

A dramatic coastal scene featuring a dark, rocky shoreline. In the foreground, turbulent greenish-blue water with white foam churns around small rock formations. A large, dark rock formation extends from the left side into the sea. In the background, a massive wave is crashing against a steep, dark cliff, sending a large plume of white spray into the air. The sky is a deep, dark blue, suggesting a storm or late evening. The overall mood is powerful and wild.

A Shore for All Purposes

CZM in Summary

(from the text)

"The coastal areas of this country are both substantial in size and important in many ways."

"There exists the need to ensure that the nation's shorelines are kept environmentally sound and ecologically safe. At the same time, it will be necessary to develop plans for providing adequate seaside recreational opportunities, for improving our seaports and for accommodating industrial growth and resource development."

"Congress passed the Coastal Zone Management (CZM) Act in 1972 . . . a working tool for all people concerned with the orderly growth and development of this country's coastal areas."

"Thirty states and four U.S. territories are directly involved with CZM. All fifty states will be affected by it . . . It covers local desires and States' rights and provides for Federal oversight to ensure that important national interests are met."

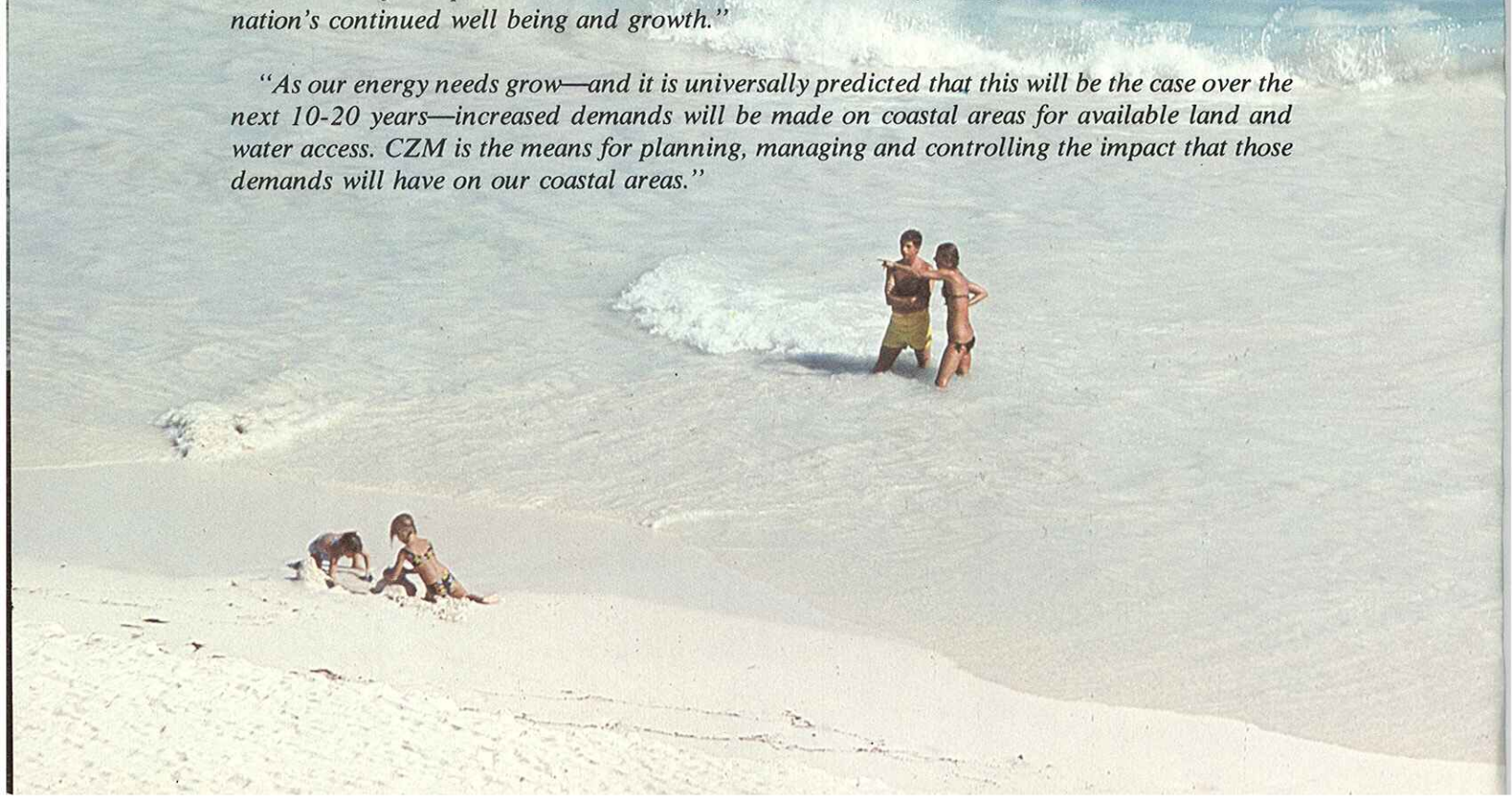
"The law reflects the notion that people need to organize and coordinate the multiple use of the country's coastal areas, at the same time placing an accent on needs that are more than local in nature."

"It has become increasingly clear that CZM was designed not only to preserve our coastal areas, but also to use and develop them in an orderly way. Accordingly, CZM embraces all three goals."

"Basically, CZM is a program under which the coastal states decide how they will accommodate and manage the uses of the coastal zone . . . Every step of CZM development must be accompanied by appropriate review. Very simply, this means that the state CZM program must reflect or consider the concerns of all interested parties within the state."

"One of the primary or fundamental issues confronting CZM planners is our country's increased need for dependable and reliable domestic sources of energy. Energy is the key to the nation's continued well being and growth."

"As our energy needs grow—and it is universally predicted that this will be the case over the next 10-20 years—increased demands will be made on coastal areas for available land and water access. CZM is the means for planning, managing and controlling the impact that those demands will have on our coastal areas."



The Coast. . .

Someone once said that Nature provided us with beaches so that little children could play at the ocean's edge. There they would learn the wonder of sand castles, some of the mysteries of ocean life, and the tremendous power of tides and waves.

A nice thought, and true enough, but not complete. What about the millions of us who are no longer children? Weren't the expansive shores of this nation made for us, too?

Teenagers and young adults use the beaches as a sanctuary in the sun. Tanned, vibrant, healthy bodies flock to the coastal areas to relax and enjoy. Middle-aged people travel to the nation's shores seeking the vacation quiet of a well deserved rest from their jobs and the doldrums of daily habits. And older people rest and reflect on their lives and accomplishments as they watch the water break on the shore.

More nice thoughts. But still incomplete. Don't the coastal areas serve more than a recreational function? What about the people who live and work in the coastal areas—people who are not occasional vacationers basking in the sun? What about all our people, wherever they live?

A National Goal

When you consider all the various activities which occur in the nation's coastal areas, the idea that our shorelines are for vacationers only is shortsighted.

The coast of the United States is, in many respects, the nation's most valuable geographic feature. Where land and sea meet is where the greater part of this nation's trade and industry takes place. Moreover, the waters off our shore are among the most biologically productive regions of the nation. And it is under these same waters where the last great frontier for badly needed natural resources such as oil and natural gas is located. In short, the coastal areas of this country are both substantial in size and important in many ways.

Consider the fact that the seven largest metropolitan areas of this country are on a seacoast or the Great Lakes' shores.

Consider further that 40 percent of the nation's industrial complexes are located in coastal areas.

And consider that over one half of the U.S. population currently lives in coastal areas. Projections by the Bureau of Census indicate that this figure will increase to almost 80 percent by the year 2000.

Accordingly, there exists the need to ensure that the nation's shorelines are kept environmentally sound and ecologically safe. At the same time, it will be necessary to develop plans for providing adequate seaside recreational opportunities, for improving our seaports and for accommodating industrial growth and resource development. Indeed, to support the people and communities included in the nation's coastal areas, Congress passed the Coastal Zone Management Act of 1972. And with this legislation, the concept of Coastal Zone Management or CZM—as it is most often called—became a working tool for all people concerned with the orderly growth and development of this country's coastal areas.

Ventilators, partially hidden by grass, mark the tops of U.S. Naval underground fuel tanks in Puget Sound, Washington. At the foot of the tree-covered slope, vessels take on fuel at the pier. Mount Rainier's snow-capped peak rises to 14,410 feet some 65 miles from Puget Sound.

CZM: A Multiple Use Concept

Thirty states and four U.S. territories are directly involved with CZM. All fifty states will be affected by it.

CZM is a broad concept. It covers local desires and States' rights and provides for Federal oversight to ensure that important national interests are met.

Originally authorized by Congress in 1972, the concept of CZM has undergone important changes since that time. As amended in 1974 and 1976, the Coastal Zone Management Act clearly recognizes that certain activities need to be given priority consideration in any CZM program. As such, the law reflects the notion that people need to organize and coordinate the multiple use of the country's coastal areas, at the same time placing an accent on needs that are more than local in nature.

The original act was signed into law in a burst of concern over our environment and before our mounting energy problems and other national needs were as clear as they are today. Although everyone agrees that improving or maintaining our environment is important, it has become increasingly clear that CZM was designed not only to *preserve* our coastal areas, but also to *use* and *develop* them in an orderly way. Accordingly, CZM embraces all three goals. Placing particular emphasis on any one of them would defeat the purpose of the legislation and, more importantly, would diminish the total benefits which all of us reap from the coastal zone.



The ABC's of CZM

Basically, CZM is a program under which the coastal states decide how they will accommodate and manage the uses of the coastal zone.

Under the original CZM Act of 1972, Federal money was made available to the states to help cover the costs of developing a comprehensive program for managing all facets of coastal development. The Congress assigned responsibility for administering the CZM Act to the Office of Coastal Zone Management, National Oceanic and Atmospheric Administration, U.S. Department of Commerce.

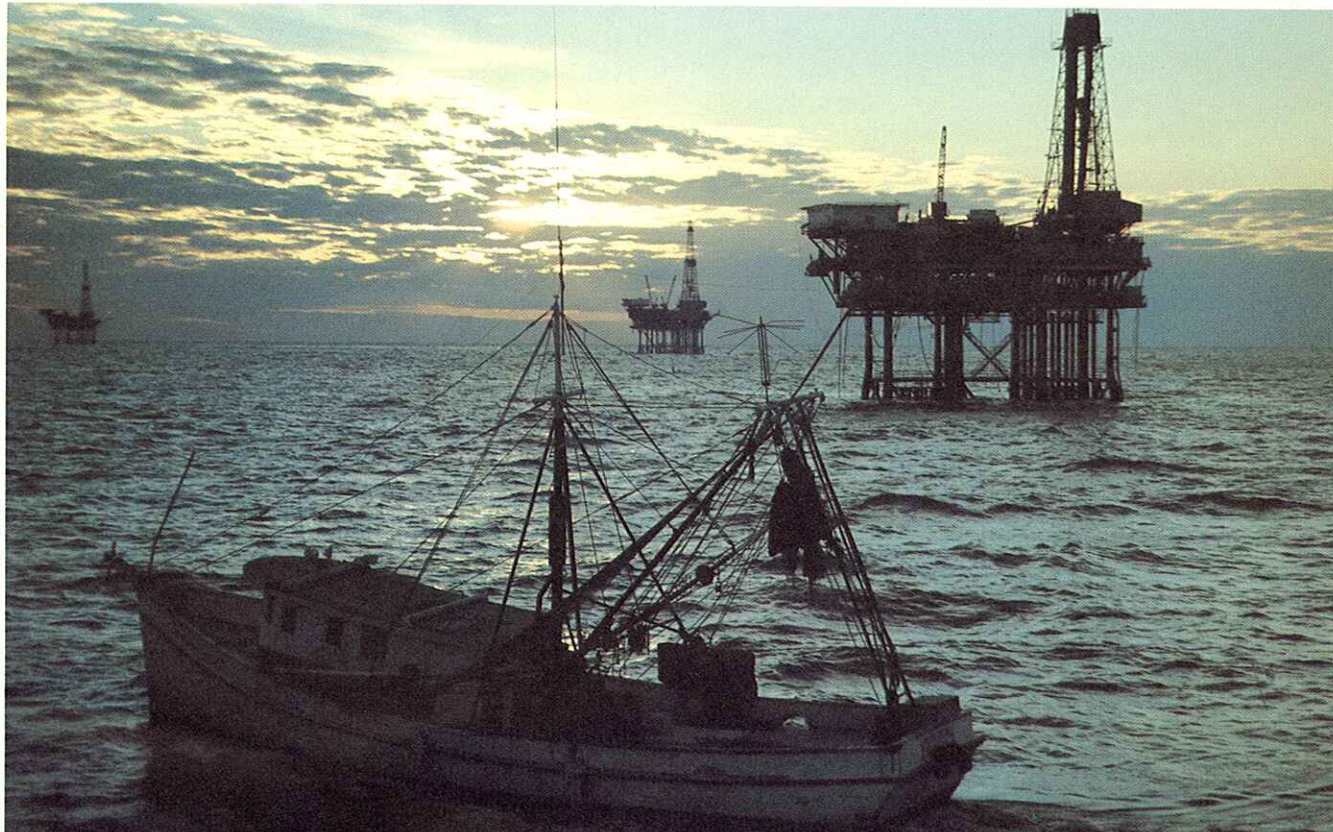
In order to qualify for Federal funds, the states must meet certain requirements and regulations. The state management program must first identify the boundaries of its coastal zone and define which land and water uses the program will attempt to manage in that area.¹ In addition, the state must designate and list areas of particular concern within the coastal zone. A few examples of areas that should be included under this requirement are ecologically fragile wetlands or highly productive spawning grounds and areas especially suitable for industrial development.

The state program must then identify what types of control it will use to protect certain coastal areas as well as ensure the appropriate utilization and development of resources within the coastal zone boundaries. The state must also establish broad guidelines on priorities of uses in designated areas. And under this requirement, the state must specifically include those uses having the lowest priorities.

The state is further required to include a description of the organizational structure it will use to implement its CZM program. That is, the state must clearly indicate the responsibilities and interrelationships of local, areawide, state, and regional and interstate agencies in the management process. This is of particular concern because natural coastal borders do not always follow artificial boundaries. For instance, the coastal areas adjacent to the Chesapeake Bay and the Great Lakes involve more than one state. Moreover, even within a state, coastal areas often involve more than one jurisdiction.

¹ Coastal zone means coastal waters (including the Great Lakes) and adjacent shorelands which are strongly influenced by each other. This is essentially the definition of the coastal zone that is given in the CZM Act of 1972 (Public Law 92-583). Under this act, actual delineation of coastal zone boundaries is left to individual ocean and Great Lakes fronting states. Coastal area is a more general term and may encompass a larger area than the coastal zone itself.

Gulf Coast fishermen and oilmen have been working in the same waters for 30 years. Between 1950-1975, catch from the Gulf tripled.



Fishing is good next to the Harbor Island crude oil storage and loading terminal off the coast of Texas (right), local fishermen have discovered.



Two other requirements seem to address the proverbial question: Can you have your cake and eat it, too? On the one hand, the state is required to define the term “beach” and develop a planning process for protecting public beaches and other coastal areas of recreational, historical and similar people-oriented values. Included in this requirement is the stipulation that the state must ensure public access to these areas.



Above, the world's deepest offshore drilling platform, located in the Hondo field in the Santa Barbara Channel.

On the other hand, the law, as amended, requires that the state program set up a planning process to accommodate energy facilities that are either likely to be located in the coastal zone or which would have a significant impact on the coastal zone. The state program must include—at a bare minimum—measures for anticipating and managing the impact of energy facilities.

The fact is that these two requirements—protecting public beaches and accommodating energy facilities—are compatible, and in the long run must be in order to meet all of the people’s needs. However, it is essential that neither of these objectives becomes overriding. To repeat an earlier point: stressing one over the other would dilute the benefits of the legislation. It might take more work to accommodate both, but it can and must be done.

Shoreline erosion must also be considered in the state CZM program. The state is required to develop a process for assessing the effects of erosion as well as to develop methods to lessen the impact of it and to restore areas affected by such erosion.

While all coastal states which choose to participate must develop their CZM program in accordance with requirements just mentioned, there are other important factors which each state must consider in order to qualify for federal support. Every step of CZM development must be accompanied by appropriate review. Very simply, this means that the state CZM program must reflect or consider the concerns of all interested parties within the state.

The list of interested parties in the development of the state CZM program will vary from state to state. But, the state must give the opportunity for full participation in the development process to public and private groups, relevant Federal agencies, other state agencies that might be affected by the CZM program and any local jurisdictions or regional organizations involved with the coastal zone area, including port authorities. If this is done, the final approved state CZM program should reflect the thinking and opinions of all the people it is designed to serve.

Pipelines, to deliver oil to ships and ballast water to shore, line Valdez, Alaska terminal berths. Production from the large Prudhoe Bay fields 800 miles to the north of Valdez flows into this terminal to be loaded and shipped to the lower 48 states.

To ensure that each state CZM program considered the interests of all parties, the original Act requires that the participating state establish a means for continuous consultation and coordination between the management agency and all appropriate public agencies and local governments. Additionally, the state must hold public hearings on its proposed program before it can be approved by the Department of Commerce.

After development of the state program and adoption by the state legislature, the Governor of the state must then review and approve both the program and any subsequent changes made by the legislature. The Governor also is given the responsibility for designating a single agency within the state to administer and implement the CZM plan.





Amid the sand dunes of Padre Island National Seashore near Corpus Christi, Texas, hide the wellhead valves of 43 gas wells. Proper care enables petroleum producers to explore and develop oil and gas resources with a minimum impact on the environment.

CZM and the National Interest

One of the most important requirements of the CZM Act, as amended, is the requirement that the state CZM program *provide for adequate consideration of the national interest*. This involves both the planning for and the siting of facilities which are necessary to meet requirements and needs that are *other than local in nature*. The law as amended mentions specifically energy facilities and further requires that the state program give consideration to any applicable interstate energy plan or program.

The purpose of this requirement is clear. The need for energy in this country is compelling. In order to avoid a situation where energy facilities might be arbitrarily prohibited on less than sufficient grounds, Congress sought through this requirement to protect the interests of all citizens. The problem is that, while everyone might agree that reliable sources of energy are necessary for this country to continue to grow, very few people seem to want energy facilities located in their communities or near their beaches.

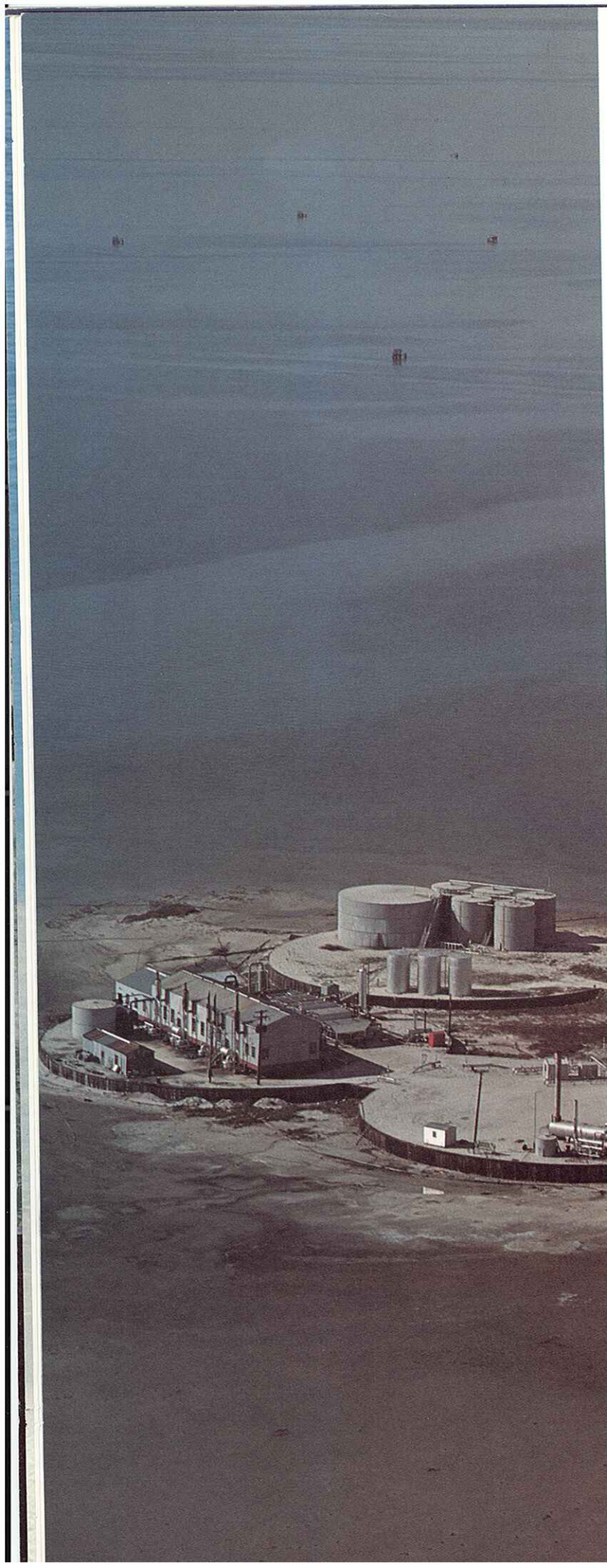
Additional requirements in the Act concern state oversight of local land and water use regulation. This regulation is a further indication that CZM is and must be designed to serve the interests of the maximum number of people. Any one or a combination of three general techniques for control of land water

uses within a state's coastal zone must be adopted before Federal approval is given.

The state may establish criteria and standards for local implementation and may enforce compliance with these standards. The state may also plan for and regulate standards for land and water use. Finally, the state may reserve the right of administrative review of local coastal programs with the power to approve or disapprove local land and water use standards being patterned after statewide CZM objectives. This final option must contain provisions for public notice of the review and an opportunity for hearings.

The experience of Corpus Christi, a major port, proves dramatically that industry, government and a concerned public can work together harmoniously to achieve a clean environment.





In the Gulf of Mexico, undersea pipelines carry oil and natural gas from offshore wells to a separation plant near shore.

CZM and Energy

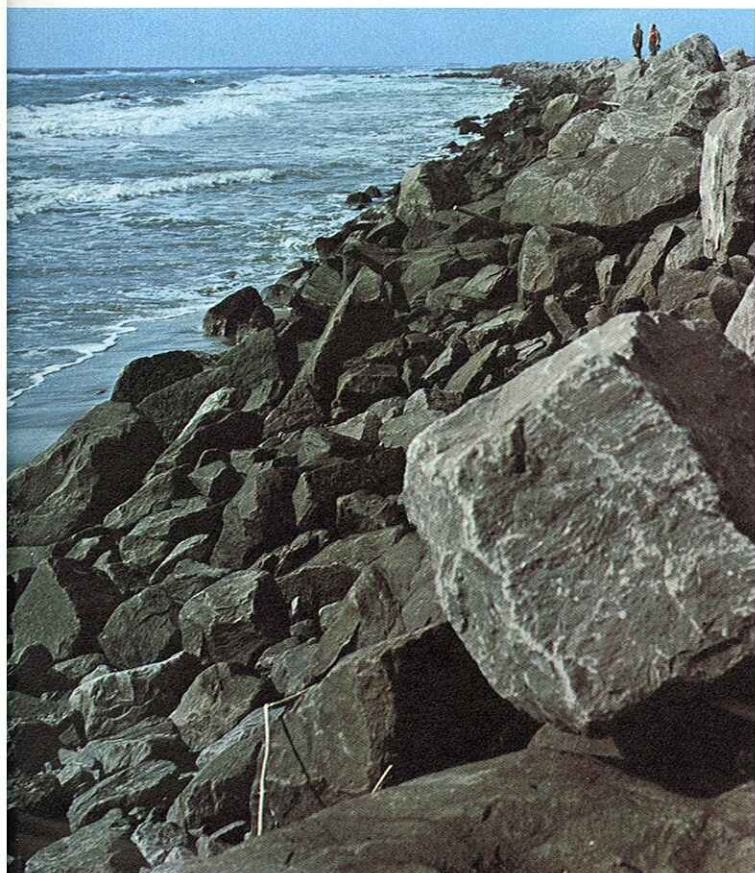
Still, one of the primary or fundamental issues confronting CZM planners is our country's increased need for *dependable and reliable domestic sources of energy*. Energy is the key to the nation's continued well-being and growth. However, unlike some other demands which might be made on the coastal areas, the development of energy resources requires coastal accommodation. The reasons are simple enough.

First, most of our easily located oil and gas deposits in inland areas have been found. As a result, petroleum explorers have had to turn to increasingly remote areas such as offshore on our Outer Continental Shelf. These offshore areas appear to offer the best potential for increasing our domestic oil and gas reserves. Yet, only an estimated four percent of our offshore areas has been leased. In contrast, an average of 34 percent of the continental shelves of the world are under lease for petroleum development. One reason only limited activity has been allowed in some of our offshore areas is the unfounded fear that energy exploration and development will result in severe damage to the coastal environment. Such fears fail to recognize that in the 30 years since offshore development began, more than 21,000 wells have been drilled in U.S. waters and that only one accident has caused severe pollution to beaches (and that pollution was only temporary).

The south shore of East Timbalier Island off the Louisiana coast. It is one of two islands that defines Timbalier Bay, a shallow inland sea famous for its submerged oil fields (right).



The man-made THUMS islands off Long Beach, California hide a number of oil wells under handsome facades of high-rise structures and man-made waterfalls. Aesthetically pleasing and environmentally safe, the THUMS islands' facilities draw petroleum out of the Wilmington field.



Second, the economics of being located near low cost bulk water transportation, as well as being near consuming markets, is an attractive incentive for constructing energy facilities in the coastal areas.

Finally, certain types of energy facilities require access to large volumes of water for cooling purposes.

The point of the matter is that as our energy needs grow—and it is universally predicted that this will be the case over the next 10-20 years—increased demands will be made on coastal areas for available land and for water access. CZM is the means for planning, managing and controlling the impact that those demands will have on our coastal areas.

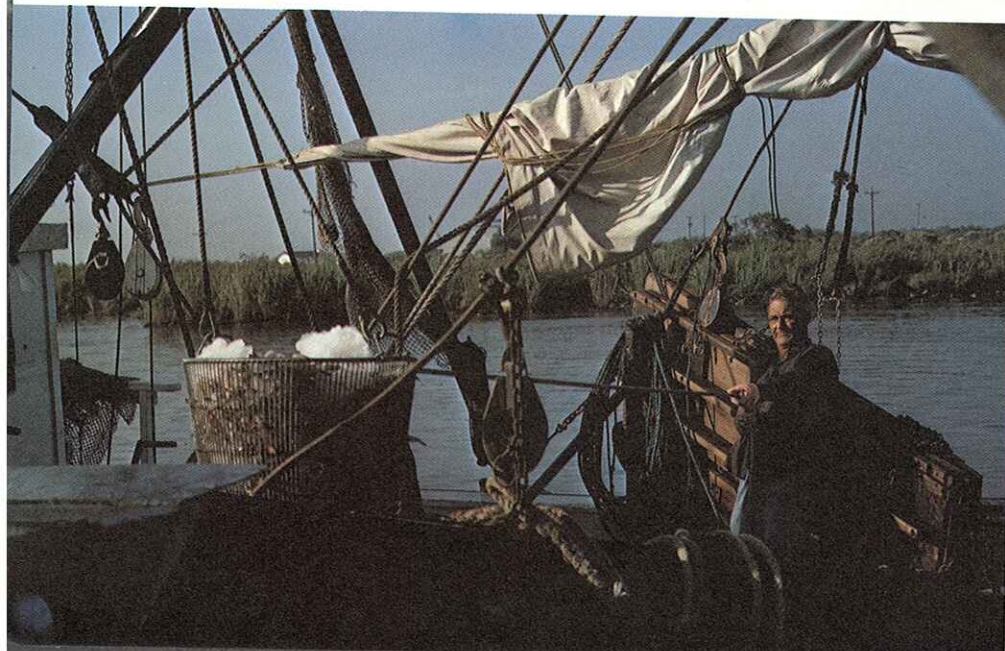
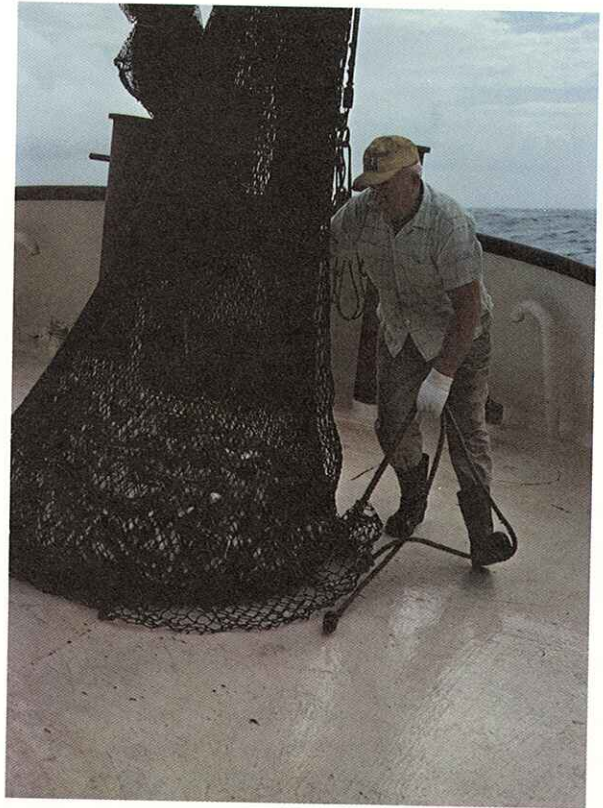
water use in coastal areas. Oftentimes, these interests are in conflict. And decisions regarding them have never been easy. Before CZM, there was no overall mechanism for resolving differences. CZM offers and permits an opportunity for conscientious and informed choices, while at the same time recognizing that certain priorities should and do exist. Certainly the need to accommodate the development of offshore energy sources is recognized as such in the law. CZM also offers a mechanism for investigating development alternatives in order to preserve our shoreline areas.

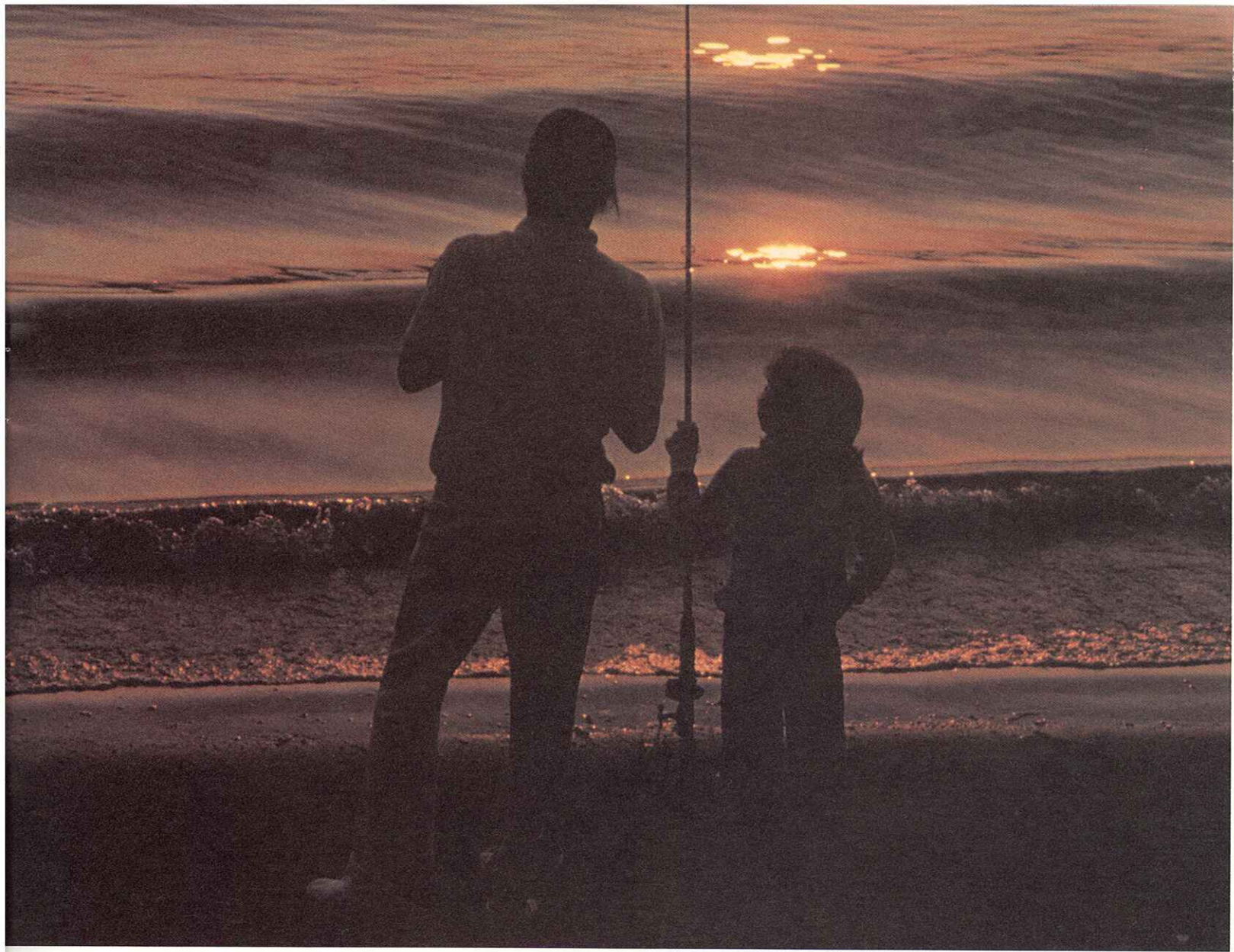
CZM: A Useful Tool

In the CZM Act, the Congress has created a useful tool for the protection and orderly development of the nation's coastal resources. If all interested parties show a willingness to abide by the three mutual goals of preserving, utilizing and developing, the country should be able to deal with the pressures being placed on our coastal areas.

At present, industry, trade, recreation, housing and environment interests compete for the limited resources of the coastal zone. In addition, waste disposal and, potentially, aquaculture (growing food in offshore areas) compound the problems of land and

Culling their catch from the Gulf of Mexico, fishermen ice down shrimp in the hold for delivery ashore. Gulf seafood production has kept pace with oil operations in climbing to record levels.





A shore for all purposes . . . serving the needs of man and wildlife.

As often happens with new laws and new programs, CZM remained unappreciated and virtually unknown to the general public until a crisis brought it forcefully to people's attention. The crisis in this case was the energy problem. CZM does not, by itself, solve that problem. But it does give the people of this country another tool to ensure the orderly development of our coastal areas as we seek to resolve that problem. At the same time CZM offers all of us the opportunity to demonstrate that our coastal areas are indeed a shore for all purposes.



A drilling site in the Gulf of Mexico off the Louisiana shore (right).

Biologist-divers descend beneath the offshore platform, Hilda, in the Santa Barbara Channel to survey the animals encrusting the platform support members. Offshore oil platforms function as artificial reefs for diverse marine communities (below left).

At sunrise on San Miguel, one of the Channel Islands off the California coast, gulls soar over sea lions preparing to enter the surf to feed. The islands are adjacent to the Santa Barbara Channel, an important petroleum producing area (below right).

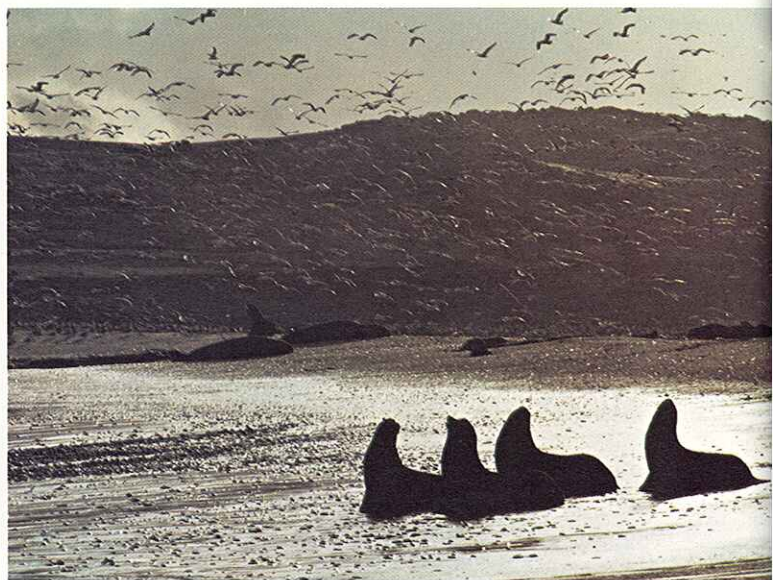
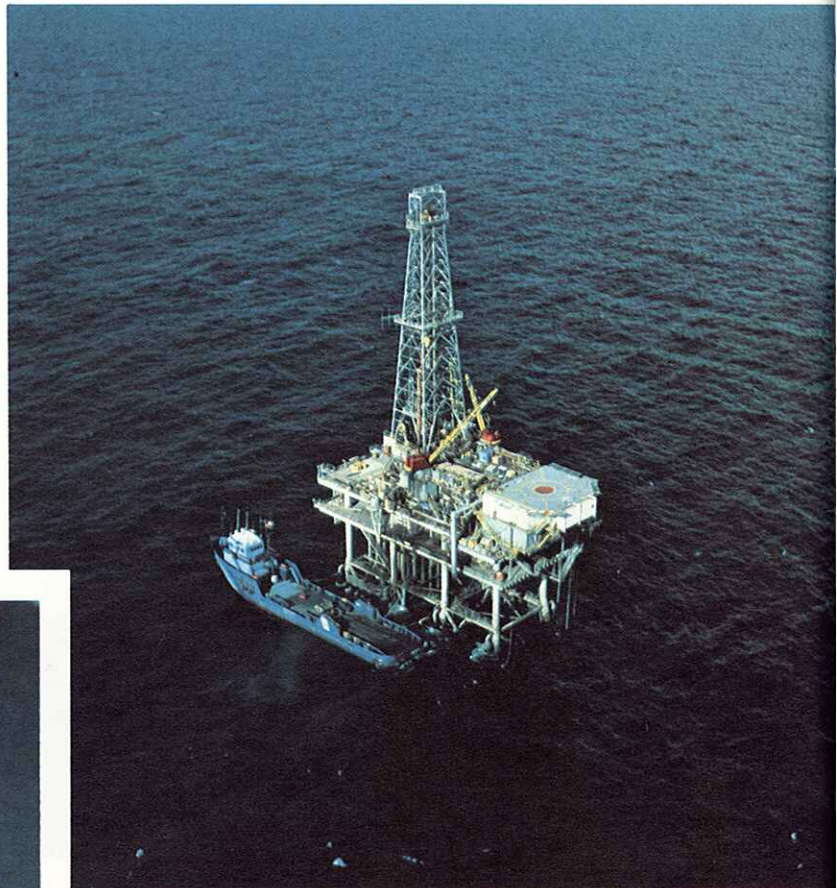


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