

Chapter IV

Coastal Areas of Particular Concern

One important element of Michigan's Coastal Management Program is the identification of specific lands and waters which experience problems or offer opportunities. These areas — termed Areas of Particular Concern (APC's) — merit special attention in the actions and concerns of citizens and local, state and federal governments. As areas of particular concern are identified, the Coastal Management Program refers the areas and their management recommendations to agencies and groups which have the ability to take responsive actions. A limited number of priority areas of particular concern will be addressed directly through funds provided by the Coastal Management Program. This chapter describes the process Michigan will use to inventory and review areas of particular concern for the purpose of assuring that these areas are considered in decisions affecting our coast.

WHAT ARE APC'S AND WHAT WILL THEY DO?

An Area of Particular Concern (APC) is a statement of interest or concern for a specific coastal site which recommends a course of action to protect or enhance the site's special value or characteristics. The Coastal Management Program uses the area of particular concern process to provide an additional avenue for identifying and addressing coastal areas which need management attention. Program implementation will continue this activity.

TWO SOURCES OF AREAS OF PARTICULAR CONCERN

Areas of Particular Concern originate from two different sources: (1) state legislated areas of particular concern; and (2) nominated areas of particular concern.

Legislated Areas of Particular Concern

Certain state statutes specifically mandate that coastal areas receive special management attention, (in the context of Michigan's Coastal Management Program, the term legislated areas of particular concern may be used interchangeably with the term

"designated" areas of particular concern). Assisting in the implementation of legislated areas of particular concern according to use priorities established by the Michigan Legislature, will be one focus of program implementation efforts. This effort will include accelerating programs which protect essential coastal resources or provide technical and financial assistance to the coastal area. Legislated APC's are identified generically by the Michigan Legislature, (e.g., high risk erosion areas, environmental areas, etc.). The specific site location of these areas are determined by the Department of Natural Resources, based upon criteria described in state statutes through due process provisions (Act No. 306 of the Public Acts of 1969).

The following areas and their priority uses mandated by state statute are recognized as legislated (or designated) areas of particular concern. All areas which are identified by the state under authorities and programs described below are legislated areas of particular concern when located on Michigan's coast.

- *Great Lakes High Risk Erosion, Flood Risk and Environmental Areas:* regulated either by state permit or local zoning to protect future structures from erosion caused damages, protect developments in flood prone areas, and protect areas of critical fish and wildlife habitats, under provisions of the Shorelands Protection and Management Act, (Act No. 245 of the Public Acts of 1970, as amended). In these shoreland areas, uses that conform to statutory requirements, including minimum setback distances, developments located outside of established coastal flood plains, and management plans for environmental areas are considered highest priority. Uses which do not conform to statutory requirements such as new development which is prone to property damage from erosion or flooding or which does not conform to environmental area management plans are considered uses of lowest priority.

Currently there are 197 miles of designated high risk erosion areas and about 100 miles of designated environmental areas.

- *Public Access Sites:* established and managed to satisfy demands for recreational access to public waters under authorities involved in Michigan's Access and Facility Development Program. Uses which support access at such sites are considered of highest priority, while uses which reduce or compromise the quality or quantity of such access opportunities are considered lowest priority.

The state has three public access fishing sites along the coast and 121 coastal recreational harbors and launching sites, (see also, Harbors of Refuge and Mooring Facilities below).

- *State Game and Wildlife Areas:* dedicated and managed for education, conservation or other public purposes under Michigan's Wildlife Habitat Management, Land Acquisition or Wildlife

Research programs. Uses of highest priority in the publicly owned and dedicated portions of such areas are related to administrative or management goals which are articulated in Ten Year Management Plans developed by the Michigan Department of Natural Resources for each area. Lowest priority uses are those which would conflict with those management goals or plans.

To date, there are 19 coastal state game and wildlife areas.

- *State Parks:* established and managed for recreation, education or other purposes under authorities involved in Michigan's Park Management, Interpretive Services and Conservation-Corrections Workcamp programs. Such areas are managed according to a state-developed Master Plan for each area. Uses of highest priority in the publicly owned and dedicated portions of such areas are related to administrative or management goals articulated in those plans, while lowest priority uses are those which would conflict with those goals or plans.

Currently 37 state parks are located along the coast.

- *Harbors of Refuge and Mooring Facilities:* established and managed to supply specialized recreational boating needs under respective provisions of Act No. 320 of the Public Acts of 1947 and Act No. 337 of the Public Acts of 1939. Uses which enhance the quality and quantity of access at such sites will be considered of highest priority, while uses which reduce or compromise such access opportunities will be considered of lowest priority.
- *Port Districts:* established and operated to provide for commercial navigation needs under respective provisions of the Port Districts Act (Act No. 234 of the Public Acts of 1925 and Act No. 251 of the Public Acts of 1966). Highest priority uses in Port Districts are related to administrative and management goals articulated in Comprehensive Port Plans developed under Act 234 for each area. Lowest priority uses are those which would conflict with those management goals or plans.

Currently, there are two port districts: (1) the Detroit Port District, and (2) the Monroe Port District.

- *Historic Districts:* established and regulated to protect against loss or damage to certain valuable historic attributes under provisions of the Historic Districts Act (Act No. 169 of the Public Acts of 1969). Highest priority uses in these areas are those which maintain or enhance attributes of the area identified in historic district ordinances developed by local units of

government under provisions of Act 169. Lowest priority uses are, therefore, activities which would destroy or diminish these attributes.

To date, there are six historic districts along the coast.

- *Certain Farmland or Open Space Areas*: enrolled for a specific time period by voluntary landowners, which legally restrict nonagricultural development under provisions of the Farmland and Open Space Preservation Act (Act No. 116 of the Public Acts of 1974). Highest priority uses are those which comply with Development Rights Easements/Agreements developed under Act 116 for each area. Lowest priority uses are those which would not meet the letter and intent of those documents.

About 50,000 acres have been enrolled under Act No. 116 in coastal counties.

- *State-owned properties dedicated as Wilderness Areas, Wild Areas and Natural Areas*: regulated to preserve outstanding, unique or archetypical areas of natural quality under provisions of the Wilderness and Natural Areas Act (Act No. 241 of the Public Acts of 1972). State administrative or management authority for such tracts is established by state ownership. Highest priority uses relate to administrative and management goals articulated in a state-developed Master Plan for each area, while lowest priority uses are those which would conflict with those goals or plans.

To date, there are three natural areas that border the coast.

- *Natural Rivers Areas*: established to preserve and enhance identified values of areas designated under provisions of the Natural Rivers Act (Act No. 231 of the Public Acts of 1970). River Management Plans are developed cooperatively by state and local interests to identify attributes and values in each designated area. These plans are then used as guidelines in developing local ordinances in each area. Uses of highest priority are those which support these plans and ordinances; uses of lowest priority are those which cannot.

Thus far, four natural rivers have been established in the coastal area.

- *Great Lakes designated Sand Dune Areas*: designated by the state to provide for protection, management and reclamation of Great Lakes sand dunes (Act No. 222 of the Public Acts of 1976). Sand dune mining operators must submit an environmental impact statement, a progressive cell-unit mining and reclamation plan, and a 15-year mining plan as part of the state permit

process. Uses which conform to mining plans and permit conditions are highest priority. Uses which do not conform to plans and permit conditions are lowest priority.

Currently, seven areas have been proposed as designated sand dune areas.

Legislation which requires specific management attention for these areas contains extensive provisions for due process, consistent with Michigan's Administrative Procedures Act, (Act No. 306 of the Public Acts of 1969), prior to implementation on a site specific basis. Hearings, appeals, public meetings, and property owner notification are included in the designated process for many of these areas. (For a more complete description of due process provisions, see Chapter V.)

Other areas may be added by the Michigan Legislature at any time. Legislated APC's differ significantly from publicly nominated APC's in that: (1) management and resulting use priorities are enforceable by state statute; (2) given adequate state appropriations, the management for such areas is assured and (3) some of these areas are owned, operated or directly regulated by state agencies. Maps, showing the location of legislated areas of particular concern are contained in Appendix D of "State of Michigan Coastal Management Program and Draft Environmental Impact Statement".

Nominated Areas of Particular Concern

APC's may be nominated by any individual, group or agency. APC nominations received by the Coastal Management Program identify a variety of public and agency coastal concerns. For example, the Michigan Department of State Highways and Transportation has nominated 23 commercial ports as areas of particular concern. The United States Fish and Wildlife Service also nominated coastal sites as APC's, many of which were identified as critical fish and wildlife habitats. In addition to agencies and interest groups, about 60 percent of the total APC nominators to date have been private individuals. Their concerns range from reducing erosion hazards to protecting ecologically sensitive areas to improving recreation access, etc. Although legislated areas of particular concern are sufficient to meet requirements of the federal Coastal Zone Management Act, a method which provides opportunity for all concerned with management of Michigan's coast to indicate problems and suggest management solutions is also included in this program. The nominated form of APC: (1) provides a new avenue for citizens and agencies to become involved in coastal management; (2) formalizes statements of concern about specific areas from those closest to those concerns; and (3) further identifies areas and issues which may be considered in actions or decisions affecting our coast.

Each area of particular concern nomination includes a specific description of the location and characteristics of a coastal site and a recommendation regarding how the site could best be used or managed. Ownership information, current usage, etc., may also be included, (see Figure IV-A). This information is circulated and reviewed by those who have the ability and interest to address the APC's management

FIG. IV-A
Sample Nomination Form
for Coastal Areas of
Particular Concern

Nominator: _____

Address: _____

COASTAL AREAS OF PARTICULAR CONCERN NOMINATION FORM

Name of area nominated: _____

Location: County _____

Township, City or Village _____

Boundary features (rivers, roads, section lines, etc.) _____

Present ownership: _____

Under which category does this area qualify? (Please check only one)

- | | |
|--|--|
| <input type="checkbox"/> high risk erosion | <input type="checkbox"/> island |
| <input type="checkbox"/> flood hazard | <input type="checkbox"/> coastal lake, rivermouth, bay |
| <input type="checkbox"/> ecologically sensitive | <input type="checkbox"/> urban |
| <input type="checkbox"/> natural area | <input type="checkbox"/> mineral or energy resource |
| <input type="checkbox"/> recreation area | <input type="checkbox"/> agricultural |
| <input type="checkbox"/> historic or archaeological site | <input type="checkbox"/> prime industrial |
| <input type="checkbox"/> sand dune | <input type="checkbox"/> water transportation |

Why is this area of particular concern to you? (physical characteristics, damages, opportunities, present use, problems, etc.) _____

What do you think should be done with the area? (public acquisition, local zoning, preservation, etc.) _____

Other comments: _____

PLEASE RETURN TO:

Citizen Shorelands Advisory Council
Michigan Department of Natural Resources
Stevens T. Mason Building
Lansing, MI 48909

OR: Michigan Department of Natural Resources
Division of Land Resource Programs
Box 30028
Lansing, MI 48909

recommendations, such as state and federal agencies, local governmental units, planning and development regional agencies, etc. Based upon the degree of support afforded each APC, the objective of this process is to implement the area's management recommendation — either directly by the Coastal Management Program or other sources of technical and financial assistance.

APC nominations and management recommendations may be inventoried and reviewed in groups. As in the preceding policy chapter of this impact statement, areas of particular concern are nominated and may be grouped for program assistance within five resources areas, (see Figure IV-B):

- **AREAS OF NATURAL HAZARD TO DEVELOPMENT**
These include various types of erosion or flood prone areas.
- **AREAS SENSITIVE TO ALTERATION OR DISTURBANCE**
These include ecologically sensitive areas, natural areas, sand dunes and islands.
- **AREAS FULFILLING RECREATIONAL OR CULTURAL NEEDS**
These include areas which are or which should be managed to recognize recreation, historic, archaeological or other cultural values.
- **AREAS OF INTENSIVE OR CONFLICTING USE**
These include coastal lakes, river mouths and bays, and urban areas.
- **AREAS OF NATURAL ECONOMIC POTENTIAL**
These include water transportation areas, mineral and energy resource areas, prime industrial sites, and prime agricultural areas.

A special category of areas of particular concern, which includes areas nominated under any of the five categories listed above, is Areas for Preservation or Restoration. Since areas for preservation or restoration usually necessitate immediate management attention, these areas are high priority for program financial and technical assistance. Management recommendations for these areas may include: (1) revegetation of sand dunes to reduce erosion; (2) planning and engineering designs to improve the aesthetic conditions and facilitate public access in urban coastal areas; (3) preserving tourist or other economic uses of historic sites; (4) wood chip trails and other creative, low-cost construction measures to protect fragile natural and sensitive areas; etc. Many areas for preservation or restoration possess management problems or opportunities which necessitate a cooperative state, regional and/or local effort to achieve the management objective. In many cases, the management objectives transcend the financial or regulatory capabilities of local governmental units. Through Coastal Management Program financial and technical assistance, these areas will be addressed in order to preserve their unique and special characteristics.

FIG. IV-B
Guide to Identifying
Areas of Particular Concern

AREAS OF NATURAL HAZARD

HIGH RISK EROSION AREAS.

- An area exhibiting at least two of the following characteristics is considered a potential high-risk erosion area:
 - A. Vegetation removal (25% or more)
 - B. Narrow beach
 - C. Slumping bank
 - D. Turbidity of adjacent waters
 - E. Damaged erosion control structure
 - F. Damaged land structure
 - G. Protective works present
 - H. Unusual angle of response of the bluff material
- Using historic and recent aerial photography, average annual bluff recession can be measured for those areas identified as potential high risk erosion areas. If it is determined that bluffs are receding at an average rate of at least one foot per year, the area is considered a high risk erosion area.

FLOOD HAZARD AREAS.

- The area is within the 100-year floodplain of the Great Lakes, based on engineering studies conducted by federal and state agencies and local units of government. In general, special flood risk areas should include those areas designated by the Federal Insurance Administrator.

SENSITIVE AREAS

ECOLOGICALLY SENSITIVE AREAS.

- Marshes lakeward or landward of the ordinary high water mark with the following values:
 - A. A production, brood rearing, feeding, resting or migration habitat for waterfowl and/or other migratory birds.
 - B. A traditional waterfowl hunting area.
 - C. A habitat supporting a significant furbearer population.
 - D. Significant fisheries for important sport and/or commercial species or spawning and/or nursery areas for important species.
 - E. Significant fisheries through management or potential as significant spawning and/or nursery areas for important species.
 - F. Support for unusual, threatened or endangered plant species or unusual aggregations of species.
 - G. Function as a breakwater by absorbing wave energy and retaining rising flood waters.
- Areas of the upland along the shoreline that have any or all of the following values:
 - A. A staging or stop over point for migratory birds.
 - B. A gull or tern nesting colony or heron rookery.
 - C. An eagle or osprey nest.
 - D. Valuable habitat for deer, furbearers, hawks, owls, game birds, song birds and/or threatened or endangered animal species.
 - E. Support unusual, threatened or endangered plant species or unusual aggregations of species.
- Open water areas from the water's edge to a depth of 20 fathoms with the following values:
 - A. Traditionally important sport and/or commercial fishing areas where important species concentrate, or known spawning or nursery areas for important fish species.

FIG. IV-B (continued)

- B. Potentially valuable fishing areas where management efforts are currently underway to develop the fishery, or potentially good spawning nursery areas for lake trout or other expanding fish populations.
- C. Valuable fish habitat areas not now providing a sizable fishery and not currently under management, but with significant fishery values for future development.
- D. Submerged aquatic plants important to waterfowl.

NATURAL AREAS.

Guidelines established by the Michigan Wilderness and Natural Areas Advisory Board can be used to identify special natural areas throughout Michigan's coastal area.

- Have retained, have re-established or can readily re-established natural character.
- Possess one or more of the following characteristics:
 - A. Biotic, geological, physiographic or paleontological features of scientific or educational value.
 - B. Outstanding opportunities for scenic pleasures, enjoyable contact with nature or wilderness type of experiences (solitude, exploration and challenge).

In addition, the area should exhibit characteristics listed under one of the following categories:

- **Wilderness Areas:**
 - A. Large size: has 3,000 or more acres of state land or is an island of any size.
 - B. Primitive: generally appears to have been affected primarily by forces of nature with the imprint of man's work substantially unnoticeable.
 - C. Wilderness Recreation: has outstanding opportunities for solitude or a primitive and unconfined type of recreation.
 - D. Notable natural features: contains ecological, geological or other features of scientific, scenic or historical value.
- **Wild Areas:**
 - A. Size: is less than 3,000 acres of land.
 - B. Wilderness or nature observation type of recreation: has outstanding opportunities for (1) personal exploration; (2) challenge; or (3) contact with natural features of the landscape and its biological community.
 - C. Wilderness-like: possess one or more of the characteristics of a wilderness area.
- **Research Natural Areas:**
 - A. Educational or scientific natural area: retained or re-established natural character, or has unusual flora and fauna or biotic, geological, or other similar features of vegetational or scientific value, but it need not be undisturbed.
 - B. Verified by scientists: identified and verified through research and study by qualified observers.
 - C. May be sub-unit: may be coextensive with or part of a wilderness area or wild area.
- **Nature Study Areas:**
 - A. Must have essentially the same characteristics as a research natural area.
 - B. Adaptive to development and use of facilities for conservation, education and nature study or much more intensive use than research natural areas.
- **Managed Natural Areas:**
 - A. Same as for research natural areas.
 - B. An ecosystem that is maintained at a chosen state of development or is brought to a desired stage of development by the use of cultural techniques or controls. These controls are known to favor the maintenance or the development of a particular biological community or may be designed to preserve or restore a desired plant or wildlife species.

FIG. IV-B (continued)

SAND DUNE AREAS.

Sand dune areas are defined as those geomorphic features composed primarily of unconsolidated sand, whether wind blown or of other origin. Sand dunes can be considered special areas when:

- The dune area meets the guidelines for an "ecologically sensitive" or "natural" area.
- The integrity of the dune area is threatened by uncontrolled recreational use.
- The integrity of the dune area is threatened by mining activity.
- The dune area is in need of reclamation due to removal of sand and/or vegetation.

ISLANDS.

Islands can be considered special areas when:

- The entire island and/or littoral area meets the guidelines for an "ecologically sensitive" or "natural" area.

AREAS FULFILLING RECREATIONAL & CULTURAL NEEDS

RECREATION AREAS.

Special recreation areas include:

- Existing shoreland recreation areas and facilities.
- Sites that have been identified for acquisition and development by local, state or federal agencies.
- Other areas with high recreation potential.

HISTORIC AND ARCHAEOLOGICAL SITES.

Guidelines are a combination of those used for identifying National and State Register sites and those established in the Department of Natural Resources "Report on Special Environments". Special historic and archaeological areas are those sites, structures, objects or districts that:

- Are connected with an event resulting in significant contributions to the pattern of history or prehistory.
- Are associated with an important phase of growth or decline of a local society or movement.
- Are associated with lives of historically significant persons.
- Embody distinctive characteristics of type, period or method of construction.
- Represent the work of a master.
- Are part of the Great Lakes bottomland containing shipwrecks.
- Are a grouping of structures which individually are not unique but which taken together represent a certain historic scene or way of life.

AREAS OF INTENSIVE OR CONFLICTING USE

COASTAL LAKES, RIVER MOUTHS AND BAYS.

The special coastal lake, river mouth or bay should be a land/water area experiencing serious conflicts among two or more of the following:

- Valuable fish or wildlife habitat.
- Recreational boating use.
- Recreational use for fishing and/or swimming.
- Supporting or with the potential to support commercial navigation.
- Local water quality impaired by intensive development and/or discharge.

URBAN AREAS.

Special urban areas are those parcels of land which are:

- Vacant and adjacent to the Great Lakes or connecting waterway.
- Occupied by structure in need of rehabilitation or redevelopment.

FIG. IV-B (continued)

- Occupied by structures that no longer contribute significantly to the tax base of the community.
- Occupied by uses that do not require or are not enhanced by a shore location.

And located within or in close proximity to:

1. Urbanized areas (defined by the Bureau of Census as central cities of 50,000 or more and surrounding closely settled territory) adjacent to the Great Lakes or a connecting waterway.
2. Urban areas of 2,500 inhabitants incorporated as cities or villages adjacent to the Great Lakes or a connecting waterway.

AREAS OF NATURAL ECONOMIC POTENTIAL

MINERAL RESOURCE AREAS.

Consideration of the following factors will determine special mineral resource areas:

- Demand for the mineral on a local, state or international level.
- Quality of the deposit.
- Quantity of the deposit.
- Minability.
- Amenability to concentration and processing.
- Availability of water, energy supplies, economical transport and other mineral commodities necessary in processing.

ENERGY RESOURCE AREAS.

Consideration of the following will determine special energy resource areas:

- Local, state, or national need for energy.
- Proximity to load centers.
- Fuel delivery access and mode.
- Site suitability.
- Ability of adjacent land use to absorb impacts

Facilities for energy resource areas include:

- A. Electric generating facilities (fossil and nuclear).
- B. Coal transfer facilities.
- C. Gas or oil facilities

AGRICULTURAL AREAS.

Special agricultural areas fall into the categories of prime, unique and critical agricultural lands. Definitions for prime and unique lands have been adopted from Soil Conservation Service. USDA qualitative definitions for these categories:

- Those prime agricultural lands currently used (or available for use) for the production of food and fiber where the moisture, soil characteristics and growing season produce a sustained high yield of crops.
- Those unique agricultural lands combining soil quality, location, growing seasons and moisture supply to produce high quality and high yield specialty crops (i.e. cherries, blueberries, beans, etc.).
- Critical agricultural lands in immediate danger of being placed into other uses. Increasing populations may require that even those agricultural lands which are marginally productive be utilized to meet future demands.

PRIME INDUSTRIAL AREAS.

The following guidelines identify special prime industrial areas.

- Industrial development compatible with existing zoning and land use
- Easily accessible modes of transportation (water transport in particular).
- Adequate utility systems (i.e., sewer, water) presently available.
- Site of adequate depth to accommodate plant operations such that increasing site size with artificial fill is not necessary.
- Industrial operations and appearance compatible with the coastal environment.

FIG. IV-B (continued)

WATER TRANSPORTATION AREAS.

Special water transportation areas include:

- Ports and related facilities associated with waterborne transportation.
- Docking and mooring areas.
- Loading facilities.
- Ferry routes and landings.
- Shipping channels.
- Other land and water facilities related to waterborne transportation.

AREAS FOR PRESERVATION AND/OR RESTORATION

Areas for Preservation and/or Restoration are the highest priority and most special areas in the above categories. The areas must be of regional or statewide interest, and exhibit the following characteristics:

- High aesthetic, recreational, ecologic or conservation value.
- High quality physical or functional characteristics.
- Unique characteristics which are uncommon and occur in very limited areas of the shoreland.
- Threat of irreversible harm and urgent need for management action.
- Problems or opportunities in the area beyond the financial or regulatory capability of local units of government.

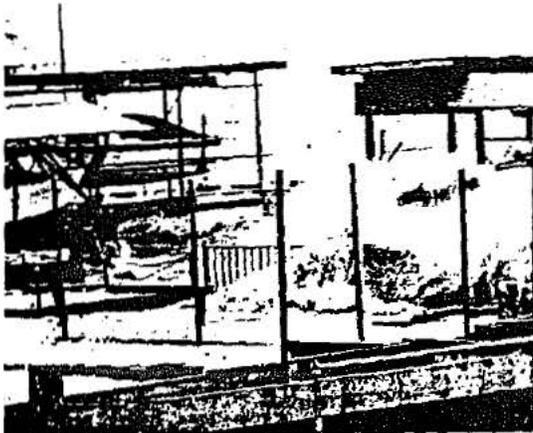
Nominated APC's do not, in themselves, constitute a legal restriction or obligation to private property owners. Owners of property nominated as an area of particular concern are contacted to solicit their participation in the review process. Nominations initiate a formal process to recognize and document support for protecting or enhancing certain coastal sites.

As described in following pages, this process exposes all APC nominations and their management recommendations to coastal decision-makers so that a maximum number of APC's receive consideration through financial and technical assistance, permit reviews, etc. Nominations which receive broad support or those which may be incorporated into ongoing programs increases their potential for implementation. In addition, some nominations will qualify for direct funding assistance from Michigan's Coastal Management Program. APC's which are addressed in the Coastal Management Program budget are termed designated action areas of particular concern.

Since 1976, APC nominations have been actively solicited. As a result, about 800 nominations for areas of particular concern have been received and included in this inventory and review process. The 800 areas have been reviewed by state agencies, regional planning and development agencies and many local governmental units. Some of the areas have already received assistance from Michigan's Coastal Management Program. Designated action areas of particular concern are implemented through contractual agreements between the Coastal Management Program and either state, regional or local agencies and units of government. These agreements are formulated so that actions carried out to address APC management recommendations by local or regional agencies conform to program policies and guidelines. Designated APC's are closely monitored by the Coastal Management Program to assure conformance with program policies and recorded as action program elements in the APC inventory process. Many APC's require various types of technical assistance, such as erosion control, flood control, site design, etc. Federal agencies such as the United States Corps of Engineers, Fish and Wildlife Service, etc., may play an active role by providing technical assistance to local, regional and state agencies to address areas of particular concern on a site specific basis.

An objective of the Coastal Management Program is to address a variety of coastal issues through the area of particular concern process in order to maximize program benefits. There is no assurance, however, that all nominated APC's will be implemented. Inability to implement APC management recommendations may result from inadequate funds, conflicting management recommendations, lack of local support for the proposed action, or management recommendations which are inconsistent with state policies.

FIVE RESOURCE AREAS FOR CATEGORIZING
MICHIGAN'S AREAS OF PARTICULAR CONCERN



Areas of Natural Hazard to Development:
Includes various types of erosion or flood prone areas



Areas Sensitive to Alteration or Disturbance:
Includes ecologically sensitive areas, natural areas, sand dunes and islands



Areas Fulfilling Recreational or Cultural Needs:
Includes areas which are or which should be managed to recognize recreational, historic, archaeological or other cultural values



Areas of Intensive or Conflicting Use:
Includes coastal lakes, river mouths and bays, and urban areas



Areas of Natural Economic Potential:
Includes water transportation areas, mineral and energy resource areas, prime industrial sites, and prime agricultural areas

THE APC INVENTORY AND REVIEW PROCESS

Following is a description of the process for inventorying and reviewing areas of particular concern.

Sources of APC's

Any person, group or local, state or federal agency or unit of government may nominate APC's by completing the form shown as Figure 4.A. Nomination forms are available from the Department of Natural Resources' Coastal Management Program, coastal planning and development regional agencies, and some other public places. The Coastal Management Program accepts nominations continuously. Completed APC nomination forms may be sent to either participating planning and development regional agencies, the Citizens Shorelands Advisory Council, or the Department of Natural Resources' Coastal Management Program.

State agencies may identify legislated APC's. Legislated APC's may be recognized as statutes are enacted or as agencies provide the Coastal Management Program with the location and management recommendations for coastal sites designated under existing legislation.

Local/Regional Agency Inventory and Review Process

Participating regional agencies or local governments which receive nominations utilize the following steps:

- The agency receives nominations and forwards copies to other affected interests (such as local governments), for review and comment. If the APC involves privately owned lands, affected private property owners are contacted as feasible for their comments and participation in the review process.
- The agency reviews nominations utilizing all indications of support, rejection or modification which may have been received from local units, citizen interest groups, etc. The results of this effort are area descriptions and management recommendations which document the degree of local and regional support. Regional agencies often assign this function to a special review body.
- Based upon these reviews, the agency assembles all related comments to ascertain whether or not the nomination should be formally endorsed. Areas and management recommendations which cannot be modified or endorsed may be sent to the Coastal Management Program indicating insufficient local support. Nominations which receive endorsement may be

prioritized (e.g. low, medium, high priority or preservation, restoration). An attempt is then made to notify nominators and concerned property owners of which action was taken.

Guidelines used by regional/local agencies in determining APC priorities include:

- Does the APC have property owner support?
- Is the APC supported by interest groups and local governments?
- Is the APC's management recommendation consistent with local ordinances, plans and programs?
- Does the APC have all necessary reviews and approvals, (e.g. local governments, advisory bodies, etc.)?
- Are there duplicate, overlapping or conflicting management recommendations for the same area?
- Is it a valuable resource which necessitates an immediate need for action due to the severity of a problem?
- Are matching funds available which are necessary to implement the management recommendation by Michigan's Coastal Management Program?
- Are there adequate local provisions for operations and maintenance?
- Does the APC management recommendation provide greater than local impacts or benefits?

The priority used by local/regional agencies in applying these criteria as well as any additional guidelines which may be used vary according to specific local use problems, physical characteristics, land use trends, etc.

If an APC nominator is dissatisfied with the priority his nomination is assigned at the regional/local agency level, the nominator may also submit the nomination directly to the Michigan Coastal Management Program for consideration.

State Level Inventory and Review Process

At the state level, area of particular concern nominations may be received by either: (1) the Michigan Department of Natural Resources, Michigan Coastal Management Program; or (2) the Citizens Shorelands Advisory Council. APC's may originate from: (1) legislated mandates for specific coastal areas; (2) nominations sent directly to the state; or (3) nominations sent to the state following regional/local agency review.

APC's resulting from legislation are received from agencies as area descriptions and management plans. Nominations which were first screened at the regional/local agency level are received by the state with documentation of support or nonsupport. Nominations which are sent directly to the state by nominators are noted and referred to regional and/or local agencies for their review and action. In this referral, nominations have the opportunity to receive additional local attention and support. Local support enhances the nomination's priority for implementation, but is not a necessary condition to qualify for state consideration.

State level review separates from the entire number of APC's a limited number of areas and management recommendations which will receive attention directly from the Coastal Management Program in the form of financial or technical assistance. These APC's are termed designated action areas of particular concern. Additional high priority APC's are considered for funding through other state or state administered federal funding programs. The process for reviewing and prioritizing APC's is as follows:

- The state receives nominations as described above. Each nomination is recorded by geographic area (region, county and township) and by type of APC (areas of natural hazard, sensitive areas, etc.), with any available documentation of local or state support or, in some cases, a legislative mandate. Coastal Management Program staff locate the area on maps and record any data received.

- Copies of nominations are distributed to the Standing Committee on Shorelands and Water Coordination for state agency review. As described in Chapter VI, this Committee is composed of a number of state agency representatives. Recommendations from this Committee are based upon a number of guidelines:
 - Is the APC within the coastal area boundary?
 - Is the APC management recommendation consistent with state policy?
 - Can the APC be implemented through other sources or funds or by other programs?
 - Has the APC received all necessary reviews at the local/regional level?
 - Does the APC have local and state support?
 - Is the APC eligible for funding per the Coastal Zone Management Act of 1972?
 - Does the APC have potential for greater than local impact or benefit?
 - Is the area in immediate need of preservation or restoration?
 - How much time is needed to implement the management recommendation?

APC's which conform to the above guidelines used by the Standing Committee receive priority for implementation. APC's not conforming to these guidelines receive a lower priority in state implementation efforts. If management recommendations and/or priority uses for APC's are significantly altered by the state, the Coastal Management Program will make a reasonable attempt to notify the APC nominator and secure local endorsement for the modified management recommendation. All APC's are kept on file and are reviewed annually to ascertain priority for action. All APC's are also included in environmental reviews, permit processes, technical assistance programs, funding requests, etc.

Many APC's can be carried out in ongoing local planning and zoning programs without support of state level review. Prior to state designation of an action area of particular concern, the Coastal Management Program will insure that affected landowners and governmental units support the proposed action. For designated action areas of particular concern, an indication of lowest use priority will be made in contractual agreements by the Coastal Management Program using: (1) APC management recommendations; (2) documented local/regional support for management recommendations; and (3) other data relative to land capability, neighboring land uses, etc.

Upon assignment of priority, every APC is filed, mapped and cross-referenced for convenient recall by the Coastal Management Program. This information will be utilized in ongoing permit and environmental review activities. It will also be available for public and local agency use.

SUMMARY

The objective of the APC inventory and review process is to maximize the number of APC's implemented. The Department of Natural Resources and other agencies involved in the process actively refer coastal concerns to agencies having the interest, authority and the means to take positive action on them. Actions may take the form of direct financial assistance from the Coastal Management Program. Funds may be applied either to individual project sites or to issues involving groups of sites. Other programs and agencies will be encouraged to consider and include APC's in their work plans.

Though all APC's and their endorsements will be recorded and recalled, a limited number of designated action APC's will receive priority for Coastal Management Program attention.