This report was financed by a grant from the Washington State Department of Ecology with funds from the National Oceanic and Atmospheric Administration, and appropriated for section 306 of the Coastal Zone Management Act of 1972.

Grays Harbor Estuary Management Program

Phase II
Estuary Planning

Montagne·Bierly Assoc.
Wilsey & Ham
June 1977

Grays Harbor
Estuary Management Plan

Montagne-Bierly Assoc.
Wilsey & Ham

TO: Grays Harbor Estuary Planning Task Force

FROM: The Montagne/Wilsey & Ham Planning Team

RE: AGENDA - MARCH 3, 1977

o Review Estuary Planning Program Objectives and Work Program	Rollie Montagne
o Review Phase I Technical Information-maps and summary	Rollie Montagne
o Review Key Issues and Areas of Conflict	Gordon Davis
o Introduction to Management Concepts	Gordon Davis
o Phase II - Work Program and Objectives - Workshop Dates	Gordon Davis

Grays Harbor
Estuary Management Plan

Montagne - Bierly Assoc.
Wilsey & Ham

TO: Grays Harbor Estuary Planning Task Force

FROM: The Montagne/Wilsey & Ham Planning Team

SUBJECT: Workshop Objectives

DATE: March 3, 1977

The primary mechanism that we will use to develop the Estuary Management Plan is a series of three workshops with the Planning Task Force. The following is a general description of the major objectives of each workshop and the planned date for the meetings.

WORKSHOP I

Objective: Evaluate and Select Management Concept and Establish Preliminary Definitions for:
- o management units
- o activities/uses to be managed
- o management goals/policies

Date: April 7, 1977

WORKSHOP II

Objective: Finalize Management Unit Criteria and Boundaries, Uses and Activities to be Managed and Establish Preliminary Development Standards or Guidelines

Date: May 12, 1977

WORKSHOP III

Objective: Review and Evaluate Preliminary Draft Estuary Management Plan--Finalize Development Standards and Administrative Procedures

Date: June 9, 1977

It is anticipated that each workshop will be four to six hours long since each must cover a considerable amount of material. When possible, materials will be sent to you in advance so that you can be prepared for the discussions that will take place at the workshop sessions.

Grays Harbor
Estuary Management Plan

Montagne - Bierly Assoc.
Wilsey & Ham

TO: Grays Harbor Estuary Planning Task Force

FROM: The Montagne/Wilsey & Ham Planning Team

SUBJECT: A Summary of Key Issues and Areas of Conflict with Ranking by the Technical Team

DATE: March 2, 1977

The accompanying charts are a summarization of some of the key issues and areas of conflict that the Technical Team has identified in the estuary. The number of the Issue Area refers to a large scale version of the study area map which is present at our meeting. At the last meeting of the Technical Team, they were asked to rank the various issues in terms of how important they each felt that issue was to the others. We have included their ranking by the technical area that they represented to the Team. The following is a summary of the combined rankings and a re-ordering of the issue areas on the basis of the combined average scores. The averaging summary is only that -- an average. In all cases, individuals with specific viewpoints have ranked each item for the importance they placed on it. One should look at both the average and the individual ranking.

RANKING OF ISSUES OR CONFLICTS

Average Ranking	Priority	Issue Areas
1.57	1	7
2.29	2	17, 20
2.43	3	6, 8, 19, 21
2.50	4	27
2.71	5	15
2.86	6	1, 11
3.00	7	2, 13, 14
3.14	8	3, 10
3.29	9	9, 18, 25
3.33	10	5, 15
3.43	11	22
3.50	12	4
3.57	13	12, 24
3.71	14	16, 23, 26

Issue Area	TYPE OF ISSUE: Erosion	Siltation	Fill	Other	NATURE OF ISSUE OR CONFLICT	IMPORTANCE: 1-5, greatest to least: Soils	Fisheries	Engineer	Water Quality	Private Industry	Planner/ Economist	Port (Planner)
1	X				Continuing scouring problem along South Jetty	2	5	2	3	3	3	2
2				X	General philosophic conflict between local control versus state control through the Shorelands Management act. Specific conflict on the precise location of the SMA line.	3	5	1	3	4	4	1
3		X			Potential loss of oyster beds from siltation. The exact degree of the problem is unknown.	2	3	5	3	3	2	4
4	X				Potential erosion problem related to continuing channel dredging, relocation and possible deepening.	3	4	5	2	-	2	5
5	X				Existing erosion problem around tide gate. Gate protects an existing platted but largely undeveloped area.	3	5	-	5	1	1	5
6				X	This is a use related conflict wherein the upper harber area is closed to shell fish harvesting because of poor water quality.	1	2	3	2	2	2	5
7			X		This conflict is created by the use of this general area for in-water disposal of dredged materials and its effect on the habitat of this area.	1	1	2	1	1	4	1
8		X			General siltation has been occurring in the south channel area over the last years. This siltation process has resulted in the general closure of the middle channel and in an increasing unusability	4	1	3	1	3	3	2

Issue Area	TYPE OF ISSUE: Erosion	Siltation	Fill	Other	NATURE OF ISSUE OR CONFLICT	IMPORTANCE: 1-5, greatest to least: Soils	Fisheries	Engineer	Water Quality	Private Industry	Planner/ Economist	Port (Planner)
					of the south channel because of decreasing water depth. Reduced volume also decreases the capability for waste assimilation and additionally reduces the fisheries resource.							
9	X				This general area of the south channel is subject to erosion of the land edge, particularly along the railroad rights-of-way.	3	5	3	5	1	1	5
10			X		This area has been used as a fill site for dredged materials in past years. Much or all of this area is wetlands so that continued use of the area for disposal of dredged materials will result in loss of habitat. Additional conflict is possible on the south side of the highway.	3	5	4	3	1	5	1
11			X		This is a site that has had conflicts with adjacent residential uses and water quality run-off. It does not appear to be a long-term problem, however.	3	4	4	3	2	1	3
12	X				These two erosion areas result in one case at the confluence of the Wynoochee River and the Chehalis River. The second erosion area is both down and upriver on the Chehalis immediately east of Montesano Bridge. Both appear to be the result of hydrologic dynamics. Its primary effect is to downriver home sites.	2	4	3	5	2	2	5
13				X	This is an area of aggregate resource mining. Long-term utilization of this resource will result in localized effects on the Chehalis River. Additionally, it is one of two known sites for high grade	4	4	4	3	1	4	1

Issue Area	TYPE OF ISSUE: Erosion	Siltation	Fill	Other	NATURE OF ISSUE OR CONFLICT	IMPORTANCE: 1-5, greatest to least: Soils	Fisheries	Engineer	Water Quality	Private Industry	Planner/ Economist	Port (Planner)
					aggregate and may be the only local site for clean sand.							
14			X		This is currently a sanitary land fill site and is at least partially within a flood plain.	1	4	2	2	3	4	5
15			X	X	This appears to be a general area of conflict between local land owner and jurisdiction plans and the guidelines of the Shoreland Management Act. The conflict is one of preservation of wildlife habitat areas and potential for future development.	2	4	2	4	2	4	1
16	X				This is a small river bank erosion area on the west side of the Wishkah River. For the most part, the problem has been taken care of.	4	5	5	5	1	1	5
17		X			Continuing siltation occurs in the existing slip areas of the port.	3	3	3	2	1	3	1
18	X				This is a small portion of the river bank on the south-eastern side of Hoquiam River. Principally a geologic problem created by the road cut.	3	5	2	5	2	1	5
19			X		This is an area of existing and potential conflict associated with continued fill action along the general southern edge of Moon Island. Has substantial value for the fisheries resource.	4	1	3	1	2	5	1
20			X		Basic conflict in this area is the demands for filling and reuse of the filled area and the demands for maintaining the salt marsh and tide lands in the vicinity of Moon Island.	2	1	2	2	3	5	1

Issue Area	TYPE OF ISSUE: Erosion	Siltation	Fill	Other	NATURE OF ISSUE OR CONFLICT	IMPORTANCE: 1-5, greatest to least: Soils	Fisheries	Engineer	Water Quality	Private Industry	Planner/ Economist	Port (Planner)
21		X			Siltation is occurring in this general vicinity which is one of the several prime oyster bed areas. Primary siltation has been from the south and east.	1	4	2	3	3	1	3
22	X				The southern and western edge of Goose Island has been subject to continuing erosion over the years. Some accretion has occurred on the northeast corner. There has been no significant loss of habitat.	4	5	4	4	1	1	5
23			X		The conflict in this area is one between the proposed use and filling of a portion of the north bay and tide flats and marsh areas as an airport site.	5	4	4	5	2	4	2
24	X				This eastern shoreline area of Ocean Shores is subject to erosion because of problems with an existing dike which was improperly constructed. Major efforts will be to home sites.	4	4	4	5	1	2	5
25		X			The Ocean Shores channel has a continuing problem with siltation and the resultant demands for maintenance dredging. The channel is not self-maintaining.	3	4	4	5	1	4	2
26		X			This marsh and mud flats area in the southern portion of Ocean Shores inland from the north jetty, has been exposed to a natural filling process over the years. If the marsh becomes blocked and dries up, re-use of the area will undoubtedly create conflicts.	4	5	5	5	1	3	3
27				X	This is a water quality sensitive area. Greatest problems occur in the summer low flows.	-	1	3	1	4	4	2

Grays Harbor
Estuary Management Plan

Montagne-Bierly Assoc.
Wilsey & Ham

TO: Grays Harbor Estuary Planning Task Force

FROM: The Montagne/Wilsey & Ham Planning Team

SUBJECT: An Introduction to Management Concepts

DATE: March 2, 1977

The principal work objective of the Estuary Planning Task Force over the next several months is to establish a management plan for the estuary. While the Technical Team's work during Phase I has provided a strong data base from which to build a management plan, the data will be of little value unless they can be applied to a management concept. This working paper is not designed to establish that concept (that is something you must do) but rather to describe some of the essential ideas of management and to describe several examples of management concepts that have been used in other programs.

In reading the materials in this paper and specifically the examples, you might ask yourself the following questions:

- o Could this management concept be applied to Grays Harbor?
- o What are the potential problems in trying to apply this management concept?
- o Can we or are we willing as a Task Force to make the types of decisions that will be required to use this type of management concept?
- o Are there parts of this concept that are particularly good or strong?
- o Are there questions unanswered by this management concept?
- o Are there other concepts that have not been discussed in any of these examples?

In the first formal Task Force meeting in Phase II, the Task Force will be deciding on the management concept that it will use to develop the plan. We will be assisting you by providing additional materials on definitions, activities, uses and other related information, but you will be asked to agree to a basic concept that we can use to formulate the details of the management plan for the estuary.

MANAGEMENT ELEMENTS

There are three essential elements to the concept of management. First, there must be reason to manage; second, there must be agreement on what is to be managed; third, one must decide on how to manage.

The reason for managing is the "goal or goals" of management; asking the question ...why manage, or ...what do we expect to accomplish by managing? Management goals can be as broad or as specific as they need to be -- they can be goals related to the management of an entire estuary or to very small segments, uses, or activities of an estuary.

Establishing what is to be managed involves two elements:

1. The uses of land, shorelines, water and the marine or aquatic environment, and

2. The activities that may occur on the land, shoreline, water and marine or aquatic environment.

Deciding on how to manage involves:

1. Permitting, prohibiting and/or regulating uses and activities, and

2. Setting specific standards for uses and activities.

A management program must have all three elements but can be selective about what and how it manages. The decision on what and how to manage will be based in part on the reason for managing and perhaps also on who is to manage, which is the forth element.

The following paragraphs are three examples of management programs. Each was initiated for different reasons; with different management uses and activities; with different approaches to management and to some degree with a different understanding of who would be responsible for making management decisions or establishing management policies and standards. There are, of course, similarities between the three examples as well as differences. As you review them, ask yourself the questions listed above and try to see how the management elements were dealt with by each.

THE LOWER WILLAMETTE RIVER MANAGEMENT PLAN

The Lower Willamette River Management Plan was initiated under the sponsorship of the Oregon State Land Board. Simply it was designed to prepare a plan that could be used by state, federal and local jurisdictions as well as private citizens to determine appropriate uses and activities along the Willamette River through the general Portland Area.

The management concept ultimately produced from the planning effort was based on six major elements.

1. Establish broad river Policies

   These policies were in essence performance goals that the planning team established for the river in terms of:

   1. The Use of the River as a Resource

      - o The use of the water surface
      - o Water Quality and Hydraulics
      - o The use of the Shoreline
      - o Fish and Wildlife Resources

   2. The Development of the River

      - o Economic Development
      - o Dredging
      - o Fills and Structures
      - o River Uses
      - o Recreation Uses
      - o Public Access

II. Define River Zones

   The river was divided into these zones on the basis of:

   1. Physical Barriers or Similarities

   2. Trends

   3. Existing Uses and Characteristics of:

      - o the water edge,
      - o the river,
      - o the uplands or shorelands

III. Establish General Guidelines (sub-policies or goals) for each Zone

IV. Establish the Beneficial Uses for each Zone -- Uses that are Considered Appropriate to Each Zone

   Specific uses are identified within the broad use categories of:

   1. Industrial

   2. Commercial

   3. Recreation

4. Residential

5. Farming

Permitting uses were established for each zone.

V. Establish the Permitted Activity Types (alterations) for Each Zone.

Specific activities were established within the broad categories of:

1. Dredging

2. Fills

3. Structures

4. Miscellaneous Alterations

Permitted activities were established for each zone.

VIRGINIA WETLANDS

In 1972, Virginia enacted the Virginia Wetlands Act which stated that it is "the public policy of this Commonwealth to preserve the wetlands and to prevent their despoliation and destruction and to accommodate necessary economic development in a manner consistent with wetlands preservations".

Based on this overall goal, a series of guidelines were prepared to be the basis for implementation of this broad goal. First, a set of general guidelines were prepared which specified:

1. When the alteration of the shoreline or construction of shoreline facilities is justified,

2. when the alterations of the shoreline is not justified,

3. the types of structures preferred,

4. how channels, fills and structures should be designed, and

5. the general type of adjacent shoreland development that should be discouraged.

The second element describes specific guidelines to be used in the design, evaluation or modification of projects. Activities or projects for which specific guidelines are prepared include:

1. Shoreline Defense Structure

2. Dredging and Filling

3. Sediment Control

4. Channeling into Fastlands or Marshes

OREGON'S ESTUARINE RESOURCE INVENTORY

The Oregon Estuarine Resource Inventory was one of several inventories conducted of the Oregon coast to establish a basis for the State Coastal Goals. The purpose of the Estuarine Inventory was to establish a management basis for all of the 21 estuaries along the Oregon Coast sufficient for specific management policies to be established in each. Four major steps or elements were established within the process.

I. Twelve hypothetical Estuary Types were established as representative of the major characteristics of all estuaries. These were based on various combinations of:

   1. Physical characteristics of the estuary

   2. Mixing characteristics of the estuary

   3. The extent of Tidelands and Eelgrass beds in the estuary

   4. The shorelands and marine biological characteristics

II. A description of 31 Activities that occur in estuaries was established (e.g. dredging, riprap, marinas, hunting, aquaculture, etc.). The relative impact of each activity was measured against each estuary type.

III. Broad Uses of the estuary were established (Industrial, Transportation, Residential, Commercial, Outdoor Recreation, Farming, Watershed Logging, Watershed Agriculture). A scale that measured the relative intensity of use was also established from no use or development to full or intensive use of development.

IV. Each estuary type was evaluated for how much tolerance it had for the various intensity of uses. A Threshold of Tolerance was established for each estuary type which described when the characteristics of the estuary would be changed with particular uses.

With this four element management methodology, each of the 21 estuaries were classified by type (many contained more than one type). These types within each estuary became the basic management unit for the estuary or a portion of the estuary (the estuary types or management units are comparable to the Zones of the Lower Willamette Management Plan). The existing uses (residential, industrial, commercial, etc.) and the intensity of each existing use was established in each management unit and measured against the Threshold of Tolerance for that estuary type. This showed areas where the existing uses exceeded or were below the threshold of tolerance. Presumably, policies could be established for each management unit which would allow the threshold to be achieved (e.g. additional specific uses would be allowed) or to try to mitigate the effects of having exceeded the threshold (e.g. installation of a sewerage system) or would attempt to halt any additional activity in areas where existing uses balance the threshold.

Grays Harbor
Estuary Management Plan

Montagne-Bierly Assoc.
Wilsey & Ham

TO: Grays Harbor Estuary Planning Task Force

FROM: The Montagne/Wilsey & Ham Planning Team

SUBJECT: Workshop I - Advance Materials

DATE: March 25, 1977

FILE: Phase II - Management Concepts and Definitions

Introduction

In Phase II of the Grays Harbor program, we are in the "planning portion" of the program. We have begun a planning process in which there are no "right or wrong" answers, only decisions to be made. It is hoped that you will have enough information to make decisions and that you will be able to understand the effects of those decisions.

Workshop I is the first of three workshops designed to allow the Planning Task Force to make decisions. It is our job as consultants to the Task Force to try to lay out the information for you; to identify the decisions that you must make and to provide the structure for you to reach decisions.

Each of you has a different background and different knowledge about the estuary and the planning process. Each therefore probably has a different feeling about what the management plan should look like, what it should do or not do, or how it should deal with specific issues. It is unlikely that all Task Force members will agree on all issues. The decisions of the group will therefore probably most often represent compromise of some sort. No one should be afraid of compromise, rather recognizing that to reach a decision on some issues, compromise may be necessary.

Finally, we cannot make all decisions at once. To develop a management plan, some decisions must be made before others can be discussed. We cannot therefore try to jump into solving a specific issue (e.g., should we dredge this or fill that, etc.) until we have made some decisions on <u>how</u> we are going to make decisions. If we can complete the planning process, specific issues will either be dealt with directly or be covered by policies or guidelines within the total management plan.

Workshop I Objectives

In this first workshop, we are looking for the Task Force to provide decisions or direction in the following areas:

1. Overall Estuary Management Goal
2. The Management Approach/Level to be achieved
3. A preliminary definition of Management Unit boundary criteria
4. An approach to the concept of "uses"

Definitions

The following paragraphs are some preliminary definitions that we will need in the first steps of the planning process. Other terms or phrases will be added to these as we proceed furthe.r

Management Unit: The smallest geographic area within which decisions are made with regard to specific project proposals for uses and activities. It is an area that can be physically located on a map and on the ground.

Management Unit Boundary Criteria: Factors that are used to establish the geographic boundaries of management units. In general, management unit boundary criteria will be based on information about existing uses or conditions with similar or related characteristics.

Geographic Sub-Regions: A geographic breakdown of the study area into smaller planning areas. Geographic sub-regions could be management units.

Activities: The act of doing something or an action that is performed. The definition can be further understood by contrasting it with the following definition of uses. Examples of activities include: excavation, construction of pilings, rip-raping, etc.

Uses. The utilization of an area for an activity or collection of activities. The key contrast between uses and activities is that a use can be allocated to a physically defined area. Examples of uses include: residential, marinas, industrial, ship repair yards, fishing areas, etc. Each use may involve any number of activities.

Prioritize Uses. The process of deciding which uses have a higher priority over others within a specific planning area. Presumably, the assignment of priorities is based on an understanding of the relationship of uses to the achievement of a goal(s) for the planning area.

Allocate Uses. The process of deciding where uses should occur within a planning area.

Regulate Activities. The process of applying standards to activities that will specify what activities are to be carred out.

Standards. Technical or policy standards that can be applied to an activity. In general, the achievement of standards can be measured. Examples of standards include: noise levels from automobiles on local streets shall not exceed 70 dBA; dredging will be performed during periods which will avoid interference with fin-fish and shellfish migrations.

Management Goals. A statement or statements that describe what we are trying to achieve in managing the uses and activities within a planning area.

Alternative Approaches or Levels of Management

The end objective of a management plan is to provide enough guidance to an elected or agency official to be able to evaluate a specific use or activity and make a decision on that proposal. The question of how much and what type of guidance a management plan should provide is a decision that must be made.

The alternatives generally fall into two directions. The first suggests that the management plan should contain as much specific guidance as possible so that there is very little question as to what should occur, where it should occur, why it should occur and how it should occur.

A second philosophy suggests that the management plan should contain very general guidelines and that a maximum of descretion should be left in making decisions on specific proposals. These two, somewhat extreme positions suggest that there is a range of management or decision making levels possible in developing a management plan. The following diagrams and descriptions will illustrate that range as applied to an estuary management plan such as Grays Harbor.

Management Level I

Figure 1 is a concept diagram of the study area for the estuary planning program. At this management level, the management unit is the estuary as a whole. Within the management unit, it is necessary to establish a management goal. It is possible to prioritize and allocate uses and establish activity regulations and standards.

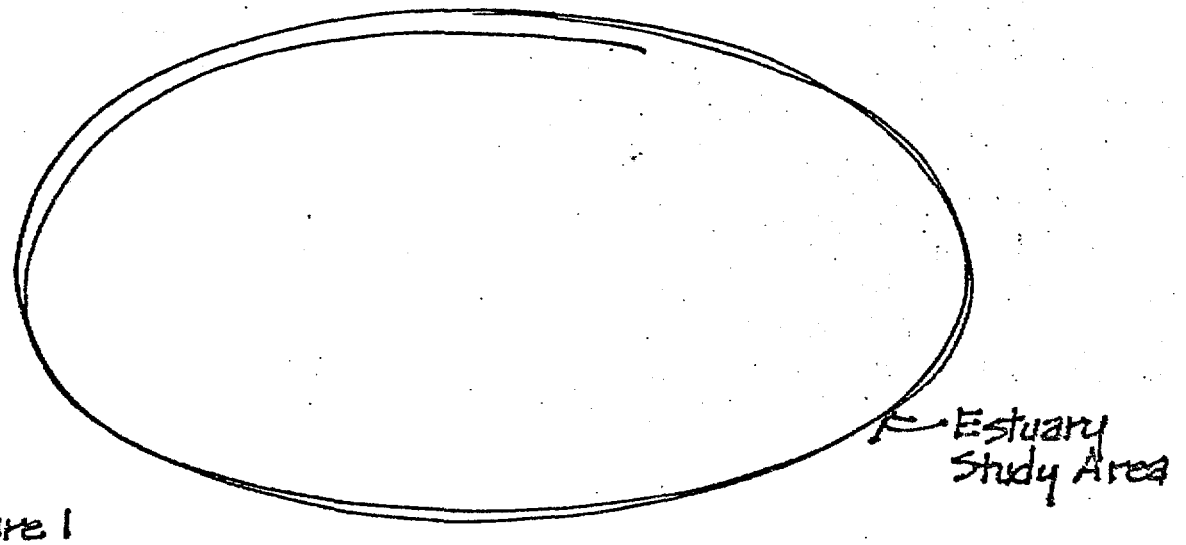


Figure 1

Advantages:

- o It is easy to establish the boundaries of the management unit--in Grays Harbor, we have already done it--the study area.
- o It is probably relatively easy to establish the management goal(s).

Disadvantages:
- o It will be very difficult to prioritize and allocate uses.
- o It will be very difficult to measure the achievement of the management goals (they will very likely be so broad that it will be hard to judge the effect of any one project decision) by specific proposals.
- o Decisions on individual project proposals will require heavy reliance on an impact evaluation of that proposal.

Other Issues:
- o A great deal of descretion will be left to individual officials, jurisdictions or agencies in evaluating and making decisions on specific project proposals.

Management Level II

Figure 2 is a concept diagram of this management level. At this level, the total study area is subdivided into large geographic sub-regions that are defined on the basis of very general management unit boundary criteria. In Grays Harbor, these sub-regions could be those suggested in the memo from Rollie Montagne entitled Geographic sub-units of Grays Harbor Estuary (March 2, 1977, look in the Management Concepts and Definitions File).

A management goal(s) is established for the total study area and for each of the sub-regions. Uses can be prioritized and allocated within each of the sub-regions which have become the management units at this level, and activities regulated and standards applied.

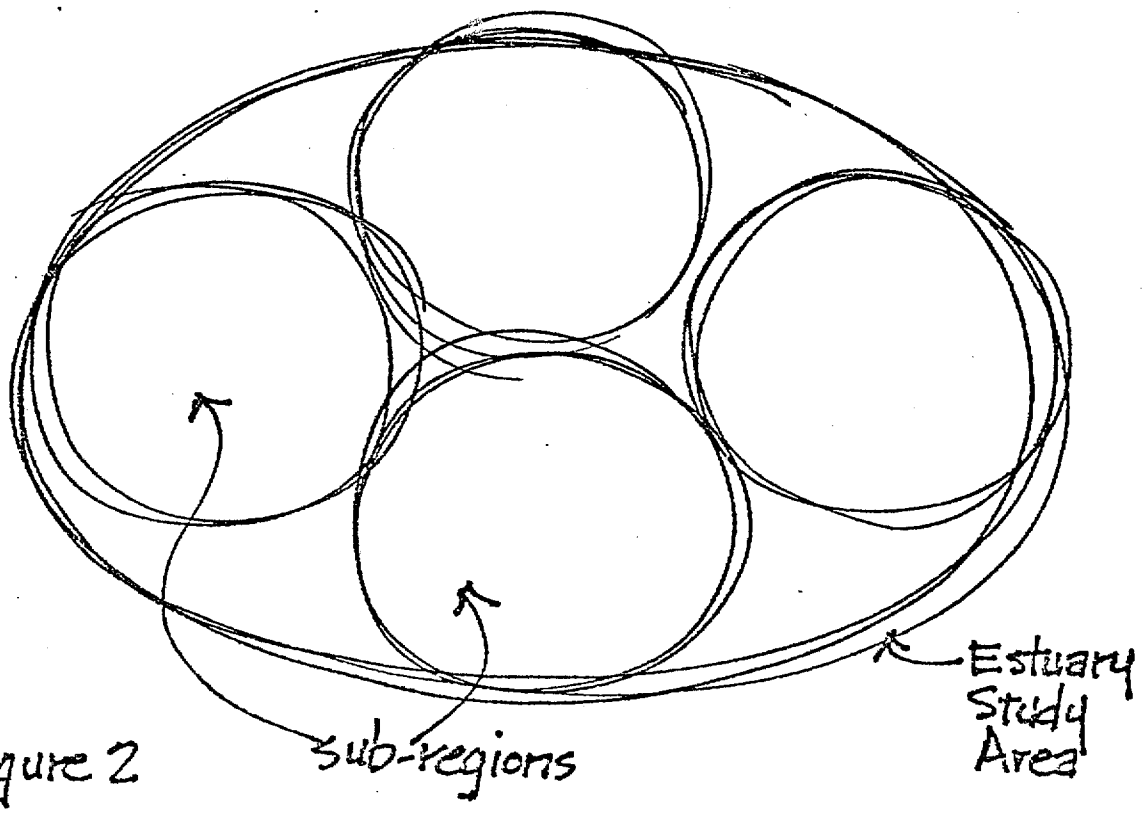


Figure 2

Advantages:

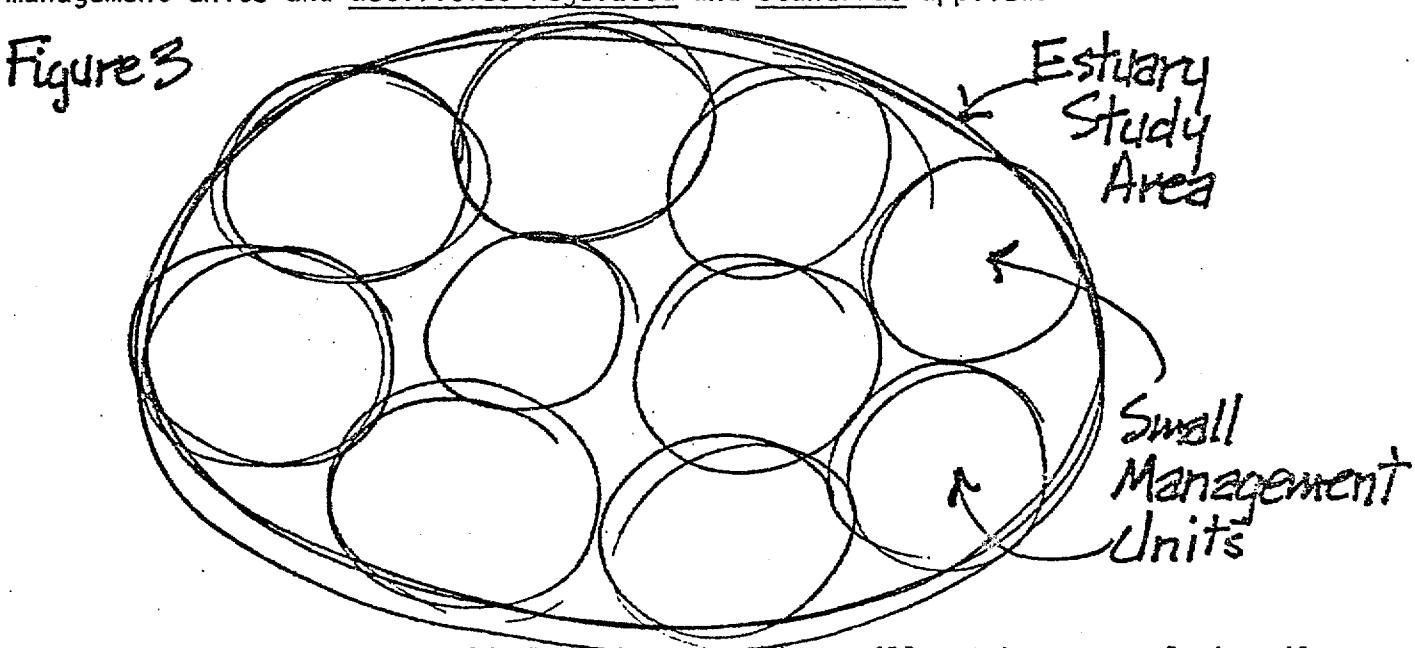
- o It should be relatively easy to agree on sub-region goals.
- o The management unit is smaller and therefore easier to perceive. "It is a more manageable size."
- o It will be easier to prioritize uses than in Level I
- o The management unit boundary criteria will be relatively easy to agree on.

Disadvantages:

- o The geographic sub-regions are still likely to be relatively large and contain fairly diverse conditions.
- o It is still likely to be difficult to agree on the allocation of uses.
- o While it will be easier to evaluate specific project proposals there is still likely to be heavy relaince on an impact evaluation of each proposal.

Management Level III

Figure 3 is a concept diagram of this management level. The principal difference between this level and Level II is in the size of the management unit. The procedural difference therefore is in the management unit boundary criteria. To establish very small management units, the criteria must be much more specific. Management goals are established for the total study area and for the smaller management units; uses can be prioritized and allocated within management units and activities regulated and standards applied.



Advantages:

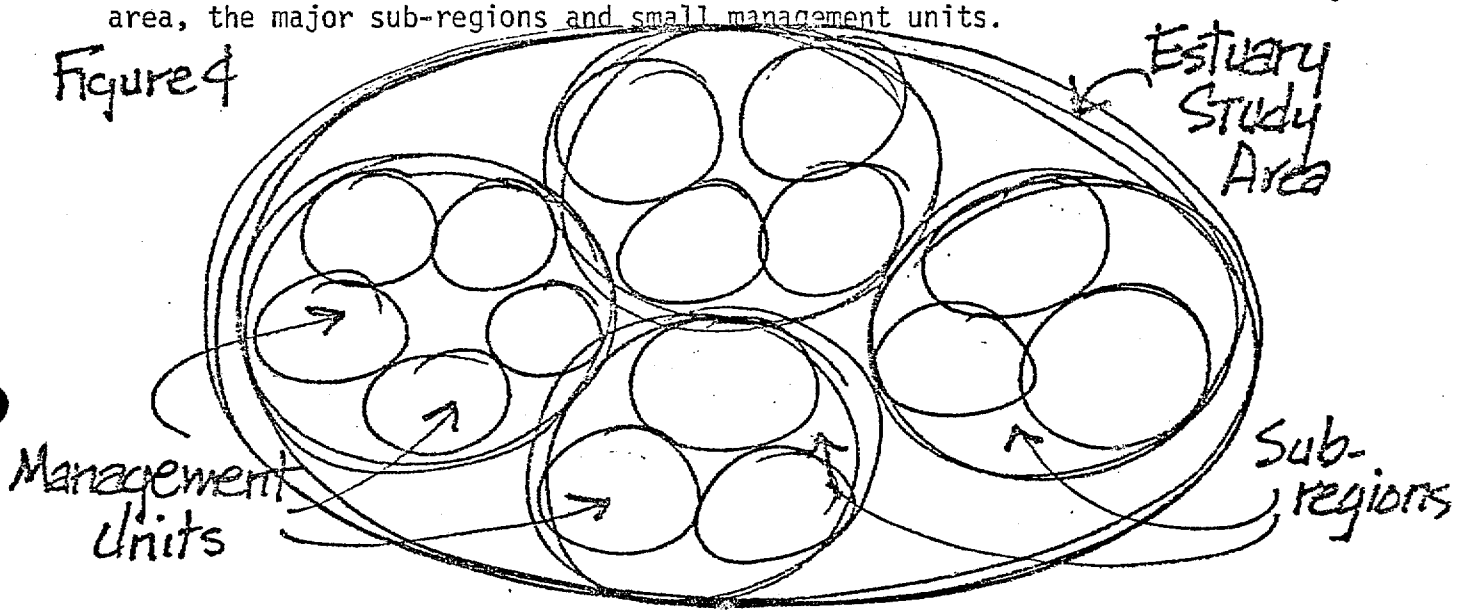
- o Individual project decisions will not have to rely heavily on an impact evaluation.
- o Individual project decision making is much easier since the management units are smaller
- o It is easier to allocate and prioritize uses within management units.

Disadvantages:
- o It is difficult to agree on management unit boundary criteria.
- o It is difficult to agree on management unit goals since the gap is so large (e.g. it will be difficult to determine whether the sum total of the goals of the individual management units will achieve the total study area or estuary goal).

Other Issues:
- o The evaluation and decision on individual project proposals will not require a great deal of descretion--most decisions will be relatively well spelled out in the management plan.

Management Level IV

Figure 4 is a concept diagram of this management level. It is a combination of Levels II and III in that it has three geographic subdivisions--the study area, the major sub-regions and small management units.



Advantages:
- o It is relatively easy to allocate and prioritize uses within management units.
- o It provides relatively well defined project level decision making guidelines.
- o Decisions within management units are done within the context of sub-regional goals and therefore are more regionalized within the total study area.
- o Decisions on individual project proposals can be done with better assurance of achieving estuary and sub-regionalgoals.
- o Individual project decision making will not have to rely heavily on an impact evaluation.

Disadvantages:
- o It will be difficult to agree on the management unit boundary criteria.
- o It will be difficult to agree on the goals for each management unit.

o While in general, the allocation and prioritization of uses will be relatively easy overall, it is likely that it will be very difficult in some management units.

Other Issues: o Individual official or agency descretion in evaluating and deciding on specific project proposals will be substantially reduced. The management plan will spell out many decisions.

Overall Estuary Management Goal

As a starting place for our workshop, it is necessary to establish an overall management goal for the estuary. Once established, the goal will be saying in essence that "...this is how we expect to use the estuary..." or "...this is what we expect to achieve in using our estuary..." or "...in evaluating individual project proposals, we will be measuring their merits on how well it will help achieve this goal..."

The key to a management goal for the total estuary is that it must describe how we expect to manage the estuary or to what "end" we expect to manage the estuary. We see two possible genuine choices at this level and while they may seem perfunctory, selecting one will establish a major direction for the management plan.

Overall Estuary Goal Alternatives

Alternative A: The overall goal for the management of the Grays Harbor estuary is Diversity. In establishing this goal, the Grays Harbor Estuary Management Plan will be designed to achieve a broad base of uses within the estuary. Furthermore, the uses of the estuary will be matched to the resources, existing characteristics and conditions, regional and local interests.

Alternative B: The overall goal for the management of the Grays Harbor estuary is Homogeneity. In establishing this goal, the Grays Harbor Estuary Management Plan will be designed to use the resources and characteristics of the estuary toward the strenghtening of the _____*(timber products, fisheries, tourism, recreation, environmental, etc.) base of the region. Simply, the focus for the Grays Harbor region is _____* so that decisions on the use of the estuary, its resources and characteristics, will be made to support that focus.

*Note: If this goal is selected as the overall management goal, the focal interest of the region will have to be determined. Only some examples have been given.

Overriding Assumptions?

One question that must be raised is that regardless of which goal direction is selected, is there any overriding assumption that will guide the management plan? One such assumption could be:

"An overriding assumption of this management plan is that any actions that are permitted within the guidelines of this plan will be accomplished in a manner that minimizes the effects to the existing environment."

DATE: April 28, 1977
TO: Grays Harbor Estuary Planning Task Force
FROM: Montagne-Bierly/Wilsey & Ham Planning Team
SUBJECT: DRAFT PLANNING AREAS-ADVANCED MATERIALS
FILE: Phase II-Management Concepts & Definitions

Grays Harbor
Estuary Management Plan

Montagne - Bierly Assoc.
Wilsey & Ham

In Workshop No. 1 the Planning Task Force directed the consultant team to prepare a Draft Planning Areas Map. In setting out that directive the task force also identified five criteria that it felt should be used to establish the planning areas boundaries. To establish the planning areas, the consultant team determined a general set of priorities for the criteria based on the discussions of the task force in Workshop No. 1. The following are those criteria and the general priorities by which the criteria were applied to form the planning areas:

Criteria	Priority
a. Ownership patterns	5
b. Political jurisdiction boundaries	1
c. Existing Uses	4
d. Areas of Conflict or Possible Conflict	2
e. Physical Boundaries or Features	3

Using these criteria and the general priorities, the consultant team outlined eight planning areas within the estuary study area. Exhibit 1 illustrates these planning areas and the following text is a synopsis of the general characteristics of the planning areas and how the criteria were used to establish the boundaries.

PLANNING AREA I

Planning Area I is essentially the "up-river" portion of Chehalis River. Its easterly boundary is the eastern most extension of the estuary study area at the approximate junction of the Wynoochee and Chehalis Rivers. The western boundary of Planning Area I includes the marsh area east of Junction City on the north side of Chehalis River and crosses the river at the eastern most extension of the city limits of Cosmopolis.

The planning area is totally within the jurisdiction of Grays Harbor county. It contains only minor areas of conflict, the most significant of which is the marsh area to the east of Junction City in the general vicinity of the county's land fill site. The dominating feature of this area is its physical character. It is largely undeveloped and composed of a series of sloughs and lowlands. The area is principally within the Chehalis River flood plain and contains mixed forest vegetation and fresh water marsh. The only significant development within the area to date is the Quigg Brothers Rock Products operations just up-river from Bents Island.

PLANNING AREA II

This planning area includes the urban and urbanizing portions of the cities of Aberdeen and Cosmopolis as well as small portion within Grays Harbor County in the general vicinity of Junction City. The majority of the water frontage within this planning area is dominated by commercial/industrial uses with the immediate backup areas occupied by commercial, small business and urban residential uses. The principal criteria used to define this planning unit are political jurisdictions, conflict or possible conflict areas and existing uses.

The eastern boundary of this planning boundary is coincidental with the boundary of Planning Area I and includes the Weyerhauser Mill and land holdings south of Chehalis River and the mixed developed portions of the Junction City area.

The western boundary of Planning Area No. II is the city boundary between Aberdeen and Hoquiam.

The immediate use and ownership of much of the waterfront in a large portion of the planning area includes small ownership parcels, abandoned docks and wharves and more urban as opposed to heavy port and industrial uses; a large amount of log rafting and lumber shipping facilities occur in portions of this planning area as well. The navigation channel is maintained through Cosmopolis; the need for maintenance dredge material disposal from this upper area is not as great a concern as it is from areas further west.

Issues which are not a major factor in this planning area include wildlife observation and habitat preservation, dredge materials disposal, hunting and commercial fishing. Issues that do concern the area are more of an urban nature such as the competition for waterfront usage between industrial facilities and community uses for recreation and public water access. Additionally, this is the only place in which a city (Aberdeen) controls both sides of the estuary.

Physically, Planning Area II represents the easterly tip of the estuary and is the end of the narrow portion of the estuary with the greatest hydraulic influence from the fresh water system. Below this planning area, the estuary expands and is dominated more by marine and tidal influences.

PLANNING AREA III

Planning Area III is bounded on the east by the Aberdeen/Hoquiam city boundary. On the west the planning area is bounded by the general western limits of port ownership. Most of the southern boundary of the area includes the north channel although is expanded in the eastern portion to include Rennie Island.

All five of the criteria were used to define the boundaries of this planning area, although political boundaries and ownership were perhaps the most important. Areas of existing and potential conflict also were important in the defining this planning area.

The eastern portion of the planning area is characterized by industrialization and heavy investment in marine structures and navigation facilities. Most of the major port facilities as well as the major industrial outfalls from Weyerhauser, ITT Rayonier and other facilities are included within this planning area. Additionally, most of the proposals for increased industrial lands as well as use/transportation related conflicts exist.

Using the political boundary criteria to help establish this planning area has created a conflict problem between Planning Areas II and III in the northwest and northeast corners of those areas respectively. Using the Aberdeen/Hoquiam city boundaries as the defining line between Planning Areas II and III results in the bisecting of one of the major port facilities. The planning task force will want to take up this problem in the discussions during Workshop 2.

PLANNING AREA IV

The western portion of this planning area begins at the approximate intersection of the Westport Highway and the Aberdeen city limits. The general northern boundary of this planning area lies south of the north channel in the mid-bay region and north of the Whitcomb Flats area in the south-bay region. The general western boundary is at the western edge of Whitcomb Flats with the southern boundary beginning just south of Ocosta and generally following the highway along the southern edge of the study area.

The majority of the planning area is characterized as rural with the two small unincorporated communities of Markham and Ocosta. A small portion of the submerged lands within the City of Hoquiam are also in this planning area.

Most of the existing or potential conflicts within this area relate to the major tide flats, and the demands for commercial fishing in the general south channel region and the problems of poor water quality. Potential navigation conflicts exist between commercial fishing operations and the possible creation of salt water marsh areas in the large tide flat areas immediately south of Planning Area III.

Most of the shorelands and uplands of this planning area are undeveloped with few if any proposed alterations. The Johns River Game Refuge is within this planning area. Much of the upland ownerships are used for timber production except in the general Markham and Ocosta areas. No major maritime development has occurred within this planning area and hunting, fishing, wildlife observation and commercial fishing are prime uses of the water and waterfront areas.

PLANNING AREA V

Planning Area V includes the general North Bay region of the estuary. The eastern portion of the planning area begins at the western edge of port ownership. Its southern boundary is defined generally by the alignment of the north channel. The remainder of the eastern and northern boundary is the boundary of the study area which is the Ocean Shores Highway. At a point approximately east of the community of Oyhut, the planning area boundary leaves the upland areas and follows the westerly portion of the Oyhut Channel.

This planning area does not include any incorporated cities and is defined principally by physical features, land and bay uses, aquaculture, fisheries, wildlife, and commercial and recreational uses. Much of the upland areas within this planning area are active and passive agricultural uses included the cranberry bogs as well as pasture land and small farms.

Some of the largest fish runs within the estuary occur within this planning area in the Humptulips River. Numerous good oyster rearing areas as well as the Goose Island and Sand Island refuges are located within the planning area. The western portion of the planning area does not include the uplands or waterfront area of the City of Ocean Shores but does include the offshore oyster rearing and fisheries areas.

PLANNING AREA VI

This planning area principally includes the City of Ocean Shores. In addition to the upper portions of the city, the planning area includes the shoreland and immediate offshore areas related to the city including the general Damon Point area.

Political jurisdiction is the dominant criterion used for the definition of this planning area. Additionally, numerous conflicts exist or could exist within this planning area relating to the proposed airport, marina and mudflat areas around Point Brown. Most of the shoreline has the potential for relatively intensive residential urban or recreation development including recreational hunting and boating and sport fisheries. Major concerns in this planning area involve the conflicts between urban residential and recreational development and various wildlife habitat areas in the Duck Lake and Oyhut Wildlife Refuge areas.

PLANNING AREA VII

This planning area is principally the lower South Bay region of the estuary. The planning area is bounded on the north by the Whitcomb Flats oyster rearing area and the general Westport and Ocosta areas of influence. The only major developed portion of this planning area is in the small community of Bay City.

The major criterion used in defining this planning area relates to its relative undeveloped condition, a fairly strong physical similarity, and the apparent lack of major conflicts, existing or potential. Most of the surrounding uplands are in large timber ownerships and there are no current proposals for any type of major development within this planning area. The predominant uses are for recreational hunting and fishing.

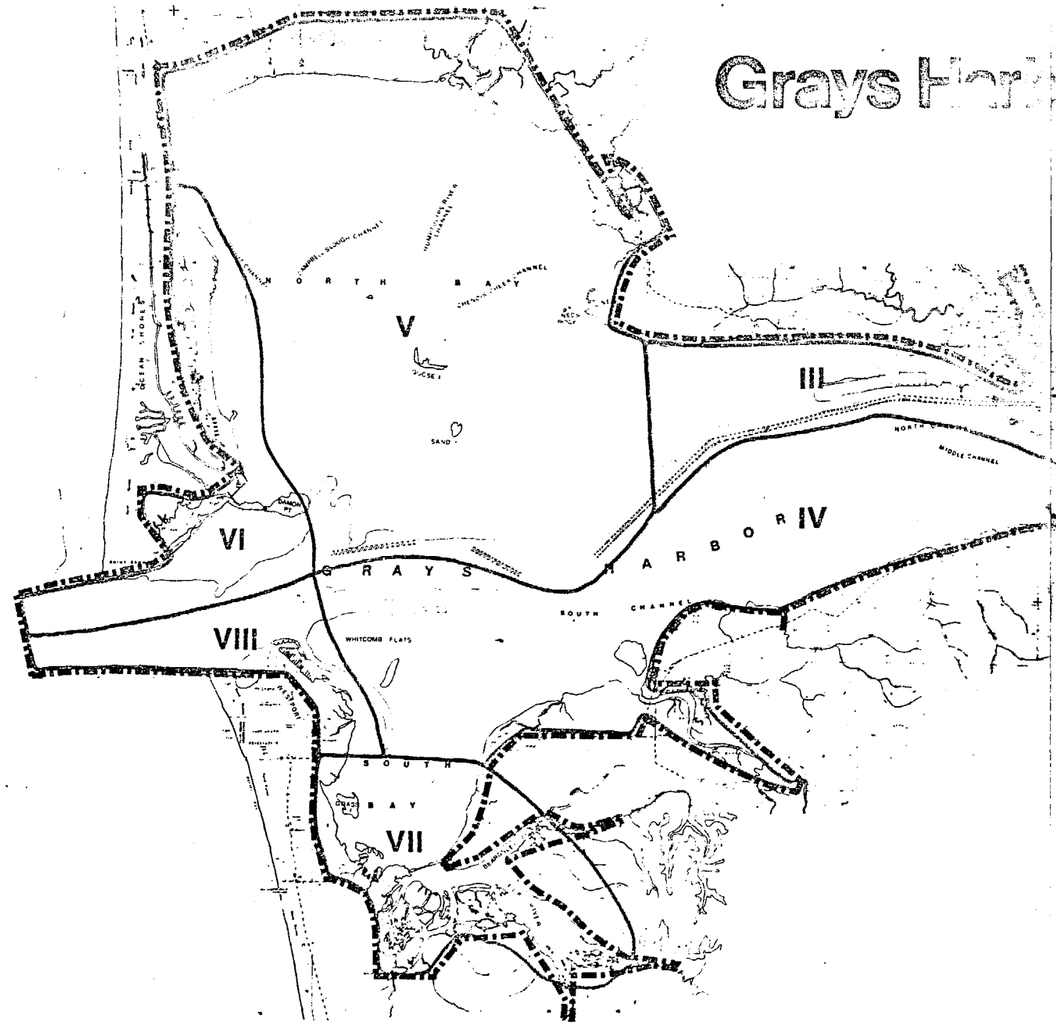
PLANNING AREA VIII

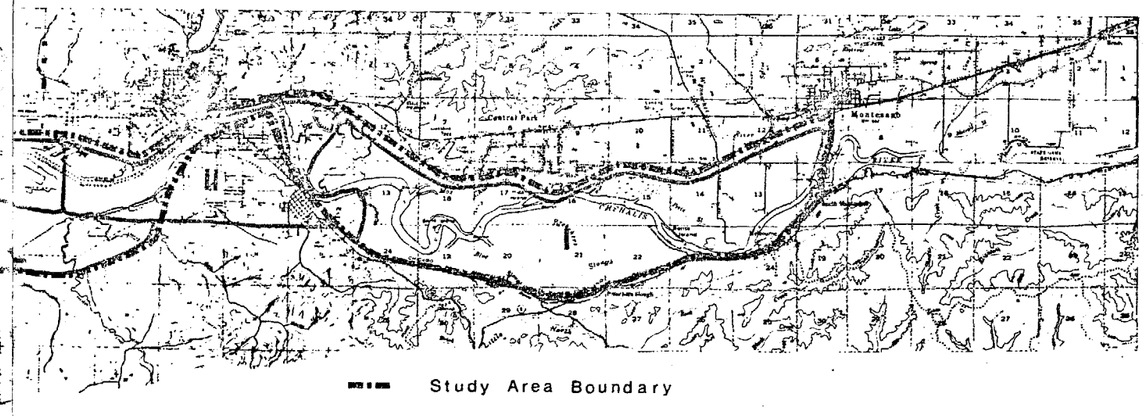
This planning area includes the general south jetty and Westport region of the estuary. The major criteria used to define this planning area include the political jurisdiction of Westport, the major commercial fishing and charter boat operations in this area, and the hydrologic influences of the south jetty and harbor entrance. The major points of conflict relate to commercial and recreational fishing facilities and the general development of the shoreland and uplands areas.

Grays Harbor Estuary Management Program

For Grays Harbor Regional Planning Commission

Montagne-Bierly Associates, Inc.





Study Area Boundary

Estuary Planning Areas

DATE: April 28, 1977
TO: Grays Harbor Estuary Planning Task Force
FROM: Montagne-Bierly/Wilsey & Ham Planning Team
SUBJECT: SUMMARY OF WORKSHOP NO. 1 March 31, 1977
FILE: Phase II-Agendas and Schedules

Grays Harbor
Estuary Management Plan

Montagne-Bierly Assoc.
Wilsey & Ham

Workshop No. I was opened at approximately 10:30 a.m. at Grays Harbor Community College on March 31, 1977. The following task force members were not present:

- o City of Cosmopolis
- o City of Ocean Shores
- o City of Aberdeen
- o National Marine Fisheries Service

Additional persons present:

- o Mike Murphy-Grays Harbor County Commissioner
- o Miriam Laukers-Department of Ecology
- o Jim Likes-U.S. Sport Fish & Wildlife

WORKSHOP INTRODUCTION

Gordon Davis of the consultant planning team, discussed the general purpose and content of the overall estuary planning process and the specific objectives of Workshop I. It was stated that the general purpose and format of the workshops will be to:

1. Make key decisions that will provide the basis for structuring the estuary management plan,
2. Provide guidance to the consultants so that proposals can be developed to allow the task force to react,
3. Obtain agreements from discussion and concensus, and
4. To proceed on a step-by-step basis and not to jump to trying to solve specific issues without some planning basis.

Workshop I was designed to deal with four subjects:

1. A broad estuary management goal,
2. The concept of levels of management,
3. Alternative approaches to specifying uses, and
4. How to deal with management unit criteria.

At the completion of the introduction, Pat Dugan discussed two possible means of completing this phase of the work.

1. The task force would receive on June 30th a set of recommendations from the consultant team which would then be circulated to the various local state and federal agencies. On the basis of that

review, final revisions would be made in the plan and it could then be adopted by the various agencies.

2. The second approach would be to receive a draft management plan from the consultant team on June 30th which would then be circulated for a period of time (perhaps 60 days) with the planning task force brought together to review the comments received during that period. The task force would prepare a set of recommended changes which would be incorporated into a final revised management plan.

Under both circumstances, the final management plan would be subject to adoption by local responsible agencies. Pat indicated that he would be recommending the second approach in his Section 306 Grant Proposal that he would present later in the day. The following is a summary of the general discussion after Pat's remarks.

Commissioner Murphy questioned how the estuary planning effort would relate to local decisions--whether it would decide everything for everyone, or whether there were options for change. He mentioned that some people were of the opinion that all of the decisions would be made in the planning processing and that there would be no room for input or flexibility from local government.

Additional comments were received from the floor:

It was discussed that implementation could be made through the Coastal Zone Management program which requires that local government approve any form of shoreline policies for their area. The Corps of Engineers indicated that the plan certainly would not replace their permit requirements, but could serve as the basis for standards. Bob Bowker, U.S. Sport Fish & Wildlife added that the plan, if in sufficient detail and if it met the Corps' needs, could form the basis for issuing a "general permit" by the Corps that would reduce time in any individual permit review. Stan Lattin stated that he felt the credability of this process which is involving local government and state and federal agencies along with the extensive community interviews conducted, should make the final management plan more acceptable for adoption by all agencies involved. Pat Dugan mentioned that his Section 306 application includes funds for staff to coordinate the implementation of the plan between the various agencies. He also indicated that the grant application funds include monies for developing an Estuary Information Center.

At this point, the program shifted to a discussion of alternative overall estuary management goals.

OVERALL ESTUARY MANAGEMENT GOAL

Two alternative estuary management goals were presented to the task force. Alternative A (Diversity) calls for the management of the estuary for a

broad range of uses. Alternative B (homogeneity) calls for the management of the estuary to strengthen a primary use or function. Discussion then proceeded on which would be the best overall goal for the estuary management plan. The following points were made in the discussion.

- Which ever goal was chosen, it would have to be oriented toward the people who live in the immediate region and the economic base of that area. The goal, however, would have to be very broad.

- Commissioner Murphy stated that he felt that diversity meant allocation; that a certain percentage of industry, recreation, natural resources, etc., might be applied to the existing area, and thus a balance of use achieved through a percentage allocation or mix or uses.

- There was some discussion on the possibility of an estuary goal which focused on management for the protection of natural resources and that other uses which did not unreasonably detract from the natural resource goal would be acceptable. The general concensus from this discussion was that the overall goal should indicate a balance between a wide range of uses or needs. It was also pointed out that the overall goal should indicate that all needs for using the estuary were considered through the decision making process. The final concensus of the task force was to modify the diversity goal to read as follows:

  "The overall goal of the Grays Harbor Management Plan is the management of the estuary for multiple use".

  The group determined that the rest of the statement as identified in the March 25, 1977 Advance Materials Working Paper would be discussed at a later date.

Gordon asked through the discussion that the task force consider whether or not under any goal there should be an overriding assumption such as was suggested in the March 25th Advance Material Working Paper. That statement was:

"An overriding assumption of this management plan is that any actions that are permitted within the guidelines of this plan will be accomplished in a manner that minimizes the affects to the existing environment."

No concensus was reached on this issue.

MANAGEMENT LEVELS

Gordon discussed the concept of levels of management which ranged from Level 1 where management is achieved at the largest geographic area (the total estuary study area) and with the broadest policies and controls, to Level 4 where management is accomplished at very small geographic management units within larger subregions of the total estuary. Management policies and controls at Level 4 are very specific. The following is a summary of the general discussion which followed.

Stan Lattin indicated that the Port was interested in a plan with a high degree of predicability, and thus he leaned toward the more specific of the management levels. He felt, however, that certain areas (areas without conflict) of the estuary could be set aside immediately without a great deal of debate. Areas such as North Bay were used as an example. He suggested that perhaps there was a fifth management level consisting of a plan which identified areas where there was little or no conflict, and areas where there was high conflict. Elaborating further, he stated that where a subregion has a dominant or single use, that subregion would be classified as a management unit. Where subregions have very definite conflicts or a diversity of uses, small management units would be developed.

Additional discussion centered on defining the function of the large bubbles versus the small bubbles on the diagrams contained on the wall charts at the workshop (those same diagrams are contained in the March 25, 1977 advance materials memo). The question was whether the large bubbles were management units or planning areas with the same question on the smaller bubbles. An additional theme in the discussion centered on the inability of the various jurisdictions to recognize management units which overlap their boundaries. Pat Dugan pointed out that management presumed control and that two jurisdictions within the same management unit would have difficulty administering common management policies. However, planning areas could overlap the boundaries because planning does not presume direct control over implementation, but rather the specification of a desired future.

A discussion on semantics continued with ultimate general agreement on Pat's rough definition that planning areas are broad geographical areas for the purpose of planning decision making with smaller management units established within planning areas which would be used to apply specific policy controls.

At this point, the discussion shifted to trying to establish where the boundaries of the large planning areas might fall within the estuary. Certain individuals felt that existing uses should be used as a criterion for determining planning area boundaries. Pat mentioned that land ownership and political jurisdiction boundary might also be good criteria. Others discussed tidelands and tidelands use as possibe criteria, following in part, the Department of Ecology's geographic area designations of natural rural, urban and conservancy. It was generally felt that the designations

could be used for the tidelands and submerged lands outside the cities, but that harbor lines should be used in Port areas and inside city boundaries to define planning areas. No definite decisions were reached on these points.

After a lengthy discussion, the task force reached the following general directives to the consultant team:

1. Develop a map of planning areas based on the discussions of the task force. Criteria to be used to prepare the planning areas map would include:

   a. Ownership
   b. Political jurisdictions
   c. Existing uses
   d. Areas of conflict or possible conflict, and
   e. Physical boundaries or features.

2. Develop a more specific breakdown for categories of uses using the four basic categories of the Shoreline Management Program. This new list of subcategories could then be used to organize specific uses within each subcategory.

It was the groups' feeling that the management plan should follow along the general direction of the Lower Willamette Plan and that specific uses should be identified as opposed to the intensity of use. Most of the task force felt that the more specific the plan could be the easier it would be to use. This completed the general directions from the task force to the consultant team and the major content of the Workshop.

Pat presented his Section 306 Grant Proposal Request to the task force and indicated that he expected a decision from Olympia shortly. The request included money for two additional workshop days and a final review workshop in late summer of 1977 for the draft of the estuary management plan. The group determined that the additional day was desirable at the next two workshops and that the next workshop would be held May 11th and 12th in Aberdeen. The place would be confirmed with the team members prior to the meeting.

Grays Harbor
Estuary Management Plan

Montagne - Bierly Assoc.
Wilsey & Ham

TO: Grays Harbor Estuary
Task Force

FROM: Montagne/Wilsey & Ham
Planning Team

SUBJECT: Workshop II
Agenda - May 11, 12, 1977

DATE: May 10, 1977

The following is the general agenda for the two days at Workshop II.

DAY I - May 11, 1977

- o Review & refine planning area map
  *Final Decision

- o Review alternative management plan format
  *Final Decision on Grays Harbor Management Plan Format

- o Review & Discuss
  1) List of uses
  2) Use priorities or use environments

DAY II - May 12, 1977

- o Break into twc groups -- establish Planning Area Guidelines

TO: Grays Harbor Estuary Planning Task Force

FROM: The Montagne/Wilsey & Ham Planning Team

Grays Harbor
Estuary Management Plan

Montagne - Bierly Assoc.
Wilsey & Ham

SUBJECT: LIST OF USES
FILE: Phase II - Management Concepts

The following list of uses is consolidated from a number of other programs and represents a starting point for finalizing a list.

PORT FACILITIES
. Dock & Warehouse Facilities
. Port Terminal Facilities
. Ship Berthing
. Barge Berthing
. Ship Construction & Repair

MANUFACTURING & OTHER
. Fossil Fuel Production & Processing
. Forest Products Processing
. Water Dependent Fabrication
. Metals Processing Facilities
. Mineral Extraction & Processing

FOOD INDUSTRY
. Commercial Fishing Areas
. Shell Fishing Areas
. Aquaculture Areas
. Fish Processing Operations

LOG STORAGE

MARINAS

TRANSPORTATION
. Shipping & Navigation
. Ferries
. Airports
. Bridges
. Causeways

RECREATION
. Fishing Areas
. Water Dependent Hunting
. Pleasure Boating
. Swimming
. Public Boat Ramp
. Park/Parkway

RESIDENTIAL
. Floating Homes
. Fixed-Urban
. Fixed-Rural/Low Intensity
. Fixed-Rural/Agricultural

AGRICULTURAL
. Major Cultivated Crops
. Passive Agriculture
. Subsistence/Local Market Farming
. Tree Farms
. Timber Production

NATURAL AREAS
. Estuarine & Marine Sanctuaries
. Wildlife Refuges
. Important Food Chain Areas
. Significant Wildlife Habitat
. Critical Wildlife Habitat
. Unique Natural & Cultural Areas

TO: Grays Harbor Estuary Planning Task Force

FROM: The Montagne/Wilsey & Ham Planning Team

SUBJECT: Use Categories

FILE: Phase II - Management Concepts and Definitions

Grays Harbor
Estuary Management Plan

Montagne-Bierly Assoc.
Wilsey & Ham

During Workshop I, the Task Force determined that it wished to continue to use the basic definition of "environments" that are contained in the State Shoreline Management Program. It was generally felt, however, that the four general categories are not sufficiently descriptive to provide the level of guidance that is desired for the Grays Harbor Estuary Management Plan. The following is a suggested expansion on those categories based, in part, on shoreline master programs elsewhere in the state. The definitions are double spaced to allow you room for rewording and other notes.

NATURAL ENVIRONMENT

Purpose:

The natural environment is intended to preserve and restore unique natural and cultural areas to their natural or original condition. Such areas are designed to remain relatively free of human influence and have severe restrictions on the intensity and type of use that is allowed.

The primary determinant for designating an area as a Natural Environment is the actual presence of a unique natural or cultural feature which is relatively intolerant of intensive human use.

CONSERVANCY - NATURAL ENVIRONMENT

Purpose:

The Conservancy - Natural Environment is designed to be used to preserve and restore areas to their natural condition. Direct human influence in such areas will be minimal. The primary emphasis of the Conservancy - Natural Environment is to insure that future uses and changes that occur

within the area are designed to enchance rather than degrade the natural characteristics of the area.

CONSERVANCY - MANAGED ENVIRONMENT

Purpose:

The Conservancy - Managed Environment classification is designed to protect areas for purposes that directly use or depend on the natural systems. While it is not intended that the natural environment must be maintained in its natural state, the activities to occur in these areas should not have adverse impacts on the natural systems.

Managed is the key word in this classification. It is the intent of this classification to allow uses which depend on the natural ecological system for production of food, for recreation, for recognized scientific research, or for public access for recreational uses. Recreation uses will be water dependent and designed to maintain the quality of the natural elements of the area.

RURAL - AGRICULTURAL ENVIRONMENT

Purpose:

The Rural - Agricultural Environment is intended to proect existing and potential, prime agricultural land from the pressures of the urban expansion and Rural-Low Intensity development. Agricultural uses include intensive, cultivated practices that are dependent on regional and national markets.

Residential development will be limited to 1 dwelling per 10 acres.

RURAL - LOW INTENSITY ENVIRONMENT

Purpose:

The Rural - Low Intensity Environment is intended to be used to restrict intensive development along undeveloped shorelines and maintain open spaces and opportunities for recreational uses that are compatible with a general rural character.

Agricultural uses are possible within the Rural - Low Intensity Environment although will relate more to local markets or individual subsistence farming.

Residential development within the Rural - Low Intensity Environment will be limited to densities that do not exceed 1 dwelling per 5 acres except within the Spheres of Influence of the following unincorporated communities.*

- Markham
- Ocosta
- Bay City
- Junction City
- Melbourne
- South Montesano

*Note: These specific communities are included here only as an example. The final communities will be dependent on the areas to be designated as Rural - Low Intensity Environment.

Within these communities, residential densities will not exceed 1 dwelling per 1 acre.

URBAN - RESIDENTIAL ENVIRONMENT

Purpose:

The Urban - Residential Environment is intended to protect areas in which the predominant use is or should be residential. The Urban - Residential

Environment is designed to maintain or insure the maintenance of a residential character in the development of a designated area in terms of density, scale and the general types of activities permitted.

Limited public water access and local service commercial uses are appropriate within Urban - Residential Environment.

URBAN - DEVELOPMENT ENVIRONMENT

Purpose:

The Urban - Development Environment is intended to designate areas in which the predominant uses are or will be industrial and commercial development. The intent of the designation is to provide for efficient utilization of such areas for water-dependent commerce and industry that are directly related to the region's primary economic base sectors. Residential development will be minimized in the Urban - Development Environment as will public water access.

URBAN - MIXED ENVIRONMENT

Purpose:

The Urban - Mixed Environment is to designate areas in which there is or should be a mix of compatible urban uses. In general, residential densities will be higher than those of rural areas; industrial and commercial uses will be service or community oriented rather than related to regional or national markets; public access to the water area will be encouraged for recreation purposes.

The following chart lists specific uses on one side and asks you to fill in whether or not each use should be either a permitted use or a conditional use. If a use is considered conditional, it means that site or area specific circumstances may be compatible with a use that would normally not be permitted.

Permitted Uses

Estuary Management Plan

Montagne Bierly Assoc.
Wilsey & Ham

● PERMITTED USES
▨ CONDITIONAL USES

		NATURAL			CONSERVANCY NATURAL			CONSERVANCY MANAGED			RURAL LOW INTENSITY			RURAL AGRICULTURAL			URBAN RESIDENTIAL			URBAN DEVELOPMENT			ESTUARY MIXED		
		ON WATER	ON SHORELINE	ON LAND	ON WATER	ON SHORELINE	ON LAND	ON WATER	ON SHORELINE	ON LAND	ON WATER	ON SHORELINE	ON LAND	ON WATER	ON SHORELINE	ON LAND	ON WATER	ON SHORELINE	ON LAND	ON WATER	ON SHORELINE	ON LAND	ON WATER	ON SHORELINE	ON LAND
PORT FACILITIES	DOCK & WAREHOUSE FACILITIES																								
	PORT TERMINAL FACILITIES																								
	SHIP BERTHING																								
	BARGE BERTHING																								
	SHIP CONSTRUCTION & REPAIR																								
MANUFACTURING & OTHER	FOSSIL FUEL PRODUCT'N & PROCESSING																								
	FOREST PRODUCTS PROCESSING																								
	WATER DEPENDENT FABRICATION OPNS																								
	METALS PROCESSING FACILITIES																								
	MINERAL EXTRACTION & PROCESSING																								
	LOG STORAGE																								
	MARINAS																								
TRANSPORTATION	SHIPPING & NAVIGATION																								
	FERRIES																								
	AIRPORTS																								
	BRIDGES																								
	CAUSEWAYS																								
FOOD INDUSTRY	COMMERCIAL FISHING AREAS																								
	SHELL FISHING AREAS																								
	AQUACULTURE AREAS																								
	FISH PROCESSING OPERATIONS																								
RECREATION	FISHING AREAS																								
	WATER DEPENDENT HUNTING																								
	PLEASURE BOATING																								
	SWIMMING																								
	PUBLIC BOAT RAMP																								
	PARK/PARKWAY																								
RESIDENTIAL	FLOATING HOMES																								
	URBAN DENSITIES																								
	RURAL/LOW INTENSITY																								
	RURAL/AGRICULTURAL																								
AGRICULTURAL	MAJOR CULTIVATED CROPS																								
	PASSIVE AGRICULTURE																								
	SUBSISTENCE/LOCAL MARKET FARMING																								
	TREE FARMS																								
	TIMBER PRODUCTION																								
NATURAL AREAS	ESTUARINE & MARINE SANCTUARIES																								
	WILDLIFE REFUGES																								
	IMPORTANT FOOD CHAIN AREAS																								
	SIGNIFICANT WILDLIFE HABITAT																								
	CRITICAL WILDLIFE HABITAT																								
	UNIQUE NATURAL & CULTURAL AREAS																								

TO: Grays Harbor Estuary Planning Task Force

FROM: The Montagne/Wilsey & Ham Planning Team

Grays Harbor Estuary Management Plan

Montagne-Bierly Assoc.
Wilsey & Ham

PLANNING AREAS WORKSHEET - PLANNING AREA GUIDELINES

In order to make any site specific decisions, one must have some general rules or guidelines to follow. Thus far we have established the Planning Area to be the basic study unit for the Grays Harbor Estuary Management Plan. Although these Planning Areas may ultimately be subdivided into smaller areas, the basis for creating subdivisions and any specific policy statements must be in some general guidelines that relate to the total Planning Area.

The Planning Area guidelines fall into two general categories--Planning Area Resources and Development within the Planning Area. Each is in turn, subdivided into additional categories. Using the questions and categories below, discuss the issues involved in each and as a group, agree on general statements to be included in each.

PLANNING AREA NO. _____

What is the predominant character of the Planning Area?

What are the major committed uses?

What are the significant conflicts?

What are the assets of the Planning Area?

PLANNING AREA RESOURCES - GENERAL GUIDELINES

(How should the resources of the Planning Area be used? Protected?)

A. The Shoreline

Example: Restoration of the natural shoreline will be encouraged wherever possible. Shoreline modification will be allowed provided the existing natural character or the predominant man-altered form is maintained.

B. The Water Surface

C. Water Quality, Quantity and Hydraulics

D. Fish & Wildlife

E. Vegetation (including salt and fresh water marsh)

F. Aggregate & Minerals

DEVELOPMENT WITHIN THE PLANNING AREA - GENERAL GUIDELINES

(How should the Planning Area function in support of local and estuary-wide development needs?)

A. Local and Regional Economic Base

Example: The primary relationship of this Planning Area to the region's economic base is through timber production and harvesting.

B. General Planning Area Use Character

C. Recreation Uses (including public access)

D. Resource Harvesting(borrow dredging, aquaculture, commercial fisheries, etc.)

E. Navigation (channel & dock access - includes dockside dredging & disposal)

F. Structures & Fills

DATE: May 23, 1977

TO: Grays Harbor Estuary Planning Task Force

FROM: Montagne-Bierly/Wilsey & Ham Planning Team

SUBJECT: SUMMARY OF WORKSHOP II May 11 and 12, 1977

FILE: Phase II - Agendas and Schedules

Grays Harbor
Estuary Management Plan

Montagne-Bierly Assoc.
Wilsey & Ham

Workshop II was open at approximately 10:30 AM at Grays Harbor Community College on May 11, 1977. Attendance throughout the two day session was mixed as people drifted in and out. At times, most of the communities and agencies were present, while at others many were absent. Individuals from Weyerhauser and other special interest groups such as Friends of the Earth, represented by David Ortman, were present during the second day of the workshop.

WORKSHOP INTRODUCTION

Gordon Davis of the Consultant Planning Team, opened the formal part of the workshop with a discussion of the agenda and general workshop format. The objectives for the first day of Workshop II were to:

1. Review and refine the planning areas map,

2. Review alternative management plan formats through a discussion of three management strategies, and

3. Review the list of uses and suggested breakdown of environments.

PLANNING AREAS

In Workshop I the Task Force directed the consultant team to prepare a draft planning areas map using ownership patterns, political jurisdiction boundaries, existing uses, areas of conflict, and physical boundaries as the criteria for establishing planning area boundaries. Those criteria and the priorities established by the planning team for the use of those criteria were presented along with the planning areas map for the discussion of the group. Ron Lee, from EPA, questioned the heavy reliance on political jurisdictions for defining planning area boundaries. He expressed concern that the final management plan, which should have some relationship to physical characteristics of the Estuary and surrounding uplands, might be artificially divided if political jurisdictions were used in defining planning areas. The real question was whether management units would be able to cross over planning area boundaries.

Gordon explained that planning areas represent logical areas to make general planning decisions. They are defined by similarities in the physical character and uses of the area as well as the realities of political jurisdiction boundaries. They are not inflexible units, but are rather designed to be a way to organize planning decision making. The City of Aberdeen stated that the estuary would ultimately be managed by the decisions of local jurisdictions and not by some larger group. Pat Dugan concurred and commented that using political jurisdiction boundaries as at least a partial basis for defining planning areas is necessary since the ultimate management controls will be with local government. Stan Lattin commented that this Task Force was simply putting together general guidelines for management which will ultimately require ratification by all agencies and jurisdictions. Chuck Walters commented that from a purely ecologic perspective, the planning areas do not make sense. However, as long as there is flexibility in the management process, the planning areas represent an acceptable place to begin the planning decision process. Bob Bowker concurred that if the boundaries were only for planning organization and not management, they were acceptable. He added, however, that the ultimate management guidelines must stem more from natural systems than from artificial political boundaries.

Gordon then asked if the group agreed with the boundaries on the planning areas map as representing the general intent from Workshop I. The following is a summary of the discussion and decisions made by planning areas.

Planning Area I

Chuck Walters expressed concern that the schematic nature of the diagrams did not enable the group to clearly define the boundaries in the western portion of the planning area. Following some discussion, it was the general consensus of the group that the schematic format of the planning areas was acceptable as long as the planning area boundaries were not tied directly to specific management policies. It was suggested that some management designations might need to be made at a larger scale for some portions of the estuary. Planning Area I was accepted by the Task Force as identified in the draft planning areas map.

Planning Area II

After considerable discussion it was the consensus of the Task Force that the westerly line of Planning Area II be extended southward to the margin of the study area boundary thereby removing the most easterly portion of Planning Area IV. With this modification the Weyerhauser disposal ponds, Charlie Creek and the dredge spoil disposal area would be included with the general urban character of Planning Area II.

Additional discussion took place on the question of the use of planning areas versus management units. Gordon stated that the discussion might be more relevant in Thursday's workshop which would be dealing with the development of more specific planning area guidelines. Jack Smith asked if the establishment of planning areas committed those areas for certain uses. Gordon answered that, "Yes, a commitment might be made to a certain character of uses, but only in a very broad policy sense rather than a site specific or management sense." Planning Area II as adjusted was accepted by the Task Force.

Planning Area III

An adjustment was made to the western boundary of Planning Area III, moving it to the east to conform more closely with the ownership line of the Port of Grays Harbor and the western limits of the pipeline dredging portion of the navigation channel maintenance project. With this adjustment, Planning Area III was accepted by the Task Force.

Planning Area IV

No other modifications were made to this planning area except the modification on the eastern line that occurred in the discussion of Planning Area II.

Planning Areas V and VI

Other than the adjustment to the eastern boundary of Planning Area V (that occurred in the adjustments of Planning Area III), the boundaries for Planning Areas V and VI were accepted.

Planning Areas VII and VIII

Planning Areas VII and VIII were accepted as shown in the draft map with the exception of the southerly boundary of Planning Area VIII. A minor adjustment was made in this soutwestern boundary to conform with the Westport city limit line.

Additional Planning Area Notes

In all cases, the boundary of the planning areas will conform to the study area boundary. The draft planning areas map that was sent out to the Task Force in the advance materials did not conform to the study area boundary and Planning Areas II and VIII. All planning areas and boundary adjustments were accepted by the Task Force at 11:30 AM. At this point the Task Force broke for lunch and returned at approximately 12:45 PM to resume the workshop. The subject for the afternoon workshop's session would be a review of alternative management strategies, a proposed definition of management environments and the proposed list of uses.

ALTERNATIVE MANAGEMENT STRATEGIES

Gordon opened the afternoon session with a brief restatement of what the workshops were designed to accomplish and where they were leading. The workshop process is one of working from broad management goals and concepts down to the identification of specific permitted uses within designated areas of the estuary. Gordon then stated that while there had previously been general agreement on using the Lower Willamette Management Plan and the Shoreline Management Act as the basis for the Grays Harbor Management Plan, the two programs represented different philosophic approaches to management. Now is an appropriate opportunity therefore to review those approaches along with others to determine the final management approach to be used in the Grays Harbor Management Plan. Using the Lower Willamette study area as an example, three alternative approaches to management were explained.

Management by Geographic Zones

This approach to a management plan is used in the Lower Willamette Management Plan. Four general steps identify the planning characteristics of this approach.

1. The study area is first broken into geographically based management zones.

2. Policy guidelines are established for each management zone.

3. Beneficial uses (uses that are considered desirable) are assigned to each management zone.

4. Permitted activities are assigned to each management zone.

The important feature of this management approach is that all policies on uses and activities are developed for a specific management zone.

Management by Land Use Allocation

This second approach to management could be classified as the classic land use planning approach. The general planning process for this management approach is:

1. Allocate specific land use categories to site specific areas within the study area.

2. Establish permitted activities within each land use category. The normal procedure for regulating permitted activities is through zoning ordinances and subdivision regulations and other precise ordinances.

The important feature of this management approach is that decisions must be made on the allocation or assignment of specific use categories (e.g. residential, industrial, commercial, etc.) to specific land areas within the study area.

Management by General Environmental Types

This third management approach is basically that of the Shoreline Management Act. The general process for developing this management approach is:

1. Define general environmental categories (urban, rural, conservancy, natural, etc.)

2. Assign permitted or beneficial uses and activities to each environmental category.

3. Allocate the general environmental categories within the study area.

The principle feature of this management approach is that the regulating policies are assigned to general environmental categories before those categories are allocated to geographic areas within the study area.

The three alternative management approaches outlined represent different ways of developing management strategies. Although the differences between approaches seem subtle, their philosophic differences are substantial. The purpose of discussing the three strategies was to find which approach and plan format the Task Force wanted to pursue. Based on this decision, the remaining work tasks for Workshop II and III could be clearly defined.

The following is a summary of the general discussion that occurred at the conclusion of the presentation of the alternative management strategies. The general discussion appeared to come from two positions. It was the general feeling of one group that the Shoreline Management categories should be utilized since they represented existing, legally recognized designations. However, it was felt that rather than establishing policies first, before applying them within the study area, a more reasonable approach would be to subdivide the planning areas initially, fitting a modified version of the Shoreline Management categories into those smaller subdivisions.

A second group felt that the more traditional land use planning approach would be better since it was more locally understandable and defensable. Basically, it is an approach that local government is used to working with and would find easier to administrate. Additionally, it was pointed out that the Estuary Management Plan would be implemented primarily through local zoning and land use strategies. A traditional land use planning approach therefore for the management plan would have the greatest degree of compatibility with local planning.

It was generally agreed that irrespective of the management approach, the plan must be a dependable indicator of how local government, state and federal agencies will respond to specific proposals. Additionally, it was the general consensus that the management plan should be oriented towards the establishment of general use criteria rather than site specific designations for residential, commercial, etc. The ultimate management plan would appear similar to the Lower Willamette Plan, whereby uses and activities are specified by geographic management zones which are additionally classified by general environment types. Additional discussion continued around the question of whether or not the Task Force should begin its effort by establishing policy or whether the estuary and planning areas should be divided into geographic units first and policy created for those specific units. Although the question was not resolved in the afternoon's session, the general consensus was that the land use planning approach would not be the desired format, but that some combination of the Lower Willamette Plan geographic zones, uses and activities with the Shoreline Management Act environmental types would be the ultimate format. The question was resolved at the beginning of the May 12th workshop when it was determined to proceed with developing general planning area guidelines first to be followed with the designation of geographic management units within planning areas.

The remainder of the day on May 11th included a discussion of the general characteristics of each of the planning areas. Four questions provided a format for these discussions.

1. What is the predominant character of the planning area?

2. What are the major committed uses in the planning area?

3. What are the significant conflicts that exist in the planning area?

4. What are the significant assets of the planning area?

A summary of the planning area descriptions will be presented in a separate memorandum.

At the end of the first day, Gordon passed out a suggested breakdown of the Shoreline Management Act categories and requested that all workshop participants evaluate the list to see how well those categories might work within the management plan. The consultants agreed to re-evaluate the approach to development of the management plan and propose a solution at the beginning of the May 12th workshop.

MAY 12TH WORKSHOP

The Thursday morning workshop was opened at approximately 8:30 AM with a summarization of the previous day's work efforts. The consultant team proposed that general planning area guidelines be established within the major policy categories of resource use and development for each of the eight planning areas. At the conclusion of this task, the planning areas would be broken into smaller geographically based management zones.

The Task Force at the end of the second day was able to establish policies for Planning Areas I and II and a portion of Planning Area III. It was noted that many of the planning area guidelines would be similar for several planning areas, although the Task Force was unable to assign common policies to all eight of the planning areas.

The majority of the afternoon session centered on a discussion of the development of the area adjacent to Bowerman Field in Planning Area III. Key issues in the discussion of this and other areas were the definition of water dependency, incremental versus one time total filling, need for industrial land, opportunities for mitigation of estuary loss in other areas of the estuary, and other related issues. Although the debate continued for several hours, all parties generally agreed that a solution was possible but that none were willing to commit to an agreement at this point without further discussion.

Three major tasks were completed in the two day workshop. First the Task Force determined the general type of management strategy that they wished to use in the final management plan. Second, the Task Force finalized the definition of planning area boundaries and established the general description of those planning areas. Third, the Task Force developed planning area guidelines for Planning Areas I and II and a portion of Area III. Many of the guidelines already established will be able to be applied easily and to other planning areas. A summary of these planning area guidelines will be presented in a separate memo.

As the workshop concluded, the consultants explained to the Task Force that materials would be sent to them summarizing the conclusions of Workshop II. Additionally, advance materials would be sent prior to the June 8th and 9th Workshop which would provide a basis for the final decisions that need to be made during that session.

DATE: June 2, 1977

TO: Grays Harbor Estuary Planning Task Force

FROM: The Montagne/Wilsey & Ham Planning Team

SUBJECT: Water Dependency - Possible Definitions and Procedures for Applying the Definition

FILE: Phase II - Management Concepts and Definitions

Grays Harbor
Estuary Management Plan

Montagne - Bierly Assoc.
Wilsey & Ham

The concept of water dependency is an important part of the state's Shoreline Management Act and Guidelines. The Grays Harbor Estuary Management Program will need to include some understanding of the concept, its definition and how it is to be applied. This working paper will outline some of the issues, possible definitions and methods for application. The intent is to provide a basis for discussion in Workshop III.

There are two parts to the issue of water dependency -- first is the definition of which uses are considered water dependent -- second is how the definition is applied in specific circumstances.

DEFINITION

The SMA states that

> ...uses shall be preferred which are...unique to or dependent upon use of the state's shoreline. Alteration of the natural condition of the shorelines of the state, in those limited instances when authorized, shall be given priority for industrial and commercial development which are particularly dependent on their location or use of the shorelines of the state.

The DOE final guidelines recommend that

> ...water-dependent industries which require frontage on navigable water should be given priority over other industrial uses.

The Shorelines Hearing Board further defined water dependency (DOE & Yount VS. Snohomish Co.)

> A water-dependent commerce or industry, to which priority should be given, is one which cannot exist in any other location and is dependent on the water by reason of the intrinsic nature of its operations. A water-related industry or commerce is one which is not intrinsically dependent on a waterfront location but whose operation cannot occur economically without a shoreline location.

The Department of Natural Resources uses a definition of water dependency in its policies for leasing of state-owned tidal areas. That definition states that water-dependent uses are

> All uses that cannot logically exist in any other location but on the water. Such uses include reservations that allow biological systems to continue in a natural, undisturbed manner restricting other competing uses. Water dependent commerce is use which requires frontage on navigable water to: a) provide a transportation service to other industries or the general public; b) provide for construction, maintenance, storage and repair of watercraft.
>
> (They provide specific examples of water-dependent industry and water-dependent public and natural systems' use.)

There are two general approaches to establishing a definition for water-dependent uses. First, the definition can be established through the use of a general statement such as that used in the Shoreline Management Act. This approach leaves considerable room for interpretation on each specific use. Such an approach can be workable if it is supplemented with a testing procedure for determining whether or not a use is water dependent. As an example, the San Francisco Bay Conservation and Development Commission established that waterfront uses should be water-related. Its definition states that water-related industry

> ...requires frontage on navigable waters to receive raw materials and to distribute processed materials by ship. To be water-related, an activity or firm must gain cost savings or revenue-differentiating advantages (neither of which is associated with land rents or costs) from being located on the bay shore that it could not obtain from an inland location.

They suggest the following be applied as a test on a case by case basis to determine whether or not a specific use is water-related.

WHY DOES THE APPLICANT DESIRE TO USE A BAYFRONT SITE:

a. Deep or shallow draft shipping is desired?

b. Bay water for cooling or processing use is desired?

c. Some other bayfront resource is desired?

d. The land is less expensive or offers better access to rail or road transport than other comparable sites?

If (d) is indicated, the activity may not be water-related.

If (a) is indicated, consider the following:

1. Which raw materials would be received and which products would be shipped from the site?

2. What additional costs would be associated with increasing the distance between the waterfront and the firm's facilities other than pier facilities? (Some facilities may be found to be water-related while others are not, and could be located at some distance from the bayfront.)

3. What other materials/handling technologies are available, and how would the answer to the previous question differ were an alternative technology substituted for the proposed technology as distance is increased? (It may be found that some facilities are less strongly dependent on bayfront sites if applicable alternative industrial technologies are considered.)

4. What additional costs would be associated with operating at an inland location and using other public or private port facilities to ship or receive materials? (If there are no additional costs, then the proposed activities may not be water-related.)

5. If operation at an inland site is infeasible, what would be the additional annual costs of operation at a water-front site in an alternative region? This may be expressed in terms of price reductions necessary to generate an equivalent volume of business or other applicable measure. (If there are neither additional costs associated with operation at an inland site or a site in another region, then the activity would not be water-related.)

6. What is the draft of the vessels to be used and what additional costs would be associated with using shallower draft vessels? (If a permit for use of a deep draft site is being considered, but it is found that the applicant does not incur any greater cost at a shallow draft site, BCDC should consider requiring the applicant to use such a site.)

If (b) is indicated, consider the following:

1. How is bay water to be used and in what volume? (If the applicant is requesting use of a deep water site, but an adequate volume of water could be obtained at a shallow draft site, BCDC should consider requiring the applicant to use such a site.)

2. What additional costs would be associated with increasing the distance between the bayfront and the facility requiring bay water? (Some facilities may be able to locate at some distance from the bay, requiring only pipeline access and thereby preserving bayfront sites for more strongly water-related industrial activities.)

3. What additional costs would be associated with operating at an inland site without the use of bay water? (If there are no additional costs associated with inland operation over the life of the proposed facilities, then the activity would not be water-related.)

If (c) is indicated, consider the following:

1. What is the nature of the resource and how is it to be utilized?

2. What additional costs would be associated with obtaining this resource or a substitute resource at an inland site or location in another region? (If there are no additional costs, then the activity is not water-related.)

The second general approach to establishing a definition for water dependency is to specify the uses or categories of uses that are considered water dependent. The Seattle Shoreline Master Program uses this approach with the following definition.

> Water dependent uses are those which require a location on or use of the shoreline in order to exist or function. For purposes of this Article, water-dependent uses are limited to the following:
>
> a. Marine commercial uses
>
> 1. Terminal and transfer facilities for transport of passengers or goods over water.
>
> 2. Moorage, fueling and servicing of commercial vessels.
>
> 3. Industries which receive or ship goods or materials by water as an essential part of their operation.
>
> 4. Marine construction, dismantling and repair.
>
> b. Marine recreation
>
> 1. Pleasure boat moorage and marinas, including fueling and servicing facilities.
>
> 2. Boat launch and haul-out facilities.
>
> c. Shoreline recreation
>
> 1. parks
>
> 2. bicycle and walking trails
>
> 3. beaches
>
> 4. viewpoints

d. Aquaculture

e. Intakes and outfalls

f. On-site marine and limnological research and education

g. Floating home moorages

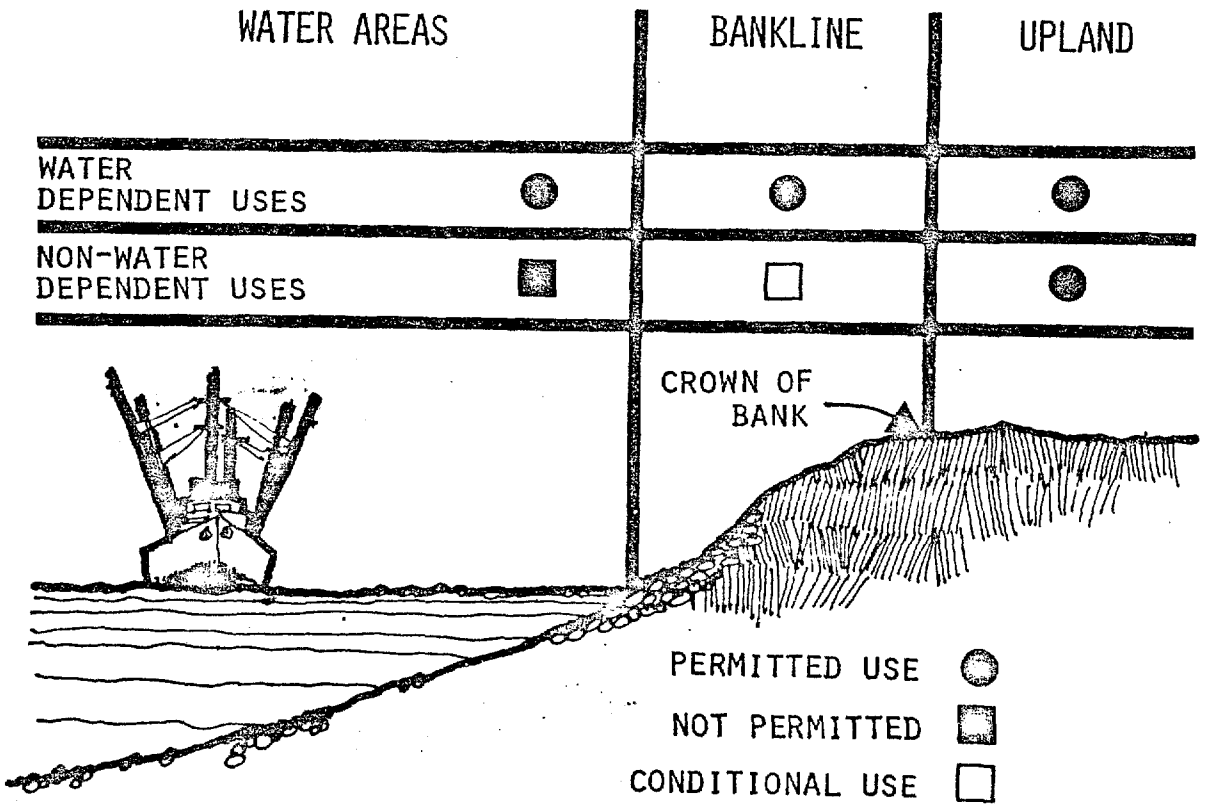
h. Shoreline protective structures such as, but not limited to, bulkheads and fixed or floating breakwaters.

APPLICATION OF DEFINITION TO SPECIFIC CASES

The second major issue surrounding water dependency is how to apply the definition to specific areas. While the Shoreline Management Act and Guidelines indicate that priority use of the shoreline should be given to water-dependent uses, the Act does not preclude other uses. One side of the issue is the definition of "shoreline". The other side is whether there is or should be a relationship between the application of water-dependency definitions to development in sensitive areas.

Shoreline Definition

The following diagram suggests a possible definition of shoreline and its use to establish policies related to the application of water dependency.



Definitions

Water Area - The upper limit of the water area is defined by the line of extreme high tide or ordinary high water.

Bankline - The lower limit of the Bankline is the upper limit of the Water Area. The upper limit of the Bankline is the Crown of Bank and is established as a specific elevation. The Crown of Bank line will be established in all management zones classified as Urban and Rural. All other management zones will use the Grays Harbor Estuary Management Plan Study Boundary (Shoreline Management Act or Corps of Engineers Section 404 permit boundary) as the Crown of Bank.

Upland - The lower limit of the upland is the Crown of Bank.

Development in Sensitive Areas

As is so often the case, the best potential development areas may also be highly productive for elements of the food chain. The ideal solution is one in which both needs can be accomplished without affecting the other. Such a solution is rarely possible.

It was suggested in Workshop II that some form of formula could be established that would specify the mix of ultimate uses within these sensitive areas. That ratio would specify the percentage of the area that could be developed for water dependent and non-water dependent uses. That ratio would be applicable whether or not development occurred as a result of filling sensitive areas. The following is an example policy for development in sensitive areas.

Example Policy - Filling and Development in Sensitive Areas

Planning Concepts:

Priority Development Area - Priority Development Areas are generally defined as areas immediately adjacent to authorized navigation channels and specifically defined on the Grays Harbor Estuary Management Plan Map (Figure __).

Central Grays Harbor Planning Region - See Grays Harbor Estuary Management Plan Map, (Figure __).

Uses of Regional Significance - Uses which are considered to be primary industries or employers. Such uses are those whose products are primarily destined for markets outside of the Grays Harbor Region.

Shared Access - A design concept by which upland sites (without waterfrontage) are permitted direct access to waterfront facilities for infrequent usage.

Interim Uses - Interim uses of sites would not result in the alteration of the site in a manner that would preclude future industrial use and would not involve significant capital investment in fixed facilities.

In all cases, structures are preferred to filling in sensitive areas.

Filling of Water Areas or within the Bankline is permitted only on a case-by-case basis.

Filling and development within_____(e.g., Planning Area III, Managment Zone, __, etc.) will be permitted in accordance with the following special guidelines:

1. In general, development of Priority Development Areas will be encouraged before all other areas.

2. Filling within Priority Development Areas will be allowed only when structures are not possible and when the created upland is to be occupied with a water-dependent use.

3. Use of upland areas for non-water-dependent uses is permitted in Priority Development Areas provided the existing shoreline is unaltered and that the use is of Regional Significance.

4. All waterfrontage sites within Priority Development areas with berthing or moorage facilities will be designed to accommodate Shared Access with inland sites.

5. No more than 30 percent of the non-priority development areas may be filled and/or developed until 60 percent of the Priority Development Area is developed or committed to development.

6. In non-priority development areas which are created by filling (fills that occur after the endorsement of the Grays Harbor Estuary Management Plan), the ultimate saturation development of the area with non-water-dependent uses will not exceed 30 percent of the filled area.

7. In all cases, the applicant for a non-water-dependent use within Priority Development Areas or filled areas must demonstrate that no other sites exist within the Central Grays Harbor Planning Region.

DATE: May 23, 1977

TO: Grays Harbor Estuary Planning Task Force

FROM: The Montagne/Wilsey & Ham Planning Team

SUBJECT: PRELIMINARY DRAFT OF PLANNING AREA DESCRIPTIONS AND GUIDELINES

FILE: Phase II - Management Concepts and Definitions

Grays Harbor
Estuary Management Plan

Montagne - Bierly Assoc.
Wilsey & Ham

The following materials are designed to be a preliminary draft of the descriptions of the eight planning areas and their policy guidelines. The information is presented in the general written format that will be used in the final management plan. The descriptions and guidelines are based on the discussion from Workshop II. Guidelines are presented only for Planning Areas I, II, and a portion of III since these were the only ones considered by the Task Force in Workshop II.

PLANNING AREA I

Area Description

Predominant Character:

The predominant character of Planning Area I is natural, with a major influence from the fresh water system of Chehalis River. It is an area of limited access and sparse development.

Major Committed Uses:

The predominant use of the planning area is for high intensity hunting and fishing as well as non-consumptive resource use (bird and wildlife observation). Secondary committed uses include the gravel extraction operations and agricultural areas in the up-river portions of the planning area.

Major Existing or Potential Conflicts:

No major conflicts exist within the planning area. Potential conflicts exist with industrial development pressures in the western portion behind the Junction City area and with possible development proposals for the many small parcels that exist in the area. Such proposals would conflict with the predominant character and use of the area. It is not believed that continued operation of the gravel extraction facility poses a major conflict.

Planning Area Assets:

The majority of the planning area is important as a water containment area. It operates as a storage area for flood waters from up-river areas as well as tidal surging. In accommodating this hydrologic function, it serves as a valuable area for water fowl nesting and for recreation hunting and observation. The river corridor is a good area for fish passage and rearing.

Planning Area Guidelines

Management of the Natural Resource

Shoreline:

The shoreline within Planning Area I will be maintained in its natural configuration.

Water Surface:

The water surface area will remain in its present configuration.

Water Quality and Hydraulics:

Any alterations to this planning area should not detract from its ability to function as a water storage area. Existing high levels of water quality will be maintained.

Fish and Wildlife:

Fish and wildlife resources will be managed to maintain their present condition.

Vegetation:

Selective harvesting of timber resources will be allowed within the planning area. Such activities will not detract from other planning area guidelines and will adhere to accepted forest harvesting practices. All other vegetation including marsh areas will be maintained in their present condition.

Aggregate and Minerals:

The long term importance of aggregate resources to the economy of the area cannot be stressed enough. Current practices within the planning area will be allowed to continue within the guidelines of a reclamation plan and in accordance with practices that are consistent with other planning area guidelines.

Development Within the Planning Area

Economic Base:

The planning area provides direct support to the local and regional economy through recreational hunting and fishing. Additionally it provides secondary support to the commercial fisheries industry as a fish rearing area. These two roles are most important to the Grays Harbor community and should be maintained. Both the eastern and western portions of the planning area provide limited opportunities for industrial or agricultural development. These should be considered transitional only to uses in adjacent planning areas and should not detract from the ability to achieve other planning area guidelines.

Use Character:

The general natural, unaltered character of the planning area should be maintained. Any deviation from that character should occur only at the eastern or western boundaries.

Recreation:

The current level of recreation use should be maintained with no general increases in use intensity. Limited additional pedestrian access may be possible but without supporting facilities (parking areas, roads, etc.).

Resource Harvesting:

Existing aggregate extraction along with selective timber harvesting will be allowed within the constraints of other planning area guidelines.

Navigation:

The river surface and supporting navigation channel are important to the regional economy. Continued maintenance of the channel at its present depth is consistent with the character of the planning area. Additionally, it is believed that deepening the channel to its present authorized depth of 16 feet (should there be such a demand) is consistent with the character of the planning area.

Structures and Fills:

In general, filling within the planning area is inconsistent with the character of the area and with other guidelines. In-water structures are also inconsistent with the character and guidelines of the area. Upland filling and structures may be acceptable on a case by case basis provided they do not detract from other planning area guidelines.

PLANNING AREA II

Area Description

Predominant Character:

Planning Area II is a high intensity, urban area with a mix of industrial, commercial and marine uses. The mix of uses is more oriented to urban commercial than to heavy industry although some heavy industry is present. Much of the character of the planning is formed from the convergence of highway, rail and water transportation systems.

Major Committed Uses:

In addition to existing industrial, commercial and marine uses, the planning area is also an important fish passage area for the up-river feeding and rearing areas; it provides some commercial fishery in the western portions of the area; some water fowl nesting areas exist in the southwestern portions; log storage areas and industrial waste discharge occur within this area; and major regional and north and south estuary linkages exist in this planning area.

Major Existing or Potential Conflicts:

The primary conflicts occur as a result of the demands of urban development and the needs of the water system to support fish passage. As the focal point for development and transportation, high demands are placed on the water system and thereby the quality of the water. As the focal point for migration to up-river feeding and rearing areas, water quality is a critical factor for fish movement and in-transit feeding.

Planning Area Assets:

The area has good connections to all major regional transportation systems; although somewhat limited, back-up land for industrial and commercial development is available in portions of the planning area, particularly in the Junction City area and along portions of the south shore; relatively low channel maintenance requirements exist through most of the planning area because of good currents; some relatively productive feeding and rearing areas do exist for crab and flatfish, particularly in the western portion of the planning area.

Planning Area Guidelines

Management of the Natural Resource

Shoreline:

Use of the shoreline should be for intensive development with a

particular priority to the central and western portions of the north shore for the more intensive uses. Redevelopment is an important management and development strategy in this planning area as little undeveloped land presently exists. Maintenance of a more natural shoreline along the western portions of the south shore will be encouraged to insure adequate areas for fish feeding.

Water Surface:

The primary function of the water surface and corridor is transportation for both marine vessels and fish. Alteration of the water surface area is possible provided that it does not detract from the navigation capacity of the corridor or fish movement.

Water Quality and Hydraulics:

Any new or redeveloped uses within the planning area will be required to meet discharge standards. Those standards should not cause a degredation in the existing water quality and should be balanced against the assimilative capacity of the area. New discharges should also be evaluated against any detrimental effects they might have to the waste treatment efforts of existing industry.

Fish and Wildlife:

This planning area is not considered a prime fishery or wildlife area. An active wildlife and fishery management program is not consistent with the overall character of the area although the fisheries and wildlife resource is important, particularly as it supports other areas of the estuary and river system.

Vegetation:

The salt marsh areas on the south shore are considered important for the support of the fish movement through the planning area. The upland habitat adjacent to Charley and Newskah Creeks is important and should be protected but will not be actively managed.

Aggregate and Minerals:

While no known aggregate or mineral deposits exist in situ within the planning area, utilization of upland areas for aggregate reclamation of dredge materials is considered generally consistent with the overall character of the planning area.

Development Within the Planning Area

Economic Base:

This planning area is the focal point for a large regional area particularly as related to regional transportation systems. Commercial and industrial uses that depend upon and directly support the needs of the regional market are seen as appropriate to this planning area.

Use Character:

The over-riding character of the planning area is that of high intensity urban development that is consistent with other planning area guidelines.

Recreation:

Recreation use within the planning area is an important but not dominant use. Existing recreational water access should be maintained and improved with limited additional access developed. Opportunities to use the visual qualities of the water area and intensive industrial activities will be encouraged.

Resource Harvesting:

No active management programs will be encouraged for harvesting of the resources of this planning area.

Navigation:

Continued use of the water surface and corridor for navigation has high priority within the planning area.

Structures and Fills:

In-water and shoreline structures are appropriate to this planning area although their use in the western portions of the south shore will be restricted. In all cases, in-water structures are preferred to fills.

PLANNING AREA III

Area Description

Predominant Character:

Planning Area III is a mixture of urban, industrial development and undeveloped, natural appearing areas. The predominant developed character is heavy industrial and port facilities. Within the undeveloped portions, the character is tide flats and salt marsh.

Major Committed Uses:

Committed developed uses include: major industrial and port development, regional air and rail transportation, upland log storage, and dredged material disposal. Committed resource uses include: water fowl and shore bird resting, feeding and rearing areas, fish rearing and passage, crab rearing and commercial fishing.

Major Existing or Potential Conflicts:

The primary conflicts exist between the demands for the development of new industrial areas and the loss of fish and wildlife habitat that would result from the required filling. Specific conflicts result from potential dredge material disposal associated with both channel deepening and maintenance, filling of tide flat areas north and west of Bowerman Field and along the south shoreline of Bowerman Field to Hoquiam River, and use of filled lands and shorelines for non-water dependent uses.

Planning Area Assets:

The planning area represents the only area remaining for large industrial expansion in immediate proximity to the navigation channel. At the same time, it represents an area of high food production for water fowl, shore birds, crab and juvenile flatfish.

Planning Area Guidelines

Management of the Natural Resource

Shoreline:

No guidelines yet established.

Water Surface:

No guidelines yet established.

Water Quality and Hydraulics:

Any new development with the planning area will be required to meet discharge standards. Those standards should not cause a degradation in the existing water quality and should be balanced against the assimilative capacity of the area. New discharges should also be evaluated against any detrimental effects they might have to the waste treatment efforts of existing industry.

Fish and Wildlife:

No guidelines yet established.

Vegetation:

No guidelines yet established.

Aggregate and Minerals:

While no known aggregate or mineral deposits exist in situ within the planning area, utilization of upland areas for aggregate reclamation of dredge materials is considered generally consistent with the overall character of the planning area.

Development Within the Planning Area

Economic Base:

Within the committed, developed portions of this planning area, heavy industrial development is appropriate. Such areas are considered to be the principal industrial expansion areas for the region and together with Planning Area II, represent the priority areas for heavy urban development in the estuary. Unlike Planning Area II, regional and local commercial development is not considered appropriate in this planning area.

(Note: The preceding statement is what we heard to be the consensus of the Task Force discussions. If the final decision includes some form of continued resource utilization within the planning area, additional statements will need to be added about those uses in relation to the local and regional economic base.)

Use Character:

No guidelines yet established.

Recreation:

No guidelines yet established.

Resource Harvesting:

No guidelines yet established.

Structures and Fills:

No guidelines yet established.

PLANNING AREA IV

Area Description

Predominant Character:

The predominant character of Planning Area IV is aquatic (water as opposed to land), with heavy tidal influence and low intensity development.

Major Committed Uses:

The use of the area is mixed, with substantial committments to commercial fishing, oyster production and juvenile crab and fish rearing. Additional important uses include hunting and recreational fishing, wildlife observation and sparse upland development including some agricultural products processing.

Major Existing or Potential Conflicts:

The planning area is relatively free of conflict except for the potential effects of navigation channel dredging and spoiling on adjacent oyster rearing areas. This is particularly true in the Whitcomb Flats area of the realigned channel. The ability of the area to maintain its natural productivity and continue to assimilate up-river waste discharge could be a long term conflict.

Planning Area Assets:

The planning area contributes substantially to commercial and sport fishing and to shellfish productivity. Its large water area allows it to play an important role in waste assimilation. Finally, the area is without substantial development pressures.

Planning Area Guidelines

No guidelines yet established.

PLANNING AREA V

Area Description

Predominant Character:

The predominant character of the planning area is natural, aquatic with heavy tidal influence. Along with Planning Area VII, this is the least disturbed planning area in the estuary.

Major Committed Uses:

Primary uses within the planning area include resource production and harvesting. Specific uses include: oyster and fish rearing, water fowl and shore bird resting, feeding and rearing, recreation and commercial harvesting of fish, shellfish, and wildlife, and uplands agriculture.

Major Existing or Potential Conflicts:

The only foreseeable conflict is with upland residential development pressures in the northwestern portions of the planning area.

Planning Area Assets:

The planning area contains the largest water surface area within the estuary. Additionally, it contains the largest population of water fowl and shore birds, one of the estuary's largest fisheries and a substantial amount of the oyster rearing and harvesting in the estuary. Perhaps its greatest asset is that it lacks conflicts.

Planning Area Guidelines

No guidelines yet established.

PLANNING AREA VI

Area Description

Predominant Character:

The character of this planning area is a mixture of urban, residential/recreational and estuarine. While there is substantial urban development with homes, home sites, a marina and other businesses, the area also contains areas of more natural, estuarine influence.

Major Committed Uses:

Primary committed uses within the planning area include the Oyhut Game Refuge, the Ocean Shores marina, developed homes and homesites, recreational hunting and fishing, passive recreational/water use on large areas of publically owned waterfront lands, and oyster rearing and harvesting.

Major Existing or Potential Conflicts:

Most conflicts relate to the continued development of the residential/recreational uses in the City of Ocean Shores and the preservation of unique or important natural areas along the shoreline. The major specific conflict is with the proposed relocation of the Ocean Shores airport to a site along the shoreline.

Planning Area Assets:

A principal asset of this planning area is its ability to absorb a substantial amount of the long term demand for recreational/residential development and destination tourism. It also contains areas that contribute to the total productivity of the estuary and unique areas (such as the Oyhut Refuge) that have permanently preserved natural assets. Its proximity to the ocean also considered an asset.

Planning Area Guidelines

No guidelines yet established.

PLANNING AREA VII

Area Description

Predominant Character:

The predominant character of the planning area is natural.

Major Committed Uses:

In addition to a substantial fisheries resource and wildlife habitat, the area is committed, through private clubs, as a major private recreational area for hunting and wildlife observation.

Major Existing or Potential Conflicts:

The planning area is relatively free of conflicts although maintenance of the authorized channel could create pressures for uses that would be inconsistent with the predominant character of the area.

Planning Area Assets:

The principal asset of the planning area is that it is a relatively undisturbed natural area with no conflicts or pressures.

Planning Area Guidelines

No guidelines yet established.

PLANNING AREA VIII

Area Description

Predominant Character:

The predominant character of the planning area is urban, fishing. The substantial commercial and sport fishing facilities and supporting activities dominate the physical, social and economic character of the developed portion of the planning area.

Major Committee Uses:

Committed uses are those that directly relate to the commercial and sport fishing industries. Those facilities include a marina, airport, state park, fish processing industries and supporting commercial and tourist facilities.

Major Existing or Potential Conflicts:

The principal conflicts occur with proposals to continue to develop fishing and tourism facilities and the adjacent estuarine resources. Specific conflicts include expansion of the marina and airport site, continuing increases in the overall intensity of use of the shoreline and adjacent water areas, in-water dredge materials disposal and general shoreline property development.

Planning Area Assets:

The primary assets of the planning area are its proximity to the ocean and its substantial committment to support the commercial and sport fishing industry. Additionally, the planning area marina facilities serve as the port of refuge for a substantial area of the Washington coast.

TO: Grays Harbor Estuary
Planning Task Force

FROM: The Montagne/Wilsey &
Ham Planning Team

SUBJECT: CONSULTANT DRAFT OF PLANNING
AREA GUIDELINES FOR PLANNING
AREAS NOT DISCUSSED IN
WORKSHOP II

FILE: Phase II - Management Concepts
and Definitions

Grays Harbor
Estuary Management Plan

Montagne-Bierly Assoc.
Wilsey & Ham

The following pages represent an attempt by the consultant team to draft a series of Planning Area Guidelines for those Planning Areas not discussed during Workshop II. This is done to try to speed the review and revision process during Workshop III. These guidelines, along with those presented in the May 23, 1977 working paper will constitute a complete preliminary draft of Planning Area Guidelines for all eight Planning Areas.

In drafting the following pages, the consultant team has tried to anticipate how we feel the Task Force might view guidelines within these areas. Having spent considerable time during the previous two workshops with the Task Force and having the benefit of the Task Force's description of the characteristics of the Planning Areas, we feel that this attempt will provide a good starting place for discussion in Workshop III. Since these guidelines do not represent the Task Force's discussion, we have typed them in italics.

PLANNING AREA III

Planning Area Guidelines

Management of the Natural Resource

Note: Because this area is subject of possible change, these guidelines cannot be reviewed in depth until after decisions are made during Workshop III.

Shoreline:

Within the developed portions of this Planning Area, the shoreline should be used intensively.

Modification of the shoreline is possible provided that it is consistent with other Planning Area Guidelines. Within the undeveloped portions of the Planning Area, the existing shorelines should remain unaltered. Maintenance of the shoreline along the railroad to the north is permitted.

Water Surface:

The primary function of the water surface in the southern portions of the planning area is transportation. Alteration of the water surface area is possible provided that it does not detract from the navigation capacity of the corridor or fish movement.

Water Quality and Hydraulics:

Any new development within the planning area will be required to meet discharge standards. Those standards should not cause a degradation in the existing water quality and should be balanced against the assimilative capacity of the area. New discharges should also be evaluated against any detrimental effects they might have to the waste treatment efforts of existing industry. Any structures or fills in the southern portion of the planning area should not have any detrimental effects on the hydraulic flow of the channel area and should not create any shoaling or other unnatural sediment movement and deposition.

Fish and Wildlife:

This Planning Area contains important fisheries and wildlife resources. The tideflats along the northern portion of the navigation channel are considered important for fish and shellfish migration. Alteration of the channel or the shoreline should not substantially detract from this migration function. The northwestern and western portions of the planning area, which also contain important fish and wildlife resources, will be managed consistent with guidelines for Planning Area V.

Vegetation:

Vegetation along the northern fringes of the planning area along with some of the northern salt marsh areas are considered important resources and will be given consideration in any development adjacent to those areas.

Aggregate and Minerals:

While no known aggregate or mineral deposits exist in situ within the planning area, utilization of upland areas for aggregate reclamation of dredge materials is considered generally consistent with the overall character of the planning area.

Development Within the Planning Area

Economic Base:

Note: The following statement represents only what we heard to be the consensus of the Task Force on the role of development within the planning area. If, after the discussions during Workshop III, no or little additional development is to occur in this planning area, additional statements will have to be added about the role of the natural resources to the local and regional economic base.

Within the committed, developed portions of this planning area, heavy industrial development is appropriate. Such areas are considered to be the principal industrial expansion areas for the region and together with Planning Area II, represent the priority areas for heavy urban development in the estuary. Unlike Planning Area II, regional and local commercial development is not considered appropriate in this planning area.

Use Character:

The predominant character of the water front in the eastern half of the planning area is heavy industrial development. The northern and western portions of the planning area represent the transition between the urbanized portions of the central estuary and the more natural areas in the western portions of the estuary.

Recreation:

Bankline and upland recreation within the planning area is not considered an important use. No substantial commitments should be made to direct water access from this planning area although water surface recreation use is considered appropriate.

Resource Harvesting:

Continued use of the planning area for commercial fisheries harvesting is considered appropriate, particularly in the northern and western portions. Active management of the planning area for resource harvesting will occur primarily in the western areas in conjunction with management programs in Planning Area V.

Structures and Fills:

Inwater and shoreline structures are appropriate within the developed portions of this planning area. Structures are preferred to fills except as permitted under other guidelines.

PLANNING AREA IV

Planning Area Guidelines

Management of the Natural Resources

Shoreline:

The shoreline within this planning area at present is substantially unaltered and should remain so. Minor alterations for erosion control and maintenance of adjacent facilities are permitted. No substantial alterations from the natural configuration will be permitted.

Water Surface:

Any alteration of the water surface is discouraged unless it will contribute directly to the enhancement of the fisheries resource or the waste assimilative capacity of the area.

Water Quality and Hydraulics:

This planning area serves a particularly important function in assimilating waste discharge for the upper estuary areas. Any new or redevelopment uses within the planning area will be required to meet discharge standards. Those standards should not cause the degradation of existing water quality and should be balanced against the assimilative capacity

of the area. New discharges should also be evaluated against any detrimental effects that they have to the waste treatment efforts of existing industry.

Fish and Wildlife:

This planning area is one of the prime fisheries and wildlife feeding and harvesting areas in the estuary. Active management programs for fisheries and habitat enhancement should be encouraged in this area. Portions of the planning area suitable for aquaculture should be protected and reserved for such uses. Whitcomb Flats is a potentially valuable oyster rearing area and should be managed.

Vegetation:

Existing riparian vegetation should be maintained. The saltmarsh and marsh areas in the Johns River area should be preserved in its existing state without alteration.

Aggregate and Minerals:

There are no known aggregate or mineral deposits in situ within the planning area. In general, extraction for aggregates or mineral mining is not compatible with the character of the planning area.

Development Within the Planning Area

Economic Base:

The planning area directly contributes to the local and regional economy through commercial fish harvest and indirectly through production of fish and wildlife. Additionally, the area provides recreational hunting, and fishing for both the local and regional recreationalist. The cranberry processing plant in the Ocosta Area, although a relatively small employer, is a critical link in the Northwest Cranberry Industry and should be continued.

Use Character:

The general character of the planning area is rural, large expanses of tidelands, and low intensity development. Any change in the intensity of the use of the area would be inconsistent with its predominant character.

Recreation:

The present recreational use of the planning area should be maintained, with no general increase in the intensity of the use. Opportunities for wildlife viewing should be encouraged.

Resource Harvesting:

Selected timber harvesting will be allowed within constraints of other planning area guidelines. Commercial fisheries is recognized as an important resource harvest activity in the planning area as is oyster rearing and other aquacultural interests.

Navigation:

The water surface is an important transportation route and fishing use area for commercial fisheries and sport fishermen. Navigation aides should be maintained for these shallow draft vessels.

Structures and Fills:

In general, filling within the planning area is inconsistent with the character of the area unless it will enhance the fisheries or wildlife habitat. Bank protection, navigational aides and inwater navigational mooring facilities are acceptable providing they meet the other planning guidelines for the area. Upland filling and structures are acceptable providing they are consistent with other planning area guidelines.

PLANNING AREA V

Planning Area Guidelines

Management of the Natural Resources

Shoreline:

The shoreline in this planning area will be maintained in its natural configuration. Bank protection and minor bank modification for erosion control will be permitted.

Water Surface:

The water surface will remain in its present configuration.

Water Quality and Hydraulics:

Existing high levels of the water quality will be maintained to ensure continued oyster production and high fishery and wildlife production values currently enjoyed in the area. Any major alterations to the estuary bed will not have a detrimental effect on the hydraulics of the tributary rivers and streams.

Fisheries and Wildlife:

Fish and wildlife resources are of extremely high value in the area and will be actively maintained and managed to ensure existing levels. Oyster production will be encouraged throughout the planning area. The Goose and Sand Island Refuges should be maintained.

Vegetation:

Selective harvesting of timber resources will be allowed in the planning area provided it does not detract from other planning area guidelines and utilizes accepted forest harvesting practices. All other vegetation, including marsh areas, will be maintained in their present condition with a particular emphasis on riparian vegetation.

Aggregate and Minerals:

No known deposits of minerals or aggregates exist in the planning area. Mining of aggregate or minerals will be discouraged unless directly associated with navigation maintenance needs.

Development Within the Planning Area

Economic Base:

The planning area provides direct support to the local and regional economy through recreational hunting and fishing, commercial fishing, oyster production, and agriculture. It provides secondary

support to the natural resource, fishery and wildlife resource base through fish rearing and habitat areas. These roles are important and should be maintained. Existing agricultural land in the cranberry area and small farming are considered compatible to the area and should continue.

Use Character:

The natural aquatic tideflat character of the area should be maintained along with the generally low intensity of use.

Recreation:

The present recreation use of the planning area should be maintained with no general increase in the intensity of the use. Passive recreational development related to wildlife viewing or hunting and fishing is compatible with the area and should be encouraged. High intensity recreational development should be discouraged.

Resource Harvesting:

Commercial fishing and oyster culture should be encouraged and continued as should sport fish and wildlife harvest. Selected timber harvesting will be allowed within the constraints of other planning area guidelines.

Navigation:

The major shipping channel in the southern portion of the planning area is a major transportation corridor and should be maintained. Navigational aides in the remainder of the planning area for shallow draft vessels should be maintained where appropriate.

Structures and Fill:

In general, structures and fills within the water area is inconsistent with the character of the area. Inwater structures are also considered inconsistent with the area except as necessary for navigational aides. Upland filling and structures may be acceptable if they do not detract from other planning area guidelines.

PLANNING AREA VI

Planning Area Guidelines

Management of the Natural Resources

Shoreline:

The existing shoreline within the planning area contains major structural modifications associated with the north jetty, bank protection devices, and the Ocean Shores marina. Continued maintenance of these facilities is consistent with other guidelines for this planning area. Other planning area shorelines will be managed as a finite resource, maintaining a natural configuration to as great an extent as possible.

Water Surface:

In general, the existing water surface will remain in its present configuration. Minor alterations for jetty and marina maintenance will be permitted.

Water Quality and Hydraulics:

Any alteration of the planning area should not detract from existing high water quality. Any modifications to the estuary bed will not have a detrimental effect on the hydraulics of the navigation channels and other waterways.

Fish and Wildlife:

Fish and wildlife resources will be managed at the present level. The Oyhut Game Refuge will continue to be an area of high priority for active wildlife management.

Vegetation:

Significant riparian vegetation and marsh and saltwater marsh exist throughout the planning area. Alteration of these areas should be minimal and selective. Any alteration to present vegetation should not detract from the overall character of the vegetation in the planning area.

Aggregate and Minerals:

No known deposits of mineral or aggregate resources exist in the planning area. Mining of minerals or aggregates will be discouraged unless directly associated with navigation maintenance needs.

Development Within the Planning Area

Economic Base:

The planning area provides a direct support to the local and regional economy through the recreation industry. The planning area serves as a portion of one of the two destination recreation centers in the Grays Harbor Area. Its recreation role is more passive in relation to the estuary and other water areas than is in Planning Area VIII although the Ocean Shores marina area does contribute to the sport and commercial fishing industries.

Use Character:

Use character of the planning area is a mixture of urban residential, recreational and estuarine. The character of the southern and western areas is marine, open sea. This mixed character should be maintained as it represents one of the planning area's primary assets.

Recreation:

The planning area is a major destination recreation center for Western Washington State. Permanent facilities to accommodate this demand should be maintained and selective additional facilities developed in a manner that is consistent with other guidelines. Active and passive recreation should be encouraged in all areas except the Oyhutt Game Refuge.

Resource Harvesting:

Major resource harvesting in the area associated with sport and commercial fishing should be continued.

Navigation:

The southern portion of the planning area includes the main harbor navigation channel. This vital transportation link to the upper estuary should continue to be maintained. The navigational channel into the Ocean Shores Marina is consistent with the character and guidelines for the planning area and should be maintained.

Structures and Fills:

In general, inwater fills and structures are not consistent with the overall character of the planning area. However, selective filling and inwater structures that directly support the overall role of the planning area and that do not detract from the overall character of the area will be permitted.

PLANNING AREA VII

Planning Area Guidelines

Management of the Natural Resources

Shoreline:

The shoreline in the planning area will be maintained in its present natural condition except those areas immediately proximate to the highway, bridge and erosion tidegates. Necessary maintenance facilities will be permitted.

Water Surface:

The water surface in the area will remain in its present configuration. Any reduction of existing water surface unless directly related to increased production of fish and wildlife is not consistent with the area's character or role within the estuary.

Water Quality and Hydraulics:

Existing high levels of water quality will be maintained. Any use which would reduce existing water quality would not be compatible with the long term use of the area.

Fish and Wildlife:

Fish and wildlife resources will be actively managed to maintain their current levels. Such programs will encourage wild population aquaculture including oyster production.

Vegetation:

Selective harvesting of timber resources will be allowed within the planning area, provided it does not detract from other planning area guidelines and utilizes accepted forest harvesting practices. All other vegetation, including all marsh areas, will be maintained in their present condition.

Aggregate and Minerals:

Aggregate and mineral harvest in this area is not compatible with other planning area guidelines.

Development Within the Planning Area

Economic Base:

The planning area provides direct support to the local and regional economy through recreational hunting and fishing. Additionally, it provides secondary support to the commercial fisheries industry as a fish rearing area. These two roles are most important to the Grays Harbor Region and should be maintained. The planning area also provides a unique role to the recreation industry through the private hunting clubs. Those uses should be encouraged and continued.

Use Character:

The general natural, unaltered character of the planning area should be maintained. Any deviation from the existing character is possible only on the eastern and northern extremes of the planning area, and then only in the uplands or areas immediately adjacent to the highway. No substantial developed uses should occur within this planning area.

Recreation:

The current level of recreation use should be maintained with no general increase in use intensity. Limited additional pedestrian access may be acceptable but without major supporting facilities. Existing private duck clubs and facilities are compatible uses in the planning area.

Resource Harvesting:

Timber harvesting will be allowed within the constraints of other planning area guidelines. Commercial and recreational fishing and hunting are considered beneficial uses of the area as is oyster production and harvest.

Navigation:

While there is an authorized navigation channel from Westport to the Elk River Bridge, dredging to maintain the channel to its authorized depth is not compatible with the area. Inwater navigation aides for shallow draft vessels are acceptable as necessary.

Structures and Fills:

In general, inwater filling within the planning area is inconsistent with the character and use of the area. Inwater structures, other than those required for navigation safety and the existing highway are also inconsistent with the character and use of the area. Upland filling and structures may be acceptable provided they do not detract from other planning area guidelines.

PLANNING AREA VIII

Planning Area Guidelines

Management of the Natural Resources

Shoreline:

The highly altered shorelines in the northerly and easterly portion of the planning area should be maintained and are considered acceptable alterations to the shoreline. The natural shoreline in the

Moon Bay Area and in the southern portion of the planning area should be maintained as a direct support for fish and wildlife and as a transition to Planning Area VII.

Water Surface:

Water Quality and Hydraulics:

The existing high levels of water quality will be maintained to ensure the continued production of fish and wildlife and oysters adjacent to the planning area. Any new discharges will be evaluated to determine any detrimental effects they might have on existing water quality.

Fish and Wildlife:

Fish and wildlife resources will be managed to maintain their present condition.

Vegetation:

The primary vegetation existing in this planning area is marsh. The marsh areas in the southern portion of the Puanning Area, near Grass Island, should be maintained in its present condition. The additional marsh areas east and north of the present airport should be maintained to the maximum extent possible. Under no circumstances will more than percent of the salt marsha area between and the present marina be destroyed through filling or other actions without in kind replacement and/or enhancement of other areas within the planning area.

Aggregate and Minerals:

There are no known deposits of commercially significant aggregate and minerals within the area. Development of discovered resources should be only in conjunction with navigation channel maintenance.

Development Within the Planning Area

Economic Base:

The planning area provides a direct contribution to the local and regional economy through commercial fisheries and sport fishery recreation. It represents the other major recreation destination center in the Grays Harbor Region in addition to Ocean Shores. The economic base of the planning area is dominated by the recreation and fisheries industries and draws on a large northwest market for its support. Continuation of this economic role is considered appropriate within the Grays Harbor Region. Expansion of the economic activities of the planning area into areas unrelated to recreational and commercial fishing is not considered appropriate.

Use Character:

The predominant character of the northern and central portions of the planning area is highly developed marine oriented recreation and fishing uses. This character should be continued and enhanced. The southern portion of the planning area represents a transition from the more developed northern areas to the natural areas in Planning Area VII. This transition is important to maintain the integrity of both areas. No substantial development should occur in this southern area.

Recreation:

The area represents the major destination recreation center associated with sport fishing. Facilities in support of this activity should be encouraged.

Resource Harvesting:

This planning area is the focus for commercial fish harvesting and processing within the Grays Harbor Region. The continuation and enhancement of those operations is compatible with role and character of the planning area. The greatest portion of sport fisheries harvest is landed in this area. Support facilities for this harvest activity should be maintained and encouraged.

Navigation:

Continued maintenance of the navigation channel into the marina area is critical to the primary economic role of the planning area. Maintenance of the authorized channel into planning area VII is not considered appropriate to the guidelines of that planning area. Navigation aides are appropriate in the planning area.

Structures and Fills:

In general, major inwater filling is considered inconsistent with other planning area guidelines, the fisheries resource and navigation. Inwater structures may be appropriate in existing developed areas and in direct support of the recreation or fisheries industry. Navigational structures and erosion control devices such as jetties and groins are acceptable uses in the area. Upland filling and structures are acceptable providing they do not detract from other planning area guidelines.

TO: Grays Harbor Estuary Planning Task Force

FROM: The Montagne/Wilsey & Ham Planning Team

SUBJECT: Agenda for Workshop III

FILE: Schedules & Agendas

Grays Harbor
Estuary Management Plan

Montagne - Bierly Assoc.
Wilsey & Ham

Workshop III is the last of the three scheduled workshops in this portion of the planning program. Because of the remaining issues to be discussed and decisions to be made, this workshop will be an intensive session. We will start at 9:30 a.m. on Wednesday, June 8 and stop at approximately 5:30 p.m. We plan to have a night session on Wednesday which will begin at 7:30 p.m. The Thursday session will begin at 8:30 a.m. and close at approximately 4:00 p.m. The following is the major agenda for those sessions.

Wednesday, June 8, 1977

Day Session

- o Ratify and modify Planning Area Guidelines
- o Select/determine water dependency definition and procedures for application of definition to study area
- o Ratify and modify geographic management zones

Night Session

- o Finalize agreements on Bowerman Field issue

Thursday, June 9, 1977

Day Session

- o General ratification of management category definitions and Standard Uses Matrix
- o Assignment of management categories to geographic management zones
- o Zone by zone review to determine exceptions to Standard Uses
- o Consultants recap · where we are and where we go

DATE: June 2, 1977
TO: Grays Harbor Estuary Planning Task Force
FROM: The Montagne/Wilsey & Ham Planning Team

SUBJECT: PRELIMINARY MANAGEMENT ZONES AND PRELIMINARY STANDARD USES MATRIX

FILE: Phase II - Management Concepts and Definitions

Grays Harbor
Estuary Management Plan

Montagne - Bierly Assoc.
Wilsey & Ham

The enclosed materials represent an attempt by the consultant team to prepare a completed version of the standards uses that would be likely to be permitted within the various management categories. Additionally, the team has made an attempt at geographically subdividing the estuary into management zones.

Both of these efforts should be considered preliminary and have been done primarily to facilitate discussion during the coming workshop. We have used the discussions from previous workshops to guide our decisions in both cases but will be asking the Task Force to review and modify these during Workshop III.

In reviewing the Standard Uses matrix, refer to the memorandum that was handed out during the last workshop entitled "Use Categories" for the definitions of the eight management categories.

Standard Uses

Estuary Management Plan

Montagne Bierly Assoc.
Wilsey & Ham

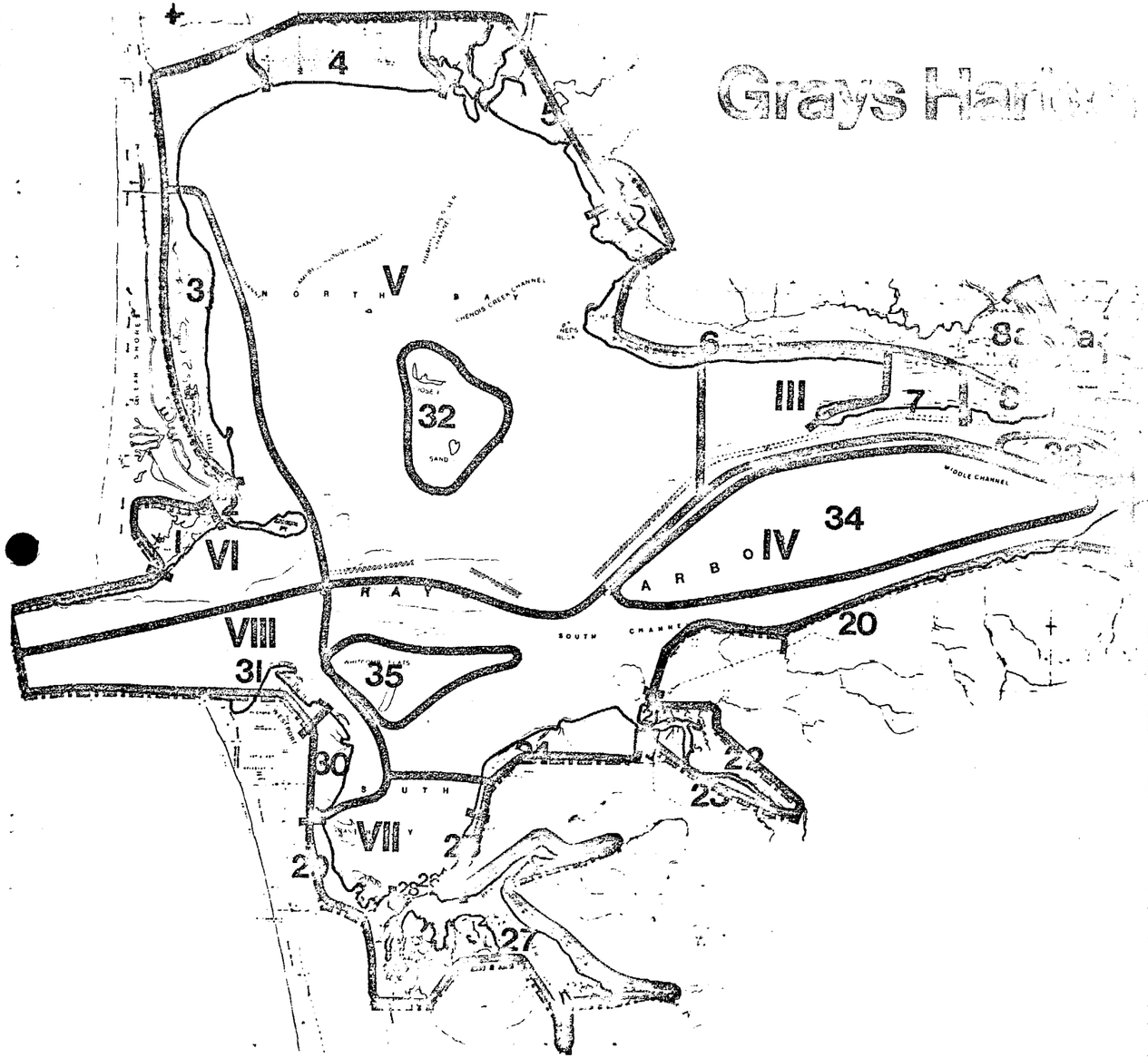
● PERMITTED USES
■ CONDITIONAL USES

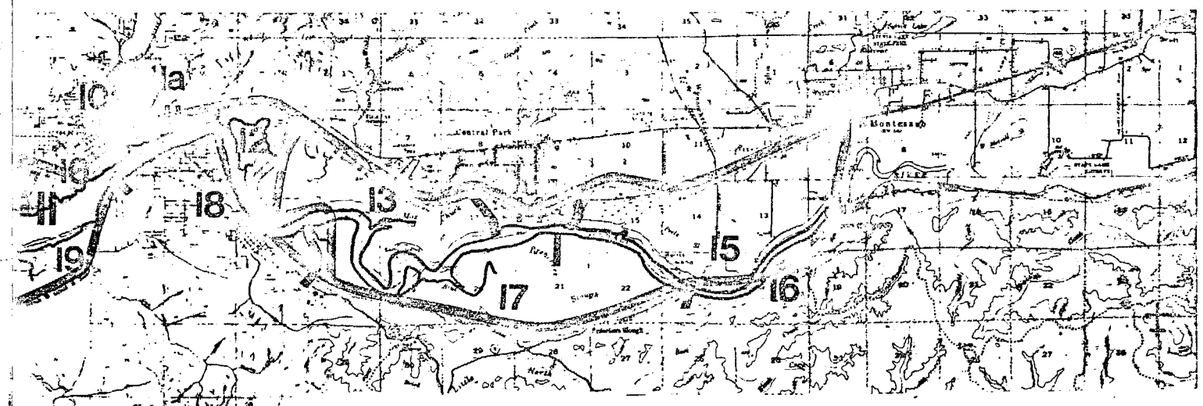
		NATURAL	CONSERVANCY		RURAL		URBAN		
		NATURAL	CONSERVANCY NATURAL	CONSERVANCY MANAGED	RURAL LOW INTENSITY	RURAL AGRICULTURAL	URBAN RESIDENTIAL	URBAN DEVELOPMENT	URBAN MIXED
PORT FACILITIES	DOCK & WAREHOUSE FACILITIES						■	●	●
	PORT TERMINAL FACILITIES							●	■
	SHIP BERTHING							●	
	BARGE BERTHING							●	
	SHIP CONSTRUCTION & REPAIR							●	
MANUFACTURING & OTHER	FOSSIL FUEL PRODUCT'N & PROCESSIN							●	
	FOREST PRODUCTS PROCESSING							●	■
	WATER DEPENDENT FABRICATION OPNS							●	●
	METALS PROCESSING FACILITIES							●	
	MINERAL EXTRACTION & PROCESSING			■	●	●		●	
	LOG STORAGE				●			●	■
	MARINAS				■		●		●
TRANSPORTATION	SHIPPING & NAVIGATION		●	●	●	●	●	●	●
	FERRIES		●	●	●	●	●	●	●
	AIRPORTS				■		■	●	●
	BRIDGES		■	●	●	●	●	●	●
	CAUSEWAYS			■	■	■	■	■	■
FOOD INDUSTRY	COMMERCIAL FISHING AREAS	●	●	●	●	●	●	●	●
	SHELL FISHING AREAS	●	●	●	●	●			
	AQUACULTURE AREAS		■	●	●	●			
	FISH PROCESSING OPERATIONS			■	■	■	■	●	●
RECREATION	PUBLIC FISHING AREAS	●	●	●	●	●	●	●	●
	WATER DEPENDENT HUNTING	●	●	●	●	●			
	PLEASURE BOATING	●	●	●	●	●	●		●
	CAMPING		■	●	●	■	■		■
	PUBLIC BOAT RAMP		■	●	●	■	●		●
	PARK/PARKWAY			■	●	■	●		●
RESIDENTIAL	FLOATING HOMES						■		■
	URBAN DENSITIES						●		●
	RURAL/LOW INTENSITY			■	●	■			
	RURAL/AGRICULTURAL			●	■	●			
AGRICULTURAL	MAJOR CULTIVATED CROPS					●			
	PASSIVE AGRICULTURE			●	●	●			
	SUBSISTENCE/LOCAL MARKET FARMING		■	●	●	●			
	TREE FARMS		■	●	●	●			
	TIMBER PRODUCTION		■	●	●	●			
NATURAL AREAS	ESTUARINE & MARINE SANCTUARIES	●							
	WILDLIFE REFUGES	●	●	●	●	■			
	IMPORTANT FOOD CHAIN AREAS	●	●	●	●	●	●	●	●
	SIGNIFICANT WILDLIFE HABITAT	●	●	●	●	●	●		●
	CRITICAL WILDLIFE HABITAT	●	●	●	●	●			
	UNIQUE NATURAL & CULTURAL AREAS	●	●	●					

Grays Harbor Estuary Management Program

For Grays Harbor Regional Planning Commission

Montagne-Bierly Associates, Inc.





Preliminary Management Zones

7 — Management Zones

35 — Planning Areas

VII

DATE: June 21, 1977
TO: Grays Harbor Estuary Planning Task Force
FROM: The Montagne/Wilsey & Ham Planning Team

SUBJECT: FINAL DRAFT OF THE PLANNING AREA DESCRIPTIONS AND GUIDELINES (except guidelines for Area III)
FILE: Phase II - Mangement Concepts and Definitions

Grays Harbor
Estuary Management Plan

Montagne - Bierly Assoc.
Wilsey & Ham

The following pages represent a final draft of revised Planning Area Descriptions and Guidelines. Guidelines for Planning Area III have not been included pending agreement on the issues.

PLANNING AREA DESCRIPTIONS AND GUIDELINES

The Grays Harbor Management Plan Study Area has been divided into eight Planning Areas. In general, each area represents a common set of natural and man related influences. Five general criteria were used to establish the boundaries for the planning areas. These criteria include:

- o land ownership
- o political jurisdictions
- o existing uses
- o areas of existing or possible conflict
- o physical boundaries or features

The planning areas provide a basis for describing how different areas of the estuary presently function and how they might function in the future in terms of both the natural systems and man's activities. The following pages represent first a description of each planning area as it presently exists and second a set of statements that are designed to provide guidelines for how the planning area should be used in the future. It should be emphasized that the Planning Area Guidelines are designed to be inter-related within a planning area. No single guideline can be used alone to support an individual project, rather the project must show conformance to the intent of all guidelines for that planning area.

PLANNING AREA I

Area Description

Predominant Character:

The predominant character of Planning Area I is natural, with a major influence from the fresh water system of Chehalis River. It is an area of limited access and sparse development.

Major Committed Uses:

The predominant use of the planning area is for hunting and fishing as well as non-consumptive resource use (wildlife observation). Secondary committed uses include the gravel extraction operations and agricultural areas in the upriver portions of the planning area.

Major Existing or Potential Conflicts:

No major conflicts exist within the planning area. Potential conflicts exist with industrial development pressures in the western portion behind the Junction City area and with possible development proposals for the many small parcels that exist in the area. Such proposals would conflict with the predominant character and use of the area. It is not believed that continued operation of the gravel extraction facility poses a major conflict.

Planning Area Assets:

The majority of the planning area is important as a water containment area. It operates as a storage area for flood waters from up-river areas as well as tidal surging. In accommodating this hydrologic function, it serves as a valuable area for water fowl nesting and for recreation hunting and observation. The river corridor is a necessary area for fish passage and rearing.

Planning Area Guidelines

Management of the Natural Resource

Bankline:

The bankline within Planning Area I will be maintained in its natural configuration except as specifically provided through other guidelines and policies.

Water Area:

The water surface area will remain in its present configuration or as allowed by other guidelines and policies.

Water Quality and Hydraulics:

Any alterations to this planning area should not detract from its ability to function as a water storage area. Existing high levels of water quality will be maintained.

Fish and Wildlife:

Fish and wildlife resources will be managed to maintain or enhance their present condition.

Vegetation:

Selective harvesting of timber resources will be allowed within the planning area. Such activities will not detract from other planning area guidelines and will adhere to accepted forest harvesting practices. All other vegetation including marsh areas will be maintained in their present condition.

Aggregate and Minerals:

The long term importance of aggregate resources to the economy of the area cannot be stressed enough. Current practices within the planning area will be allowed to continue within the guidelines of a reclamation plan and in accordance with practices that are consistent with other planning area guidelines.

Development Within the Planning Area

Economic Base:

The planning area provides indirect support to the local and regional economy through recreational hunting and fishing. Additionally it provides secondary support to the commercial fisheries industry as a fish rearing area. These two roles are important to the Grays Harbor community and should be maintained. Both the eastern and western portions of the planning area provide limited opportunities for industrial or agricultural development. These should be considered transitional only to uses in adjacent planning areas and should not detract from the ability to achieve other planning area guidelines.

Use Character:

The general natural, unaltered character of the planning area should be maintained. Any deviation from that character should occur only at the eastern or western boundaries.

Recreation:

The current level of recreation use should be maintained with no general increases in use intensity. Limited additional pedestrian access may be possible but without supporting facilities (parking areas, roads, etc.).

Resource Harvesting:

Existing aggregate extraction along with selective timber harvesting will be allowed within the constraints of other planning area guidelines.

Navigation:

The river surface and supporting navigation channel are important to the regional economy. Continued maintenance of the channel at its present depth is consistent with the character of the planning area. Any dredging done in conjunction with the authorized channel shall be consistent with other planning area guidelines.

Structures and Fills:

In general, filling within the planning area is inconsistent with the character of the area and with other guidelines except for limited bankline maintenance. In-water structures are also inconsistent with the character and guidelines of the area except for limited personal boat docks. Upland filling and structures including regional public facilities, may be acceptable on a case by case basis provided they do not detract from other planning area guidelines.

PLANNING AREA II

Area Description

Predominant Character:

Planning Area II is a high intensity, urban area with a mix of industrial, commercial and marine uses. The mix of uses is more oriented to urban commercial than to heavy industry although some heavy industry is present. Much of the character of the planning is formed from the convergence of highway, rail and water transportation systems.

Major Committed Uses:

In addition to existing industrial, urban commercial and marine uses, the planning area is also an important fish passage area for the upriver feeding, spawning and rearing areas; it provides commercial fishery for migrating fish; some water fowl nesting areas exist in the southwestern portions; log storage areas and industrial waste discharge occur within this area; and major regional and north and south estuary linkages exist in this planning area.

Major Existing or Potential Conflicts:

The primary conflicts occur as a result of the demands of urban development and the needs of the water system to support fish passage. As the focal point for development and transportation, high demands are placed on the water system and thereby the quality of the water. As the focal point for fish migration, water quality is a critical factor for fish movement and in-transit feeding.

Planning Area Assets:

The area has good connections to all major regional transportation systems; although somewhat limited, back-up land for industrial and commercial development is available in portions of the planning area, particularly in the Junction City area and along portions of the south shore; relatively low channel maintenance requirements exist through most of the planning area because of good currents; some relatively productive feeding and rearing areas do exist for crab and fish, particularly in the western portion of the planning area.

Planning Area Guidelines

Management of the Natural Resource

Bankline:

Use of the Bankline should be for intensive development with a particular priority to the central and western portions of the

shore for the more intensive uses. Redevelopment is an important management and development strategy in this planning area as little undeveloped land presently exists.

Water Area:

The primary function of the water area is transportation for both marine vessels and fish. Alteration of the water surface area is possible provided that it does not detract from the navigation capacity of the corridor or fish movement. Maintenance of a more natural bankline along the western portions of the south shore will be encouraged to insure adequate areas for fish feeding.

Water Quality and Hydraulics:

Any new or redeveloped uses within the planning area will be required to meet water quality standards. Waste discharge should not cause a degredation in the existing water quality and should be balanced against the assimilative capacity of the area. New discharges should also be evaluated against any detrimental effects they might have to the waste treatment efforts of existing industry.

Fish and Wildlife:

Except for the southwestern portion, this planning area is not considered a prime fish or wildlife area. An active wildlife and fishery management program in all but the southwestern area is not consistent with the overall character of the area although the fish and wildlife resource is important, particularly as it supports other areas of the estuary and river system.

Vegetation:

The salt marsh areas on the south shore are considered important for the support of the fish movement through the planning area. The riparian vegetation adjacent to Charley and Newskah Creeks is important and should be protected but will not be actively managed.

Aggretate and Minerals:

While no known aggregate or mineral deposits exist in situ within the planning area, utilization of upland areas for aggregate reclamation of dredge materials is considered generally consistent with the overall character of the planning area.

Development Within the Planning Area

Economic Base:

This planning area is the focal point for a large regional area particularly as related to regional transportation systems. Com-

mercial and industrial uses that depend upon and directly support the needs of the regional market are seen as appropriate to this planning area. Additionally, the passage of fish through this area to and from up-river feeding, spawning and rearing areas, is an import link to the commercial and sport fisheries industry.

Use Character:

The over-riding character of the planning area is that of high intensity urban development that is consistent with other planning area guidelines.

Recreation:

Recreation use within the planning area is an important but not dominant use. Existing recreational water access should be maintained and improved with additional access developed. Opportunities to use the visual qualities of both the water and industrial activities will be encouraged.

Resource Harvesting:

Resource harvesting is not a primary activity within this planning area, but is acceptable provided it is consistent with other planning area guidelines.

Navigation:

Continued use of the water surface and corridor for navigation has high priority within the planning area.

Structures and Fills:*

In-water and shoreline structures are permissible in this planning area although their use in the western portions of the south shore will be restricted. In all cases, in-water structures are preferred to fills.

*Note: Refer to Management Zone policies for more specific guidelines.

PLANNING AREA III

Area Description

Predominant Character:

Planning Area III is a mixture of urban-industrial development and natural resource areas. The predominant developed character is heavy industrial and port facilities. Within the natural resource areas, the character is tide flats and salt marsh.

Major Committed Uses:

Committed developed uses include: major industrial and port development, regional air and rail transportation, upland log storage, and dredged material disposal. Committed resource uses include: water fowl and shore bird resting, feeding and rearing areas, fish rearing and passage, crab rearing and commercial fishing.

Major Existing or Potential Conflicts:

The primary conflicts exist between the demands for the development of new industrial areas and the loss of fish and wildlife habitat that would result from the required filling. Specific conflicts result from potential dredge material disposal associated with both channel deepening and maintenance, filling of tide flat areas north and west of Bowerman Field and along the south shoreline of Bowerman Field to Hoquiam River, and use of filled lands and shorelines for non-water dependent uses.

Planning Area Assets:

The planning area represents the prime area remaining for large industrial expansion in immediate proximity to the navigation channel, land-based transportation facilities, other urban facilities and a local labor force. At the same time, it represents an area of high food production for water fowl, shore birds, crab and fish.

Planning Area Guidelines

No guidelines yet established

PLANNING AREA IV

Area Description

Predominant Character:

The predominant character of Planning Area IV is aquatic (water as opposed to land), with heavy tidal influence and low intensity development.

Major Committed Uses:

The use of the area is mixed, with substantial committments to commercial fishing, oyster production and crab and fish rearing. Additional important uses include hunting and recreational fishing, wildlife observation and sparse upland development, including some agricultural products' processing.

Major Existing or Potential Conflicts:

The planning area is relatively free of conflict except for the potential effects of navigation channel dredging and spoiling on adjacent oyster rearing areas. This is particularly true in the Whitcomb Flats area of the realigned channel. The ability of the area to maintain its natural productivity and continue to assimilate up-river waste discharge could be a long-term conflict.

Planning Area Assets:

The planning area contributes substantially to commercial and sport fishing and to shellfish productivity. Its large water area allows it to play an important role in waste assimilation. Finally, the area is without substantial development pressures.

Planning Area Guidelines

Management of the Natural Resources

Bankline:

The majority of the bankline within this planning area at present is unaltered and should remain so. Minor alterations for erosion control and maintenance of adjacent facilities are permitted. No substantial alterations from the natural configuration will be permitted.

Water Area:

Any alteration of the water area is discouraged unless it will contribute directly to the enhancement of the fisheries resource or the waste assimilative capacity of the area.

Water Quality and Hydraulics:

This planning area serves a particularly important function in assimilating waste discharge for the upper estuary areas. Any new or redeveloped uses within the planning area will be required to meet water quality standards. Waste discharge standards should not cause the degradation of existing water quality and should be balanced against the assimilative capacity of the area. New discharges should also be evaluated against any detrimental effects that they have to the waste treatment efforts of existing industry.

Fish and Wildlife:

This planning area is one of the prime fisheries and wildlife feeding and harvesting areas in the estuary. Active management programs for fisheries and habitat enhancement should be encouraged in this area. Portions of the planning area suitable for aquaculture should be protected and reserved for such uses. Whitcomb Flats area should be managed as a potentially valuable oyster rearing area.

Vegetation:

Existing vegetation should be maintained throughout this planning area. The saltmarsh and marsh areas in the Johns River area in particular should be preserved in their existing state without alteration.

Aggregate and Minerals:

Although aggregate or mineral deposits are known to exist within the planning area, mining is not compatible with the character of the planning area with other guidelines.

Development Within the Planning Area:

Economic Base:

The planning area directly contributes to the local and regional economy through commercial fish harvest and indirectly through production of fish and wildlife. Additionally, the area provides recreational hunting, and fishing for both the local and regional recreationalist. The cranberry processing plant in the Ocosta Area, although a relatively small employer, is a critical link in the Northwest Cranberry Industry and should be continued.

Use Character:

The general character of the planning area is rural, large expanses of tidelands, and low intensity development. Any change in the intensity of the use of the area would be inconsistent with its predominant character.

Recreation:

The present recreational use of the planning area should be encouraged, with no general increase in the intensity of the use. Opportunities for wildlife viewing should be encouraged.

Resource Harvesting:

Selected timber harvesting will be allowed within constraints of other planning area guidelines. Commercial fisheries is recognized as an important resource harvest activity in the planning area as is oyster rearing and other aquacultural interests.

Navigation:

The water surface is an important transportation route and fishing use area for commercial fisheries and sport fishermen. Navigation aides should be maintained for these shallow draft vessels.

Structures and Fills:

In general, filling within the planning area is inconsistent with the character of the area unless it will enhance the fisheries or wildlife habitat. Bank protection, navigational aides and inwater navigational mooring facilities are acceptable providing they meet the other planning guidelines for the area. Upland filling and structures are acceptable providing they are consistent with other planning area guidelines.

PLANNING AREA V

Area Description

Predominant Character:

The predominant character of the planning area is natural, aquatic with heavy tidal influence. Along with Planning Area VII, this is the least disturbed planning area in the estuary.

Major Committed Uses:

Primary uses within the planning area include resource production and harvesting. Specific uses include: oyster and fish rearing, water fowl and shore bird resting, feeding and rearing, recreation and commercial harvesting of fish, shellfish, and wildlife, and uplands agriculture.

Major Existing or Potential Conflicts:

The only foreseeable conflict is with upland residential development pressures in the northwestern portions of the planning area.

Planning Area Assets:

The planning area contains the largest water surface area within the estuary. Additionally, it contains the largest population of water fowl and shore birds, one of the estuary's largest fisheries and a substantial amount of the oyster rearing and harvesting in the estuary. Perhaps its greatest asset is that it lacks conflicts.

Planning Area Guidelines

Management of the Natural Resources

Bankline:

The bankline in this planning area will be maintained in its natural configuration. Bank protection and minor bank modification for erosion control will be permitted.

Water Area:

The water area should be maintained in its present configuration.

Water Quality and Hydraulics:

Existing high levels of the water quality will be maintained to ensure continued oyster production and high fishery and wildlife production values currently enjoyed in the area. Any major alterations to the estuary bed will not have a detrimental effect on estuary hydraulics.

Fisheries and Wildlife:

Fish and wildlife resources are of extremely high value in the area and will be actively maintained and managed to ensure existing levels. Oyster production will be encouraged throughout the planning area. The Goose and Sand Island Refuges should be maintained.

Vegetation:

Selective harvesting of timber resources will be allowed in the planning area provided it does not detract from other planning area guidelines, utilizes accepted forest harvesting practices, and is consistent with other applicable regulations. All other vegetation, including marsh areas, will be maintained in their present condition with a particular emphasis on riparian vegetation.

Aggregate and Minerals:

Although deposits of minerals and aggregates are known to exist in the planning area, mining of them will be discouraged unless directly associated with navigational maintenance needs.

Development Within the Planning Area

Economic Base:

The planning area provides direct support to the local and regional economy through recreational hunting and fishing, commercial fishing, oyster production, and agriculture. It provides secondary support to the natural resource, fishery and wildlife resource base through fish rearing and habitat areas. These roles are important and should be maintained. Existing agricultural land in the cranberry area and small farming are considered compatible to the area and should continue.

Use Character:

The natural aquatic tideflat character of the area should be maintained along with the generally low intensity of use.

Recreation:

The present recreation use of the planning area should be maintained with no general increase in the intensity of the use. Passive recreational development related to wildlife viewing or hunting and fishing is compatible with the area and should be encouraged. High intensity recreational development should be discouraged.

Resource Harvesting:

Commercial fishing and oyster culture should be encouraged and continued as should sport fish and wildlife harvest. Selected

timber harvesting will be allowed within the constraints of other planning area guidelines.

Navigation:

The major shipping channel in the southern portion of the planning area is a major transportation corridor and should be maintained. Navigational aides in the remainder of the planning area for shallow draft vessels should be maintained where appropriate.

Structures and Fill:

In general, structures and fills within the water area is inconsistent with the character of the area, except for limited personal boat docks. Inwater structures are also considered inconsistent with the area except as necessary for navigational aides and limited bankline maintenance. Upland filling and structures may be acceptable if they do not detract from other planning area guidelines.

PLANNING AREA VI

Area Description

Predominant Character:

The character of this planning area is a mixture of urban, residentai/recreational and estuarine. While there is substantial urban development with homes, home sites, a marina and other businesses, the area also contains areas of more natural, estuarine influence.

Major Committed Uses:

Primary committed uses within the planning area include the Oyhut Wildlife Recreation area, the Ocean Shores marina, developed homes and homesites, recreational hunting and fishing, passive recreational/water use on large areas of publically owned waterfront lands, the north jetty and oyster rearing and harvesting.

Major Existing or Potential Conflicts:

Most conflicts relate to the continued development of the residential/recreational uses in the City of Ocean Shores and the preservation of unique or important natural areas along the shoreline. The major specific conflicts are with the proposed relocation of the Ocean Shores airport to a site along the shoreline and with the marina entrance channel maintenance dredging and spoiling.

Planning Area Assets:

A principal asset of this planning area is its ability to absorb a substantial amount of the long-term demand for recreational/residential development and destination tourism. It also contains areas that contribute to the total productivity of the estuary and unique areas (such as the Oyhut Refuge) that have permanently preserved natural assets. Its proximity to the ocean is also considered an asset.

Planning Area Guidelines

Management of the Natural Resources

Bankline:

The existing bankline within the planning area contains major structural modifications associated with the north jetty, bank protection devices, and the Ocean Shores marina. Continued maintenance of these facilities is consistent with other guidelines for this planning area. Other planning area banklines will be managed as a finite resource, maintaining a natural configuration to as great an extent as possible.

Water Area:

In general, the existing water area will remain in its present configuration. Minor alterations for jetty and marina maintenance will be permitted.

Water Quality and Hydraulics:

Any alteration of the planning area should not detract from existing high water quality. Any modifications to the estuary bed will not have a detrimental effect on estuary hydraulics.

Fish and Wildlife:

Fish and wildlife resources will be managed at or above the present level. The Oyhut Game Refuge will continue to be an area of high priority for active wildlife management.

Vegetation:

Significant riparian vegetation and marsh and saltwater marsh exist throughout the planning area. Alteration of these areas should be minimal and selective. Any alteration to present vegetation should not detract from the overall character of the vegetation in the planning area.

Aggregate and Minerals:

Mining of minerals or aggregates will be discouraged unless directly associated with navigation maintenance needs.

Development Within the Planning Area

Economic Base:

The planning area provides a direct support to the local and regional economy through the recreation industry. The planning area serves as a portion of one of the two destination recreation centers in the Grays Harbor Area. Its recreation role is more passive in relation to the estuary and other water areas than is in Planning Area VIII, although the Ocean Shores marina area does contribute to the sport and commercial fishing industries.

Use Character:

Use character of the planning area is a mixture of urban residential, recreational and estuarine. The character of the southern and western areas is marine, open sea. This mixed character should be maintained as it represents one of the planning area's primary assets.

Recreation:

The planning area is a major destination recreation center for Western Washington State. Permanent facilities to accommodate this demand should be maintained and selective additional facilities developed in a manner that is consistent with other guidelines. Active and passive recreation should be encouraged in all areas.

Resource Harvesting:

Major resource harvesting in the area associated with sport and commercial fishing should be continued.

Navigation:

The southern portion of the planning area includes the main harbor navigation channel. This vital transportation link to the upper estuary should continue to be maintained. The navigational channel into the Ocean Shores Marina is consistent with the character and guidelines for the planning area and should be maintained.

Structures and Fills:*

In general, inwater fills and structures are not consistent with the overall character of the planning area except as required to maintain existing facilities.

*Note: Refer to Management Zone Policies for more specific guidelines.

PLANNING AREA VII

Area Description

Predominant Character:

The predominant character of the planning area is natural.

Major Committed Uses:

In addition to a substantial fish and shell fish resource and wildlife habitat, the area is committed, through private clubs, as a major private recreational area for hunting and wildlife observation. The small residential area of Bay City is also a part of this planning area.

Major Existing or Potential Conflicts:

The planning area is relatively free of conflicts although maintenance of the authorized channel could create pressures for uses that would be inconsistent with the predominant character of the area.

Planning Area Assets:

The principal asset of the planning area is that it is a relatively undisturbed natural area with no conflicts or pressures.

Planning Area Guidelines

Management of the Natural Resources

Bankline:

The bankline in the planning area will be maintained in its present natural condition except those areas immediately proximate to the highway, bridge and erosion tidegates. Necessary maintenance of existing facilities will be permitted.

Water Area:

The water area will remain in its present configuration. Any reduction of the existing water area, unless directly related to increased production of fish and wildlife, is not consistent with the area's character or role within the estuary.

Water Quality and Hydraulics:

Existing high levels of water quality will be maintained. Any use which would reduce existing water quality would not be compatible with the long-term use of the area.

Fish and Wildlife:

Fish and wildlife resources will be actively managed to maintain and enhance their current levels. Such programs will encourage aquaculture (including oyster production).

Vegetation:

Selective harvesting of timber resources will be allowed within the planning area, provided it does not detract from other planning area guidelines and utilizes accepted forest harvesting practices. All other vegetation, including all marsh areas, will be maintained in their present condition.

Aggregate and Minerals:

The mining of aggregate and mineral resources in this area is not compatible with other planning area guidelines.

Development Within the Planning Area

Economic Base:

The planning area provides direct support to the local and regional economy through recreational hunting and fishing. Additionally, it provides secondary support to the commercial fisheries industry as a fish rearing area. These two roles are most important to the Grays Harbor Region and should be maintained. The planning area also provides a unique role to the recreation industry through the private hunting clubs. Those uses should be encouraged and continued.

Use Character:

The general natural, unaltered character of the planning area should be maintained. Any deviation from the existing character is possible only on the eastern and northern extremes of the planning area, and then only in the uplands or areas immediately adjacent to the highway. No substantial developed uses should occur within this planning area.

Recreation:

The current level of recreation use should be maintained with no general increase in use intensity. Limited additional pedestrian access may be acceptable but without major supporting facilities. Existing private duck clubs and facilities are compatible uses in the planning area.

Resource Harvesting:

Timber harvesting will be allowed within the constraints of other planning area guidelines. Commercial and recreational fishing and hunting are considered beneficial uses of the area as is oyster production and harvest.

Navigation:

While there is an authorized navigational channel from Westport to the Elk River Bridge, dredging to maintain the channel to its authorized depth is not compatible with the area. Inwater navigation aides for shallow draft vessels are acceptable as necessary.

Structures and Fills:*

In general, inwater filling within the planning area is inconsistent with the character and use of the area. Inwater structures, other than those required for navigation safety and the existing highway are also inconsistent with the character and use of the area. Upland filling and structures may be acceptable provided they do not detract from other planning area guidelines.

*Note: Refer to Management Zone policies for more specific guidelines.

PLANNING AREA VIII

Area Description

Predominant Character:

The predominant character of the planning area is urban fishing. The substantial commercial and sport fishing facilities and supporting activities dominate the physical, social and economic character of the developed portion of the planning area.

Major Committed Uses:

Committed uses are those that directly relate to the commercial and sport fishing industries. Those facilities include a marina, airport, state park, fish processing industries, supporting commercial and tourist facilities and the south jerry, revetment and groin system. Productive salt marsh areas also exist in the south part of the planning area.

Major Existing or Potential Conflicts:

The principal conflicts occur with proposals to continue to develop fishing and tourism facilities and the adjacent estuarine resources. Specific conflicts include expansion of the marina and airport site, continuing increases in the overall intensity of use of the shoreline and adjacent water areas, in-water dredge materials disposal and general shoreline property development.

Planning Area Assets:

The primary assets of the planning area are its proximity to the ocean and its substantial committment to support the commercial and sport-fishing industry. Additionally, the planning area marina facilities serve as the port of refuge for a substantial area of the Washington Coast.

Planning Area Guidelines

Management of the Natural Resources

Bankline:

The highly altered banklines in the northerly and easterly portion of the planning area should be maintained and are considered acceptable alterations. The natural bankline in the Half Moon Bay area and in the southern portion of the planning area shall be managed as a finite resource maintaining a natural configuration to as great an extent as possible.

Water Area:

The existing water area will remain substantially in its present configuration. Minor alternations for maintenance of the existing bankline, protective structures and the marina access channel will be permitted.

Water Quality and Hydraulics:

The existing high levels of water quality will be maintained to ensure the continued production of fish and wildlife and oysters adjacent ot the planning area. Any new developments or discharges will be evaluated to determine any detrimental effects they might have on existing water quality.

Fish and Wildlife:

Fish and wildlife resources will be managed to maintain and enhance their present condition.

Vegetation:

The primary vegetation existing in this planning area is marsh. The marsh areas from the airport south will be maintained to as great an extent as possible. Some destruction of the marsh areas to the east and north of the airport is possible to accommodate the raising of the existing airport and a limited expansion of the marina. Only the minimum amount of marsh areas to accomplish the projects will be allowed to be destroyed.

Aggregate and Minerals:

There are no known deposits of commercially significant aggregate and minerals within the area. Development of discovered resources should be only in conjunction with navigation channel maintenance.

Development Within the Planning Area

Economic Base:

The planning area provides a direct contribution to the local and regional economy through commercial fisheries and sport fishery recreation. It represents the other major recreation destination center in the Grays Harbor Region in addition to Ocean Shores. The economic base of the planning area is dominated by the recreation and fisheries industries and draws on a large northwest market for its support. Continuation of this economic role is considered vital to the Grays Harbor Region.

Use Character:

The predominant character of the northern and central portions of the planning area is highly developed marine-oriented recreation and

fishing uses. This character should be continued and enhanced. The southern portion of the planning area represents a transition from the more developed northern areas to the natural areas in Planning Area VII. This transition is important to maintain the integrity of both areas. No substantial development should occur in this southern area.

Recreation:

The area represents the major destination recreation center associated with sport fishing. Facilities in support of this activity should be encouraged.

Resource Harvesting:

This planning area is the focus for commercial fish harvesting and processing and aqua-culture within the Grays Harbor Region. The continuation and enhancement of those operations is compatible with role and character of the planning area. The greatest portion of sport fisheries harvest is landed in this area. Support facilities for this harvest activity should be maintained and encouraged.

Navigation:

Continued maintenance of the navigation channel into the marina area is critical to the primary economic role of the planning area. Maintenance of the authorized channel into planning area VII is not considered appropriate to the guidelines of that planning area. Navigation aides are appropriate in the planning area.

Structures and Fills:

In general, major inwater filling is considered inconsistent with other planning area guidelines, the fisheries resource and navigation. Inwater structures may be appropriate in existing developed areas and in direct support of the recreation or fisheries industry. Navigational structures and erosion control devices such as jetties and groins are acceptable uses in the area. Upland filling and structures are acceptable providing they do not detract from other planning area guidelines.

DATE: June 30, 1977
TO: Grays Harbor Estuary Planning Task Force
FROM: The Montagne-Bierly/Wilsey & Ham Planning Team

SUBJECT: SUMMARY OF WORKSHOP III
FILE: Phase II: Agendas and Schedules

Grays Harbor
Estuary Management Plan

Montagne-Bierly Assoc.
Wilsey & Ham

Workshop III was opened at approximately 10:40 a.m. at Grays Harbor Community College on June 8, 1977. All local communities and state and federal agencies were represented during most of the two day session. Numerous observers were present periodically through the two days, representing a variety of interests.

WORKSHOP INTRODUCTION

Gordon Davis of the Consultant Planning Team opened the formal part of the workshop with a discussion of the agenda and format. The general agenda for the two days was:

Wednesday

- review and revise planning area guidelines and descriptions
- review and select water dependency definition
- finalize geographic management zones

Evening Session

- determine Bowerman Field agreements

Thursday

- finalize management categorizes and standard uses matrix
- assign management categories to management zones
- identify management zone exceptions

PLANNING AREA DESCRIPTIONS AND GUIDELINES

A review was conducted of the Planning Area Descriptions and Guidelines. Those descriptions and guidelines were contained in two working memorandums; memorandum dated May 23, 1977 was a preliminary draft of the guidelines and descriptions completed during Workshop II; the second memorandum was a draft of planning area guidelines for the planning areas not discussed in Workshop II (this draft was prepared by the consultants and sent as advance materials to the Task Force). The results of the review conducted on that first day are included in a working memorandum dated June 21, 1977, entitled FINAL DRAFT OF THE PLANNING AREA DESCRIPTIONS AND GUIDELINES.

During the course of the day long review, adjustments were made to the planning area and study area boundaries in four locations. The first adjustment was in Planning Area I where the eastern most boundary of the study area was modified to run along the east bank of the Wynoochee River. The second adjustment was made in Planning Area V where the southern boundary was moved further south to correspond to the realigned navigation channel, thereby placing the channel entirely in Planning Area IV. The third boundary area change was in Planning Area VI where the study boundary was moved to the east side of Duck Lake. The fourth change occurs in Planning Area VII where the study boundary was moved east of the Westport Highway to include only the bank line and immediately adjacent uplands in the general vicinity of Grass Island.

The day session was concluded at approximately 5:15 p.m.

WEDNESDAY EVENING, JUNE 8, 1977

The evening session was opened at approximately 7:40 p.m. at the Port of Grays Harbor offices. Gordon Davis explained that the evening session was designed to deal specifically with the issue of filling the tidal area behind Bowerman Field. It was explained that the evening session was designed to isolate the Bowerman Field issue from the remainder of the workshop proceedings so that the remaining planning areas could be dealt with outside of the issues surrounding Bowerman Field.

Gordon began the evenings work by highlighting the working paper on Water Dependency. In reviewing the details of that paper, it was explained that a part of the key to the decision on Bowerman Field might be found in the definition of "water dependency" and the use of any field areas for water related, dependent or non-dependent uses. While no specific proposal for a water dependency definition was provided in the working paper, sufficient guidance was contained as well as possible procedures for applying the definition, to be useful in the evening's discussion.

At this point, the workshop session was opened to the floor for a general discussion of the issues. In addition to the full task force membership, numerous observers were also present at the meeting. After considerable discussion, the issues generally separated into the following categories:

Proponents for Fill

1. The area behind Bowerman Field represents the only significant amount of contiguous flat land potentially available for industrial development in the Grays Harbor area.

2. Within the general Aberdeen/Hoquiam area, the Bowerman Field area has the best level of existing services (transportation, water, sewer) to meet potential industrial land development demands.

3. There is a general willingness to preclude or substantially restrict filling in other areas of the harbor to achieve industrial development in the Bowerman Field area. Additionally it was stated that if the State and Federal regulatory agencies could agree to a specific area within the management plan boundaries that could be filled, local interests would be more willing to accept tougher restrictions on fills not included in the plan or in other areas of the harbor.

4. While the Port of Grays Harbor owns 2200 acres of tidal lands and would wish to use all of that area, a minimum of 500 acres is essential for the port to be able to function effectively in attracting new industrial development to the area.

Response to Fill Proposal

In general, the State and Federal regulatory agencies, particularly the natural resource agencies, were negative to the proposal to fill the area behind Bowerman Field. The major issues raised by this group were as follows:

1. Concern for the amount of fill, particularly without a specified use.

2. Skepticism on the need for such large quantities of future industrial land.

3. Concern over the method of filling.

4. No assurances could be made that once a fill permit was granted, the port would not come back immediately to request a change in the management plan to increase the area to be filled.

5. Do alternative areas exist available for industrial development on which filling would have less potential damage.

6. If allowed, what assurances would there be that the filled area would be wisely used.

Considerable discussion on the preceding issues extended the evening until approximately 12:15 a.m., at which time the session was adjourned. During the course of the evening, numerous additional points were made in the process of establishing the previously stated issues. Some of these points include the following:

- the transportation cost savings to be realized by allowing dredged material from the proposed navigation channel deepening and widening project to be utilized behind Bowerman Field should be considered in the decision to allow filling behind Bowerman Field.

- some consideration should be given to the creation of sedge type marsh equal to the marsh areas lost if filling were to be authorized behind Bowerman Field.

- the condition of existing industrial land and facilities is not known. An inventory of the following items is desirable: 1) all developed industrial land and ownership, 2) all undeveloped industrial land, and 3) the current use of existing industrial land.

- in order for the Port to maintain a strong marketing program for new industry, an inventory of developable land must be maintained at all times. Sites of varied sizes should be part of the inventory to allow for maximum marketing flexibility.

The evening session ended with the economic development interests stating their case to fill behind Bowerman Field to the western end of the airport as an ultimate development line, and the State and Federal resource agencies stating that they did not feel they could totally accept the concept but would consider it. As a final point, it was stated by the resource agencies that consideration of the filling behind Bowerman Field might require some evaluation of agreements reached on the guidelines for other Planning Areas.

THURSDAY, JUNE 9, 1977

In light of the evening session and the inability of reach an agreement on the Bowerman Field issue, Gordon opened the workshop by recommendin that the Task Force break into two groups to consider the evening's discussion, solidify various positions, identify individual elements of the solution, and consider procedures for resolving the issues to achieve the solution. The remainder of the morning was spent with the two groups attempting to reach a solution. When the Task Force returned after lunch, Gordon stated that the morning sessions did not appear to be moving toward a final resolution of the problem. The consultant team identified three alternatives available to the group:

1. The Task Force could determine that a solution was not achievable within the planning process established for the estuary management plan, thus ending the process at this point. The consultants would then finalize the information collected to date and bring together a document containing the Planning Area Descriptions and Guidelines as developed to this point.

2. The Task Force could determine that a solution was achievable and that they, as a Task Force, had sufficient organization and structure to continue negotiations on their own without the assistance of the consultant. The consultant would then bring together the information collected to date and develop a document as previously described.

3. The Task Force could determine that a solution was achievable and the consultants could play a valuable role assisting the Task Force to reach that decision. The process would continue as had been started to reach a decision. That decision and the completion of the management plan as originally scheduled could proceed but additional time would be required.

Gordon explained that he felt a solution was achievable; however, the very limited time and budget constraints required the Task Force to make a decision on how to proceed. After considerable discussion, the Task Force determined that the consultants should continue with them to the completion of the plan. After a brief discussion on how the contract might be modified to reflect the additional work load, it was determined by the Task Force that:

1. The Phase I document containing technical memoranda, interview summaries and the annotated bibliography would be acceptable as a product for the completion of the project,

2. Monies currently budgeted to draft the management plan would be utilized to fund the consultant's time for one additional workshop to be held June 28th and 29th,

3. Presuming a successful completion of the project, additional funds would be sought for the consultants to draft the management plan, and

4. The consultants would proceed to clarify the issues between the various interests and work toward a solution prior to the final workshop.

Based on the Task Force directive to proceed with the estuary management planning process, Gordon summarized the positions of the two groups.

Economic Development Interests

- a legally defined limit line would be established as a permanent boundary. The current proposal would set that line along the Port's original ownership approximately one-quarter mile west of the end of Bowerman Field.

- the area between the ultimate limit line and the trestle line extending from the end of Bowerman Field to the bankline would be an area with no policy commitments whatsoever at this time. At some future date, the Task Force would determine the ultimate policies for that area. The final agreements of this management plan would only apply out to the trestle line at the south side of Bowerman Field between the bankline and navigation channel to the limit of Port ownership.

- the Port would be willing to consider a long term easement to a resource agency for fish and wildlife management west of the original Port ownership line.

- the Port asked that the resource agencies consider the perspective of the estuary as a whole. Given that perspective, the proposal to fill behind Bowerman Field constitutes an area within the estuary to be managed for economic development, whereas the remaining portions of the estuary would be managed by the resource agencies for natural resource maintenance and enhancement.

Resource Agency Position

The State and Federal resource agencies were willing to discuss the filling of the tidal lands behind Bowerman Field out to the trestle line under the following conditions:

- filling would be done on an incremental basis only.

- a formula for the ultimate mix of uses within the approximately 500 acres would need to be established in advance for water dependent and non-water dependent uses.

- filling could occur without a specific use for the fill area on the basis of an agreed upon acreage figure of undeveloped land to be available to the port for marketing purposes. The total acreage of land available at any point in time includes not only the filled areas but other unutilized industrial land.

- any authorization to fill behind Bowerman Field must be based on an understanding of other potential fills in areas adjacent to Planning Area III. The resource agencies believed that in order to gain a perspective on the Bowerman Field issue, they must have an idea of the potential magnitude of the maximum encroachment on the estuary.

- projects other than those identified in the management plan would only be considered on a case by case basis and should include some form of compensation for the resource losses involved.

- filling behind Bowerman Field could only occur in the context of the management plan which includes; 1) the establishment of management zones, 2) the establishment of management categorizes within those zones and specific standard uses permitted, and 3) zone by zone considerations of special conditions which would allow for non-standard policies in specific areas.

After the summary, the issue of Rennie Island surfaced. The Port pointed out that they had a long-term agreement to dispose of dredged spoils on Rennie Island and that such an action was a necessary part of their overall management program. They did believe, however, that continued spoiling in the area might provide an opportunity for fish and wildlife enhancement with properly utilized spoil material. The resource agencies agreed that

the ultimate use of the area should be for wildlife management. The Port's' position was that long-term utilization for wildlife management and short-term dredged materials disposal were compatible. The resource agencies stated that while they did not disagree, they wished to go on record as believing that they were the proper forum to decide whether or not dredge spoiling would be an enhancement or detriment to fish and wildlife resources.

The workshop ended with both sides committed to finding a solution to the problem. Both sides also understood that significant philosophic differences exist which involve the commitment of a large block of productive tideland for filling without a clear demonstration of need. Each side agreed that they must return to their policy bodies to explore the various issues and seek clarification on positions. It was agreed that the consultants would meet with the resource agencies early in the following week and would work with all parties concerned to attempt to reach a solution prior to the fourth workshop.

DATE: June 28, 1977
TO: Grays Harbor Estuary Planning Task Force
FROM: The Montagne/Wilsey & Ham Planning Team
SUBJECT: DRAFT MANAGEMENT ZONE POLICIES FOR SELECTED MANAGEMENT ZONES IN PLANNING AREAS II and III
FILE: Phase II - Management Concepts and Definitions

Grays Harbor Estuary Management Plan

Montagne-Bierly Assoc.
Wilsey & Ham

The following pages are draft management policies for Management Zones 7, 8, 9, 10, 11 and 19. These zones have been the subject of discussion and special agreement. They do not represent standard management policies so are treated separately.

Included also are a series of Special Policies on Bankline Enhancement/Erosion Control and Fills. These are referred to in many of the Management Zone policies.

MANAGEMENT ZONE 7

Management Category: Urban Development - Bowerman Field

General Conditions :

1. Within the study area of the Estuary Management Plan, this Management Zone is the primary area for the creation of new industrial land through filling.
2. The eastern edge of the zone is Adams Street; the western edge is the line of original Port of Grays Harbor ownership.
3. Use of this area will be predominantly for water dependent uses, particularly along the south shore of Bowerman Field.

Special Conditions:

1. The existing trestle line at the western end of Bowerman Field is considered the Median Limit of Growth (MLG) line.
2. Use of areas west of the MLG is prohibited by a 50 year restricted use agreement or by other special conditions in this zone. This agreement is between the Port of Grays Harbor and _____.
3. Fill of the area east of the MLG is permitted only to a line at approximately 250 acres from the present permitted fill (see exhibit 1), but only then under the following conditions:
   a. semi-unconfined filling of the 250 acres is permitted utilizing temporary containment dikes.
   b. no constraints are placed on the sizing or staging of the filling of the eastern 250 acres.
   c. present water quality standards will be waived provided a minimum weir system is developed with the temporary containment dikes.

d. Temporary containment dikes will be constructed to allow dredge spoil "fines" to spread into the western 250 acres creating new intertidal areas.

e. If water quality in the Management Zone becomes too bad in the judgement of the state and federal regulatory agencies, dredge spoil fines will be permitted to be disposed into the "fish base" in Management Zone 8.

4. Fill is permitted up to 100 acres in the area west of the MLG under the following conditions:

   a. the fill will occur only in the area on the end of Bowerman Field
   b. For every acre of fill west of the MLG (or the present end of fill defined by MHHW) the present MLG (trestle line) will be equally reduced.
   c. The Restricted Use Agreements will be modified for these lands accordingly.

5. Limited fill along the south shore of Bowerman Field is possible but only within the Bankline Enhancement/Erosion Control policies, particularly policies 5 and 6.

6. In all cases, fills or bankline enhancement/erosion control along the south shore of Bowerman Field will not substantially alter the present line of the bankline nor will it cut off the intertidal corridor between the channel and the south shore bankline.

7. Any permitted fill, bankline enhancement, erosion control measures or structure along the south shore of Bowerman Field will be designed with the cooperation of the state and federal regulatory agencies.

8. Fill of any portion of the western 250 acres north of Bowerman Field will not be possible until all of the permitted major fills in Management Zones 8, 9, 10, and 11 have been accomplished and until a comprehensive review of the management policies of Planning Areas II and III has been conducted by the Grays Harbor Estuary Planning Task Force.

MANAGEMENT ZONE 8

Management Category: Urban Development - Adams Street/East

General Conditions:

1. The eastern boundary of this management zone is the Hoquiam Bridge; the western boundary is the southern extension of Adams Street.

2. The predominant use of the bankline and adjacent uplands will be for water dependent uses.

Special Conditions:

1. The Special Bankline Enhancement/Erosion Control and Fill policies apply to this management zone.

2. In addition to special condition no. 1, filling of the "fish base" is permitted under the following conditions:
   a. The extent of fill is defined in Exhibit 1.
   b. Fill is permissible only for a water dependent use.
   c. Fill is permitted in association with disposal of dredge spoil "fines" from Management Zone 7

3. In no case will filling, bankline enhancement or erosion control cut off the intertidal corridor that exists between the channel and any newly created bankline.

MANAGEMENT ZONE 9

Management Category: Urban Development - Port

General Conditions:

1. The management zone is primarily oriented toward intensive use and re-use of existing uplands and bankline areas.

2. The western edge of the management zone is the Hoquaim Bridge; the eastern edge is the southern point of the north shore in Planning Area II.

3. The predominant use of the bankline and adjacent uplands will be for water dependent uses.

Special Conditions:

1. The Special Bankline Enhancement/Erosion Control and Fill policies apply to this management zone.

2. In addition to Special Condition No. 1, filling of the present Port Slips is permitted under the following conditions:
   a. the extent of possible fill is defined in Exhibit 1
   b. New warfage will be permitted at the new bankline.

3. In no case will filling, bankline enhancement or erosion control cut off the intertidal corridor that exists between the channel and any newly created bankline.

MANAGEMENT ZONE 10

Management Category: Urban Mixed - West Waterfront

General Conditions:

1. The management zone is at the heart of regional industrial and commercial development.

2. Heavy emphasis within the zone is on redevelopment

3. The western edge of the management zone is the southern point of the north shore in Planning Area II; the eastern edge is the Wishkah Bridge.

4. Water dependent uses are preferred although not manditory except in areas of permitted fills as outlined in the Special Conditions below.

Special Conditions:

1. The Special Bankline Enhancment/Erosion Control and Fill policies apply to this management zone.
2. In addition to Special Condition No. 1, fill is permitted in the area identified in Exhibit 1.
3. In no case will fills be permitted to the channel edge.
4. In all cases, structures are preferred to fills.

MANAGEMENT ZONE 11

Management Category: Urban Mixed - East Waterfront

General Conditions:

1. This management zone represents the best area for public enjoyment of the waterfront through both publically owned recreation facilities and private commercial ventures
2. The western edge is the Wishkah Bridge; the eastern edge is the western property line of the Standard Oil tank farm.
3. Use which provide maximum opportunity for public enjoyment of the water and waterfront industrial activity are preferred.

Special Conditions:

1. The Special Bankline Enhancement/Erosion Control and Fill policies apply to this management zone.
2. In all development along the bankline, opportunities will be created for public use or access to portions of the bankline. The specific design of such facilities will be the responsibility of the developer and the local jurisdiction. The intent of this policy is to create useable public spaces for observation and other forms of passive and active recreation.

MANAGEMENT ZONE 19

Management Category: Urban Mixed - South Shore/West

General Conditions:

1. The general character of this management zone is for mixed urban development of moderate to low intensity. This area is considered expansion lands for development in the South Aberdeen area and will have a mixture of residential and light industry.
2. Development within this zone is totally within the uplands.

3. The western edge of this management zone is the eastern edge of Newskah Creek; the eastern edge is the present mill and pier approximately ¼ mile west of the Railroad Bridge.

Special Conditions:

1. No bankline alteration is permissible within this management zone.

2. Riparian vegetation along Newskah and Charley Creeks will be preserved.

3. Limited open trestle piers are permitted in support of upland development. In all cases, consolidated or shared pier facilities will be encouraged.

4. No salt marsh will be destroyed within this management zone.

SPECIAL POLICIES

Bankline Enhancement/Erosion Control

Activities permitted within these policies include jetties, groins, riprapping and minor straightening and sloping of the bankline as required to stabilize or consolidate upland areas and to prevent accelerated erosion processes. The following policies apply:

1. Jetties and groins shall be permitted only where required for channel maintenance and navigational purposes.

2. Material to be used shall be of sufficient and nonerodable quality to allow for long term stability and to minimize maintenance.

3. Riprap/bank stabilization procedures shall be confined to those areas where active erosion is occurring or new development or redevelopment requires protection for maintaining the integrity of upland structures or facilities.

4. Only clean non-erodable material may be used. Asphalt or other materials which could create water quality problems are not permitted.

5. Minor modifications of the bankline may be permitted on a case-by-case basis. These alterations shall be for the purpose of stabilizing, or straightening the bankline as appropriate for the development or redevelopment on the immediately adjacent uplands, not for the purpose of developing major new upland area.

6. In no instance shall bankline enhancement or erosion control be initiated for the purpose of gaining developable uplands from existing water areas.

7. In all areas where marsh or productive tidelands are involved, it must be shown that no other alternative construction techniques are economically or physically feasible.

8. Revegetation of the upland is encouraged unless the proposed use of the bankline or adjacent upland makes it impractical.

9. All projects shall be constructed in a manner to minimize turbidity to the estuary and at a time of the year as specified by state and federal regulatory agencies.

10. In all cases, restoration of the bankline through removal and prevention of debris and solid waste shall be encouraged.

Fills

Filling is defined as the creation of upland from existing water areas (areas below the bankline, see water dependency working paper). The purpose of the act of filling is to gain useable upland and to create a stable development area from existing water areas. The following are general policies for filling within specified management zones:

1. The use of the newly created upland must be water dependent unless it can be shown that no other alternative sites are available within (in order of priority) 1) the Mangement Zone, 2) the Planning Area, or 3) the Central Grays Harbor Planning Area.

2. Materials used for filling shall consist of nonpolluting material. The material shall not include wood debris, scrap metal, or highly organic materials.

3. Channel maintenance spoils shall be given first priority for all fills prior to utilization of upland materials.

4. All fills shall be accomplished in a manner that will minimize turbidity to the estuary and at a time of the year as specified by the state and federal regulatory agencies.

5. Fill proposals shall include bank stabilization or erosion protection measures as a part of the overall project design.

6. In all instances where high biological productivity exists within the proposed fill site, it shall be shown that alternative sites are unavailable for development within (in order of priority) 1) the management zone, 2) the Planning Area, or 3) the Central Grays Harbor Planning Area.

7. Filling in existing marsh areas shall only be permitted on a case-by-case basis.

8. No filling project shall interfere with any outfall structures or navigation needs.

9. Any fill must be compatible with estuary hydraulics.

10. It shall be demonstrated that sufficient upland and backup services (transportation, utilities, etc.) exist for the proposed use so as not to require future expansion into the estuary.

11. The filled area will be used only for activities of regional significance.

12. The fill is in conformance with all other planning are guidelines.

DATE: June 30, 1977
TO: Grays Harbor Estuary Planning Task Force
FROM: The Montagne-Bierly/Wilsey & Ham Planning Team

Grays Harbor
Estuary Management Plan

Montagne-Bierly Assoc.
Wilsey & Ham

SUBJECT: SUMMARY OF WORKSHOP IV, JUNE 28th & 29th, 1977
FILE: Phase II - Agendas and Schedules

Workshop IV was opened at approximately 10:15 a.m. on June 28, 1977 at Grays Harbor Community College. Because of vacations and prior commitments, certain of the regular task force members could not be present. The following alternates were in attendance:

- Corps of Engineers - Bob Park
- City of Hoquiam - Elsa Corvell-City Council
- Westport - Orville Ingall

Additional visitors included:

- Jim Phipps - Grays Harbor Community College
- Omar Youmans - Grays Harbor County Commissioner

Gordon Davis of the consultant planning team opened the workshop by handing out a working paper dated June 28, 1977 entitled DRAFT MANAGEMENT ZONE POLICIES FOR SELECTED MANAGEMENT ZONES IN PLANNING AREAS II AND III. Gordon explained that the working paper was an attempt by the consultant team to prepare a set of policies for Management Zones 7, 8, 9, 10, 11 and 19. In addition, the working paper contained a set of special policies on bank line enhancement and erosion control and fills. The task force was asked to break into two groups representing (1) the state and federal resource agencies and (2) the economic development interests to review the working paper. The intent of the review was for each interest to make their necessary comments and adjustments so that a task force meeting could be held in the afternoon to resolve the final issues around Bowerman Field and other management zones in Planning Areas 2 and 3. Prior to breaking into the groups, Gordon summarized the issues and points of controversy in the Bowerman Field question, and the steps that had been taken between the last two workshops to move towards a concensus solution.

Individual group discussions continued until approximately 1:00 p.m. when the group broke for lunch. Individual group discussions continued after lunch with each group trying to work out many of the details for a solution on the issue of filling behind Bowerman Field. At approximately 5:00 p.m. the task force was reassembled and each side was asked to summarize their position on the Bowerman Field issue. Stan Lattin presented the position of the Port and economic development interests. The following is a summary of that position:

> Successful completion of the management plan would be in the interest of everyone concerned -- state and federal agencies as well as local officials -- to establish principles that

could be applied in other areas. For this reason, the resource agencies should be willing to develop a solution for the Bowerman Field issue since it represents one of the pivotal issues in the overall estuary management plan.

Specifically, on the issue of filling behind Bowerman Field, it was believed that the use of water dependency as a criterian for the long-term use of the filled area could not be totally applicable. The value of the created land behind Bowerman Field for general industry as well as water dependent industry is shaped by a number of factors. The general unavailability of industrial land within the region is a primary factor, although the Bowerman Field area is as close to needed support services and facilities as any other areas in the estuary. Its high value for industrial development of all types makes a strict adherence to water dependency unacceptable. It was suggested that the following policy might be more appropriate-"encourage and give preference where possible, to water dependent and water related uses, but recognize local economic needs."

The specific area proposed for filling includes approximately 500 acres to the trestle line at the tip of Bowerman Field. The rate of filling and techniques utilized would be at the option of the Port. The Port lands west of the original Port ownership line (a line approximately one-quarter mile west of the end of Bowerman Field) would be committed to a 50-year restricted use agreement. It was noted that the Port is restricted by state statute to agreements of any type of 50-years or less.

The area between the original Port ownership line and the trestle line would be subject to a 25-year restricted use agreement.

Within the next year the Port will be conducting a study to determine the future facility and locational requirements of the airport. In the event that that study indicates the airport should be relocated, some minor filling could occur along the south face of the existing airport area. That filling would occur as support and approaches for T-dock structures that would be required to obtain access to the navigation channel for upland development. If the airport study recommends that the facility be maintained in its present location, and that an extension or enlargement of the facility is justified, the Port would wish to have the option of extending the current airport by fill to a line approximately at the original Port ownership.

Ron Lee from the Environmental Protection Agency presented the position of the resource agencies. The following is a summary of that position.

The resource agencies agree that finalizing the estuary management plan and resolving the issue of Bowerman Field within that plan would be beneficial to both positions. With reference to a point made by Star Lattin in his presentation, Ron did not totally concur that the agreements reached within other planning areas constituted a gain for the resource agencies. It was pointed out that the estuary contains a large quantity of highly productive tidelands that support a strong fisheries base. Any loss in this productive tideland, even through incremental filling, is a loss to the total system and therefore a loss to the fisheries resource. The concessions made by the resource agencies in other planning areas such as the Westport Boat Basin, constituted a loss to the resource of the estuary. Any filling behind Bowerman Field as well other potential and existing fills such as the proposed "fish base" and the Kaiser site would be losses to the estuary. The accumulative effect of these losses is an absolute loss to the harbors fishery resource.

On the issue of Bowerman Field, the resource agencies are in agreement that the area does constitute potentially prime industrial land. The proposed concept of a no policy area between the trestle line and the line of original Port ownership constitutes a departure from the discussion of the evening session of June 8th. However, consideration was given to that concept in developing the current position of the resource agencies.

The resource agencys' position is no longer one of requiring incremental filling, but rather that an initial 250 acre confined fill was acceptable. The agencies believed that this position represented a major concession from their original position. Additionally, the resource agencies were prepared to accept the conceptual expansion of the filled area to 500 acres (Chuck Walters later modified this position with reference to his agency's acceptance of 250 acres without a guarantee for the additional 250).

It was pointed out that only under the concept of the overall estuary management plan could the resource agencies consider non-water dependency for development of the filled areas behind Bowerman Field. The agencies, after considering the Port's proposal, felt that the Port land west of the trestle line would have to be committed to a restricted use in perpetuity. However, the agencies would concede that a 50-year restricted use agreement was the only practicial solution under Port statutes.

While the agencies are willing to commit 250 acres to immediate filling, they nonetheless were hopefull that dredged material could be stacked in the easterly portion of the 250 acres to allow effective surcharging in the eastern area and more efficient de-watering behind a natural material dike at the 250 acre line.

In response to the Port's proposal to construct a dike at the trestle line (Note: this part of the Port's proposal was left out of the summary on the preceeding page), the resource agencies were opposed to such a concept. While the Port's rationale for such a proposal, involving the trapping of fines from unconfined filling in the eastern portions of the Bowerman Field area, had some validity; it was believed that little, if any, resource value within the entire 500 acres would be preserved under such a process.

The resource agencies were in general agreement with the proposal for the area south of Bowerman Field as it related to the use of T-piers whereever possible and the very limited fills associated with those structures.

At the conclusion of the presentation by the resource agencies, additional comments were made from the floor. Stan Lattin commented that while it might appear that the Port and local interests had consistently gained within the planning process thus far, the Port's original position on Bowerman Field was for a filling of 2200 acres. In addition to backing off to a current proposal of 500 acres, he indicated that the Port had consistently lost many options throughout the study area for development of any kind and had subsequently restricted themselves to focusing future industrial development within the central area, specifically the northern portion of that area. Stan commented additionally that decisions that had been reached thus far gave the state and federal regulatory agencies relatively open options for management of all other areas in the estuary.

Stan mentioned that trade-offs were not only made in this planning process but have been a consistent part of many recent decisions. He reminded the agencies that in reaching agreements in two recent fills -- Kaiser and Georgia Pacific -- both the local interests and resource agencies had agreed to join in the present estuary management planning program. The proposal for fill behind Bowerman Field, therefore, represented a continuation of those trade-offs, in this case for completion of the plan itself.

As a final point, Stan suggested that the recent decision by the Corps of Engineers to terminate maintenance dredging operations in Willapa Bay would place additional pressures on Grays Harbor to accommodate the demands for industrial development on the Washington coast. The ability of Grays Harbor to respond to those demands was more critical now than it had been in the past. He stated that he recognized that not everyone would agree with him that this should be a factor in any decisions in the Grays Harbor plan, but that in his mind the factor was nonetheless real.

Discussion continued for some time with agreement that both sides would caucus during the evening to return the next morning with counter proposals or solutions to the problem. The resource agencies convened that evening and the local development interests convened at the Port offices at 8:00 a.m. on Wednesday morning.

WEDNESDAY, JUNE 29, 1977

Gordon Davis convened the workshop at approximately 9:15 a.m. The Port and local development interests were asked to present their position. Stan Lattin asked to defer their presentation until they had had an opportunity to listen to the resource agencies position. The resource agencies had anticipated responding to a proposal from the Port so it was requested that a caucusing of the groups occur to insure the solidification of the resource agencies position. After a brief group discussion, the resource agencies presented the following position with Ron Lee as spokesman:

The resource agencies believed that they could give a commitment to the 500 acres for ultimate filling with the initial commitment to the eastern most 250 acres. The method of diking the initial 250 acres could be agreed upon with local officials, but that the agencies requirements were only that a dike be sufficient to minimize erosion from wave action. Natural sloping of that dike would be acceptable.

The decision to fill the final 250 acres would be made only upon the satisfactory utilization of the initial 250 acres.

The no policy zone between the trestle line and the line of original ownership would be required to contain a 50-year restricted use agreement.

Chuck Walters from the National Marine Fisheries Service, presented a minority opinion as follows. His agency was not prepared to commit conceptually to the filling of the final 250 acres. A review of the development of the first 250 acres and the efficient utilization of all industrial land would be required before his agency would be prepared to agree to filling within the final 250 acres.

In responce to the resource agency position, Stan Lattin submitted the following proposal.

First, Stan indicated that if there was no conceptual commitment to the final 250 acres, the Port could not consider any restricted use agreements on any of the areas west of the trestle line. Additionally, the application of use standards to industrial development within the eastern 250 acres was not acceptable.

Stan indicated that the Port would be willing to commit to ultimately moving the airport and to reutilize the airport land for 100% water dependent uses.

The Port would be willing to accept the initial fill of 250 acres in the eastern portion of the area behind Bowerman Field defined as the area below 9.8 feet in elevation.

The following is a restatement of the position of the Port and economic development interests for the area surrounding Bowerman Field.

1. That the 250 acres in the eastern portion of the area behind Bowerman Field be identified for immediate filling,

2. The management of the development of this filled land would be the responsibility of local government, but that water dependency would be encouraged,

3. The western 250 acres would be committed for filling upon the substantial completion of development of the first 250 acres,

4. The area between the trestle line and the line of original Port ownership would be committed to a 25 year restricted use easement,

5. The Port lands west of the original Port ownership line would be committed to a 50 year restricted use easement,

6. The Port would commit to ultimately relocating the airport and reutilizing the land for exclusively water dependent industry.

After listening to the proposal, the resource agencies requested a caucus to consider their response. The task force reconvened at approximately 1:30 p.m. Gordon presented the resource agency position as follows.

1. The resource agencies agreed with the Port's proposal to commit ultimate relocation of the airport with subsequent limited fills along the south base of the airport land for access to T-dock structures,

2. The agencies would agree to the long term commitment of the full 500 acres for filling and ultimate use as industrial land,

3. The eastern 250 acres could be developed immediately with a containment structure at the 250 acre line. The exact nature and form of that structure would be agreed upon between the agencies and the Port,

4. The resource agencies agreed that a strict interpretation of the term water dependency was inappropriate for utilization of filled land behind Bowerman Field,

5. The decision for moving into the western 250 acres for fill would be based on an evaluation of the amount and general type of development of the eastern 250 acres as well as an evaluation of industrial development activities in management zones Section 8, 9, and 10. Additionally, criteria specifying the use of the eastern 250 acres insofar as the mix of water related and nonwater dependent uses would be mutually agreed upon between the Port and the agencies,

6. Development of the western 250 acres once filled, would fall under general guidelines similar to those employed within the eastern 250 acres,

7. To as great an extent as possible, development in the area behind Bowerman Field (both the eastern and western 250 acres) would maximize its relationship to the ultimate development of water dependent uses along the south base of Bowerman Field,

8. And, the area between the trestle line and original Port ownership must have a 50 year restricted use agreement.

At this point, the Port and local interest requested time to caucus and consider the agencies latest proposal. Upon their return, Stan Lattin presented the Port and local interests response.

The Port and local interests would accept the position of the resource agencies with the following qualifiers:

1. That the wetland areas (the resource agencies had opposed the 9.8 foot elevation for establishing the edge of tidal filling in lieu of a line established at the limit of aquatic vegetation) behind Bowerman Field be identified and boundaries established,

2. The Port would accept the requirement for a 50-year restricted use agreement for all lands west of the trestle line contingent upon the condition that such legal document would be keyed to agreements reached within the context of the estuary management plan. That agreement would contain some form of reversion clause if the participants in the plan did not honor the agreements of the plan in the future,

3. The Port and local interests would agree to criteria for the utilization of the eastern 250 acres as a condition to filling within the western 250 acres, provided it was understood that such agreement was necessary to complete the other agreements reached on the Bowerman Field issue.