



# **City of Raymond Shoreline Master Program (SMP) Update**

## **Public Participation Plan for the Shoreline Master Program Update**

**For draft review only**

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**Prepared by  
John M. Kliem**

 **CREATIVE COMMUNITY SOLUTIONS, INC.**

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## INTRODUCTION

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The Shoreline Management Act requires Washington cities and counties that have shorelines of the state within their jurisdiction to prepare a Shoreline Master Program for regulating future development in accordance with state law. The City of Raymond adopted its current Shoreline Master Program in 1975 and last amended it in 1994. Since the time of its last amendment, changes to the Shoreline Management Act now requires the City of Raymond to update its Shoreline Master Program periodically "...to reflect changing local circumstances, new information, or improved data."<sup>1</sup> The act has places a deadline of completing its first plan update by June 2016.

Public participation is a requirement of both state law and city code when preparing a Shoreline Master Program. RCW 90.58.120 requires that local governments "...insure that all persons and entities having an interest in the guidelines and master programs developed under this chapter are provided with a full opportunity for involvement in both their development and implementation...." This section also requires local governments to extend this invitation to other agencies of local, state, and federal government.

The Shoreline Master Program procedural rules provide guidance to local governments on how to implement these participation requirements. These rules emphasize:

- Developing and distributing a plan and procedures that describes how the public will participate
- Providing opportunities for early and continuous participation by the public
- Communicating with state agencies and affected Indian tribes
- Documenting efforts that demonstrate how the local government complied with these participation requirements

The City of Raymond also sets requirements for public participation in its municipal code. Ordinance 1809, passed by the city in February 2013, establishes procedural requirements for adopting amendments to the Comprehensive Plan and development regulations in conformance with Chapters 36.70A and 36.70B, Revised Code of Washington. In addition, the ordinance adopted by reference the *Growth Management Act (GMA) Public Participation Program Handbook*. The handbook identifies six guidelines for public participation:

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<sup>1</sup> WAC 173-26-090

- Communication and Information  
*Develop, implement, and maintain communication programs and information services for involving the broadest cross-section of the community in the planning process*
- Availability of Proposals and Alternatives:  
*Make documents readily available and in a timely fashion to citizens to encourage public discussion and testimony*
- Public Meetings, Workshops, and Hearings  
  
*Provide public notice of meetings, workshops, and hearings to ensure the community is aware of the opportunities to become involved in the planning process*
- Opportunity for Open Discussion  
  
Structure public meetings so that citizens in attendance can participate in the planning process
- Opportunities for Written Comments  
  
*Encourage submission of written comments and testimony throughout the planning process*
- Consideration of and Response to Public Comments  
  
*Consider relevant public comments and testimony in the decision-making process*

Each of the above guidelines provides suggested methods for compliance.

This Public Involvement Plan describes how the City of Raymond intends to comply with these provisions of the Shoreline Management Act, the Shoreline Master Program Guidelines and its own participation requirements as it prepares its Shoreline Master Program over the next three years. The plan begins with an overview of the proposed work program and then describes:

- Shoreline Master Program Stakeholders;
- The Structure of the Public Involvement Program;
- Public Involvement Program Tasks by Phase; and
- Other Public Involvement Methods and Activities

# **OVERVIEW OF THE SHORELINE MASTER PROGRAM UPDATE PROCESS**

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The City of Raymond Shoreline Master Program (SMP) update process consists of five separate phases: Project Initiation, Preparation of Technical Background Documents, Draft Shoreline Master Program Development, Local Shoreline Master Program Adoption, and State Approval.

## **1 Project Initiation**

The focus of this first phase of the project is to organize the City of Raymond in preparing for the Shoreline Master Program update process. The objectives during Project Initiation are to:

- Develop a scope of work and schedule for the Shoreline Master Program update process.
- Execute a grant contract between the City of Raymond and the Washington State Department of Ecology (ECY) for funding to complete the update. The City of Raymond received a grant of \$125,000 to complete all five phases.
- Secure consulting services to assist the City of Raymond in completing the Shoreline Master Program update.
- Hold preliminary coordination discussions with Pacific County and the Cities of Ilwaco, Long Beach, and Raymond on the Shoreline Master Program update process. The City of Raymond will coordinate its efforts with the City of Raymond and Pacific County in preparing the Shoreline Inventory, Analysis, and Characterization as well as the Restoration Plan.
- Meet with interested stakeholder groups to discuss participation involvement.
- Prepare the Public Involvement Plan, including organizing the initial participation methods described later in the plan.
- Conduct a community Shoreline Master Program update informational meeting that describes the overall planning and public engagement process.

These activities in the Project Initiation phase began in July 2013 and will be complete by mid-April 2014.

## **2 Preparation of Technical Background Documents**

The second phase of the update process involves preparing the technical background documents that establishes the baseline of information that the City of Raymond will use to develop the draft Shoreline Master Program. The city will prepare three technical documents steps during this phase.

- The Preliminary Shoreline Jurisdiction Maps will identify shorelines of the state in the city covered under the Shoreline Master Program. These maps will be available mid-March 2014.
- The Shoreline Inventory, Analysis, and Characterization Report inventories relevant and current information about the shorelines covered under the Shoreline Master Program. It also conducts an analysis and characterization of both the shoreline ecological conditions and the built environment. A first draft of this report will be available for review and comment late June 2014, with the final report issued late October 2014.
- The Shoreline Restoration Plan provides a strategy and identifies areas for improving shoreline ecological functions over time. The scheduled release for a draft of this document will be the end of October 2014, with the final due late January 2015.

## **3 Draft Shoreline Master Program Development**

Using the Technical Background Documents, the City of Raymond begins the process of drafting the vision, goals, policies, and regulations for the updated Shoreline Master Program. This phase integrates a majority of the public outreach efforts described later in this Public Involvement Plan. The complete draft Shoreline Master Program will include:

- A community visioning report
- Draft general goals and policies with optional general regulations
- Draft environment regulations
- Draft environment-specific shoreline use and modification policies, regulations, and standards
- Draft administrative procedures
- A cumulative impacts analysis of the Draft Shoreline Master Program on shoreline ecological functions

A first draft Shoreline Master Program will be available for public review and comment in June 2015 and a second draft made available in November 2015.

#### **4 Local Adoption**

With a completed draft Shoreline Master Program at hand, the local adoption process begins moving forward. The main steps in this process entail:

- Assembling a final Draft Shoreline Master Program with all supporting technical background documents
- Conducting an environmental review under the State Environmental Policy Act (SEPA)
- Issuing a 60-day notice of intent to adopt in conformance with RCW 36.70A.106
- Review and public hearing before the Planning Commission
- Review and public hearing before the City Council
- Preparing a responsiveness summary to comments and questions held during the public hearings
- Resolution by the City Council to forward a Draft Shoreline Master Program to ECY

The Local Adoption phase will take place around June 2016.

#### **5 State Approval**

Preparing a Shoreline Master Program is a city-state partnership. While developing and implementing the Shoreline Master Program is a city responsibility, the Department of Ecology has review authority over the plan to ensure it meets the Shoreline Management Act and its administrative guidelines. The state's review process also represents the interests of all Washington citizens for city shorelines along the Pacific Ocean and those rivers classified as Shorelines of Statewide Significance.

The key steps during Phase 5 include:

- ECY staff review of the city's proposed Shoreline Master Program for compliance with state law
- Holding a 30-day public comment period, including the convening of a public hearing if deemed necessary

- Possible negotiations with the city to make changes to the proposed Shoreline Master Program if deemed noncompliant with state law
- Issuing a letter of approval that allows the City Council to adopt the Shoreline Master Program by ordinance

The city anticipates this phase may conclude between December 2016 and March 2017.

# **STRUCTURE OF THE PUBLIC INVOLVEMENT PROGRAM**

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## **Public Involvement Program Goal and Objectives**

The City of Raymond is committed to preparing a Shoreline Master Program update that reflects local values and needs in a manner consistent with state law and regulations. The city intends to achieve this goal by implementing a community-driven, participatory process that:

- Creates multiple participation opportunities for interested stakeholders
- Ensures full and equal access to information essential for making informed decisions
- Engages participants in positive, meaningful dialog with one another
- Relies on a variety of participation methods that matches individual communication styles
- Achieves sustainable community agreements
- Incorporates existing participatory structures within the city

## **Organization of Public Involvement Program**

The development of the City of Raymond Shoreline Master Program will be a partnership comprising of community stakeholders, the City of Raymond Planning Commission, the City of Raymond City Council, and the Washington State Department of Ecology. Each of these partners play a significant role as described in the summary below.

### **Stakeholders**

Stakeholders include everybody who is interested in planning for the future of Raymond's shorelines. This includes any citizen, business, interest group, or governmental entity that has the desire to participate in the process. They play a critical part in the development of a Shoreline Master Program by sharing their knowledge, expertise, opinions, values, and ideas about future development along the city's shorelines.

The City of Raymond recognizes that stakeholders have many different interests relating to the shorelines. These interests can focus on shorelines as a place for working, living, recreation, or appreciating and protecting the natural environment. Many stakeholders share a combination of these interests.

The process of identifying the different stakeholders who may wish to participate in the development of the Shoreline Master Program is an important step in helping the city design a planning and participation process that matches with the interests of those most likely to participate. While some stakeholders may wish to participate throughout the entire planning process, the city recognizes that others may focus only on a few issues or topics. Most people have only a limited amount of time available and they want to use it effectively. Thus, the city anticipates that it will encourage greater participation by designing the planning process around stakeholder interests.

The four broad categories of potential stakeholders may wish to participate in the Shoreline Master Program update includes:

### General public

- Citizens who enjoy recreation opportunities along the shorelines
- Shoreline property owners
- Shoreline residents
- Tourists
- Schools

### Businesses

- Businesses and industries that depend on the waterfront
- Marinas and boat businesses
- Fishing & marine-related users
- Restaurants & commercial businesses
- Tourism businesses

### Nonprofit organizations

- Environmental organizations
- Fishing & shellfish organizations
- Recreation organizations
- Economic development organizations

### Government

#### Local

- Pacific County
- Conservation district
- Pacific Co. Conservation District
- City of Raymond
- Port of Willapa
- Pacific Co. Public Utility District #2

#### State

- Department of Natural Resources
- Department of Ecology
- WA State Department of Transportation
- Department of Fish & Wildlife
- Washington State Parks
- WA State Department of Archeology & Historic Preservation

#### Federal & tribal government

- US Fish & Wildlife Service
- US Coast Guard
- NOAA Fisheries
- Shoalwater Bay Tribe
- US Army Corps of Engineers

## **City of Raymond Planning Commission**

The Planning Commission has the largest, visible role during the Shoreline Master Program update process. It consists of eight members appointed by the mayor and confirmed by the City Council. Chapter 2.75 of the Raymond Municipal Code describes its role as advisory to the mayor and city council and has all powers and duties specified under Chapter 35A.63 RCW. Developing a draft Shoreline Master Program is within the scope of this provision.

The Planning Commission has the responsibility of coordinating the development of a complete first draft of the Shoreline Master Program. They will do this by

- Encouraging community stakeholders through meetings, workshops, and surveys to share their knowledge, expertise, opinions, values, and ideas about the city's shorelines; and
- Providing guidance to city staff and consultants as they develop appropriate shoreline goals, policies, regulations, and environment designations

Throughout this process, the Planning Commission fulfills a critical role of achieving a balance in resolving conflicting visions about the future development of city shorelines. They will need to find appropriate, consensual solutions in these circumstances based upon the community's values and needs, as well as state law.

Once a working draft evolves, the Planning Commission continues the participation process by holding a public hearing to evaluate stakeholder support for a draft Shoreline Master Program. After evaluating public comment, the Planning Commission will revise the draft document if necessary and pass a recommendation on it to the City Council.

## **City Council**

The public participation process continues with the City Council. Once the City Council receives the draft Shoreline Master Program and recommendation from the Planning Commission, it begins its own review process. The City Council may make additional changes to the Shoreline Master Program and then take testimony from stakeholders through a final public hearing. Based on stakeholder response at the public hearing, the City Council will take action by adopting a resolution that forwards a final draft Shoreline Master Program to the Department of Ecology for review and approval.

## **Department of Ecology**

The Department of Ecology also plays a public involvement role by providing a 30-day comment period as it begins its review. The department also has the option of holding a public hearing.

If the department determines any part of the city's proposed Shoreline Master Program is not in conformance with state law and regulations, it will seek an appropriate resolution with the Mayor and City Council. The council and the department potentially may ask for additional stakeholder comment at that time. Once the Department of Ecology approves the Shoreline Master Program, the City Council can then adopt the plan by ordinance.

## **Mayor, City Staff and Project Consultants**

Two critical elements imbedded behind the scenes in the public involvement structure are the city staff and their project consultants. They are responsible for providing support services to the Planning Commission and the City Council in designing, coordinating, and facilitating the public involvement process. They will also be responsible for developing and revising the draft Shoreline Master Program under the guidance of the Planning Commission and the City Council.

Overall project coordination at the city will be by Scott Pearson of the Public Works Department. Assisting him is John Kliem of *Creative Community Solutions, Inc.* He is responsible for grant management, public participation, and drafting the Shoreline Master Program. The city has also hired *The Watershed Company* to prepare the Shoreline Inventory, Analysis, and Characterization Report; the Restoration Plan; the Cumulative Impacts Analysis; and the No Net Loss Report.

The city staff and project consultants work under the general supervision of Mayor Robert E. Jungar. The mayor, as chief executive officer of the city, provides project leadership, ensures that all responsibilities and work products are satisfactorily completed, and supports public outreach efforts.

## **PUBLIC INVOLVMENT PROGRAM TASKS BY PHASE**

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Each phase of the City of Raymond Shoreline Master Program update process has specific public involvement program tasks. The summary below outlines these public involvement program tasks by phase, responsibility, and schedule.

### **1 Project Initiation**

#### **Planning Commission, City Staff, and Project Consultant**

1. Conduct a community Shoreline Master Program orientation session to describe why the city is updating its Shoreline Master Program, how it will do it, and how stakeholders can participate. (March 2014)
2. Conduct organizational meetings with the Planning Commission to discuss public outreach efforts. (May - June 2014)

### **2 Preparation of Technical Background Documents**

#### **City Staff and Project Consultants**

1. Identify and contact potential interested stakeholders who will provide data and peer review of the Shoreline Inventory, Analysis, and Characterization Report. These contacts typically include local, state, and federal agencies; environmental organizations; and special interest groups with technical expertise. (March 2014)
2. Collate comments on Shoreline Inventory, Analysis, and Characterization Report received from interested stakeholders. (April 2014)
3. Identify and contact stakeholders that will provide information regarding the Shoreline Restoration Plan. (August 2014)

#### **Planning Commission**

4. Host an open house event with city staff and project consultants to share information and receive comments on the Shoreline Inventory, Analysis, and Characterization Report from the community. The City of Raymond and Pacific County will also be participating at this open house. (May 2014)

### **3 Draft Shoreline Master Program Development**

#### **Planning Commission, City Staff, and Project Consultants**

1. Host a community shoreline-visioning workshop for stakeholders in Raymond. (December 2014)
2. Sponsor workshops on a series of shoreline planning issues for stakeholders to share ideas, opinions, and values related to:
  - Shoreline uses
  - Public access & recreation
  - Shoreline modification & in-water structures
  - Conservation & critical areas
  - Flood hazards
  - Accommodating existing uses(January – March 2015)
3. Conduct open public meetings on preparing a draft Shoreline Master Program based on stakeholder ideas, opinions, and values. Allow time at each meeting for public comment. (March – June 2015)
4. Host a presentation, open house, and listening post to allow stakeholders to review and comment on a draft Shoreline Master Program. (September 2015)
5. Convene a meeting (if necessary) to explain changes to the draft Shoreline Master Program based on earlier responses from stakeholders. (October 2015)

#### **City Staff and Project Consultants**

1. Prepare a Community Visioning Report for public dissemination. (January 2015)
2. Provide neutral facilitation services to design and manage each meeting, workshop, or open house event. (On-going)
3. Prepare summaries on outcomes of each meeting, workshop, or open house event and publish on website. (On-going)
4. Help organize and attend quarterly shoreline planning meetings with Pacific County and the Cities of Ilwaco, Long Beach, and Raymond. (On-going)

## **4 Local Adoption**

### **Planning Commission**

1. Conduct a public hearing on the draft Shoreline Master Program to solicit input from stakeholders on the draft Shoreline Master Program. (February 2016)

### **City Council**

1. Conduct open public meetings on the review of the draft Shoreline Master Program; allow for formal public comment period at each meeting. (May – June 2016)
2. Hold a public hearing on the draft Shoreline Master Program to solicit input from stakeholders on draft Shoreline Master Program. (June 2016)
3. Pass a resolution to forward the draft Shoreline Master Program to the Department of Ecology to initiate review and approval process. (June 2016)

### **City Staff and Project Consultants**

1. Provide GMA 60-day notice of intent to adopt development regulations at least 60 days in advance of final approval. (February 2016)
2. Conduct an environmental review under the State Environmental Policy Act (SEPA) with a public comment period on the draft Shoreline Master Program before the Planning Commission public hearing. (February 2016)
3. Prepare a responsiveness summary to all comments received during the City Council public hearing and SEPA environmental review. (June 2016)

## **5 State Approval**

1. The Department of Ecology will provide a 30-day public comment period before issuing a decision on the proposed final Shoreline Master Program. (After June 2016 – date unknown)
2. The Department of Ecology may conduct one or more public hearings before issuing a decision on the proposed final Shoreline Master Program. (After June 2016 – date unknown)

## **OTHER PUBLIC INVOLVEMENT METHODS & ACTIVITIES**

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During the entire course of updating the Shoreline Master Program, the city will implement additional public involvement methods and activities to engage stakeholders. Some of these methods and activities will be on going while others may be less frequent.

### **Communications**

1. Disseminate information about the Shoreline Master Program update process on the city's web page.
2. Prepare periodic news releases for area newspapers informing about upcoming events and document releases.
3. Disseminate newsletters and brochures on the Shoreline Master Program and special topics.
4. Make Shoreline Master Program update documents available through public libraries.
5. Set up and use email distribution lists to inform stakeholders of participation events and document releases.

### **Surveys and Questionnaires**

Occasionally the city will be interested in fielding stakeholder ideas, values, and opinions on a variety of issues outside of meetings, workshop, and open house events. City staff and project consultants intend to use printed and electronic surveys during the update process. Results from these surveys and questionnaires will be available through the project website.

### **Outreach Coordination with other Stakeholder Groups**

The City of Raymond anticipates other organizations and interest groups will be conducting public involvement activities and events related to the Shoreline Master Program update. These may include coastal resource groups, salmon recovery organizations, shellfish growers, fishing organizations, environmental organizations, and property rights interest groups.

City staff and project consultants will work with these groups to coordinate their efforts and share information. City staff will try to participate in outreach activities whenever time and budget allows.