility planning	9,986
erosion study	10,802
groundfish survey	20,840
publications	36,086

MARYLAND

Federal	$1,500,000
non-federal	421,728
total	1,921,728

program director	$ 218,457
fisheries assistance project	107,000
program evaluation	150,000
program review	80,000
waterfront planning	25,000
intergovernmental coordination	315,000
public participation	65,000
indirect state match	25,271
program planning	100,000
special problems analysis	836,000

MASSACHUSETTS

Federal	$1,464,000
non-federal	424,931
total	1,888,931
regulations	90,580
administration of environmental permits	631,424
administration	189,627
preservation areas	53,201
community assistance	326,869
technical assistance	98,657
public participation	82,603
Martha's Vineyard Commission	86,970
disaster assistance	125,000
wetland protection program	112,500
urban waterfront projects	91,500

MICHIGAN

Federal	$1,580,000
non-federal	401,926
total	1,981,926
administration and management	280,470
regulation	415,384
state agency projects	214,908
local/regional projects	774,649
demonstration construction projects	296,515

MINNESOTA

Federal	$254,408
non-federal	63,602
total	318,010
program preparation	54,470
administration	80,139
five-year program development	68,793
detailed planning	114,608

MISSISSIPPI

Federal	$247,273
non-federal	61,819
total	309,092

administration	$ 99,425
program development	16,910
public participation	13,146
intergovernmental relations	15,219
access/preservation planning	23,864
energy facility planning	23,764
erosion planning	16,764
urban waterfront planning	37,500
fisheries planning	62,500

NEW HAMPSHIRE

Federal	$349,309
non-federal	88,830
total	438,149

urban waterfront planning	$ 51,500
shoreline erosion planning	11,100
coastal energy facility planning	6,700
shorefront access planning	17,700
regulation development	64,200
administration	161,449
program coordination	48,500
public education	45,900
program submission	31,100

NEW JERSEY

Federal	$1,547,500
non-federal	386,875
total	1,934,375
boundary	75,154
policy development	474,634
management system development	260,160
public participation	251,443
intergovernmental relations	45,376
administration	91,558
project regulation	347,275
planning	388,775

NEW YORK

Federal	$1,102,800
non-federal	275,700
total	1,378,500
program development	559,182
technical assistance	71,188
program implementation preparation	216,837
public participation	161,712
program coordination	177,030
environmental assessment	40,231
administration	84,120
fisheries analysis	25,000
waterfront planning	20,000
state matching funds	23,200

NORTH CAROLINA

Federal	$1,580,635
non-federal	524,131
total	2,104,766

administrative and technical services	$ 445,272
local government planning	159,188
program administration	193,248
land use planning and economic development	528,650
implementation and enforcement	566,900
government coordination and technical services	145,600
public information and participation	58,908
program evaluation	7,000

NORTHERN MARIANA ISLANDS

Federal	$174,230
non-federal	34,333
total	208,563

administration, coordination, public participation	$49,862
boundaries	9,861
land, water use management	67,007
critical areas	43,322
priority use determination	8,061
management program design	9,090
fisheries management	21,360

OHIO

OREGON

Federal	$1,600,000
non-federal	509,636
total	1,109,636
administration	86,689
program support	100,772
program implementation	132,261
public education	9,261
local community grants	1,380,672
technical assistance	199,981
estuarine sanctuary	200,000

PENNSYLVANIA

PUERTO RICO

Federal	$1,221,172
non-federal	353,637
total	1,574,809

preparation of documents	$ 63,846
new planning elements	36,454
administration	320,850
special planning areas and natural reserves	225,237
public preparation	60,259
research	115,389
enforcement	339,220
Culebra management	73,686
shoreline maintenance	103,222
hazard management	110,988
maritime zone study	5,900
Planning Board projects	103,050
regional coordination	16,708

RHODE ISLAND

Federal	$1,000,000
non-federal	250,000
total	1,250,000

administration	$ 185,864
management/enforcement	530,593
planning	67,500
Coastal Resources Center	224,500
Coastal Management Council	149,624
consultants	91,919

SOUTH CAROLINA

Federal	$ 935,578
non-federal	170,312
total	1,105,890

TEXAS

Federal	$388,416
non-federal	98,104
total	486,520

program submission	$185,395
legal research	17,480
briefing materials	9,562
training and implementation	132,004
intergovernmental coordination	71,194
public participation	53,628
program management	17,257

VIRGIN ISLANDS

Federal	$25,000
non-federal	6,250
total	31,250
program completion	31,250

VIRGINIA

Federal	$ 825,038
non-federal	231,114
total	1,056,152

administration	49,072
program development	561,636
public information/participation	103,083
intergovernmental coordination	124,140
fisheries project	110,221
urban waterfront projects	108,000

WASHINGTON

Federal	$1,550,000
non-federal	387,500
total	1,937,500
Indian tribe grants	187,500
local government grants	678,713
regional grants	40,000
administration	604,737
state agency grants	112,500
coastal zone atlas project	314,050

WISCONSIN

Federal	$1,771,647
non-federal	515,787
total	2,287,434
administration/management	615,645
focused planning	255,025
public information/participation	86,725
intergovernmental coordination	387,474
natural area/fisheries management	266,230
hazard area management	221,727
technical assistance	405,567
Native American assistance	58,041

*U.S. GOVERNMENT PRINTING OFFICE : 1980 O-311-046/78

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