

**Grays Harbor Estuary Management Planning Task Force
1989 Meeting Packet**

February 1989

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The Grays Harbor Regional Planning Commission
Tim Trohimovich, Executive Director

**Grays Harbor Estuary Management Planning Task Force
1989 Annual Review
of the**

Grays Harbor Estuary Management Plan

Wednesday, February 15, 1989

9:30 a.m.

Pearsall Multi-Services Building First Floor Meeting Room
2109 Sumner Avenue, Aberdeen, Washington

Agenda

- I. **Introductions**
 - II. **Public Comment***
Members of the public may comment any item relating to the plan or task force.
 - III. **Approval of the Agenda**
 - IV. **Status of the Grays Harbor Estuary Management Plan**
Tim Trohimovich, Grays Harbor Regional Planning Commission
 - V. **Task Force Role, Organization, and Procedures**
Gordon Davis, Consultant
 - VI. **Grays Harbor [Bowerman Basin] National Wildlife Refuge Status
and Refuge Planning and Development Time Line**
 - VII. **Annual Review of the Grays Harbor Estuary Management Plan**
The primary purpose of the annual review is to review development and permit activities during the previous year and to determine the usefulness of the plan.
- Lunch (No host)**
- VIII. **Public Comment***
Members of the public may comment any item relating to the plan or task force.
 - IX. **Request by the City of Ocean Shores to Amend the Plan**
 - X. **Request by the Ocosta School District to Amend the Plan**
 - XI. **Other Business**
 - XII. **Next Meeting**

* A fifteen minute public comment period will also be provided at the beginning of the discussion on each new topic.

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February 6, 1989

Draft
Procedural Guidelines
Grays Harbor Estuary Management Planning Task Force

Introduction

The Grays Harbor Estuary Management Planning Task Force includes the local, state, and federal agencies with responsibility for managing the Grays Harbor estuary. These guidelines are intended to describe the way in which the Task Force operates so Task Force members and the public can better participate in the activities of the Task Force.

Decision Making Process

The Grays Harbor Estuary Management Planning Task Force makes decisions by consensus. This means that each Task Force member must agree, or at least not disagree, with a decision. Decisions are arrived at through discussion, negotiation, and compromise until the question is acceptable to all Task Force members or rejected. Task Force members signal their concurrence by silence.

Ground Rules

1. Each Task Force member agrees to listen to and evaluate the comments of the other members.
2. Each Task Force member will have the opportunity to speak on each item before the Task Force.
3. Each agency on the Task Force has specific responsibilities in estuary management issues. Each Task Force member agrees to respect the legitimate role of all other members in the management of the Grays Harbor Estuary and in their participation on the Task Force.
4. At the end of each meeting, the Task Force shall select a member agency to chair the next meeting. The chair will work with the Grays Harbor Regional Planning Commission and the Citizens Advisory Council in setting the agenda for the next Task Force meeting and dealing with any other issues that may arise.

Roles of the Task Force Members

The members of the Grays Harbor Estuary Management Planning Task Force have several roles:

- To communicate the wetland/shorelines policies of their agency to the Task Force.
- To contribute ideas and information from their agency to the Task Force discussions.
- To make decisions on behalf of their agency on the issues before the Task Force.
- To communicate the activities and decisions of the Task Force to their agency.
- To communicate the activities and decisions of the Task Force to their constituencies. Local governments need to communicate the activities of the Task Force to local residents and businesses. State and federal resource protection agencies need to communicate the activities of the Task Force to the public including environmental interest groups.

Roles of the Planning Task Force

The Grays Harbor Estuary Management Planning Task Force prepared the *Grays Harbor Estuary Management Plan*. Now that the plan is completed and has been adopted (for the most part), the Task Force has three primary roles:

- **Conduct annual reviews of the *Grays Harbor Estuary Management Plan*.** The primary purpose of the annual review is to review development and permit activities during the previous year and to determine the usefulness of the plan in making permit decisions.
- **Conduct five year reviews of the *Grays Harbor Estuary Management Plan*.** During the five year review, the Task Force will systematically review all of the provisions of the plan. Based on this review, the Task Force may make recommendations through the Grays Harbor Regional Planning Commission to the agencies participating on the Task Force and the public.
- **Make recommendations on amendments to the *Grays Harbor Estuary Management Plan*.** Amendments are begun by requests to local governments to amend the local shorelines master program provisions based on the estuary plan. The local government sends a copy of the amendment request and any supporting information to the Grays Harbor Regional Planning Commission. The Commission sends the proposed amendment to the Task Force members, the Citizens Advisory Council, and anyone who has requested notice of amendments. The Task Force members are polled to determine if the proposed amendment requires a special Task Force meeting. If a meeting is not necessary, individual Task Force members send their comments directly to the local government processing the amendment. If a meeting is necessary, the Task Force recommendation will be forwarded to the local government processing the amendment.

Public Involvement During Task Force Meetings

Appendix D of the *Grays Harbor Estuary Management Plan* contains the Citizen Participation Procedures adopted by the Task Force. This section summarizes the provisions that apply directly to Task Force meetings.

1. Public notice of all meetings of the Task Force will be given to the local news media and all persons who have requested notice.
2. All meetings of the full Task Force are open to the public.
3. A fifteen minute public comment period will be provided for citizen comment on any subject at the beginning of each Task Force session.
4. A fifteen minute public comment period will be provided at the beginning of Task Force discussion on any item.
5. Citizens will be allowed to participate in meeting discussions when recognized by the chair or the person facilitating the discussion.
6. After being recognized to speak at a meeting, citizens should state their name, mailing address, and any organizational affiliation.

January 31, 1989

**Report on the
Request by the City of Ocean Shores
to amend the
Grays Harbor Estuary Management Plan**

Issues

The amendments proposed by the City of Ocean Shores raise three issues:

1. Should Management Unit 3 be amended to specifically allow an access road and parking lot accessory to a ferry terminal?
2. Should Management Unit 3 be amended to specifically allow the ongoing sand removal from part of the upland portion of Damon Point?
3. Should Management Units 5 and 6 be amended to specifically allow erosion control bulkheads at the waterward platted lot lines of the properties along the bay?

The specific language proposed by the City of Ocean Shores can be found in Appendix A attached to this report.

Facts

1. **Location of Proposals:** Issues 1 and 2 are in Management Unit 3 on Damon Point. Issue 3 is in Management Units 5 and 6 which are on the bay side of Ocean Shores.
2. **Grays Harbor Estuary Management Plan Designations:**
 - 2.1 **Management Unit 3:** Conservancy Managed. See GHEMP page 53.
 - 2.2 **Management Unit 5:** Urban Residential. See GHEMP page 55.
 - 2.3 **Management Unit 6:** Urban Mixed/Natural. See GHEMP pages 56 and 57.
3. **Grays Harbor Estuary Management Plan Guidelines:** Ocean Shores is in Planning Area VI. The following planning area guidelines relate to the proposals. The guidelines can be found on pages 43-45.
 - 3.1 The bankline guideline provides that continued maintenance of major structural modifications associated with bank protection devices is consistent with the guidelines. It also provides that other planning area guidelines will be managed to maintain a natural configuration as much as possible.
 - 3.2 The vegetation guideline calls for only minimal alteration of riparian and marsh vegetation.
 - 3.3 The aggregate and minerals guideline states that mining of minerals or aggregate will not be allowed unless directly associated with navigation maintenance.
 - 3.4 The structures and fills guideline states that in-water structures and fills are not consistent with the overall character of the area except as required to maintain facilities consistent with specific management unit guidelines.

4. Grays Harbor Estuary Management Plan Allowed Uses and Activities:

- 4.1 Management Unit 3, Conservancy Managed:** Ferry terminals, roads, and mineral extraction and storage are listed in the Standard Uses table as a use that may be appropriate depending on the circumstances within the Conservancy Managed management units. See GHEMP page 114. Docks are a conditional activity in this management unit. See GHEMP page 53, attached in Appendix B, for the special condition applicable to this activity.
- 4.2 Management Unit 5, Urban Residential:** Bulkheading is a conditional activity in this management unit. See GHEMP page 55, attached in Appendix B, for the two special conditions applicable to this activity.
- 4.3 Management Unit 6, Urban Mixed/Natural:** Bulkheading is a conditional activity in both environments of this management unit. See GHEMP pages 56 and 57, attached in Appendix B, for the two special conditions applicable to this activity.

5. Existing Land Uses:

- 5.1 Management Unit 3:** Damon Point is used for recreation, wildlife habitat, and sand removal.
- 5.2 Management Unit 5:** Residential uses, recreational uses, and vacant residential land.
- 5.3 Management Unit 6:** Residential uses, recreational uses, the Ocean Shores Airport, a designated natural area, and vacant land.

6. Natural Features:

- 6.1 Management Unit 3:** Damon Point and Grays Harbor.
- 6.2 Management Unit 5:** Grays Harbor.
- 6.3 Management Unit 6:** Grays Harbor and a salt marsh in the northern part of the management unit. The properties adjacent to the salt marsh do not require erosion control bulkheads.

7. Other Adopted Plans: The management plan for Damon approved by the State of Washington Department of Natural Resources will allow continued sand removal, an access road, and parking.

8. Grays Harbor Estuary Management Plan Amendment Criteria: The plan amendment criteria are found on page 11 of the GHEMP. A copy of page 11 is enclosed in Appendix C.

Proposals

Current Status of Ocean Shores Adoption of GHEMP

Ocean Shores adopted the Grays Harbor Estuary Management Plan with the changes in Appendix A. Ocean Shores contends the changes do not alter the intent of the plan, but rather clarify the plan.

The Department of Ecology postponed adoption of the Grays Harbor Estuary Management Plan for Ocean Shores so the Task Force would have the opportunity to review the changes.

Access Road and Parking Lot

An access road exists on Damon Point. The Estuary Plan allows a ferry terminal on Damon Point. Ocean Shores proposes that plan language specifically allow an accessory access road and parking lot.

Sand Removal

The City of Ocean Shores currently has a lease from DNR to remove sand from part of Damon Point. This area is away from the snowy plover habitat. Ocean Shores proposes that the plan language specifically allow sand removal.

Erosion Control Bulkheads

While some areas on the bay side of Ocean Shores have experienced little or no erosion, on some lots erosion has been significant. To estimate the amount of erosion, 1985 aerial photographs were compared with the Ocean Shores plat maps dating from the late 1960s. The amount of erosion over this period varied from no change to 5 to 20 lineal feet. In one area 58 feet of erosion was measured, but 43 feet of erosion was between the property line and the meander line. The photographs used were not ground corrected and the scales limited resolution to about one to two feet. Copies of aerial photographs covering this area are attached to this report.

At the City's public hearing on the plan, a former city task force member testified that the plan language was intended to allow bulkheads on the waterward platted lot line.

The City and the property owners have been working with the Corps to identify a solution to the erosion problems.

The City is concerned erosion may limit property owners ability to install a septic tank and drainfield on the property and meet the state required 100 foot setback for on-site septic tank drainfields from the ordinary high water mark.

The 404(b) regulations require that fills be the minimums necessary to achieve the project objectives.

Appendix A

Clarifying Language to the Grays Harbor Estuary Management Plan Adopted by the City of Ocean Shores

The following clarifications were made to the language of the Grays Harbor Estuary Management Plan by the City of Ocean Shores. These clarifications do not change the meaning or intent of the plan, but make the meaning clearer.

A. The underlined language is added to Special Condition 2 of Management Unit 3 on Page 53 as follows:

2. Only public uses are appropriate on the spit. Proposed public uses such as a ferry terminal, including an accessory access road and parking lot, must demonstrate to the satisfaction of appropriate local, state and federal agencies that both the primary and secondary impacts of the use and its activities will not cause adverse impacts to the critical resources of the spit. The ongoing publicly owned, upland sand mining operation may continue provided both the primary and secondary impacts of the use will not cause adverse impacts to the critical resources of the spit. Highly impactful uses such as off road vehicles are not appropriate on the spit and active management measures should be taken to preclude their access onto the spit.

B. The underlined language is added to and the struck through language is deleted from the Northern Boundary description of Management Unit 4 on Page 54 as follows:

Northern Boundary - the northern property line of the Ocean Shores Community Beach-and-Yacht Club.

C. The underlined language is added to and the struck through language is deleted from special condition 1 of Management Unit 5 on Page 55 as follows:

1. Sloped, interlocking concrete slab type bulkheading is allowed only as a means of erosion control and only out to the waterward platted lot line(s) ~~limit-of-these-lots.~~

D. The underlined language is added to and the struck through language is deleted from special condition 1 of Management Unit 6 on Page 56 as follows:

1. Sloped, interlocking concrete slab type bulkheading is allowed only as a means of erosion control and only out to the waterward platted lot line(s) ~~limit-of-these-lots.~~

Appendix B

Excerpts from the Grays Harbor Estuary Management Plan

PLANNING AREA VI

Area Description

- **Predominant Character**

This planning area is a mixture of urban, residential/recreational and estuarine activities. While a substantial portion of the planning area is developed with homes, homesites, and commercial uses, the planning area also contains significant natural estuarine areas.

- **Major Existing Uses**

The planning area includes the Oyhut Wildlife Recreation Area, the Ocean Shores marina, developed homes and homesites, recreational hunting and fishing, passive recreation uses on large areas of publicly owned waterfront lands, the north jetty, and oyster rearing and harvesting activities.

- **Major Existing or Potential Conflicts**

Most conflicts occur with continued development of the residential and recreational uses in the City of Ocean Shores and the preservation of unique or important natural areas 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 includes areas that contribute to the total productivity of the estuary along with unique areas, such as the Oyhut Refuge, that have permanently preserved natural assets. Its proximity to the ocean is also an asset.

Planning Area Guidelines

Management of the Natural Resources

- **Bankline**

The existing bankline in 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 to maintain a natural configuration as much 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 allowed.

- **Water Quality and Hydraulics**

Any alteration of the planning area will not detract from existing high water quality. Any modifications to the estuary bed will be designed to avoid detrimental effects on estuary hydraulics.

- **Fish and Wildlife**

Fish and wildlife resources will be managed at or above their present levels. The Oyhut Wildlife Recreational Area is an area of high priority for active wildlife management.

- **Vegetation**

Significant riparian vegetation, marsh, and saltwater marsh exist throughout the planning area. Only minimal alteration of these areas will be allowed. Alteration to present vegetation will not detract from the overall character of the vegetation in the planning area.

- **Aggregate and Minerals**

Mining of minerals or aggregates will not be allowed unless it is directly associated with navigation maintenance.

Development Within the Planning Area

- **Economic Base**

The planning area provides a direct support to the local and regional economy through tourism. 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**

The mixed use character of this area will 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. Permanent facilities to accommodate this demand will be maintained and selective additional facilities developed in a manner that is consistent with other guidelines. Active and passive recreation is encouraged throughout most of the area.

- **Resource Harvesting**

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

- **Navigation**

The southern portion of the planning area includes the main harbor navigation channel. This vital transportation link to the upper estuary along with authorized in-water dredged material disposal sites will continue to be maintained. The navigation 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, in-water fills and structures are not consistent with the overall character of the planning area except as required to maintain facilities consistent with specific management unit guidelines.

PLANNING AREA VII

Area Description

- **Predominant Character**

This is a natural planning area.

- **Major Committed Uses**

In addition to a substantial fish and shellfish resource and wildlife habitat, the area is 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 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 allowed.

ALLOWABLE ACTIVITIES

MANAGEMENT CATEGORY		CM	
STRUCTURES	Piers, Docks, Wharves	2	
	Piling & Mooring Dolphins	2	
	Bridges		
	Causeways		
	Outfalls		
	Cable/Pipeline Crossing		
	Boathouses		
	Breakwater		
	Diking		
	Bulkheading	2	
BANK	Groins		
	Jetty		
	Special Project fills		
	Bankline Straightening		
	Bankline Erosion Control	1	
	Special Activities	2	
	New Access Channel		
	Channel/Berth Maint.	2	

Legend: Allowed Activity
 Conditional Activity
 Special Conditions
 Not Allowed

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STANDARD USES
 See Standard Use Table

MANAGEMENT UNIT 3 PLANNING AREA VI

Management Category

CM - Conservancy Managed

Boundary Description

Western Boundary - Management Unit 2.
 Eastern Boundary - intersection of Damon Point with main bankline.
 Plan Boundary - the edge of the platted properties between Mariners Way and Marine View Drive.

Management Objectives

Damon Point is considered a valuable recreational, natural resource, and public use area. The characteristics of the Point and the adjacent aquatic areas make it well suited for a variety of recreational activities. At the same time, the natural resources, including some areas of Snowy Plover nesting, are sufficiently sensitive to disruption to suggest careful management is essential. In addition, the adjacent deep water at the eastern most point of the spit makes it one of two locations on the entire north spit where ferry services could be terminated. Active management by local, state and federal agencies is the key to the balancing of uses in this management unit.

Special Conditions

1. Because Damon Point is an unstabilized sandspit, it is probable that its present configuration will change. No attempts will be made to artificially stabilize the spit except to accommodate allowable uses and activities. If future changes begin to interfere with the purposes of adjacent management units, remedies will be considered through the plan amendment procedures.
2. Only public uses are appropriate on the spit. Proposed public uses such as a ferry terminal must demonstrate to the satisfaction of appropriate local, state and federal agencies that both the primary and secondary impacts of the use and its activities will not cause adverse impacts to the critical resources of the spit. Highly impactful uses such as off road vehicles are not appropriate on the spit and active management measures should be taken to preclude their access onto the spit.

ALLOWABLE ACTIVITIES

MANAGEMENT CATEGORY		UR		
STRUCTURES	Piers, Docks, Wharves			
	Piling & Mooring Dolphins			
	Bridges			
	Causeways			
	Outfalls	C		
	Cable/Pipeline Crossing			
	Boathouses	3		
	Breakwater			
	BANK	Diking	2	
		Bulkheading	1	
Groins		C		
Jetty				
Special Project fills				
Bankline Straightening				
Bankline Erosion Control		1		
Special Activities				
New Access Channel				
Channel/Berth Maint.				

Legend: Allowed Activity
 Conditional Activity
 Special Conditions
 Not Allowed

A
C
1,3

STANDARD USES
 See Standard Use Table

MANAGEMENT UNIT 5 PLANNING AREA VI

Management Category

UR - Urban Residential

Boundary Description

Southern Boundary - Management Unit 4.
 Northern Boundary - the northern limits of the shorefront platted residential properties, approximately at the intersection of Harbor View Drive and Duck Lake Drive.
 Plan Boundary - Duck Lake Drive.

Management Objectives

This management unit will be used entirely for public shoreline access and recreation with shore-front residential properties immediately behind. Existing public access points will be maintained as will all areas of aquatic vegetation.

Special Conditions

1. Sloped, interlocking concrete slab type bulkheading is allowed only as a means of erosion control with existing platted residential lots and only out to the waterward limit of those lots.
2. Diking is allowed as an alternative means of erosion control to bulkheading as specified in Special Condition #1 above.
3. Boathouses are allowed only within the existing lagoon area.

**MANAGEMENT UNIT 6
PLANNING AREA VI**

Management Category

UM/N - Urban Mixed/Natural

Boundary Description

Southern Boundary - Management Unit 5.
Northern Boundary - Ocean Shores city boundary or the southern line of Section 26 (T18N, R12W).
Split Unit Boundary - line of non-aquatic vegetation (Section 404).
Plan Boundary - Duck Lake Drive and North Bay Avenue.

Management Objectives

Within the Urban Mixed portion, construction of the new airport for Ocean Shores, as well as the continued development of residential properties is allowed. The remainder of the area will remain in an undisturbed, natural condition.

Special Conditions

1. Sloped, interlocking concrete slab type bulkheading is permitted only as a means of erosion control with existing platted residential lots and only out to the waterward limit of those lots.
2. Diking is permitted as an alternative means to erosion control to bulkheading as specified in Special Condition #1 above.
3. The City of Ocean Shores is unique because of its physical setting as well as its history. As a major land development project from the 1960's, the plan for the now incorporated city was established to achieve land sales objectives. These objectives resulted in the parcelization and sales of 11,000 homesites and the location of an airfield surrounded by developing parcels, posing problems of runway and facility capacity and safety. The city had considered alternatives for upgrading the airfield including alternative sites.

ALLOWABLE ACTIVITIES

MANAGEMENT CATEGORY		UM	N
STRUCTURES	Piers, Docks, Wharves		
	Piling & Mooring Dolphins		
	Bridges		
	Causeways		
	Outfalls	C	C
	Cable/Pipeline Crossing		
	Boathouses		
	Breakwater		
BANK	Diking	1	1
	Bulkheading	1	1
	Groins		
	Jetty		
	Special Project fills	3	3
	Bankline Straightening		
	Bankline Erosion Control		
	Special Activities		
	New Access Channel		
	Channel/Berth Maint.		

Legend: Allowed Activity A
 Conditional Activity C
 Special Conditions 1,3
 Not Allowed

STANDARD USES
See Standard Use Table

A private airfield at Hogan's Corner, north of the city, was discarded because of its location, safety problems and the need to intrude into marsh areas for airfield expansion. There was no other property in the city large enough to accommodate

the airfield except the property in Management Unit 6. The Airport Master Plan and Environmental Impact Statement (1976) evaluated the impacts of and alternatives to the airport intruding into a salt marsh area. Finally, as part of the process to prepare the Estuary Management Plan, a set of conditions was established that would allow the airport to be sited in Management Unit 6 without creating an unacceptable adverse impact. These conditions included:

- a. That residential property be acquired to allow the airfield to be shifted to the west.
- b. That the entire facility be redesigned to minimum F.A.A. standards.
- c. That approximately 190-200 acres be preserved as a permanent natural area.
- d. That Level V mitigation for the lost resources be completed.

Appendix C

**Plan Amendment Criteria
from the
Grays Harbor Estuary Management Plan**

5. If a meeting is believed necessary, the Task Force recommendation from that meeting will be forwarded to the local jurisdiction. Normally, such recommendations will be forwarded within 60 days from the time the Regional Planning Commission receives the request.

In conducting a review of the proposed plan amendment, the Task Force, through its consensus decision making process, will prepare its recommendation to the local jurisdiction using the following criteria. Applications for Shoreline Master Program amendments, therefore, should address these factors:

1. The conformity of the amendment with the Estuary Management Goal, applicable Planning Area Guidelines, applicable management unit objectives and other plan objectives and policies;
2. A demonstration that the activity is not already allowed elsewhere in the estuary or that other allowed locations are not suitable (land ownership is insufficient as a sole factor in determining suitability);
3. A demonstration that the amendment will not cause unacceptable adverse effects on the local and estuarine natural systems or that these effects can be mitigated.
4. An evaluation of the short and long-term, primary and secondary effects of a proposed amendment will include:
 - a. changes in land use patterns,
 - b. changes in energy supply and demands,
 - c. increased pressures for development in floodplains, streams and natural drainage ways, wetlands or other aquatic areas,
 - d. significant changes in air, noise or water quality levels, or potential violations of established standards,
 - e. significant changes in surface or groundwater hydrology,
 - f. pressures for encroachment on fish or wildlife habitat;
5. Additional factors include the degree to which an amendment would:
 - a. set a precedent for other comparable amendments,
 - b. result in or promote a significant cumulative adverse impact, and
 - c. affect significant historic, archaeological, pre-historic or scientific areas or facilities.

In addition, any amendment to local Shoreline Master Programs must satisfy the requirements of the State Environmental Policy Act and the National Environmental Policy Act as appropriate. Once approved by a local jurisdiction, the amended Shoreline Master Program must be forwarded to the State Department of Ecology for approval. The Department of Ecology considers such Plan amendments to be part of its Routine Program Implementation. Such amendments are periodically assembled on a statewide basis and submitted to the Office of Ocean and Coastal Resource Management (OCRM) for review. Public comment can be submitted directly to OCRM at any time during this process.

Appendix D

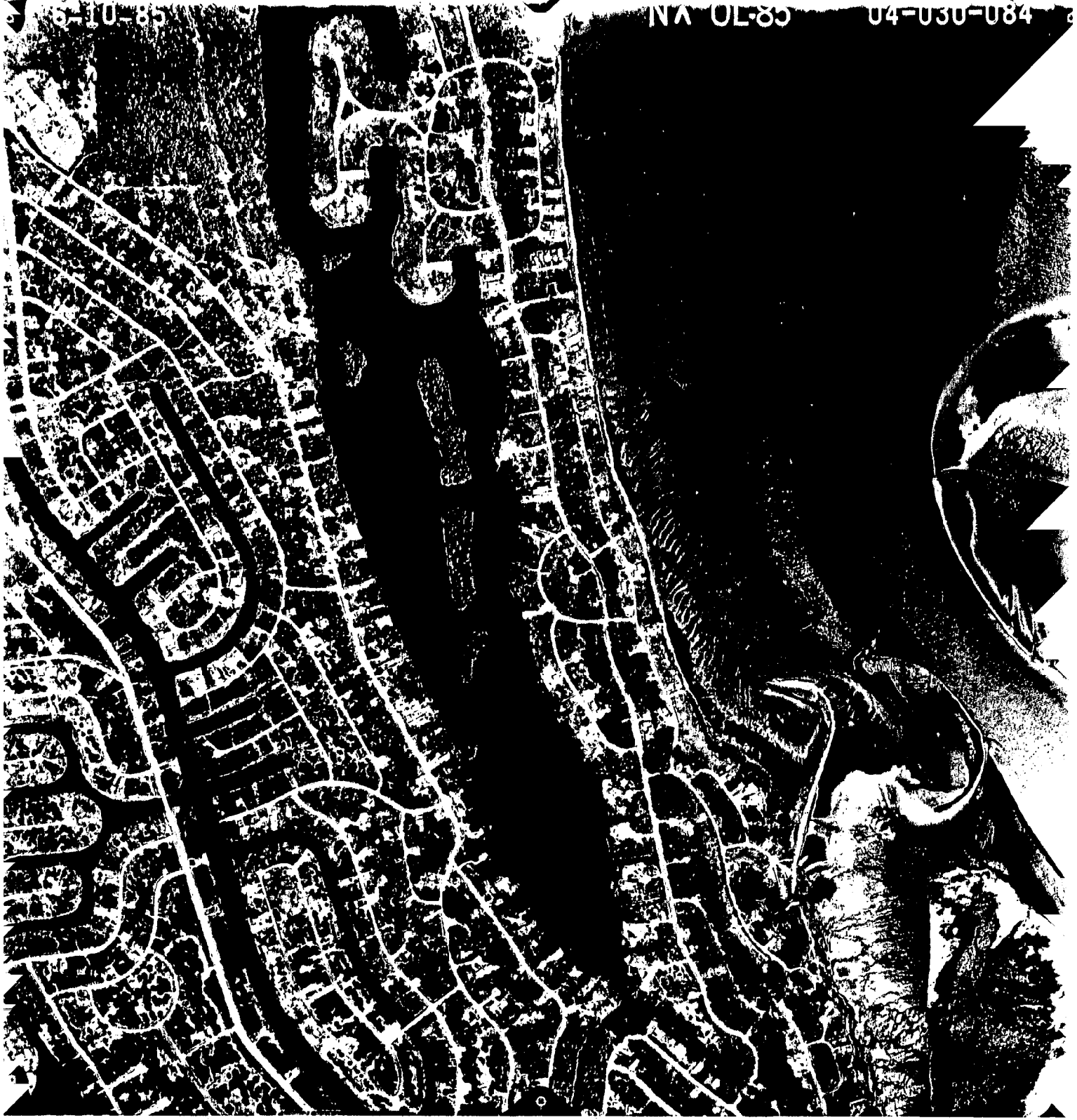
Aerial Photograph

Approximate Scale 1" = 1000'

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January 31, 1989

**Report on the
Request by the Ocosta School District
to amend the
Grays Harbor Estuary Management Plan**

Issue

The amendment proposed by the Ocosta School District raises the following issue:

1. Should Management Unit 36 be amended to allow a special project fill to expand an existing athletic facility?

Facts

1. **Location of Proposal:** Management Unit 36 within the northwest quarter section of Section 19, Township 16N., Range 11 W.W.M. The project site is east of the existing Ocosta school complex just south of the City of Westport.
2. **Proposed Development:** Redevelop an existing athletic facility. Fill less than one acre of freshwater wetlands for the redeveloped facility.
3. **Grays Harbor Estuary Management Plan Designation:** Rural Low Intensity/Conservancy Managed. The boundary between the designations is the line of non-aquatic vegetation. See GHEMP page 102 in Appendix A.
4. **Grays Harbor Estuary Management Plan Guidelines:** The Planning Area VII structures and fills guidelines on page 47 state that in-water filling is inconsistent with the character and use of the area. The guidelines also state that upland filling may be allowable provided it does not detract from other planning area guidelines.
5. **Grays Harbor Estuary Management Plan Allowed Uses and Activities:**
 - 5.1 **Management Unit 36, Rural Low Intensity:** Schools are not listed in the Standard Uses table. When this occurs, the proposed use is to be matched with the most similar use in the table. In this case, parks appear to be the most similar use in the table. Parks are listed for the Rural Low Intensity management units as a use that may be appropriate depending on the specific circumstances. See GHEMP page 114. Special project fills are not allowed in this management unit. See GHEMP page 102.
 - 5.2 **Management Unit 36, Conservancy Managed:** For Conservancy Managed management units, parks are also listed as a use that may be appropriate depending on the specific circumstances. See GHEMP page 114. Special project fills are not allowed in this management unit. See GHEMP page 102.
6. **Existing Land Uses:** School and adjacent wetland. Adjacent land uses include residences to the north, wetlands to the east; residences, small vacant residential parcels and wetlands to the south; and residences, scattered tourist commercial uses, and vacant land to the west on the opposite side of the state highway. The vacant areas to the west are a mix of uplands and wetlands.

7. **Natural Features:** Grays Harbor, salt water wetlands, and freshwater wetlands. The area east of the existing practice field which is proposed to be filled is a palustrine forested wetland, that is to say a freshwater wetland covered with trees and shrubs.
8. **Grays Harbor Estuary Management Plan Amendment Criteria:** The plan amendment criteria are found on page 11 of the GHEMP. A copy of page 11 is enclosed in Appendix B.

Proposal

The Ocosta School District has recently completed a new High School/Junior High School and would like to redevelop its athletic complex. The district originally proposed filling about four acres. The district has reduced the fill proposal to less than an acre. The district is also proposing to development ponds and other enhancements to the remaining wetland acreage on the site.

The district stated they have no other vacant land adjacent to the district property. The district does not believe allowing the fill will create a precedent. The district believes the fill will met an important public need.

The project will require a shorelines permit with conditional use, a county zoning conditional use permit, a Section 404 permit, and a flood plain development permit.

Appendix A

Excerpts from the
Grays Harbor Estuary Management Plan

- **Navigation**

The southern portion of the planning area includes the main harbor navigation channel. This vital transportation link to the upper estuary along with authorized in-water dredged material disposal sites will continue to be maintained. The navigation 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, in-water fills and structures are not consistent with the overall character of the planning area except as required to maintain facilities consistent with specific management unit guidelines.

PLANNING AREA VII

Area Description

- **Predominant Character**

This is a natural planning area.

- **Major Committed Uses**

In addition to a substantial fish and shellfish resource and wildlife habitat, the area is 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 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 allowed.

- **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 is not 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. Aquaculture, including oyster production, is appropriate.

- **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**

Mining 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. The planning area provides secondary support to the commercial fisheries industry as a fish and oyster rearing area. These two roles are most important to the Grays Harbor region and will be maintained. The planning area also provides a unique role to the recreation industry with its private hunting clubs. Those uses will be encouraged.

- **Use Character**

The general natural, unaltered character of the planning area will 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 development will occur in this planning area.

- **Recreation**

The current level of recreation use will be maintained with no general increase in use intensity. Limited additional pedestrian access is allowable 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 as well as oyster production and harvest are considered beneficial uses of the area.

- **Navigation**

Dredging to maintain the authorized depth of the navigational channel from Point Chehalis to the Elk River Bridge is not compatible with the area. However, until such time as this navigation channel is officially deauthorized by Congress, the Corps of Engineers has authority to maintain the channel. In-water navigation aids for shallow draft vessels are allowable as necessary.

- **Structures and Fills**

In-water filling within the planning area is inconsistent with the character and use of the area. In-water 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 allowable provided they do not detract from other planning area guidelines.

PLANNING AREA VIII

Area Description

- **Predominant Character**

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. Large areas of salt marsh and tideflats exist in the undeveloped portion of the planning area.

- **Major Existing Uses**

The commercial and sport fishing industries are the major uses in the area. Major facilities in the area include a marina, airport, state park, fish processing industries, supporting commercial and tourist facilities and the south jetty, revetment and groin system. There are productive salt marsh areas in the south part of the planning area along with in-water, dredged materials disposal sites.

**MANAGEMENT UNIT 36
PLANNING AREA VII**

Management Category

RL/CM - Rural Low Intensity/Conservancy Managed

Boundary Description

Southern Boundary - Management Units 34* and 35

Northern Boundary - Westport city limits, generally defined by the half section line in Section 18 (T16N, R11W).

Split Unit Boundary - line of non-aquatic vegetation (Section 404).

Plan Boundary - a line 200 feet landward from the line of non-aquatic vegetation (Section 404).

Management Objectives

This is a transition management unit between the natural areas to the south and the urban areas of Westport to the north. The management philosophy of this unit preserves the shoreline area in a relatively undisturbed condition. The landward portion of the unit is intended to remain a low intensity use area.

* The Westport Highway traveling west from the Elk River Bridge is within Management Unit 34. The highway may also be within Management Unit 36, depending on the exact location of the line of non-aquatic vegetation. In all cases, the highway is subject to the following special condition:

Special Conditions

- Maintenance, reconstruction and/or replacement of the highway bridge and bridge approaches are allowed. However, in the preparation of the Estuary Plan, it was not anticipated that such improvements would involve substantial loss of aquatic habitat. In the event substantial losses occur with highway or bridge improvements inside the plan boundary, Level V mitigation will be required.

ALLOWABLE ACTIVITIES

MANAGEMENT CATEGORY		RL	CM
STRUCTURES	Piers, Docks, Wharves		
	Piling & Mooring Dolphins		C
	Bridges	1	1
	Causeways		
	Outfalls	C	C
	Cable/Pipeline Crossing		
	Boathouses		
	Breakwater		
	Diking	C	
	Bulkheading		
BANK	Groins		
	Jetty		
	Special Project fills		
	Bankline Straightening		
	Bankline Erosion Control	C	
	Special Activities		
	New Access Channel		
	Channel/Berth Maint.		

Legend: Allowed Activity
Conditional Activity
Special Conditions
Not Allowed

A
C
1,3

STANDARD USES
See Standard Use Table

Appendix B

**Plan Amendment Criteria
from the
Grays Harbor Estuary Management Plan**

5. If a meeting is believed necessary, the Task Force recommendation from that meeting will be forwarded to the local jurisdiction. Normally, such recommendations will be forwarded within 60 days from the time the Regional Planning Commission receives the request.

In conducting a review of the proposed plan amendment, the Task Force, through its consensus decision making process, will prepare its recommendation to the local jurisdiction using the following criteria. Applications for Shoreline Master Program amendments, therefore, should address these factors:

1. The conformity of the amendment with the Estuary Management Goal, applicable Planning Area Guidelines, applicable management unit objectives and other plan objectives and policies;
2. A demonstration that the activity is not already allowed elsewhere in the estuary or that other allowed locations are not suitable (land ownership is insufficient as a sole factor in determining suitability);
3. A demonstration that the amendment will not cause unacceptable adverse effects on the local and estuarine natural systems or that these effects can be mitigated.
4. An evaluation of the short and long-term, primary and secondary effects of a proposed amendment will include:
 - a. changes in land use patterns,
 - b. changes in energy supply and demands,
 - c. increased pressures for development in floodplains, streams and natural drainage ways, wetlands or other aquatic areas,
 - d. significant changes in air, noise or water quality levels, or potential violations of established standards,
 - e. significant changes in surface or groundwater hydrology,
 - f. pressures for encroachment on fish or wildlife habitat;
5. Additional factors include the degree to which an amendment would:
 - a. set a precedent for other comparable amendments,
 - b. result in or promote a significant cumulative adverse impact, and
 - c. affect significant historic, archaeological, pre-historic or scientific areas or facilities.

In addition, any amendment to local Shoreline Master Programs must satisfy the requirements of the State Environmental Policy Act and the National Environmental Policy Act as appropriate. Once approved by a local jurisdiction, the amended Shoreline Master Program must be forwarded to the State Department of Ecology for approval. The Department of Ecology considers such Plan amendments to be part of its Routine Program Implementation. Such amendments are periodically assembled on a statewide basis and submitted to the Office of Ocean and Coastal Resource Management (OCRM) for review. Public comment can be submitted directly to OCRM at any time during this process.

Appendix C

Aerial Photograph

Approximate Scale 1" = 1000'

NA OL-85

06-032-174



M.1700/302.07

Grays Harbor Citizens Estuary Advisory Council

Minutes

Tuesday, February 7, 1989

Grays Harbor Regional Planning Commission Conference Room
2109 Sumner Avenue, Suite 202, Aberdeen, Washington

I. **Members Present:** Grace Lunstad, Vern Petty, and John Smith.

Staff Present: Tim Trohimovich

Others Present: Jerry Jenkins, Don Hatton, John Brumfield, Robert Quinby, Lois Waara and Mike Pence.

II. **Public Comment**

No members of the public commented.

III. **Approval of the Agenda**

Vern Petty stated that he wished to add to the discussion of amendments proposed by the City of Ocean Shores, a proposal that the Ocean Shores Airport be considered as an alternative site for the development of a new commercial airport serving Grays Harbor County. John Smith moved that the agenda be approved as amended. Vern Petty seconded the motion. The motion passed.

IV. **Election of Advisory Council Chair**

Grace Lunstad moved that John Smith be elected Advisory Council Chair. Vern Petty seconded the motion. The motion unanimously passed.

V. **Status of the Grays Harbor Estuary Management Plan**

Tim Trohimovich explained that the Grays Harbor Estuary Management Plan had been adopted by Grays Harbor County, Aberdeen, Hoquiam, Cosmopolis, and Westport and with several changes by the City of Ocean Shores. The State of Washington Department of Ecology has approved the Estuary Management Plan Amendments as an amendment to the Master Programs for Grays Harbor County, Aberdeen, Hoquiam, Cosmopolis and Westport. The Department of Ecology has postponed consideration of the Ocean Shores amendment until July, 1989 so the Task Force would have the opportunity to consider the changes made by the city. Trohimovich explained that the Department of Ecology has submitted the approved Master Program amendments to the U.S. Department of Commerce. The U.S. Department of Commerce has advised Trohimovich that they will consider approving the Estuary Plan as an amendment to the federally approved Coastal Zone Management Plan for the State of Washington during March and April. Trohimovich noted that the Estuary Plan is in effect in those jurisdictions in which the plan has been approved by the Department of Ecology.

VI. Advisory Council Role

It was noted that the Advisory Council was created by the Grays Harbor Regional Planning Commission to advise the Estuary Management Task Force. The Citizens Advisory Council meets prior to Task Force meetings, reviews items for the Task Force agenda and makes recommendations to the Task Force.

VII. Grays Harbor Bowerman Basin National Wildlife Refuge Status

The legislation creating the Grays Harbor National Wildlife Refuge was passed by the Congress and approved by the President. The U.S. Fish and Wildlife Service has appraised the property and is in the process of negotiating with property owners for acquisition. The Service is also preparing a management plan for the Refuge. The legislation provides that the U.S. Fish and Wildlife Service may either acquire property through cash payments or may, at the Service's discretion, grant mitigation credits for property transferred for the Refuge. A map prepared by the U.S. Fish and Wildlife Service showing the areas that they desire to include within the Basin was distributed for the Council's information.

VIII. Comments and Discussion on Plan Administration of the Grays Harbor Estuary Management Plan

Staff explained that under this agenda item, we wanted to hear any comments that people had about how the plan is working or things that could be done to improve the administration of the plan.

Several members of the public said making decisions on recommendations for plan amendments by consensus was unrealistic. They felt the decision should be made by some sort of majority of the Task Force members, but were uncertain as to the specific number. They also said policy officials from Task Force member agencies should be involved in the decision. One of the Advisory Committee members agreed with the comment. The Task Force did not make this an official recommendation.

A member of the public indicated that it was difficult to find out who to go see and how to go about getting wetlands development permits. A checklist or other mechanism was suggested as a way of assisting members of the public in processing wetland permits.

IX. Request by the City of Ocean Shores to Amend the Plan

The Citizens Advisory Council reviewed the staff report on the proposed amendments to the Estuary Management Plan by the City of Ocean Shores. Mike Pence appeared on behalf of the City of Ocean Shores and explained the reasons the City wanted the amendments. Grace Lunstad moved to recommend that Management Unit 3 be amended to allow an access road and parking lot accessory to a ferry terminal, that Management Unit 3 be amended to specifically allow ongoing sand removal from part of the upland portion of Damon Point, and that Management Units 5 and 6 be amended to allow erosion control measures at the waterward platted lot lines for properties along the bay with language added to increase the flexibility for the types of bulkheads that could be allowed, and that language be added to Management Unit 12 stating that the Ocean Shores Airport will be one of the alternatives considered when the alternative analysis is done for

the relocation of Bowerman Field. Vern Petty seconded the motion. After discussion, the Advisory Council approved the motion.

X. Request by the Ocosta School District to Amend the Plan

Several members of the audience appeared on behalf of the school district. Jerry Jenkins explained that the proposal had been scaled back from four acres in the original proposal to one acre of wetland fill. The district is also proposing a mitigation program of developing ponds, improving wetlands and providing, as part of their biology curriculum, an education program on the value and functions of wetlands. Mr. Jenkins presented a report describing the proposal and the plan amendment criteria. Several other members of the audience spoke in favor of the proposal. One member of the audience indicated there was no better site, and no viable alternative site. It was also explained that the district could not afford to transport students to another site. The district indicated they would be willing to explore other options for mitigation. Vern Petty moved to recommend that Management Unit 36 be amended to allow a special project fill to expand the existing athletic facility with the mitigation proposed by the district. Grace Lunstad seconded the motion. After discussion, the committee approved the motion.

XI. Election of Advisory Council Member to Participate as Ex-Officio Task Force Member at the Annual Review

Grace Lunstad moved to appoint Vern Petty to be the Advisory Council member to participate on the Task Force at the Annual Review on February 15, 1989. The motion was seconded by John Smith. The motion passed unanimously.

XII. Advisory Council Annual Report

Grace Lunstad moved that the minutes of this meeting be forwarded to the Grays Harbor Regional Planning Commission as the Council's required annual report. Vern Petty seconded the motion. The motion passed unanimously.

XIII. Next Meeting

The Advisory Council moved to hold their next meeting in March of 1989 after the Task Force Annual Review. Staff will contact the Advisory Committee members to determine the best time for the meeting.

XIV. Adjournment

There being no further business, Chairman Smith adjourned the meeting.

Memo

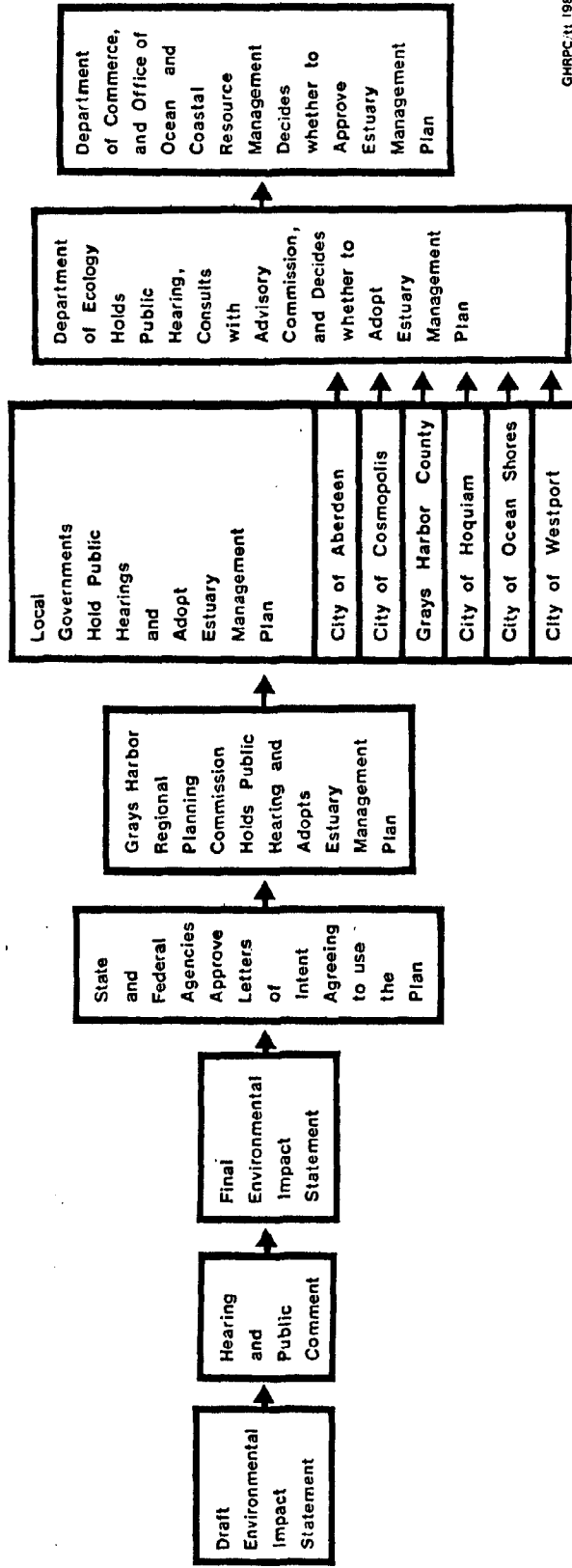
To: Citizens Advisory Council
Grays Harbor Estuary Planning Task Force Members
From: Tim Trohimovich
Date: February 13, 1989
Subject: Citizens Advisory Council Recommendation on Ocosta School District project

Grace Lunstad, a member of the Citizens Advisory Council, called me today to state that she had concerns about the Citizens Advisory Council's recommendation on the Ocosta School District project. She decided, after reflection, that she was opposed to the proposed amendment because it is inconsistent with the policies of the Estuary Plan for the south bay area and that, in her view, the proposed mitigation is inadequate.

For the Task Force's information, the vote of the Citizens Advisory Committee to recommend that the plan be amended to allow the Ocosta School District proposal was three in favor, zero against.

Grays Harbor Estuary Management Plan

Adoption Process



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