

## **Appendix A:**

### **Existing Policies and Code for Wetlands and Riparian Areas**

---

This Appendix presents existing policy guidance in locally adopted or endorsed documents to help frame the discussion of wetland and riparian protection measures in the Florence urban growth boundary (UGB). Proposed modification to the existing policy framework is presented in Chapters 5 and 6 of this plan that implement the proposed protection measures for the significant wetlands and riparian areas identified in the *2010 Florence Area Wetland and Riparian Area Inventory*.

#### **Existing Policy Guidance**

Existing policy guidance for wetlands, wetland buffers, and riparian areas in the Florence UGB is found in the following documents that have been endorsed or adopted by the Florence City Council and, in some cases, Lane County Board of Commissioners:

- Siuslaw Estuary Partnership Guiding Principles, endorsed by the City and the County in September and October, 2010, respectively
- Florence Realization 2020 Comprehensive Plan Policies, adopted by both the City and the County
- Florence City Code Title 9 (City-adopted)
- Florence City Code Title 10 (City-adopted)

#### **■ Siuslaw Estuary Partnership Guiding Principles**

In the fall of 2010, the Florence City Council and Lane County Board of Commissioners unanimously endorsed Guiding Principles for the five project elements of the Siuslaw Estuary Partnership. Principles relevant to wetlands and riparian areas are as follows, with the relevant project element is shown in the subheadings:

##### **Water Quality and Quantity:**

2. Protect the quality of water in surface waters, i.e., the estuary, creeks, lakes, wetlands, and ocean/beach, from contamination threats that could impair the quality of the water for fish and wildlife habitat and human recreation.
3. Protect water quality in ground and surface waters from the effects of urbanization through land use and development policies and procedures.
5. Protect the water storage function of wetlands and water flow in creeks and the estuary through water management planning and practices that maintain groundwater levels and surface water flows so that they do not impair water quality or impact fish and wildlife habitat.
6. Prevent adverse flooding conditions through natural storage and slow release of surface water and runoff.

##### **Wetlands and Riparian Area Protection:**

1. Protect the functions and values of significant<sup>1</sup> wetlands for water quality, water storage, fish and wildlife habitat, public recreation and use, and education.
2. Protect the functions and values of significant riparian areas<sup>2</sup> for water quality, flood management, thermal regulation, and fish and wildlife habitat.
3. Restore and protect publicly-owned wetlands and riparian areas.
4. Encourage restoration and protection of privately-owned wetlands and riparian areas through education and incentives.
5. Retain and restore native shoreline and riparian vegetation cover, manage invasive plants, monitor significant streamsides, and protect streamsides from erosion.

### **Ecological Growth Planning:**

1. Use Guiding Principles to guide environmental policies, products and processes.
2. Work toward achieving long-term outcomes for land use and water management policies and practices that:
  - maintain and protect rearing, migrating, and spawning habitat for resident and anadromous fish, and habitat for birds, mammals, amphibians and reptiles;
  - ensure that water quality and healthy stream conditions are maintained as rural lands are converted to urban densities;
  - protect and restore the functions and values of wetlands and riparian areas;
  - promote the benefits to the economy of recreational and scenic resources;
  - support commercial fishing;
  - provide jobs through environmental restoration;
  - incite an appreciation for the area's rich and complex ecosystem, creating an attraction for residents and visitors; and
  - promote local environmental programs, such as STEP, as a model for other small coastal cities.
3. Develop protection measures such as low impact development requirements, revised stormwater management Best Management Practices (BMPs), green spaces and riparian buffer Plan designations and zoning, and requirements to protect unique wetland features (such as forested wetlands, darlingtonia patches, and blueberry bogs), and unique riparian areas (such as gravel beds for salmon spawning).
- 4.<sup>3</sup> Recognize private property rights by requiring due process and thus avoid the unconstitutional "taking" of private property.

---

<sup>1</sup> "Significant" means wetlands that meet the definition of significant in Statewide Planning Goal 5.

<sup>2</sup> Id.

<sup>3</sup> The Florence City Council added this Principle after the Guiding Principles were endorsed by the Siuslaw Watershed Council, the Siuslaw Soil and Water Conservation District, and the Heceta Water District.

## ■ Florence Realization 2020 Comprehensive Plan

### CHAPTER 1: INTRODUCTION

#### Definitions

**BUFFER ZONE.** A physical setback from a sensitive area used to protect the water quality, the aquatic and riparian wildlife communities, and the habitat value within the sensitive area. The buffer starts at the edge of the defined channel (bank full stage) for streams/ivers, delineated wetland boundary, delineated spring boundary, or average high water for lakes.

**DRAINAGEWAY.** The bed and banks of a waterway used to discharge surface waters from a given area. It also includes adjacent areas necessary to preserve and maintain the drainage channel.

**NATURAL HAZARDS.** Natural events that are known to result in death or endanger the works of man, such as stream flooding, ocean flooding, groundwater, erosion and deposition, landslides, earthquakes, weak foundation soils and other hazards unique to local or regional areas.

**OPEN SPACE.** Any publicly or privately owned land that is retained in a substantially natural condition and incorporates an adjacent parkland improved for recreational uses such as, picnicking, nature interpretive trails or multi-use paths. Open spaces may also include seasonal lakes, lands protected as important natural resources such as wetlands or riverine areas, and lands used as buffers when such lands incorporate areas for the design features mentioned above. Open space does not include residential lots or yards, streets or parking areas.

**RIPARIAN.** Of, pertaining to, or situated on the edge of the bank of a river or other body of water.

**SENSITIVE AREA.** Natural streams (perennial or intermittent), rivers (including the estuary portion of the river), lakes, or wetlands hydraulically connected by surface water to streams, rivers, or lakes and areas defined by the City of Florence's Local Wetlands and Riparian Inventory. Also, includes all areas that are protected for species as per areas designated by Oregon Department of Fish and Wildlife, Oregon Division of State Lands, National Marine Fisheries Service, United States Fish and Wildlife Service and Oregon Department of Transportation.

**SHORELINE.** The boundary line between a body of water and the land, measured on tidal waters at mean higher high water, and on non-tidal waterways at the ordinary high-water mark.

**WETLANDS.** Land areas where water is the dominant factor determining the nature of soil development and the types of plant and animal communities living at the soil surface. Wetland soils retain sufficient moisture to support aquatic or semi-aquatic plant life. In marine and estuarine areas, wetlands are bounded at the lower extreme by extreme low water; in freshwater areas, by a depth of six feet. The areas below wetlands are submerged lands.

## **CHAPTER 2: LAND USE**

### **Residential**

#### **Policies**

1. The City shall encourage the use of residential planned unit development subdivisions and may trade off some conventional zoning requirements and density limitations in order to achieve:
  - high quality, innovative residential lot and building design,
  - incorporation of unique land forms into the final subdivision design,
  - significant open space,
  - on-site amenities reflecting the value for both active and passive recreational facilities,
  - natural resource protection, where identified as part of a preliminary site investigation report,
  - a mix of dwelling unit types and densities, and a mix of residential, commercial, and recreational uses, where appropriate.
2. The City shall initiate an evaluation of its residential ordinances following adoption and acknowledgment of this Plan with respect to increasing residential densities through the use of smaller lot sizes, encouraging cluster developments, and providing developers with density bonus options based on public benefit criteria.

#### **Other Plan Designation Categories and Background**

The following Comprehensive Plan designation categories are shown in the Plan Map and described below: Public; Private Open Space; West 9<sup>th</sup> Street Area; and Downtown.

##### **West 9<sup>th</sup> Street Area (*Note: see maps at end of Appendix*)**

The West 9th Street Area Plan designation applies to the area bordered by Ivy Street on the east and Rhododendron Drive on the west, and its boundary is shown on the Realization 2020 Comprehensive Plan Map 2-1 and Maps 2-3 and 2-4. Lands within the West 9<sup>th</sup> Street Area are zoned Professional Office/Institutional, except for the two areas that are zoned Open Space. A Plan designation of Public applies to these two Open Space areas....

...A significant drainage way enters the West 9th Street Area at the southern boundary of the City airport between Greenwood Street right-of-way and Fir Street right-of-way. It continues south through the planning area and, after leaving the area, eventually outfalls to the Siuslaw River. A second drainage way, a smaller tributary of the above described drainage way, borders this planning area at the southern airport boundary between Juniper and Ivy Street rights-of-way and continues south to 9th Street. At 9th Street, this natural drainageway is culverted, and a pipe conveys this drainage west under 9th Street to its outfall with the larger drainage way. A small wetland where this tributary enters the culvert at 9th Street is reflected in the City's 1997 Local Wetlands and Riparian Inventory. Both of these drainage ways are also shown as riparian areas on this inventory.

These drainage corridors create challenges for street improvements based on the platted right-of-way, and a street network, which avoids impacting these features, is necessary. These corridors have evolved into environmental features worth protection, and shall be incorporated as greenways in the overall build-out plan, rather than being piped or paved over....

## **Specific Plans**

Several key Planning Areas within city limits require additional study and guidance for their development over the 20-year planning period. The first three of these are designated in the Comprehensive Plan Map as a Plan designation. The fourth, the Pacific View Business Park, is a zoning district:

- North Commercial Node
- West 9<sup>th</sup> Street Area
- Downtown
- Pacific View Business Park

### **West 9<sup>th</sup> Street Planning Area**

The West 9<sup>th</sup> Street Planning Area of Florence is shown as a Plan designation on the Comprehensive Plan Map. The policies guiding development of this area are described in this section and in the Plan designation section of this chapter...

### **West 9th Street Subarea Recommendations (See Subareas in Map 2-3):**

#### **Subarea 1**

This L-shaped area lies west of the City's property reserved for the airport landing glide path, and northeast of the Justice Center. It is bounded on the east by Ivy Street, contains four full blocks, is currently undeveloped and is suitable for medium and high density residential development....Ivy Street shall remain unopened due to environmental impacts if this street was constructed. 10th Street and 11th Street should not be built to cross the eastern drainage way, nor should they be extended west across the western drainage way. A suitable buffer should be maintained between this and the industrially planned and zoned property to the north opposite 12th Street. The drainage ways bordering the west side, and also the east side, of this area, are to be protected with undisturbed buffers of 50' and 25' respectively.

#### **Subarea 2**

This rectangular shaped area lies between the 11th and 12th streets rights-of-way on the northwest corner of the West 9th Street Planning Area. It contains approximately four full blocks and is currently undeveloped....11th Street shall not cross the drainage way.... The drainage way bordering the east side of this subarea is to be protected with an undisturbed buffer of 50'. ....

#### **Subarea 4**

This area lies south of 9th Street and immediately east of the Peace Health medical complex. Its eastern boundary is formed by the eastern edge of the greenway, and its southern boundary is 6th Street. The 3.5 block subarea is bordered by the major north-south drainage way....

...Fir Street will be left unopened due to environmental impacts of constructing that portion. It may be vacated, provided the drainage way is placed in a protective easement or dedicated to the City as park land. 8th Street will intersect with Greenwood Street, but shall remain unopened from Greenwood to Elm Street.

The drainage way is to be protected with an undisturbed buffer of 50 feet....

## **CHAPTER 5: OPEN SPACES AND SCENIC, HISTORIC, AND NATURAL RESOURCES**

### **Goal**

To conserve natural resources such as wetlands, riparian areas, groundwater supplies, air and water, and fish and wildlife habitat in recognition of their important environmental, social, cultural, historic and economic value to the Florence area and the central Oregon Coast.

### **Wetlands**

#### **Objectives**

1. To maintain an accurate inventory of wetlands for use in land use planning and development review.
2. To protect significant wetlands for their critical value in maintaining surface and groundwater quality and quantity, providing wildlife habitat, performing flood control, and enhancing the visual character of the Florence community.

#### **Policies**

1. For the purpose of land planning and initial wetland identification, the City and Lane County shall rely on the 1997 Florence Local Wetland and Riparian Area Inventory, approved by the Oregon Division of State Lands, and as amended hereafter.
2. Disturbance of significant<sup>4</sup> wetlands for land development activities shall be permitted within the Florence UGB only as determined by the permitted provisions of permits issued by the Division of State Lands and/or the Army Corps of Engineers.
3. The City shall consider formal wetland delineation reports approved by the Oregon Division of State lands as a valid source of wetland information specific to a land use action or limited land use action. Such reports, if approved by DSL, will be incorporated by reference into the City's 1997 Local Wetland and Riparian Area Inventory.
4. No significant wetland as defined by the 1997 Florence Local Wetland and Riparian Area Inventory shall be drained by re-routing of natural drainage ways.

#### **Recommendations**

1. As the City's buildable lands begin to fill-in and prior to moving the UGB limit outward, the City should consider conducting an analysis of the economic, social, environmental, and energy (ESEE) consequences that could result from a decision to allow, limit, or prohibit a conflicting use for each of the locally identified significant wetlands. From this analysis, lesser quality wetlands may be found eligible for partial or full development.

---

<sup>4</sup> Significant wetlands as identified by the 1997 Florence Local Wetland and Riparian Area Inventory.

2. The City should coordinate with the Oregon Division of State Lands (DSL), the U.S. Army Corps of Engineers (ACE), and other appropriate state and federal agencies in the identification, protection and, where appropriate, mitigation of impacts to local wetland resources.

## **Background**

In 1996, Florence's local wetland inventory was conducted and included all UGB land and some land outside where UGB expansion was anticipated. In January 1997, the Division of State Lands officially accepted the Florence Local Wetland Inventory (LWI), replacing the National Wetlands Inventory (NWI) prepared many years ago for identifying such resources in the Florence area. The Florence inventory is helpful for at least two reasons:

1. It helps determine for planning purposes what land is "buildable" and what was not due to the anticipated presence of wetlands.
2. It will help the City and County review development proposals and identify when a wetland might possibly be impacted as a result of such development.

The LWI will also help the City's and County's required DSL notification when a land use action is proposed near an identified wetland.

After the City's Periodic Review work program was approved in November 1995, the State adopted amendments to Statewide Planning Goal 5. Goal 5 requires conservation of a variety of natural resources, including wetlands and riparian areas. The amendments included the LWI requirement, a requirement for the City to make determinations of local significance for identified wetland resources, and a requirement that the City and County protect those significant wetland resources.

The analysis and results of the City's determination of local significance for Florence's wetlands are included in Appendix 5, City of Florence Local Wetlands and Riparian Area Inventory, 1997.

Once local wetlands are identified and evaluated as to their significance, the Statewide Planning Goal 5 provides local jurisdictions with two planning options for mandated protection of wetlands. This protection must occur in addition to that protection provided by current State and federal regulations.

Under option one, Florence can use the "safe harbors" provisions of Oregon law. By adopting a safe harbors ordinance, restrictions are placed on grading, excavation, placement of fill and removal of vegetation within all locally significant wetlands within the Florence UGB.

Or, under option two, by conducting an economic, social, environmental and energy (ESEE) analysis, Florence may further refine its wetland protection program by allowing, limiting, or prohibiting conflicting uses of wetland resources depending on that analysis. The ESEE process is relatively intensive, especially in Florence's case, where 270 wetlands totaling 572.25 acres are identified by the LWI.

While it may be desirable for Florence to conduct an ESEE analysis for its significant wetland resources in the future, staff has identified sufficient "buildable lands" within the existing UGB to meet the City's residential, commercial, and industrial land needs. As such, the most expedient and effective path at this point to comply with Goal 5 and protect significant wetlands is adoption of a safe harbor ordinance by the City and Lane County.

However, since adoption of a safe harbor ordinance is not required of this periodic review, the City has chosen not to adopt such an ordinance at this time, but to continue to rely on DSL/ACE permits for wetland protection.

## **Riparian Areas**

### **Objectives**

1. To maintain an accurate inventory of riparian corridors for use in land use planning and development review.
2. To protect significant riparian corridors for their critical value in maintaining surface and groundwater quality and quantity, for providing wildlife habitat, for performing flood control, and for enhancing the visual character of the Florence community.

### **Policies**

1. For the purpose of riparian area identification, the 1997 Florence Local Wetland and Riparian Area Inventory shall serve the needs of the City and Lane County in land use planning and riparian area identification.
2. Riparian areas shall be prevented from permanent alteration by grading or the placement of structures or impervious surfaces, except for the following uses provided they are designed to minimize intrusion into the riparian area:
  - a. streets, roads and paths,
  - b. drainage facilities,
  - c. utilities and irrigation pumps,
  - d. water-related (outside of coastal shoreland areas) and water-dependent uses,
  - e. replacement of existing structures in the same location that do not disturb additional riparian surface area.
3. While not required to adopt safe harbor policies and ordinances under the requirement of this periodic review, the City has chosen to modify the riparian setback on Munsel Creek to require a 50 foot minimum setback from the thread of the creek, which must include at least 15 feet from the top of the bank. The minimum must be increased as necessary to meet the 15 foot requirement.
4. The riparian setback from the Siuslaw River shall be 50 feet from the top of the cut bank.
5. The retention of native vegetation in riparian areas is critical to their function. Therefore, the City shall adopt effective regulations ensuring the retention, or if necessary, the replanting of native species in riparian areas and may include conditions regarding fertilizer and pesticide runoff.



## **Background**

The City's LWI also included a riparian area inventory. A riparian area can be best defined as a buffer of variable width between an aquatic resource and an upland area. The buffer is typically vegetated, and provides several beneficial functions to the lake or stream.

Those functions are:

1. Acts as a natural filter of stormwater, limiting pollution of streams and waterways.
2. Cools stream temperatures in summer and traps heat in winter when canopy is sufficient to screen all or part of the stream channel.
3. Holds the stream bank in place and therefore reduces erosion.
4. Adds controls to flood velocities of streams and drainage ways.
5. Provides valuable wildlife habitat.
6. When properly integrated into a development design or recreational greenway, riparian buffers yield aesthetic benefits as well.

To some extent, Florence has been protecting its riparian areas within City limits prior to 1988, through the Munsel Creek and drainage way setback restrictions found in Florence City Code, Title 10, Chapter 7, Special Development Standards.

While not required by periodic review, the City realizes the importance of riparian buffers and has chosen to increase the protection of the riparian area on Munsel Creek which has been classified as a salmon stream and which is a teaching/management area for the Salmon and Trout Enhancement Program (STEP).

On the Siuslaw River, the riparian setback will remain at 50 feet from the top of the bank. Existing development is grandfathered. Expansions of existing development and new development must provide for the required setback, or request a variance and include provisions to mitigate the proposed intrusion into the setback.

## **Rare, Threatened, Endangered and Sensitive Species (RTESS)**

### **Goal**

To identify and protect known sites and/or habitat of rare, endangered and sensitive species within the City and the UGB.

### **Policies**

1. The City shall work with appropriate state agencies to maintain a current listing and location of RTESS resources.
2. The City shall work with the media, the school system, the Siuslaw Watershed Council, the Salmon and Trout Enhancement Program (STEP) and other resources to provide education about the importance of these resources.
3. The City shall provide potential developments with information about retention of such sites early in discussions about development plans, in order to ensure that site designs provide for retention of the RTESS resource, or mitigation if that should be appropriate as determined in consultation with the appropriate state agencies.

4. The City shall investigate the use of conservation easements and Transfer of Development Rights programs as mechanisms to protect RTESS resources.
5. Where sufficient information is available to determine the location, quality and quantity of habitat areas, the City shall protect the sites through the standard Goal 5 process under OAR 660-23-040/050.<sup>5</sup>

### **Methods of Protecting Species and Habitat**

The first step in protection is identifying the location of the species, and the extent of its habitat needs. Once this information is known on a site-specific basis, then landowners and City officials can evaluate future uses of the land. Where sufficient information is available to determine the location, quality and quantity of habitat areas, the sites must be protected through the standard Goal 5 process under OAR-23-040/050....

In many cases, species/habitat are located in an already protected resource such as a significant wetland, an estuary or a stream corridor. Protection of that resource also provides protection of the RTESS. In cases where the identified site is not in a protected resource area, then other methods of protection must be investigated.

If essential habitat such as trails to food or water sources, or nesting sites are identified, sometimes the site can be developed as a PUD by including the protected habitat within the open space of the PUD, and including in the CC&Rs, specific restrictions about the use of the area. This is similar to the approach used by the Wild Winds PUD to protect the riverbank above the riprap from loss of vegetation and erosion. For example, wetlands and their required buffer can be included as part of the open space requirement as long as the CC&Rs have clear provisions for protection of the resource.

Another technique not currently used in Florence is the transfer of development rights. This technique can be used on sites, which are severely restricted by the extent of the physical location of the resource, or the restrictions placed on the habitat to ensure the survival of the RTESS species. In these cases, an evaluation can be made of reasonable development expectations under current zoning, and then that development actually transferred to another site usually within the same ownership. This technique requires education of the public in understanding that protection of a RTESS resource may cause increased density of development on another site.

A variation of this method is purchase of development rights. This technique has been used for years by states, communities, and resource conservation organizations in the eastern United States to save farmland, open space and RTESS species. This technique involves an appraisal of the property to establish the value of the development rights, which are then purchased from the landowner, leaving the land undeveloped. Sometimes limited development, such as homesites for an owner and immediate family, is negotiated as part of the agreement, and the value of the development rights adjusted accordingly. In some cases, once the value of the development rights is established, the development rights are donated, and the landowner receives a tax break for the donation.

Where information about location, quality or quantity of habitat is lacking, the Comprehensive Plan must include policies indicating that the Goal 5 process will be conducted when adequate information is available.

## **CHAPTER 6: AIR, WATER, AND LAND QUALITY**

---

<sup>5</sup> Note: This reference refers to the ESEE Analysis process in Goal 5 Administrative Rules.

## **Policies**

2. Water recharge areas, lakes, and streams which have a direct bearing on the quality of the water resources shall be protected to insure the continuous quality and quantity of public water supplies.

## **CHAPTER 7: DEVELOPMENT HAZARDS AND CONSTRAINTS**

### **Policies**

1. The City shall restrict or prohibit development in known areas of natural hazard or disaster in order to minimize risk to citizens, reduce the hazard of loss of life and economic investments, the costs of expensive protection works, and public and private expenditures for disaster relief.

### **Background**

...A Site Investigation Report may be required if the Hazards Maps or Natural Resources Conservation Services Soils maps show potential for landslide or coastal erosion/sloughing. The Hazards Map from the 1988 Comprehensive Plan is included in Appendix 7 of this Plan as the indicator of need for a Site Investigation Report. *(Note: The Comprehensive Plan Hazards Map is attached at the end of this document.)*

## **CHAPTER 11: UTILITIES, FACILITIES, AND SERVICES**

### **STORMWATER MANAGEMENT**

#### **Goal**

To provide a stormwater system that enhances and maintains livability through balanced, cost-effective solutions to stormwater management.

#### **Policies**

##### **Water Quality**

1. Protect water quality in ground and surface waters from the effects of urbanization through land use and development policies and procedures.
2. Protect the quality of water in surface waters, i.e., the estuary, creeks, lakes, wetlands, and ocean/beach, from contamination threats that could impair the quality of the water for fish and wildlife habitat and human recreation.
3. Manage or enhance waterways and open stormwater systems to reduce water quality impacts from runoff and to improve stormwater conveyance.
4. Include measures in local land development regulations that minimize the amount of impervious surface in new development in a manner that reduces stormwater pollution, reduces the negative affects from increases in runoff, and is compatible with Comprehensive Plan policies.

## **Water Quantity (Flow Control)**

10. Prevent adverse flooding conditions through natural storage and slow release of surface water and runoff.
13. Maintain flood storage capacity within the floodplain, to the maximum extent practical, through measures that may include reducing impervious surface in the floodplain and adjacent areas.
21. Increase storage and retention and natural filtration of storm runoff to lower and delay peak storm flows and to settle out pollutants prior to discharge into waterways.

## **CHAPTER 12: TRANSPORTATION**

### **Policies**

23. Design and construction of transportation facilities shall be responsive to topography and should minimize impacts on natural resources such as streams, wetlands and wildlife corridors.

## **■ Florence City Code**

### **FCC TITLE 9 CHAPTER 5: STORMWATER MANAGEMENT UTILITY, USER FEE SYSTEM AND STORMWATER MANAGEMENT REQUIREMENTS**

#### **FCC 9-5-3: STORMWATER DESIGN CRITERIA:**

##### **9-5-3-3: STORMWATER QUALITY:**

- F. Sensitive areas<sup>6</sup> shall be protected by a buffer zone<sup>7</sup> of native, undisturbed vegetation. The outer boundary of the buffer shall be determined by a minimum 50-foot setback from the edge of the sensitive area, or wider if required by other City requirements (See Florence City Code Title 10, Chapter 7.) The width and nature of protection required within the buffer may change as the Endangered Species Act and other state and federal regulations are promulgated. The City requires that the buffer width meet all state and federal requirements. No land disturbing activities, structures, development and construction activities, gardens, lawns, application of chemicals, pet wastes, dumping of any kind of materials shall be permitted within the buffer zone, except as noted below:

---

<sup>6</sup> **SENSITIVE AREA.** Natural streams (perennial or intermittent), rivers (including the estuary portion of the river), lakes, or wetlands hydraulically connected by surface water to streams, rivers, or lakes and areas defined by the City of Florence's Local Wetlands and Riparian Inventory. Also, includes all areas that are protected for species as per areas designated by Oregon Department of Fish and Wildlife, Oregon Division of State Lands, National Marine Fisheries Service, United States Fish and Wildlife Service and Oregon Department of Transportation.

<sup>7</sup> **BUFFER ZONE.** A physical setback from a sensitive area used to protect the water quality, the aquatic and riparian wildlife communities, and the habitat value within the sensitive area. The buffer starts at the edge of the defined channel (bank full stage) for streams/rivers, delineated wetland boundary, delineated spring boundary, or average high water for lakes.

1. Roads, pedestrian, or bike paths crossing the buffer from one side to the other in order to provide access to or across the sensitive area.
2. A pedestrian or bike path constructed within a buffer and parallel to a sensitive area shall have the buffer widened by the width of the path if the path is constructed of impervious material.
3. Pedestrian or bike paths shall not exceed 10-feet in width.
4. Utility/service infrastructure construction (i.e., storm, sanitary sewer, water, phone, gas, cable, etc.) If approved by the City Manager or his/her designee.
5. Measures to remove or abate hazards, nuisance, or fire and life safety violations as approved by the City.
6. Enhancement of the riparian corridor for water quality or quantity benefits, fish, or wildlife habitat as approved by the City and other appropriate regulatory authorities.
7. Water quality facilities planted with appropriate native vegetation may encroach into the buffer area as approved by the City and other appropriate authorities.

## **FCC TITLE 10 CHAPTER 5: ZONING VARIANCES**

### **SECTION:**

- 10-5-1: Purpose
- 10-5-2: Limitations
- 10-5-3: Application
- 10-5-4: Conditions
- 10-5-5: Public Hearing
- 10-5-6: Effective Date
- 10-5-7: Expiration of Variance

**10-5-1: PURPOSE:** The purpose of a variance shall be to prevent or to lessen such practical difficulties and unnecessary physical hardships which are inconsistent with the objectives of this Title. A practical difficulty or unnecessary physical hardship may result from the size, shape or dimensions of a site or the location of existing structures thereon, from geographic, topographic or other physical conditions on the site or in the immediate vicinity.

**10-5-2: LIMITATIONS:** A variance shall not be granted as a substitute for, or in lieu of, a change in zone. A variance does not apply to use regulations. The Planning Commission may grant a variance to a regulation prescribed by this Title with respect to the following:

- A. Fences, hedges, walls or landscaping.
- B. Site area, width, depth, square footage, frontage and building coverage.
- C. Front, side or rear yards.
- D. Height of structures.
- E. Distance between structures.
- F. Accessory buildings.
- G. Parking requirements.
- H. Width of rights of way and roadways.
- I. Grant only the minimum variance necessary to meet the hardship or practical difficulties.
- J. Attach such conditions to the granting of all or a portion of any variance as necessary to achieve the purpose of this chapter.

**10-5-3: APPLICATION:** The application for variance shall be made in writing to the Planning Commission by the owner(s) of the land in consideration or their agent(s), duly authorized in writing. The applicant shall set forth in detail:

- A. The practical difficulties and physical hardships involved.
- B. Existing conditions on the site.
- C. Reasons for a variance being the most practicable solution to the problem.
- D. Any other pertinent information requested by the Planning Commission.

## **FCC TITLE 10 CHAPTER 7: SPECIAL DEVELOPMENT STANDARDS**

### **FCC 10-7-1: PURPOSE:**

The purpose of this Chapter is to apply additional development standards to areas with potential natural hazards or soils which are particularly subject to erosion, landslide or seasonal surface water. Compliance with these standards is required in order to obtain a Special Use Permit. The standards are intended to eliminate the danger to the health, safety or property of those who would live in potential problem areas and the general public and to protect areas of critical environmental concern; areas having scenic, scientific, cultural, or biological importance; and significant fish and wildlife habitat as identified through Goal 5: Open Spaces and Scenic, Historic, and Natural Resources, and Goal 17: Coastal Shorelands. (Amended Ord. No. 10, Series 2009)

**10-7-2: IDENTIFICATION OF POTENTIAL PROBLEM AREAS:** At minimum, the following maps shall be used to identify potential problem areas:

- A. "Hazards Map", Florence Comprehensive Plan Appendix 7....
- D. Other information contained in the plan or adopted by reference into the plan, or more detailed inventory data made available after adoption of the plan may also be used to identify potential problem areas. (Amended Ord. No. 10, Series 2009)

### **10-7-3: DEVELOPMENT STANDARDS:**

The following standards shall be applied to development in potential problem areas unless an approved Phase I Site Investigation Report or an on-site examination shows that the condition which was identified in the Comprehensive Plan or Overlay Zoning Map does not in fact exist on the subject property. These standards shall be applied in addition to any standards required in the Zoning Districts, Comprehensive Plan, and to any requirements shown to be necessary as a result of site investigation. Where conflicts or inconsistencies exist between these Development Standards, City Code, and the Comprehensive Plan, the strictest provisions shall apply unless stated otherwise.

- B. Munsel Creek and Other Drainageways: A fifty foot (50') setback shall be required for all buildings from the creek channel, except by Planning Commission approval where it can be shown by accepted engineering practices or treatment that no erosion hazards, slide potential, or possible flood damage are likely to occur, and that riparian vegetation will be protected.

### **10-7-5: REVIEW AND USE OF SITE INVESTIGATION REPORTS**

- A. The Phase I Site Investigation Report shall be reviewed administratively. If it is found that the condition identified on the "Hazards Map" or "Soils Map" or "Beaches and Dunes Overlay Zone" or other identified problem area does not

exist on the subject property; no Phase II report is required and the Site Investigation process is terminated. If hazards are found to exist, a Phase II report and a Conditional Use Permit shall be required. If a Phase II Site Investigation Report is required, the Phase II conclusions shall be submitted for Planning Commission review.

- D. Approval: The property owner shall record a Covenant of Release which outlines the hazard, restrictions and/or conditions that apply to the property and shall state, "The applicant recognizes and accepts that this approval is strictly limited to a determination that the project as described and conditioned herein meets the land use provisions and development standards of the City Code and Comprehensive Plan current as of this date. This approval makes no judgment or guarantee as to the functional or structural adequacy, suitability for purpose, safety, maintainability, or useful service life of the project.

## **FCC TITLE 10 CHAPTER 8: NONCONFORMING LOTS AND USES**

**10-8-1: PURPOSE:** There were lots, structures and uses that were lawful before the effective date hereof, or amendment hereto, but which have become either prohibited, regulated or restricted under the new terms and conditions of this Title. They shall hereafter be referred to as pre-existing, nonconforming uses or buildings.

It is recognized that significant expenditures of personal and financial energy may have been invested in the development of such uses and structures and that to dismiss these expenditures as no longer relevant would be harmful to the public welfare, both in regards to the community harmony and with respect to support that will be needed to improve the quality, esthetics and functional aspects of the community.

It is therefore the intent of this Chapter to allow these structures and uses that existed prior to the effective date hereof to continue, including normal maintenance, repair or replacement in case of damage due to fire or other disaster.

**10-8-2: EXPANSION OF PRE-EXISTING, NONCONFORMING USE:** A pre-existing nonconforming use may make a normal expansion of the existing structure for the same use up to twenty five percent (25%) of the existing square footage of floor area. Expansions larger than twenty five percent (25%) require a conditional use permit issued by the Planning Commission under the terms and conditions of Chapter 4 of this Title. Any expansion of a pre-existing, nonconforming use shall be subject to design review under the provisions of Chapter 6 of this Title.

### **10-8-3: UNDERSIZED LOTS OF RECORD:**

- A. Any lot having an area or dimension less than the minimum shall be designated a building site, provided the following criteria are met:
1. The lot is shown on an officially approved and recorded subdivision map.
  2. A deed or a valid contract of sale is recorded with the Lane County Clerk.
  3. The lot was of legal area and dimension for a building site at the time the sale was recorded.
- B. No lot or combination of contiguous lots, either vacant or containing a single-family or multiple-family dwelling, shall be replatted so that an undersized lot is created,

nor shall a lot be replatted if setbacks or dimensions less than the minimum would result.

**10-8-4: DESTRUCTION OF NONCONFORMING BUILDINGS:** In the event of damage or destruction, a nonconforming building or structure may be restored in accordance with the Uniform Building Code and use which existed at the time of such damage or destruction may continue unless the Planning Commission determines that the continuation of the use would be detrimental to the health, safety or welfare of the community.

Restoration shall be commenced within six (6) months from the date of destruction and shall be diligently followed to completion. The Planning Commission, with a written request of the applicant, may extend the period an additional six (6) months.

**10-8-5: ABANDONMENT OF NONCONFORMING USE:** The discontinuance of a nonconforming use for any six (6) months out of any twelve (12) consecutive months shall constitute abandonment and the pre-existing use shall be deemed to have been terminated and every building, structure and use occupying the premises thereafter shall conform to the regulations of the zoning district in which is located.

**10-8-6: CHANGE OF NONCONFORMING USES:** A change from one nonconforming use to another nonconforming use requires a conditional use permit issued by the Planning Commission subject to the procedures and conditions in Chapter 4 of this Title.

**10-8-7: REMOVAL OF NONCONFORMING USES:** If, after holding public hearings, the Planning Commission determines that the continuance of a nonconforming use is detrimental to the health, safety or welfare of a neighborhood, the nonconforming use shall be completely removed or converted to a conforming use within an amortization period prescribed by the City Council. The Planning Commission shall establish conditions for the operation of the nonconforming use during the amortization period (not less than 5 years nor more than 40 years, depending upon the impact the nonconforming use has on the surrounding neighborhood). The Planning Commission shall then grant a conditional use permit subject to the procedures set forth in Chapter 4 of this Title.

**10-8-8: REPAIRS AND MAINTENANCE:** Nothing in this Title shall be deemed to prevent the strengthening or restoring to a safe condition of any building or part thereof declared to be unsafe by any official charged with protecting the public safety. (Ord. 625, 6-30-80).

## **FCC TITLE 10 CHAPTER 21: PUBLIC USE AIRPORT ZONE**

### **10-21-2-9: WETLAND MITIGATION, CREATION, ENHANCEMENT AND RESTORATION WITHIN APPROACH SURFACES AND AIRPORT DIRECT AND SECONDARY IMPACT BOUNDARIES:**

- A. Notwithstanding the requirements of Section 10-21-3-8, wetland mitigation, creation, enhancement or restoration projects located within areas regulated under Section 10-21-3-8 shall be allowed upon demonstration of compliance with the requirements of this Section.
- B. Wetland mitigation, creation, enhancement or restoration projects existing or approved on the effective date of this ordinance and located within areas regulated under Section 10-21-3-8 are recognized as lawfully existing uses.



- C. To help avoid increasing safety hazards to air navigation near public use airports, the establishment of wetland mitigation banks in the vicinity of such airports but outside approach surfaces
- D. Applications to expand wetland mitigation projects in existence as of the effective date of this ordinance, and new wetland mitigation projects, that are proposed within areas regulated under Section 10-21-3-8 shall be considered utilizing the review process applied to applications for conditional use permits and shall be permitted upon demonstration that:
  - 1. It is not practicable to provide off-site mitigation; or
  - 2. The affected wetlands provide unique ecological functions, such as critical habitat for threatened or endangered species or ground water discharge, and the area proposed for mitigation is located outside an approach surface.
- E. Wetland mitigation permitted under subsection D. of this Section shall be designed and located to avoid creating a wildlife hazard or increasing hazardous movements of birds across runways or approach surfaces.
- F. Applications to create, enhance or restore wetlands that are proposed to be located within approach surfaces or within areas regulated under Section 10-21-3-8, and that would result in the creation of a new water impoundment or the expansion of an existing water impoundment, shall be considered utilizing the review process applied to applications for conditional use permits and shall be permitted upon demonstration that:
  - 1. The affected wetlands provide unique ecological functions, such as critical habitat for threatened or endangered species or ground water discharge; and
  - 2. The wetland creation, enhancement or restoration is designed and will be in a manner that will not increase hazardous movements of birds feeding, watering or roosting in areas across runways or approach surfaces.
- G. Proposals for new or expanded wetland mitigation, creation, enhancement or restoration projects regulated under this Section shall be coordinated with the airport sponsor, the Department of Aviation, the FAA and FAA's technical representative, the Oregon Department of Fish & Wildlife (ODFW), the Oregon Division of State Lands (DSL), the US Fish & Wildlife Service (USFWS), and the US Army Corps of Engineers (Corps) as part of the permit application.
- H. A decision approving an application under this Section shall require, as conditions of approval, measures and conditions deemed appropriate and necessary to prevent in perpetuity an increase in hazardous bird movements across runways and approach surfaces.

## **FCC TITLE 10 CHAPTER 22: OPEN SPACE DISTRICT (OS)**

**10-22-1: PURPOSE:** The Open Space District is intended to protect urban open space buffers, park and recreation lands, natural resource lands and lands reserved for later development. This District is intended to be used in conjunction with the Comprehensive Plan. Where, for example, the Plan designates an area for urban development, the application of this District would be interim; when the land became available for development, a rezoning could be considered. Where this Open Space District is consistent with the Plan's land use designation, it is intended that this District would preserve such land permanently in open space use.

## **10-22-2: PERMITTED BUILDINGS AND USES:**

- Parks for low intensity recreation.
- Open space.
- Wildlife habitat.
- Forestry.
- Agriculture.
- Aquaculture.
- Any structures which are necessary to the functioning of the above uses.

## **FCC TITLE 10 CHAPTER 23: PLANNED UNIT DEVELOPMENT (PUD)**

**10-23-5: DEVELOPMENT STANDARDS:** To insure that a PUD fulfills the intent of this Chapter, the following standards and those of FCC 10-36 shall apply.

- G. Open Space: A minimum of 20% of the net development area shall be open space and must be platted for that purpose. (Easements are not acceptable). At least 25% of the 20% shall include an area designated and intended for recreation use and enjoyment. The required recreation area may be provided as:...
4. The following areas are not acceptable for recreation area required as part of a PUD: (Ord. No. 2, Series 2011)
- a. Hillside over twenty-five (25) percent slope;
  - b. Land in the floodway, floodplain, or required riparian or wetland buffer, unless trails, benches, picnic tables and similar above are incorporated;
  - c. Roadside ditches;
  - d. Monument entry areas and central landscaped boulevards;
  - e. Stormwater retention or detention ponds that are designed to hold stormwater runoff from less than one hundred (100) year events;
  - f. Parking areas and road rights-of-way that are located within the parkland, open space, or common area, except for parking that is required specifically for use of the parkland;
  - g. Yards, court areas, setbacks, or other open areas required by the zoning and building ordinances and regulations shall not be included in the computation.

## **FCC TITLE 10 CHAPTER 34:**

### **TITLE 10 CHAPTER 34**

### **LANDSCAPING**

#### **SECTION:**

- 10-34-1: Purpose
- 10-34-2: Landscape Conservation
- 10-34-2-1: Applicability
- 10-34-2-2: Native Vegetation
- 10-34-2-3: Significant Vegetation
- 10-34-2-4: Preservation Credit

10-34-3:	Landscaping
10-34-3-1:	Applicability
10-34-3-2:	Landscaping Plan Required
10-34-3-3:	Landscape Area and Planting Standards
10-34-3-4:	Landscape Materials
10-34-3-5:	Irrigation
10-34-3-6:	Parking Lot Landscape Standards
10-34-3-7:	Buffering and Screening
10-34-3-8:	Maintenance
10-34-4:	Street Trees
10-34-5:	Fences and Walls

**10-34-1: PURPOSE:** The purpose of Chapter 34 is to promote community health, safety, and welfare by protecting natural vegetation and setting development standards for landscaping, street trees, fences, and walls. Together, these elements of the natural and built environment contribute to the visual quality, environmental health, and character of the community. Landscaping plants and materials are intended to conserve, enhance and be compatible with the coastal village character of Florence, with liberal use of evergreens and native species. The Chapter is organized into the following sections:

**10-34-2: Landscape Conservation** encourages the incorporation of existing native vegetation in landscaping and provides incentives for the preservation or replacement of particularly significant vegetation.

**10-34-3: Landscaping** sets standards for and requires landscaping of all development sites. This section also requires buffering for parking and maneuvering areas, and between different land use districts. Note that other relevant standards are provided in each land use district for specific types of development.

#### **10-34-2: LANDSCAPE CONSERVATION**

**10-34-2-1: Applicability.** Except for single family homes and duplexes the provisions of this Section are applicable to all development sites which contain stands of Native Vegetation or specific Significant Vegetation, as defined below. "Development sites" do not include any street, alley, or public right-of-way.

**10-34-2-2: Native Vegetation.** "Native vegetation" means those plant species native to the Florence region that are listed as native on the suggested *Tree and Plant List for the City of Florence*, such as Shore Pine, Fir, Hemlock, Spruce, Native Rhododendron, Wax Myrtle, Kinnikinnick, Huckleberry and Salal. Preservation of existing native vegetation is strongly encouraged and preferred over removal of vegetation and re-planting. Existing native vegetation may be credited toward the landscape requirements of Section 10-34-3-3 if it is preserved in accordance with the following standards:

- A. Living plant material covers a minimum of 70 percent of the area proposed for preservation;
- B. Preservation area(s) are a minimum of 30 square feet for any one area with dimensions a minimum of 5 feet on any side to ensure adequate space for healthy plant growth;
- C. Preservation area(s) are setback from new construction areas a minimum of 10 feet from new structures, and a minimum of 5 feet from new hard-surface areas (e.g. parking lot, walkways), and replanted with native vegetation if damaged during construction;

- D. The preservation area is clearly marked and identified for protection on the landscaping plan as well as on-site (e.g. construction fencing) prior to site disturbance.
- E. Existing noxious weeds<sup>8</sup> within the preservation area are removed prior to approval of the installed landscaping; and
- F. Preservation areas with grade changes around the perimeter are addressed with appropriate transition or stabilization measures (e.g. retaining wall) to avoid erosion.

**10-34-2-3: Significant Vegetation.** “Significant vegetation” means:

- A. Native vegetation, or
- B. Plants within designated sensitive land areas such as wetlands, riparian areas, and slopes steeper than 40%, or
- C. Trees having a DBH of four (4) inches or larger measured 4½ feet above ground.

**10-34-2-4: Preservation Credit.** The City may grant a “Preservation Credit” if existing significant vegetation on the site is preserved, in the form of a reduction of the overall landscape area and planting requirements of Sections 10-34-3-3. The City may authorize credits which effectively reduce the required landscaping if the following standards are met:

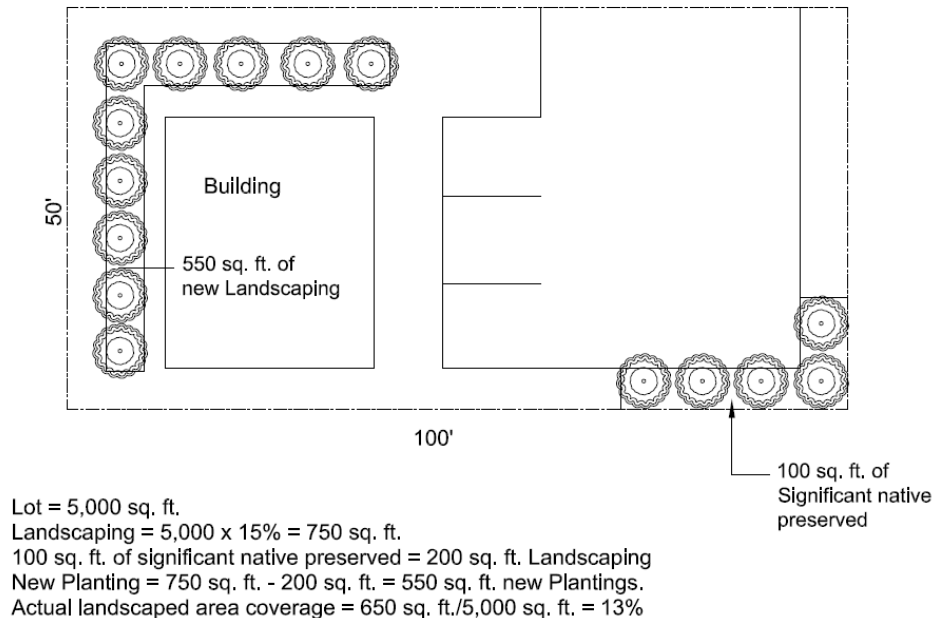
- A. Significant vegetation species and areas to be preserved shall be mapped and flagged in support of the site development application. Significant trees shall be mapped individually and identified by species and diameter. Wetland resources shall have a current delineation approved by the Department of State Lands. Appropriate protection from construction damage shall be in place prior to site disturbance. For a “Burn to Learn” site, significant vegetation that can be saved shall be protected.
- B. Native vegetation, wetland, riparian, and steep slope vegetation shall meet the standards set forth in Section 10-34-2-2 subsections A through F above.
- C. Dead or diseased vegetation and split, leaning, or unstable trees shall not qualify as preserved vegetation.
- D. Mature vegetation shall be trimmed and pruned as appropriate by qualified personnel to form a long-term element of the site landscaping.
- E. Landscape credit for preserved significant vegetation areas shall be granted at the ratio of 2 to 1 (e.g. every one square foot of preserved significant vegetation shall be counted as two square feet in meeting the total specified landscape area for a site). However, in no case shall the requirement for actual landscaped area be reduced below 2/3 of the area that would be required with no credit.
- F. Landscape credit for preserved trees shall be granted at the ratio of one less new tree planting for every two (2) inches diameter of preserved significant trees (e.g. a preserved tree of six inch diameter counts as three newly planted trees). This

---

<sup>8</sup> Noxious and invasive weeds are those identified by the current Lane County Public Works “Noxious and Invasive Weed Management List,” with additional City of Florence footnotes. If a current county list is not available, the list in the current Oregon Department of Agriculture in “Noxious Weed Policy and Classification System” will be used. Noxious weeds common to the area are Scotch Broom, English Ivy, Gorse, and Himalayan (Armenian) Blackberry.

credit can be applied against required front yard, parking island, buffer, and/or street trees. However in no case shall this credit reduce the requirement for newly planted trees below 2/3 of the number that would be required with no credit. All preserved trees shall be protected from construction compaction or grade changes of more than six inches on the surface area in relation to the crown of the tree canopy.

G. **Figure 10-34(1): Native Preservation Credit Trade-off**

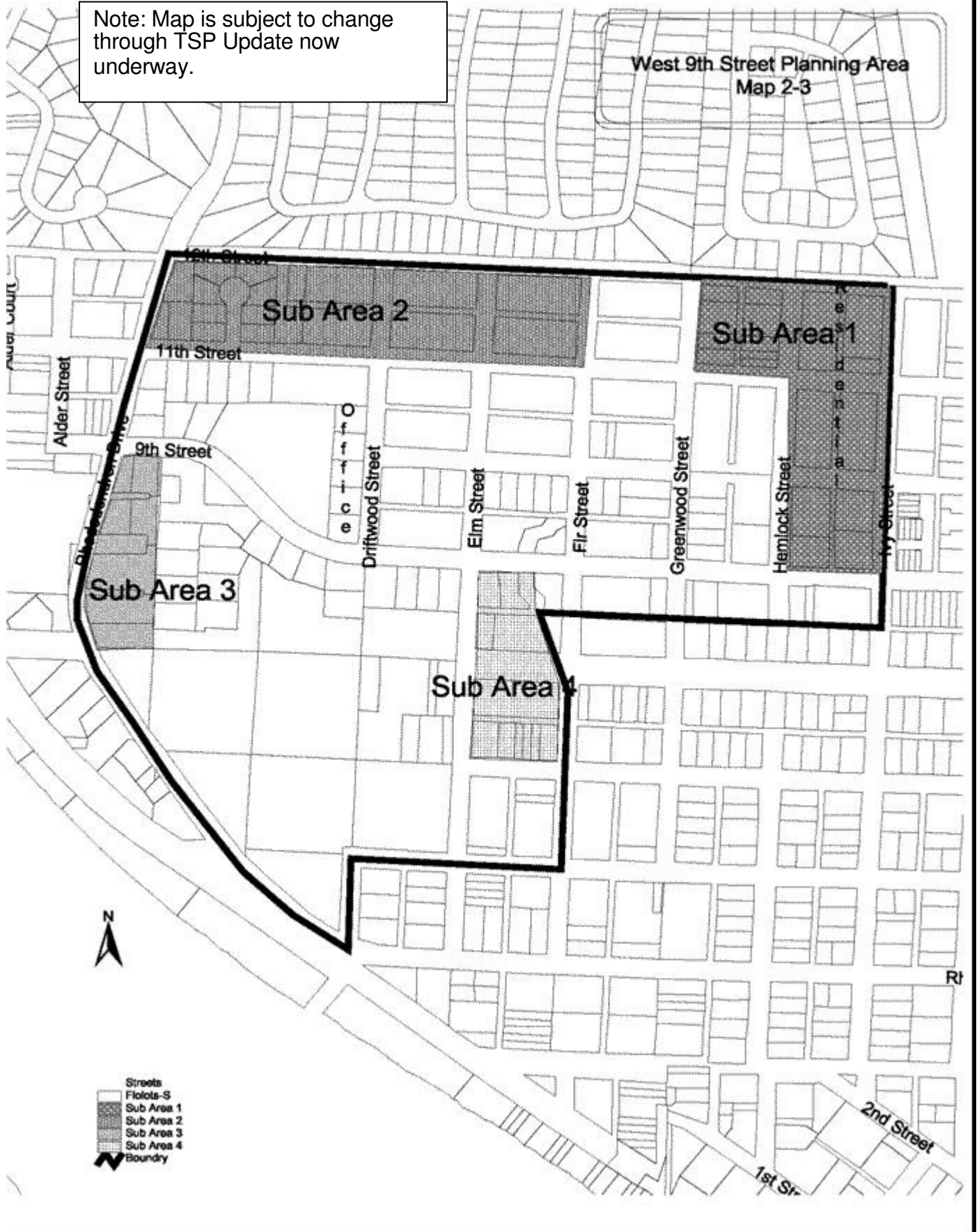


**10-34-3-4: Landscape Materials.** Permitted landscape materials include trees, shrubs, ground cover plants, non-plant ground covers, existing native vegetation, outdoor hardscape features and storm water features, as described below.

B. Existing Native Vegetation. Preservation of existing native vegetation is encouraged and preservation credits in accordance with Section 10-34-2-4 may be used to meet the landscape requirements of this Chapter.

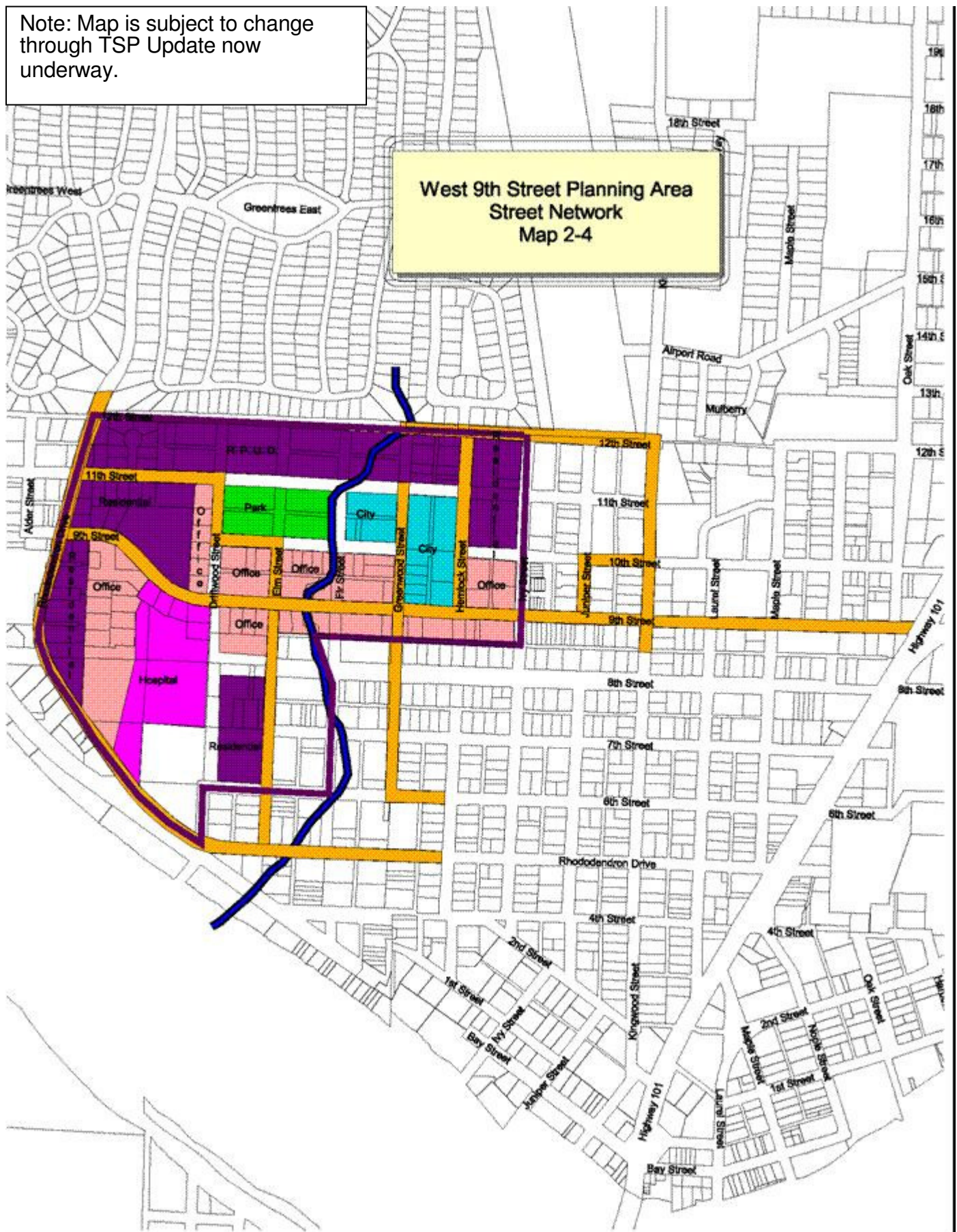
Note: Map is subject to change through TSP Update now underway.

West 9th Street Planning Area  
Map 2-3

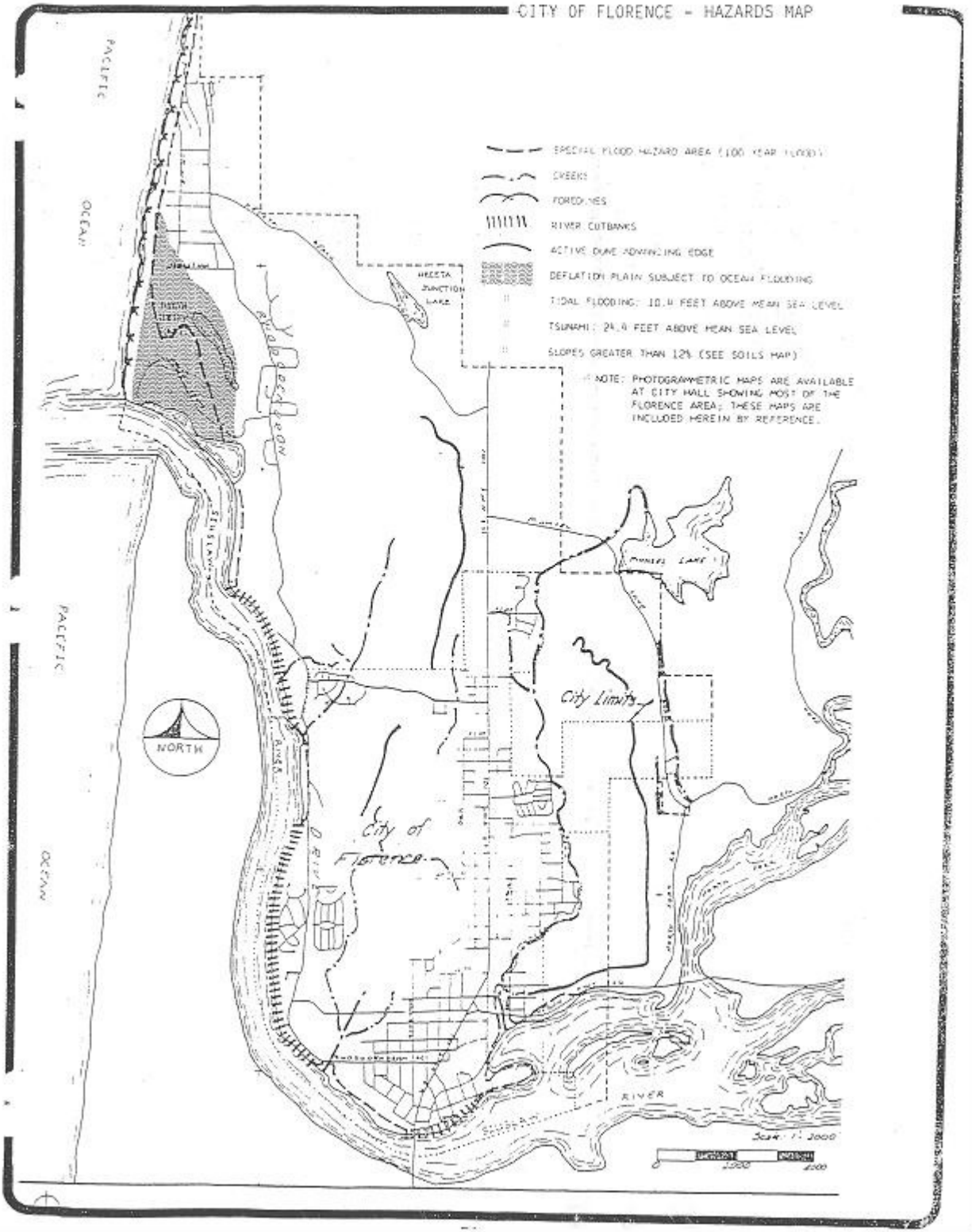




Note: Map is subject to change through TSP Update now underway.



# CITY OF FLORENCE - HAZARDS MAP





## **Appendix B: Public Involvement Plan and Letters to Property Owners**

---

### **Siuslaw Estuary Partnership**

*An Integrated Multiple Objective Approach To Watershed  
Protection and Restoration*

### **Public Involvement Plan**

**Approved by the Florence Planning Commission, January 12, 2010**

### **Current Status of this Plan**

On January 12, 2010, this Public Involvement Plan (PIP) was approved by the Florence Planning Commission, the City's Committee for Citizen Involvement. A draft PIP was prepared with the guidance of the Public Education and Stewardship Staff Team, a sub-team of the Inter-disciplinary Team for the Siuslaw Estuary Partnership Project. The Siuslaw Estuary Partnership Project is funded by the Environmental Protection Agency's West Coast Estuaries Initiative for Coastal Watersheds Program and project partners to protect and restore water quality and wildlife habitat in the Siuslaw River Watershed.

### **Introduction**

Public Education and Stewardship is one of the key objectives of the Siuslaw Estuary Partnership Project. It is intended to provide broad policy guidance on the structure and content of the public involvement program for the project. The detailed implementation of this PIP will be documented in a more detailed "Key Messages and Strategies" document that will be developed, updated and revised throughout the project as needed and appropriate to implement this PIP.

This PIP is further defined in the following sections:

- Purpose
- Target Populations
- Tools and Methods
- Key Messages and Strategies
- Guiding Principles
- Stakeholders Groups

### **Purpose**

The purpose of this Public Involvement Plan (PIP) is to establish a framework for public involvement in the Siuslaw Estuary Partnership Project, consistent with the following Citizen Involvement Goal, Objectives, and Policies stated in the adopted Florence Realization 2020 Comprehensive Plan:

#### **"Goal**

To develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process.

## **Objectives**

1. To encourage citizen input in the preparation of plans, implementation measures and plan revisions.
2. To take into account the desires, recommendations and needs of citizens during the planning process.

## **Policies**

1. The Planning Commission shall act as the City's Committee for Citizen Involvement. (Approved by LCDC, March 1, 1976.)
2. A Citizen Advisory Committee, appointed by the City Council, shall serve in an advisory capacity to the Florence Planning Commission to assure the broadest input during periodic review and post acknowledgment Plan and zoning amendments.
3. The City Council shall ensure that a cross-section of Florence citizens is involved in the planning process, primarily through their appointments to the Planning Commission, Design Review Board, Citizen Advisory Committee and other special committees.
4. Official City meetings shall be well publicized and held at regular times. Agendas will provide the opportunity for citizen comment.
5. Records of all meetings where official action is taken shall be kept at City Hall and made available on request to the public.
6. Planning documents and background data shall be available to interested citizens.
7. The Citizen Involvement Program shall be reviewed annually.
8. Citizen involvement shall be assured in the review and update of the Comprehensive Plan."

## **Target Populations**

The Siuslaw Estuary Partnership Project will impact specific population groups. The tools and methods described below will be used to ensure outreach and opportunities for involvement and stewardship by these groups and individuals. The following Target Populations have been identified:

- City of Florence Residents
- Heceta Water District Residents
- Rural Residents with private water source
- Property Owners with wetland, riparian, or upland resources
- Local Officials
- Youth
- Business Owners
- Development Community
- Tourists

## Tools and Methods

The project will use the following tools and methods to foster Public Education and Stewardship in the Siuslaw Estuary Partnership project.

- **Web site**  
Consultants will be hired to create a web site for the project. It will be maintained by Project Staff team members.
- **Newsletters**  
Consultants will assist in the development and distribution of three newsletters for distribution throughout the Study Area. Distribution outside City limits will be conducted by Heceta Water District and other partners, as willing and able.
- **Media Outreach**  
Efforts will be made to engage newspaper, radio and televised media in the project. In addition to newspaper notices, press releases will be prepared at key junctions and milestones; meetings will be held with media representatives to provide detailed background and respond to questions; and the media will be notified and invited to participate in all public events.
- **Signage around Clear Lake**  
Five educational signs will be installed around Clear Lake, informing the public of lake water importance and risks.
- **Interested Parties List**  
An Interested Parties List will be developed and maintained throughout the project. The list will be circulated at meetings, including open houses, Stakeholder Group meetings, and other meetings so that those interested in staying informed about the project can provide contact information. This list will be maintained and updated over time and direct mailings to this group will be sent notifying them of scheduled events, i.e., open houses, stakeholder meetings, and local official meetings where products are reviewed.
- **Targeted Outreach**  
Targeted outreach to key groups will be conducted, including presentations to groups upon request. The Interdisciplinary Team and the Stakeholder Group will be invited to participate in this targeted outreach effort.
- **Estuary Trail Vision**  
A vision for an Estuary Interpretive Trail system will be prepared that will, when it is implemented, be an important environmental education tool.
- **Public Open Houses**  
The public will be invited to three open houses, one each year of the project. The purpose of the open houses is to provide an opportunity for all interested citizens to learn about the project and its outcomes and to provide comments on draft products, when they are available.
- **Local Official Public Meetings and Hearings**  
City Planning Commission and Council will receive monthly reports on the project, including the Public Education and Stewardship Element; and will hold public hearings on the final products to be adopted by the City. Reports to other local

officials, including the Lane County Planning Commission and Board and Heceta Water District Board, will be coordinated by the Interdisciplinary Team member from the respective organization.

➤ **Stewardship Programs**

Several Stewardship Programs are planned and others will be developed during the course of the project. The Stormwater Demonstration Project in Old Town is an example of an opportunity to both educate and involve interested citizens in hands-on caretaking and monitoring of water quality in the estuary. Another opportunity will be promoting efforts to protect and restore wetlands on private property and public participation in protection and restoration of wetlands on City-owned properties. Other efforts are coordination with the Stream Team, to further foster stewardship of Munsel Creek, the estuary, and the North Fork; and involving youth and retirees in projects to clean up and remove invasive and noxious vegetation.

➤ **Coordination**

Coordination is a critical aspect of the Siuslaw Estuary Project. The Interdisciplinary Team provides an exceptional opportunity to pool resources and create a knowledge base and library for staff and the general public. For example, the Interdisciplinary Team will communicate via an intranet site in addition to team meetings. The web site for the project will include links to the partner agencies' web sites and the Team itself is an excellent resource for knowledge and expertise for this project. In addition, the project will coordinate with related public outreach efforts by the City and the partner agencies, e.g., Salmon and Trout Enhancement Program (STEP), Green Building Fair in April 2010, Lane County Extension Service, and others; and with all Stakeholder Group outreach, e.g., articles in the groups' newsletters and other coordination.

➤ **Stakeholder Groups**

The Stakeholder Groups will be a key element of the outreach program. This group list was approved by the Florence City Council on December 21, 2009, consistent with the City protocols, and will be modified by the Council over time as need and interest dictates.

The Council decided to form two groups: a general Stakeholder Group and an Elected Officials Stakeholder Group (see Stakeholder Group List for structure and membership).

Stakeholder Group:

The Stakeholder Group consists of representatives of key interests that will be affected by, or potentially affected by, the outcomes of the project. The Stakeholder Group will meet about ten times throughout the three year project; plus, they will be invited to participate in a nine week focus group in the last year of the project to review and comment on all final products. The mission of the Stakeholder Group is to:

- act as a spokesperson for the project
- help plan and implement the public outreach for their respective group
- review and comment on key products
- provide an effective liaison to his/her group, as applicable
- in Phase I, provide comment on the draft the Guiding Principles
- in Phase III, participate in a 9-week focus group to provide detailed feedback on all draft outcomes and products

### Elected Officials Stakeholder Group

The Elected Officials Stakeholder Group will be comprised of representatives of elected bodies that will have a role in accepting, endorsing, and/or adopting some or all of the final products. These Stakeholders will be involved in the project more intensively than their respective elected bodies in terms of outreach, education, and stewardship. In this way, they will be positioned to facilitate acceptance of the final products by their respective agencies or organizations.

The Elected Officials Stakeholder Group will meet once or twice each year of the project; and they will meet as needed in Phase III to ensure the final products are consistent with the vision and mission of their respective agency or organization.

The mission of the Elected Officials Stakeholder Group is to:

- act as a spokesperson for the project
- review informational and educational materials
- provide an effective liaison to their elected body
- in Phase I, recommend the Guiding Principles
- in Phase III, meet as needed to ensure the final products are consistent with the vision and mission of their respective agency or organization.

## **Key Messages and Strategies**

### **Key Messages**

Key Messages convey both basic facts revealed in the research tasks, such as the results of the literature search and the water quality and quantity assessment and monitoring program, as well as the response to these facts, including any resulting policy options, recommendations, and conclusions. Key Messages also seek to portray the true purpose and intent of the project and, where indicated, to dispel myths and rumor which can sometimes lead to less than optimal courses of action.

### **Strategies**

Strategies seek to link the Key Messages with the Target Populations, using the agreed-upon tools and methods (see above). Strategies evolve during the course of the project as need and interest demand. The Public Education and Stewardship Committee, Stakeholder Group, and the Interdisciplinary Team will work together to develop and modify public education and stewardship strategies to best fulfill the public involvement Goal, Objectives, and Policies identified in this PIP. When fully developed, Strategies identify timelines, products, and key staff/participants.

## **Guiding Principles**

One of the primary products of the PIP, in concert with the Team Process, is consensus on Guiding Principles. The Guiding Principles will be the formally recognized vision for environmental protection in these watersheds. They will set environmental targets and measurable outcomes that will be used in the evaluation of each of the five work elements:

1. Foster Public Education and Stewardship
2. Protect Water Quality and Quantity
3. Protect and Restore Wetlands, Riparian and Upland Areas

4. Protect and Restore Key Estuary Wetlands
5. Plan for Ecological Growth

The Guiding Principles will evolve from a collaborative process of the Public Education and Stewardship Staff Team, the Interdisciplinary Team (aka the “Full Team”) and the Stakeholders, with input invited by all groups and interests. Team members are encouraged to seek input from others in their respective organizations in every step in this process. The revised Draft Guiding Principles Paper will be the subject of input from Stakeholders (at the first Stakeholders Meeting), Elected Officials Stakeholders Group, and the general public via posting on the Project Web Site.

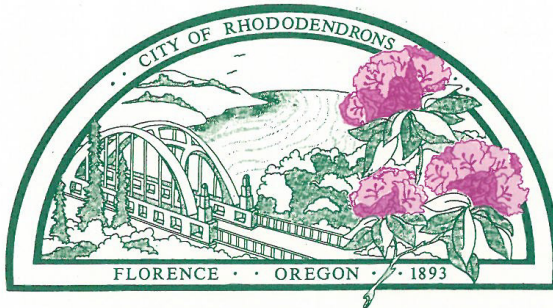
The environmental database for these watersheds is not sufficiently detailed or comprehensive to establish these targets and measures at this time. In addition, consensus among key partners is critical if the standards are to be accepted and administered effectively. For these reasons, it is important that the process, including the public education component of the project, be used to obtain this level of information, comprehension, and commitment.

Environmental targets and measurable outcomes will be established in the Guiding Principles that will guide all products and processes, as discussed above. Long-term outcomes are land use and water management policies and practices that maintain and protect rearing, migrating, and spawning habitat for resident and anadromous fish, and habitat for birds, mammals, amphibians and reptiles; conversion of rural lands to urban densities that do not impair water quality or result in dysfunctional stream conditions; enhanced floodplain functions and inter-connected wetlands and floodplain; and on-going surface and ground water quality monitoring and remedial action to prevent contamination. Ultimately, the natural resource economy will be re-invigorated. People will be drawn to the area with a renewed appreciation for its rich and complex ecosystem; and the area will be a model for other small coastal cities faced with growth pressures.

*This project has been funded wholly or in part by the United States Environmental Protection Agency under assistance agreement WC-00J04801-0 to City of Florence. The contents of this document do not necessarily reflect the views and policies of the Environmental Protection Agency, nor does mention of trade names or commercial products constitute endorsement or recommendation for use.*

*This page intentionally left blank.*





## City of Florence

Community Services  
Planning, Building Inspection and Economic Development

250 Highway 101  
Florence, OR 97439-7628  
TDD: (541) 997-3437

PH: (541) 997-8237  
PH: (541) 997-2053  
FAX: (541) 997-4109

February 8, 2013

Dear Property Owner:

You are receiving this letter because you own property with a riparian area (along a creek or other waterway) and the City is drafting regulations that may apply to you. The City will initiate amendments to the Comprehensive Plan and Code in 2013 and wants your input upfront before the formal adoption process begins. The draft amendments are in Chapter 4 of the "DRAFT City of Florence Significant Wetlands and Riparian Corridors Plan" posted on the Comprehensive Plan and Code Amendments page of the web site: [www.Siuslawwaters.org](http://www.Siuslawwaters.org).

### How can I ask questions and make comments?

- Attend the property owners meeting on **Wednesday, February 27, 5:30 p.m. at Florence Events Center**; or
- Call Katya Reyna at 541-902-2587 on or before **February 15**, to set up a time for a telephone meeting with Carol Heinkel, Project Coordinator; or
- Email Carol directly at [cheinkel@g.com](mailto:cheinkel@g.com); and
- Visit the web site [www.Siuslawwaters.org](http://www.Siuslawwaters.org) for more information including Frequently Asked Questions and draft plans and amendments.

### Will the local regulations affect me?

As you may already know, your riparian area is included in the "Inventory and Assessment" of riparian areas, proposed for adoption as part of the Florence Comprehensive Plan. Oregon State Law requires protection of "significant riparian areas." The City will adopt Comprehensive Plan and Code amendments to meet these state requirements.

(see back)



If your property is:

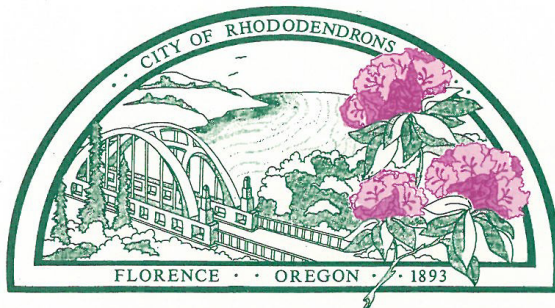
- Inside city limits: the local regulations may affect you. You are encouraged to participate and provide comment **on or by February 27.**
- Outside city limits and inside the Florence UGB: The local regulations will not affect you. The regulations will apply only inside city limits. However, the "2013 Florence Area Local Wetlands and Riparian Inventory" (2013 Inventory) is proposed for adoption as part of the Comprehensive Plan, which does apply within the UGB. You are welcome to attend the meeting and to contact staff regarding the 2013 Inventory (posted to the web site above) that involves your property and to learn about applicable existing local, state and federal requirements.

I look forward to meeting you at the property owners meeting or communicating with you via phone or email. If you have any questions about the process, please don't hesitate to call Katya at 541-902-2587.

Sincerely,

A handwritten signature in black ink that reads "Carol Heinkel". The script is cursive and fluid.

Carol Heinkel, Florence Planning Consultant  
Siuslaw Estuary Partnership Project Coordinator



## City of Florence

### Community Services

Planning, Building Inspection and Economic Development

250 Highway 101  
Florence, OR 97439-7628  
TDD: (541) 997-3437

PH: (541) 997-8237  
PH: (541) 997-2053  
FAX: (541) 997-4109

February 8, 2013

Dear Property Owner:

You are receiving this letter because you own property with a wetland in the Florence urban growth boundary (UGB) and the City is drafting regulations that may apply to you. The City will initiate amendments to the Comprehensive Plan and Code in 2013 and wants your input upfront before the formal adoption process begins. The draft amendments are in Chapter 4 of the "DRAFT City of Florence Significant Wetlands and Riparian Corridors Plan" posted on the Comprehensive Plan and Code Amendments page of the web site: [www.Siuslawwaters.org](http://www.Siuslawwaters.org).

#### How can I ask questions and make comments?

- Attend the property owners meeting on **Wednesday, February 27, 5:30 p.m. at Florence Events Center**; or
- Call Katya Reyna at 541-902-2587 on or before **February 15**, to set up a time for a telephone meeting with Carol Heinkel, Project Coordinator; or c
- Email Carol directly at [cheinkel@g.com](mailto:cheinkel@g.com); and
- Visit the web site [www.Siuslawwaters.org](http://www.Siuslawwaters.org) for more information including Frequently Asked Questions and draft plans and amendments.

#### Will the local regulations affect me?

As you may already know, your wetland is included in the "Local Wetland Inventory" (LWI), proposed for adoption as part of the Florence Comprehensive Plan. Oregon State Law requires protection of "significant wetlands." The City will adopt Comprehensive Plan and Code amendments to meet these state requirements.

(see back)



If your property is:

- Inside city limits: the local regulations may affect you. You are encouraged to participate and provide comment **on or by February 27.**
- Outside city limits and inside the Florence UGB: The local regulations will not affect you. The regulations will apply only inside city limits. However, the updated LWI is proposed for adoption as part of the Comprehensive Plan, which does apply within the UGB. You are welcome to attend the meeting and to contact staff regarding the "2013 Florence Area Local Wetlands and Riparian Inventory" (posted to the web site above) that involves your property and to learn about applicable existing local, state and federal requirements.

I look forward to meeting you at the property owners meeting or communicating with you via phone or email. If you have any questions about the process, please don't hesitate to call Katya at 541-902-2587.

Sincerely,



Carol Heinkel, Florence Planning Consultant  
Siuslaw Estuary Partnership Project Coordinator



## **Appendix C: Statewide Planning Goal 5 Administrative Rules Related to Wetlands and Riparian Areas**

---

### **Goal 5 Administrative Rules: Wetlands**

#### **OAR 660-023-0100**

(1) For purposes of this rule, a "wetland" is an area that is inundated or saturated by surface water or ground water at a frequency and duration sufficient to support, and that under normal circumstances does support, a prevalence of vegetation typically adapted for life in saturated soil conditions.

(2) Local governments shall amend acknowledged plans and land use regulations prior to or at periodic review to address the requirements of this division, as set out in OAR 660-023-0250(5) through (7). The standard inventory process requirements in OAR 660-023-0030 do not apply to wetlands. Instead, local governments shall follow the requirements of section (3) of this rule in order to inventory and determine significant wetlands.

(3) For areas inside urban growth boundaries (UGBs) and urban unincorporated communities (UUCs), local governments shall:

(a) Conduct a local wetlands inventory (LWI) using the standards and procedures of OAR 141-086-0110 through 141-086-0240 and adopt the LWI as part of the comprehensive plan or as a land use regulation; and

(b) Determine which wetlands on the LWI are "significant wetlands" using the criteria adopted by the Division of State Lands (DSL) pursuant to ORS 197.279(3)(b) and adopt the list of significant wetlands as part of the comprehensive plan or as a land use regulation.

(4) For significant wetlands inside UGBs and UUCs, a local government shall:

(a) Complete the Goal 5 process and adopt a program to achieve the goal following the requirements of OAR 660-023-0040 and 660-023-0050; or

(b) Adopt a safe harbor ordinance to protect significant wetlands consistent with this subsection, as follows:

(A) The protection ordinance shall place restrictions on grading, excavation, placement of fill, and vegetation removal other than perimeter mowing and other cutting necessary for hazard prevention; and

(B) The ordinance shall include a variance procedure to consider hardship variances, claims of map error verified by DSL, and reduction or removal of the restrictions under paragraph (A) of this subsection for any lands demonstrated to have been rendered not buildable by application of the ordinance.

(5) For areas outside UGBs and UUCs, local governments shall either adopt the statewide wetland inventory (SWI; see ORS 196.674) as part of the local comprehensive plan or as a land use regulation, or shall use a current version for the purpose of section (7) of this rule.

(6) For areas outside UGBs and UUCs, local governments are not required to amend acknowledged plans and land use regulations in order to determine significant wetlands and complete the Goal 5 process. Local governments that choose to amend acknowledged plans for areas outside UGBs and UUCs in order to inventory and protect significant wetlands shall follow the requirements of sections (3) and (4) of this rule.

(7) All local governments shall adopt land use regulations that require notification of DSL concerning applications for development permits or other land use decisions affecting wetlands on the inventory, as per ORS 227.350 and 215.418, or on the SWI as provided in section (5) of this rule.

(8) All jurisdictions may inventory and protect wetlands under the procedures and requirements for wetland conservation plans adopted pursuant to ORS 196.668 et seq. A wetlands conservation plan approved by the director of DSL shall be deemed to comply with Goal 5 (ORS 197.279(1)).

Stat. Auth.: ORS 183 & ORS 197

Stats. Implemented: ORS 197.040 & ORS 197.225 - ORS 197.245

Hist.: LCDL 2-1996, f. 8-30-96, cert. ef. 9-1-96

## **Goal 5 Administrative Rules: ESEE Analysis**

### **OAR 660-023-0010**

#### **Definitions**

(2) "ESEE consequences" are the positive and negative economic, social, environmental, and energy (ESEE) consequences that could result from a decision to allow, limit, or prohibit a conflicting use.

(7) "Protect," when applied to an individual resource site, means to limit or prohibit uses that conflict with a significant resource site (except as provided in OAR 660-023-0140, 660-023-0180, and 660-023-0190). When applied to a resource category, "protect" means to develop a program consistent with this division.

### **660-023-0040**

#### **ESEE Decision Process**

(1) Local governments shall develop a program to achieve Goal 5 for all significant resource sites based on an analysis of the economic, social, environmental, and energy (ESEE) consequences that could result from a decision to allow, limit, or prohibit a conflicting use. This rule describes four steps to be followed in conducting an ESEE analysis, as set out in detail in sections (2) through (5) of this rule. Local governments are not required to follow these steps sequentially, and some steps anticipate a return to a previous step. However, findings shall demonstrate that requirements under each of the steps have been met, regardless of the sequence followed by the local government. The ESEE analysis need not be lengthy or complex, but should enable reviewers to gain a clear understanding of the conflicts and the consequences to be expected. The steps in the standard ESEE process are as follows:

- (a) Identify conflicting uses;
- (b) Determine the impact area;
- (c) Analyze the ESEE consequences; and

(d) Develop a program to achieve Goal 5.

(2) Identify conflicting uses. Local governments shall identify conflicting uses that exist, or could occur, with regard to significant Goal 5 resource sites. To identify these uses, local governments shall examine land uses allowed outright or conditionally within the zones applied to the resource site and in its impact area. Local governments are not required to consider allowed uses that would be unlikely to occur in the impact area because existing permanent uses occupy the site. The following shall also apply in the identification of conflicting uses:

(a) If no uses conflict with a significant resource site, acknowledged policies and land use regulations may be considered sufficient to protect the resource site. The determination that there are no conflicting uses must be based on the applicable zoning rather than ownership of the site. (Therefore, public ownership of a site does not by itself support a conclusion that there are no conflicting uses.)

(b) A local government may determine that one or more significant Goal 5 resource sites are conflicting uses with another significant resource site. The local government shall determine the level of protection for each significant site using the ESEE process and/or the requirements in OAR 660-023-0090 through 660-023-0230 (see OAR 660-023-0020(1)).

(3) Determine the impact area. Local governments shall determine an impact area for each significant resource site. The impact area shall be drawn to include only the area in which allowed uses could adversely affect the identified resource. The impact area defines the geographic limits within which to conduct an ESEE analysis for the identified significant resource site.

(4) Analyze the ESEE consequences. Local governments shall analyze the ESEE consequences that could result from decisions to allow, limit, or prohibit a conflicting use. The analysis may address each of the identified conflicting uses, or it may address a group of similar conflicting uses. A local government may conduct a single analysis for two or more resource sites that are within the same area or that are similarly situated and subject to the same zoning. The local government may establish a matrix of commonly occurring conflicting uses and apply the matrix to particular resource sites in order to facilitate the analysis. A local government may conduct a single analysis for a site containing more than one significant Goal 5 resource. The ESEE analysis must consider any applicable statewide goal or acknowledged plan requirements, including the requirements of Goal 5. The analyses of the ESEE consequences shall be adopted either as part of the plan or as a land use regulation.

(5) Develop a program to achieve Goal 5. Local governments shall determine whether to allow, limit, or prohibit identified conflicting uses for significant resource sites. This decision shall be based upon and supported by the ESEE analysis. A decision to prohibit or limit conflicting uses protects a resource site. A decision to allow some or all conflicting uses for a particular site may also be consistent with Goal 5, provided it is supported by the ESEE analysis. One of the following determinations shall be reached with regard to conflicting uses for a significant resource site:

(a) A local government may decide that a significant resource site is of such importance compared to the conflicting uses, and the ESEE consequences of

allowing the conflicting uses are so detrimental to the resource, that the conflicting uses should be prohibited.

(b) A local government may decide that both the resource site and the conflicting uses are important compared to each other, and, based on the ESEE analysis, the conflicting uses should be allowed in a limited way that protects the resource site to a desired extent.

(c) A local government may decide that the conflicting use should be allowed fully, notwithstanding the possible impacts on the resource site. The ESEE analysis must demonstrate that the conflicting use is of sufficient importance relative to the resource site, and must indicate why measures to protect the resource to some extent should not be provided, as per subsection (b) of this section.

Stat. Auth.: ORS 183 & [ORS 197](#)

Stats. Implemented: [ORS 197.040](#) & [ORS 197.225](#) - [ORS 197.245](#)

Hist.: LCDRC 2-1996, f. 8-30-96, cert. ef. 9-1-96

## **Goal 5 Administrative Rule for Riparian Areas**

### **OAR 660-023-0020**

#### **Standard and Specific Rules and Safe Harbors**

- (1) The standard Goal 5 process, OAR 660-023-0030 through 660-023-0050, consists of procedures and requirements to guide local planning for all Goal 5 resource categories. This division also provides specific rules for each of the fifteen Goal 5 resource categories (see OAR 660-023-0090 through 660-023-0230). In some cases this division indicates that both the standard and the specific rules apply to Goal 5 decisions. In other cases, this division indicates that the specific rules supersede parts or all of the standard process rules (i.e., local governments must follow the specific rules rather than the standard Goal 5 process). In case of conflict, the resource-specific rules set forth in OAR 660-023-0090 through 660-023-0230 shall supersede the standard provisions in OAR 660-023-0030 through 660-023-0050.
- (2) A "safe harbor" consists of an optional course of action that satisfies certain requirements under the standard process. Local governments may follow safe harbor requirements rather than addressing certain requirements in the standard Goal 5 process. For example, a jurisdiction may choose to identify "significant" riparian corridors using the safe harbor criteria under OAR 660-023-0090(5) rather than follow the general requirements for determining "significance" in the standard Goal 5 process under OAR 660-023-0030(4). Similarly, a jurisdiction may adopt a wetlands ordinance that meets the requirements of OAR 660-023-0100(4)(b) in lieu of following the ESEE decision process in OAR 660-023-0040.

Stat. Auth.: ORS 183 & ORS 197

Stats. Implemented: ORS 197.040 & ORS 197.225 - ORS 197.245

Hist.: LCDRC 2-1996, f. 8-30-96, cert. ef. 9-1-96



**OAR 660-023-0090**  
**Riparian Corridors**

- (1) For the purposes of this rule, the following definitions apply:
  - (a) "Fish habitat" means those areas upon which fish depend in order to meet their requirements for spawning, rearing, food supply, and migration.
  - (b) "Riparian area" is the area adjacent to a river, lake, or stream, consisting of the area of transition from an aquatic ecosystem to a terrestrial ecosystem.
  - (c) "Riparian corridor" is a Goal 5 resource that includes the water areas, fish habitat, adjacent riparian areas, and wetlands within the riparian area boundary.
  - (d) "Riparian corridor boundary" is an imaginary line that is a certain distance upland from the top bank, for example, as specified in section (5) of this rule.
  - (e) "Stream" is a channel such as a river or creek that carries flowing surface water, including perennial streams and intermittent streams with defined channels, and excluding man-made irrigation and drainage channels.
  - (f) "Structure" is a building or other major improvement that is built, constructed, or installed, not including minor improvements, such as fences, utility poles, flagpoles, or irrigation system components, that are not customarily regulated through zoning ordinances.
  - (g) "Top of bank" shall have the same meaning as "bankfull stage" defined in OAR 141-085-0010(12).
  - (h) "Water area" is the area between the banks of a lake, pond, river, perennial or fish-bearing intermittent stream, excluding manmade farm ponds.
- (2) Local governments shall amend acknowledged plans in order to inventory riparian corridors and provide programs to achieve Goal 5 prior to or at the first periodic review following the effective date of this rule, except as provided in OAR 660-023-0250(5).
- (3) Local governments shall inventory and determine significant riparian corridors by following either the safe harbor methodology described in section (5) of this rule or the standard inventory process described in OAR 660-023-0030 as modified by the requirements in section (4) of this rule. The local government may divide the riparian corridor into a series of stream sections (or reaches) and regard these as individual resource sites.
- (4) When following the standard inventory process in OAR 660-023-0030, local governments shall collect information regarding all water areas, fish habitat, riparian areas, and wetlands within riparian corridors. Local governments may postpone determination of the precise location of the riparian area on lands designated for farm or forest use until receipt of applications for local permits for uses that would conflict with these resources. Local governments are encouraged, but not required, to conduct field investigations to verify the location, quality, and quantity of resources within the riparian corridor. At a minimum, local governments

shall consult the following sources, where available, in order to inventory riparian corridors along rivers, lakes, and streams within the jurisdiction:

- (a) Oregon Department of Forestry stream classification maps;
  - (b) United States Geological Service (USGS) 7.5-minute quadrangle maps;
  - (c) National Wetlands Inventory maps;
  - (d) Oregon Department of Fish and Wildlife (ODFW) maps indicating fish habitat;
  - (e) Federal Emergency Management Agency (FEMA) flood maps; and
  - (f) Aerial photographs.
- (5) As a safe harbor in order to address the requirements under OAR 660-023-0030, a local government may determine the boundaries of significant riparian corridors within its jurisdiction using a standard setback distance from all fish-bearing lakes and streams shown on the documents listed in subsections (a) through (f) of section (4) of this rule, as follows:
- (a) Along all streams with average annual stream flow greater than 1,000 cubic feet per second (cfs) the riparian corridor boundary shall be 75 feet upland from the top of each bank.
  - (b) Along all lakes, and fish-bearing streams with average annual stream flow less than 1,000 cfs, the riparian corridor boundary shall be 50 feet from the top of bank.
  - (c) Where the riparian corridor includes all or portions of a significant wetland as set out in OAR 660-023-0100, the standard distance to the riparian corridor boundary shall be measured from, and include, the upland edge of the wetland.
  - (d) In areas where the top of each bank is not clearly defined, or where the predominant terrain consists of steep cliffs, local governments shall apply OAR 660-023-0030 rather than apply the safe harbor provisions of this section.
- (6) Local governments shall develop a program to achieve Goal 5 using either the safe harbor described in section (8) of this rule or the standard Goal 5 ESEE process in OAR 660-023-0040 and 660-023-0050 as modified by section (7) of this rule.
- (7) When following the standard ESEE process in OAR 660-023-0040 and 660-023-0050, a local government shall comply with Goal 5 if it identifies at least the following activities as conflicting uses in riparian corridors:
- (a) The permanent alteration of the riparian corridor by placement of structures or impervious surfaces, except for:
    - (A) Water-dependent or water-related uses; and
    - (B) Replacement of existing structures with structures in the same location that do not disturb additional riparian surface area; and
  - (b) Removal of vegetation in the riparian area, except:
    - (A) As necessary for restoration activities, such as replacement of vegetation with native riparian species;
    - (B) As necessary for the development of water-related or water-dependent uses; and
    - (C) On lands designated for agricultural or forest use outside UGBs.

- (8) As a safe harbor in lieu of following the ESEE process requirements of OAR 660-023-0040 and 660-023-0050, a local government may adopt an ordinance to protect a significant riparian corridor as follows:
- (a) The ordinance shall prevent permanent alteration of the riparian area by grading or by the placement of structures or impervious surfaces, except for the following uses, provided they are designed and constructed to minimize intrusion into the riparian area:
    - (A) Streets, roads, and paths;
    - (B) Drainage facilities, utilities, and irrigation pumps;
    - (C) Water-related and water-dependent uses; and
    - (D) Replacement of existing structures with structures in the same location that do not disturb additional riparian surface area.
  - (b) The ordinance shall contain provisions to control the removal of riparian vegetation, except that the ordinance shall allow:
    - (A) Removal of non-native vegetation and replacement with native plant species; and
    - (B) Removal of vegetation necessary for the development of water-related or water-dependent uses;
  - (c) Notwithstanding subsection (b) of this section, the ordinance need not regulate the removal of vegetation in areas zoned for farm or forest uses pursuant to statewide Goals 3 or 4;
  - (d) The ordinance shall include a procedure to consider hardship variances, claims of map error, and reduction or removal of the restrictions under subsections (a) and (b) of this section for any existing lot or parcel demonstrated to have been rendered not buildable by application of the ordinance; and
  - (e) The ordinance may authorize the permanent alteration of the riparian area by placement of structures or impervious surfaces within the riparian corridor boundary established under subsection (5)(a) of this rule upon a demonstration that equal or better protection for identified resources will be ensured through restoration of riparian areas, enhanced buffer treatment, or similar measures. In no case shall such alterations occupy more than 50 percent of the width of the riparian area measured from the upland edge of the corridor.

Stat. Auth.: ORS 183 & 197

Stats. Implemented: ORS 197.040 & 197.225 - 197.245

Hist.: LCDRC 2-1996, f. 8-30-96, cert. ef. 9-1-96; LCDD 3-2004, f. & cert. ef. 5-7-04



# Oregon

Theodore R. Kulongoski, Governor

## Department of State Lands

775 Summer Street NE, Suite 100

Salem, OR 97301-1279

(503) 986-5200

FAX (503) 378-4844

www.oregonstatelands.us.

March 29, 2010

### State Land Board

Sandra Belson  
Community Development Director  
City of Florence  
250 Highway 101  
Florence, OR 97439

Theodore R. Kulongoski  
Governor

Kate Brown  
Secretary of State

Re: Approval to Use ORWAP for Identifying Locally Significant Wetlands

Ted Wheeler  
State Treasurer

Dear Ms. Belson:

The City of Florence has requested using the *Oregon Rapid Wetland Assessment Protocol* (ORWAP) to assess wetlands as part of the Siuslaw Estuary Partnership project. As allowed by Oregon administrative rules governing Local Wetlands Inventories (141-086-0185) and by way of this letter, the Department of State Lands (DSL) approves of the City of Florence using ORWAP rather than the *Oregon Freshwater Wetland Assessment Methodology* (OFWAM) for your Local Wetlands Inventory and Goal 5/Goal 17 planning.

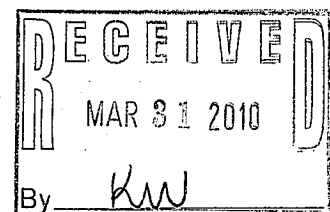
ORWAP, completed and published by DSL in 2009, represents a significant advancement over OFWAM (last revised in 1996) and will provide the city and partners with more complete and accurate information about your wetland resources. However, although ORWAP has been implemented for use in administering the state Removal-Fill Law, DSL wetlands program staff will be working with local governments and other interested parties in the coming months to incorporate ORWAP into the administrative rules for identifying Locally Significant Wetlands (OAR 141-86-300 through 350). Because Florence will be one of three local jurisdictions piloting the use of ORWAP for this purpose before administrative rule changes are made, I understand that you will continue to work closely with DSL's wetlands planning staff to crosswalk ORWAP results into the existing rules.

We appreciate your interest in using ORWAP for your project. This effort will be very informative for DSL's work on rule revisions as well.

Sincerely,

Louise Solliday  
Director

cc: Amanda Punton, DLCD  
Matt Spangler, DLCD, Newport Office





# Oregon

John A. Kitzhaber, MD, Governor

## Department of State Lands

775 Summer Street NE, Suite 100

Salem, OR 97301-1279

(503) 986-5200

FAX (503) 378-4844

[www.oregonstatelands.us](http://www.oregonstatelands.us)

June 21, 2012

Sandra Belson  
Community Development Director  
City of Florence  
250 Highway 101  
Florence, OR 97439

State Land Board

John A. Kitzhaber, MD  
Governor

Kate Brown  
Secretary of State

**Re: Approval of Significance Criteria for Identifying Locally Significant Wetlands**

Ted Wheeler  
State Treasurer

Dear Ms. Belson:

In a letter dated March 29, 2010, the Department of State Lands (DSL) granted permission to the City of Florence to use the *Oregon Rapid Wetland Assessment Protocol* (ORWAP) to assess wetlands as part of the Siuslaw Estuary Partnership project, as allowed by Oregon administrative rules governing Local Wetlands Inventories (141-086-0185) for your Local Wetlands Inventory and Goal 5/Goal 17 planning.

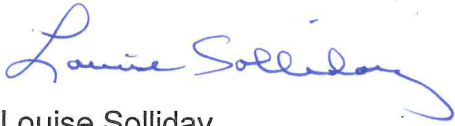
ORWAP has not yet been incorporated into the administrative rules for identifying Locally Significant Wetlands (OAR 141-86-300 through 350). Because Florence piloted the use of ORWAP for this purpose before administrative rule changes were made, you have worked closely with DSL's wetlands planning staff and stakeholders of the Siuslaw Estuary Partnership project to develop significance criteria based upon the ORWAP results.

In lieu of the administrative rules for identifying Locally Significant Wetlands (OAR 141-86-300 through 350), the criteria that will be used for determining significance of non-Goal 17 wetlands in the Florence urban growth boundary (UGB), as outlined in the April 30, 2012 Siuslaw Estuary Partnership document entitled "Proposed Florence Wetlands Significance Criteria and Protection Measures" (enclosed), are wetlands that score at or above the 75<sup>th</sup> percentile in either Function or Value for one or more of the following Grouped Functions, as defined in the Oregon Rapid Wetlands Assessment Protocol (ORWAP):

- a. Hydrologic Control (water storage and delay or "flood control"); or
- b. Water Quality (sediment retention and stabilization, phosphorus retention, nitrate removal and retention, and thermoregulation); or
- c. Habitat for fish, aquatic, or terrestrial species.

By way of this letter, DSL grants approval of the aforementioned criteria for determining locally significant wetlands for your Goal 5 planning. We appreciate your interest in using ORWAP for your project. This effort has been very informative for DSL's work on future rule revisions.

Sincerely,



Louise Solliday  
Director

cc: Amanda Punton, DLCD  
Dave Perry, DLCD, Newport Office  
Peter Ryan, DSL

# **Siuslaw Estuary Partnership**

## ***An Integrated Multiple Objective Approach To Watershed Protection and Restoration***

### **Proposed Florence Wetlands Significance Criteria and Protection Measures April 30, 2012**

The Wetlands and Riparian Area Team met on March 6, 2012 and concurred with this proposal for determining the significance of, and measures to protect, wetlands in the Florence urban growth boundary (UGB). The Stakeholder Groups forwarded this proposal to the public for comment at their meetings in March and April. Then, the public provided comment on the proposal at the April 30, 2012 Open House.

In this paper, the significance criteria are applied to the wetlands and assessment, using the Oregon Rapid Wetland Assessment Protocol (ORWAP) in the 2010 Draft Florence Area Wetland and Riparian Inventory (Draft Inventory), prepared by Pacific Habitat Services for the Siuslaw Estuary Partnership (Partnership). The application of the significance criteria in this paper is based on the Draft Inventory; thus, the findings are subject to change based on the results of the Department of State Lands' (DSL) review. Any modifications made to the inventory or assessment as a result of DSL's review will be incorporated into the final analysis of wetlands and their significance.

#### **Scope and Study Area**

Statewide Planning Goal 5 criteria and protection measures apply to non-Statewide Planning Goal 17 wetlands in the Florence Area Inventory within the Florence Urban Growth Boundary (UGB) which is where Florence's land use measures would apply.<sup>1</sup>

The 2010 Florence Area Wetlands Inventory, once approved by DSL, will replace the 1996 Florence Wetlands Inventory in the State Wetland Inventory (SWI), both within and outside the UGB.<sup>2</sup> In addition, if Lane County elects to determine significance of non-Goal 17 wetlands outside the UGB, the criteria ultimately selected for the Florence UGB may help guide that effort. At their meeting on March 22, the Elected Official Stakeholders will be asked to provide guidance on the question of whether or not to apply Goal 5 protection measures to wetlands outside the UGB.

---

<sup>1</sup> **OAR 660-023-0240. Relationship of Goal 5 to Other Goals**

"(2) The requirements of Goals 15, 16, 17, and 19 shall supersede requirements of this division for natural resources that are also subject to and regulated under one or more of those goals. However, local governments may rely on a Goal 5 inventory produced under OAR 660-023-0030 and other applicable inventory requirements of this division to satisfy the inventory requirements under Goal 17 for resource sites subject to Goal 17."

<sup>2</sup> In accordance with OAR 141-086-0185, "once approved by the Department of State Lands (DSL), the Local Wetland Inventory (LWI) must be used in place of the National Wetlands Inventory (NWI) and is incorporated into the "State Wetland Inventory" (SWI). The SWI is an inventory which contains the location, wetlands types, and approximate boundaries of wetlands in the State of Oregon. This inventory is continually revised as additional information is received or obtained by the Division of State Lands. The approved LWI must be used by cities and counties in lieu of the NWI for notifying the Department of land use applications affecting mapped wetlands and other waters (ORS 215.418 and 227.350).

## Significance

1. The criterion for determining significance of non-Goal 17 wetlands in the Florence urban growth boundary (UGB) is wetlands that score at or above the 75<sup>th</sup> percentile in either Function or Value for one or more of the following Grouped Functions, as defined in the Oregon Rapid Wetlands Assessment Protocol (ORWAP):
  - a. Hydrologic Control (water storage and delay or “flood control”); or
  - b. Water Quality (sediment retention and stabilization, phosphorus retention, nitrate removal and retention, and thermoregulation); or
  - c. Habitat for fish, aquatic, or terrestrial species.
2. The results of the analysis are presented in Table 1, ORWAP Summary for Florence LWI Functions and Values of Grouped Functions, attached. In applying the significance criterion to the Draft Florence Area Inventory, the sixteen non-Goal 17 wetlands in the Florence UGB are significant, as shown in Table 1. This is almost exclusively due to their high Function or Value in providing flood control and water quality protection. All of the wetlands, except Wetland 25, meet the criteria for Hydrologic Control or Water Quality; and Wetland 25 meets the criteria for Aquatic Habitat and is also at the head of a significant riparian corridor. In addition, all of the wetlands except 8, 26, and 34 meet the criteria for providing habitat for fish, aquatic, and/or terrestrial species.

## Protection

1. The proposed protection measures are to:
  - a. apply the Safe Harbor approach in Statewide Planning Goal 5, attached, to protect significant wetlands in the UGB;
  - b. include a Variance procedure that recognizes the rights of a property owner to develop property that would otherwise be unbuildable (avoids unconstitutional “taking” of private property without just compensation); and
  - c. Use the ESEE (Economic, Social, Environmental, and Energy) Analysis prescribed in Statewide Planning Goal 5 to address conflicts between construction of planned infrastructure projects and resource conservation in the Florence UGB. The ESEE analysis for public utilities and transportation facilities will evaluate these conflicts within the urban growth boundary and propose the appropriate level of resource protection in these areas. Note: The Goal 5 Administrative Rules for ESEE Analysis are attached.

## Analysis

1. The proposed approach to determining significance for the Florence Area Inventory bases significance on the ORWAP scores separately for relative effectiveness of the Function and Value of the wetland. The proposed criteria do not require high scores in both the Functions and Values.

Grouped Functions in ORWAP	
Grouped Functions	Component Functions
Hydrologic Function	Water Storage and Delay (WS)
Water Quality Support Group	Sediment Retention and Stabilization (SR) Phosphorus Retention (PR)



Grouped Functions in ORWAP	
Grouped Functions	Component Functions
	Nitrate Removal & Retention (NR) Thermoregulation (T)
Fish Support Group	Anadromous Fish Habitat (FA) Non-anadromous Fish Habitat (FR)
Aquatic Habitat Support Group	Organic Matter Export (OE) Aquatic Invertebrate Habitat (INV) Amphibian and Reptile Habitat (AM) Waterbird Feeding Habitat (WBF) Waterbird Nesting Habitat (WBN)
Terrestrial Habitat Support Group	Songbird, Raptor, and Mammal Habitat (SBM) Pollinator Habitat (POL) Native Plant Diversity (PD)

The Florence Wetlands Project is a pilot and, as such, is one of the first attempts to use the ORWAP method for planning purposes. The Wetlands and Riparian Area Protection Team worked together to come to a mutual understanding of how best to use the ORWAP tool and to agree to criterion for significance that makes sense in a planning context.

2. The “service area” for the Florence Comprehensive Plan is the urban growth boundary (UGB). Flood control and water quality are critical issues for the North Florence Dunal Aquifer, both inside and outside the City limits. Wetlands that provide flood control or water quality protection, today or in the future, are of critical importance in providing these two services. For this reason, the proposed criteria take both the Function and the Value of the wetlands into consideration in determining significance.
3. The proposed significance criteria recognize the critical role that wetlands play in controlling floods and protecting water quality in the North Florence Sole Source Dunal Aquifer. All wetlands in the UGB play a role, or will play a role in the future, in Hydrologic Control and/or Water Quality Protection. All but one of the “significant” wetlands meet the criteria for these functions or values, and are thus recommended for protection. The proposed criteria also recognize the importance of wetlands for providing Habitat for fish, aquatic, and terrestrial species. All of the wetlands except 8, 26, and 34 meet the criteria for providing habitat for fish, aquatic, and/or terrestrial species.
4. For wetland protection measures, the proposal is to apply the Safe Harbor approach in Statewide Planning Goal 5, including the Variance procedure, to protect locally significant wetlands in the UGB, and exempt planned infrastructure and public improvement projects using the ESEE Analysis approach in Goal 5. This would mean that the significant wetlands would be protected, with a Variance procedure available that recognizes the rights of a property owner to develop property (avoids unconstitutional “taking” of private property without just compensation); and that planned public improvements can be constructed as long as the needed state and federal permits are obtained.

The proposed protection measures combine the approaches available under State law, i.e., safe harbor and ESEE analysis, in a manner that ensures all properties

will retain some development potential while at the same time allowing planned infrastructure and public improvement projects to proceed as planned. The ESEE analysis is a tool that can be used to ensure that planned infrastructure and public improvements, such as roads, stormwater systems, wastewater systems, and parks, can be constructed as planned, without being subject to the variance process, although any such development will nevertheless be subject to any required state and federal permit processes.

**Table 1. Significant Florence Wetlands and ORWAP Scores for Functions (F) and Values (V)**

Wet-land #	Hydrologic Control		Water Quality		Fish Habitat		Aquatic Habitat		Terrestrial Habitat		Notes and Significance			
	F	V	F	V	F	V	F	V	F	V	Outside UGB	Goal 17	In City Limits	Significant?
1	5.75	3.67	10	7.19	5.87	10	4.88	6.67	5.94	6.67	Part Out		In part	yes
2	3.5	3.08	10	6.07	3.69	4.2	6.37	7.33	6.63	6.67			Outside	yes
3	7	4.72	10	6.19	2.16	6.67	6.89	6.67	6.55	6.67	Outside			
4	2.31	7.64	6.17	7.5	6.56	10	6.11	10	7.61	7.51	Part Out		In part	yes
5	3.09	7.22	7.39	7.5	7.89	10	6.52	7.33	8.79	10	Part Out	Outside UGB=G17	In part	yes
6	1.77	2.17	4.84	7.5	6.95	10	7.39	7.33	7.51	7.43			Mostly in	yes
7	6.0	3.17	10	6.03	2.21	6.67	6.41	7.33	5.23	6.67			Outside	yes
8	3.5	3.08	10	6.03	0.67	6.67	6.72	6.67	5.99	6.67			In	yes
9	3.46	2.17	7.37	5.28	2.3	6.67	7.12	4.0	7.9	6.67	Outside			
10	4.5	2.17	10	5.43	3.69	6.67	7.87	4.0	7.39	6.67	Outside			
11	2.45	6.39	6.2	4.34	3.01	6.67	8.31	5.67	9.01	7.68			Outside	yes
12	3.25	2.17	10	4.94	3.33	6.67	8.39	7.33	7.76	7.77	Part Out		Mostly Outside	yes
13	5.75	2.17	10	5.82	2.32	6.67	7.01	6.67	5.9	6.67	Outside			
14	4.25	2.17	10	5.07	3.52	6.67	8.04	6.67	6.94	6.67	Outside			
15	2.63	2.33	5.09	6.67	6.68	10	7.14	6.67	7.84	6.67	Outside			
16	3.25	2.17	10	5.07	0.74	6.67	7.67	7.33	6.68	6.7	Outside			
17	3.25	2.17	10	5.57	2.05	6.67	7.87	7.33	7.09	6.99	Outside			
18	3.85	2.33	6.46	5.78	1.59	6.67	6.92	7.33	7.71	6.67	Outside			
19	3.25	2.17	10	5.36	2.64	5.11	7.31	6.67	6.53	6.67	Outside			
20	3.25	2.17	10	5.36	0.83	6.67	7.34	7.33	6.06	6.67	Outside			
21	4.5	3.58	10	6.49	2.95	6.67	7.84	7.33	6.99	7.22	Outside			
22	3.13	2.67	4.21	6.67	7.06	10	6.97	6.67	6.34	6.67	Outside	G17		
23	4.5	2.17	10	5.45	4.26	5.47	8.28	7.33	6.72	7.21	Outside			
24	5.75	2.17	10	5.61	3.54	6.67	7.82	7.33	7.08	7.09	Part Out	Part G17	Outside	yes
25	3	2.17	5.52	5.28	2.59	5.41	7.23	7.33	5.83	6.7	Part Out		Outside	yes
26	3.25	2.42	10	5.57	2.89	6.67	5.98	6.67	5.95	6.67			Outside	yes
27	3.5	2.67	10	6.28	3.22	4.73	6.78	7.33	5.35	6.67	Part Out		Outside	yes
28	2.25	2.17	10	5.28	3.9	6.67	6.38	7.33	5.85	6.67			Outside	yes
29	4.5	2.17	10	5.36	3.33	6.67	6.41	7.33	5.43	6.67		G17		
30	3.5	1.67	10	5.11	3.97	6.67	7.42	7.33	6.16	6.67		G17		
31	2.71	2.92	6.17	7.5	7.93	10	5.89	7.33	6.3	7.03		G17		
32	2.09	2.0	5.08	6.67	6.3	10	7.08	7.33	7.48	7.35	Outside	G17		
33	4.5	1.67	10	4.77	1.22	7.13	7.36	7.33	7.09	6.97			Inside	yes
34	1.64	1.67	5.03	6.64	2.57	6.67	6.06	6.67	4.66	6.67		Part G17	Inside	yes
Mean	3.58	2.87	8.52	5.92	3.66	7.22	7.05	6.97	6.71	6.97				
Median	3.36	2.17	10.00	5.70	3.28	6.67	7.10	7.33	6.66	6.67				
75%	4.50	3.04	10.00	6.60	4.19	7.02	7.61	7.33	7.46	7.08	Significance Threshold			

## GOAL 5 ADMINISTRATIVE RULES: WETLANDS

### OAR 660-023-0100 Wetlands

(1) For purposes of this rule, a "wetland" is an area that is inundated or saturated by surface water or ground water at a frequency and duration sufficient to support, and that under normal circumstances does support, a prevalence of vegetation typically adapted for life in saturated soil conditions.

(2) Local governments shall amend acknowledged plans and land use regulations prior to or at periodic review to address the requirements of this division, as set out in OAR 660-023-0250(5) through (7). The standard inventory process requirements in OAR 660-023-0030 do not apply to wetlands. Instead, local governments shall follow the requirements of section (3) of this rule in order to inventory and determine significant wetlands.

(3) For areas inside urban growth boundaries (UGBs) and urban unincorporated communities (UUCs), local governments shall:

- (a) Conduct a local wetlands inventory (LWI) using the standards and procedures of OAR 141-086-0110 through 141-086-0240 and adopt the LWI as part of the comprehensive plan or as a land use regulation; and
- (b) Determine which wetlands on the LWI are "significant wetlands" using the criteria adopted by the Division of State Lands (DSL) pursuant to ORS 197.279(3)(b) and adopt the list of significant wetlands as part of the comprehensive plan or as a land use regulation.

(4) For significant wetlands inside UGBs and UUCs, a local government shall:

- (a) Complete the Goal 5 process and adopt a program to achieve the goal following the requirements of OAR 660-023-0040 and 660-023-0050; or
- (b) Adopt a safe harbor ordinance to protect significant wetlands consistent with this subsection, as follows:
  - (A) The protection ordinance shall place restrictions on grading, excavation, placement of fill, and vegetation removal other than perimeter mowing and other cutting necessary for hazard prevention; and
  - (B) The ordinance shall include a variance procedure to consider hardship variances, claims of map error verified by DSL, and reduction or removal of the restrictions under paragraph (A) of this subsection for any lands demonstrated to have been rendered not buildable by application of the ordinance.

(5) For areas outside UGBs and UUCs, local governments shall either adopt the statewide wetland inventory (SWI; see ORS 196.674) as part of the local comprehensive plan or as a land use regulation, or shall use a current version for the purpose of section (7) of this rule.

(6) For areas outside UGBs and UUCs, local governments are not required to amend acknowledged plans and land use regulations in order to determine significant wetlands and complete the Goal 5 process. Local governments that choose to amend acknowledged plans for areas outside UGBs and UUCs in order to inventory and protect significant wetlands shall follow the requirements of sections (3) and (4) of this rule.

(7) All local governments shall adopt land use regulations that require notification of DSL concerning applications for development permits or other land use decisions affecting

wetlands on the inventory, as per ORS 227.350 and 215.418, or on the SWI as provided in section (5) of this rule.

(8) All jurisdictions may inventory and protect wetlands under the procedures and requirements for wetland conservation plans adopted pursuant to ORS 196.668 et seq. A wetlands conservation plan approved by the director of DSL shall be deemed to comply with Goal 5 (ORS 197.279(1)).

Stat. Auth.: ORS 183 & ORS 197

Stats. Implemented: ORS 197.040 & ORS 197.225 - ORS 197.245

Hist.: LCDC 2-1996, f. 8-30-96, cert. ef. 9-1-96

## **GOAL 5 ADMINISTRATIVE RULES: ESEE ANALYSIS**

### **OAR 660-023-0010**

#### **Definitions**

(2) "ESEE consequences" are the positive and negative economic, social, environmental, and energy (ESEE) consequences that could result from a decision to allow, limit, or prohibit a conflicting use.

(7) "Protect," when applied to an individual resource site, means to limit or prohibit uses that conflict with a significant resource site (except as provided in OAR 660-023-0140, 660-023-0180, and 660-023-0190). When applied to a resource category, "protect" means to develop a program consistent with this division.

### **660-023-0040**

#### **ESEE Decision Process**

(1) Local governments shall develop a program to achieve Goal 5 for all significant resource sites based on an analysis of the economic, social, environmental, and energy (ESEE) consequences that could result from a decision to allow, limit, or prohibit a conflicting use. This rule describes four steps to be followed in conducting an ESEE analysis, as set out in detail in sections (2) through (5) of this rule. Local governments are not required to follow these steps sequentially, and some steps anticipate a return to a previous step. However, findings shall demonstrate that requirements under each of the steps have been met, regardless of the sequence followed by the local government. The ESEE analysis need not be lengthy or complex, but should enable reviewers to gain a clear understanding of the conflicts and the consequences to be expected. The steps in the standard ESEE process are as follows:

- (a) Identify conflicting uses;
- (b) Determine the impact area;
- (c) Analyze the ESEE consequences; and
- (d) Develop a program to achieve Goal 5.

(2) Identify conflicting uses. Local governments shall identify conflicting uses that exist, or could occur, with regard to significant Goal 5 resource sites. To identify these uses, local governments shall examine land uses allowed outright or conditionally within the zones applied to the resource site and in its impact area. Local governments are not required to consider allowed uses that would be unlikely to occur in the impact area because existing permanent uses occupy the site. The following shall also apply in the identification of conflicting uses:

(a) If no uses conflict with a significant resource site, acknowledged policies and land use regulations may be considered sufficient to protect the resource site. The determination that there are no conflicting uses must be based on the applicable zoning rather than ownership of the site. (Therefore, public ownership of a site does not by itself support a conclusion that there are no conflicting uses.)

(b) A local government may determine that one or more significant Goal 5 resource sites are conflicting uses with another significant resource site. The local government shall determine the level of protection for each significant site using the ESEE process and/or the requirements in OAR 660-023-0090 through 660-023-0230 (see OAR 660-023-0020(1)).

(3) Determine the impact area. Local governments shall determine an impact area for each significant resource site. The impact area shall be drawn to include only the area in which allowed uses could adversely affect the identified resource. The impact area defines the geographic limits within which to conduct an ESEE analysis for the identified significant resource site.

(4) Analyze the ESEE consequences. Local governments shall analyze the ESEE consequences that could result from decisions to allow, limit, or prohibit a conflicting use. The analysis may address each of the identified conflicting uses, or it may address a group of similar conflicting uses. A local government may conduct a single analysis for two or more resource sites that are within the same area or that are similarly situated and subject to the same zoning. The local government may establish a matrix of commonly occurring conflicting uses and apply the matrix to particular resource sites in order to facilitate the analysis. A local government may conduct a single analysis for a site containing more than one significant Goal 5 resource. The ESEE analysis must consider any applicable statewide goal or acknowledged plan requirements, including the requirements of Goal 5. The analyses of the ESEE consequences shall be adopted either as part of the plan or as a land use regulation.

(5) Develop a program to achieve Goal 5. Local governments shall determine whether to allow, limit, or prohibit identified conflicting uses for significant resource sites. This decision shall be based upon and supported by the ESEE analysis. A decision to prohibit or limit conflicting uses protects a resource site. A decision to allow some or all conflicting uses for a particular site may also be consistent with Goal 5, provided it is supported by the ESEE analysis. One of the following determinations shall be reached with regard to conflicting uses for a significant resource site:

(a) A local government may decide that a significant resource site is of such importance compared to the conflicting uses, and the ESEE consequences of allowing the conflicting uses are so detrimental to the resource, that the conflicting uses should be prohibited.

(b) A local government may decide that both the resource site and the conflicting uses are important compared to each other, and, based on the ESEE analysis, the conflicting uses should be allowed in a limited way that protects the resource site to a desired extent.

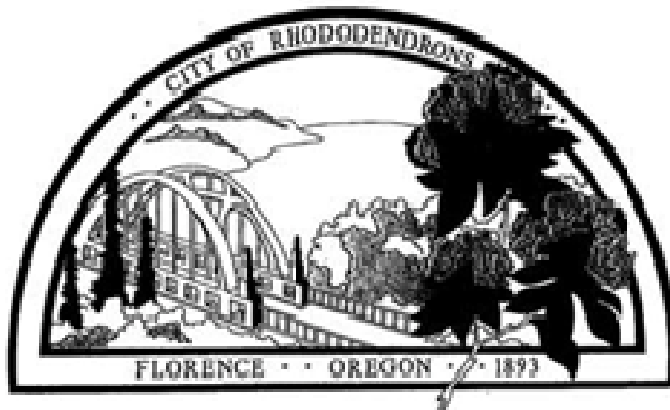
(c) A local government may decide that the conflicting use should be allowed fully, notwithstanding the possible impacts on the resource site. The ESEE analysis must demonstrate that the conflicting use is of sufficient importance relative to

the resource site, and must indicate why measures to protect the resource to some extent should not be provided, as per subsection (b) of this section.

Stat. Auth.: ORS 183 & ORS 197

Stats. Implemented: ORS 197.040 & ORS 197.225 - ORS 197.245

Hist.: LCDC 2-1996, f. 8-30-96, cert. ef. 9-1-96



# City of Florence

## Community Development Department

Planning, Building Inspection and Economic Development

250 Highway 101

PO Box 340  
Florence, OR 97439-0340  
TDD: 503/997-3437

PH: 503/997-8237  
FAX: 503/997-4109  
FAX: 503/997-6814

June 24, 1998

Del Phelps  
Florentine Enterprises  
P.O. Box 2867  
Florence, OR 97439

RE: Amendment to development plan

Dear Mr. Phelps:

Enclosed is a signed copy of Resolution 98-6-23-33 setting forth the decision of the Planning Commission/Design Review Board at their meeting of June 23, 1998 to grant approval of the application for amendments to the development plan approval to reduce the required 50' building setback from a wetland and a request for modification of the required 50 foot building setback from a drainageway between the 8<sup>th</sup> and 9<sup>th</sup> additions of the south phase of Florentine Estates PUD.

Please be advised that decisions of the Planning Commission or Design Review Board may be appealed to the City Council pursuant to Florence City Code, Section 10-1-1-6. Such appeal may be initiated by the applicant, persons mailed notice of the hearing, or any party who testified in writing or verbally at the hearing. A notice of intent to appeal must be filed with the City Recorder within fifteen (15) calendar days after the decision was rendered by the Planning Commission or Design Review Board, otherwise the decision shall be final.

If you have any questions, please contact this office at 997-8237.

Sincerely,

Anne M. Rhodes  
Planning Technician

Enclosure





**PLANNING COMMISSION  
RESOLUTION NO. 98-5-23-33**

**IN THE MATTER OF AMENDMENT TO DEVELOPMENT PLAN APPROVAL TO REDUCE THE REQUIRED 50 FOOT BUILDING SETBACK FROM A WETLAND AND A REQUEST FOR MODIFICATION OF THE REQUIRED 50 FOOT BUILDING SETBACK FROM A DRAINAGEWAY BETWEEN THE 8TH AND 9TH ADDITIONS OF THE SOUTH PHASE OF FLORENTINE ESTATES PLANNED UNIT DEVELOPMENT (PUD)**

WHEREAS, application was made by Florentine Enterprises, Inc. for an amendment to development plan approval to reduce the required 50 foot building setback from a wetland and a request for modification of the required 50 foot building setback from a drainageway between the 8th and 9th Additions of the south phase of Florentine Estates Planned Unit Development (PUD) affecting Lots 919, 923, 925, 927, and 929 located in the RS (Residential Single Family) District; and

WHEREAS, such request requires review by the City of Florence Planning Commission, City Code Section, 10-7 and 10-23; and

WHEREAS, the Planning Commission met in public hearing on June 23, 1998 to consider the request and after consideration of evidence in the record and testimony presented, determined that the request should be granted.

THE PLANNING COMMISSION finds, based on the attached Findings of Fact and staff recommendation that the development plan for the south phase of Florentine Estates PUD shall be amended and that the required 50 foot building setback from a drainageway shall be reduced subject to the following conditions of approval:

1. This approval reduces the building setback from the drainageway adjacent to Lots 919, 923, 925, 927, and 929 to 25 feet from the drainageway channel.
2. This approval reduces the building setback from minor delineated wetlands adjacent to Lots 919 and 929 to 25 feet.
3. This approval does not apply to or reduce the required building setback from the major delineated wetland adjacent to the northerly portion of Lot 919.
4. The recorded plats for Lots 919, 923, 925, 927, and 929 shall be amended to show a 10 foot "Vegetation Preservation Zone" along their westerly property lines, except for the northerly portion of Lot 919 where said zone shall be shown 50 feet from the major wetland. Vegetation

removal shall not be permitted within any required wetland or drainageway setback.

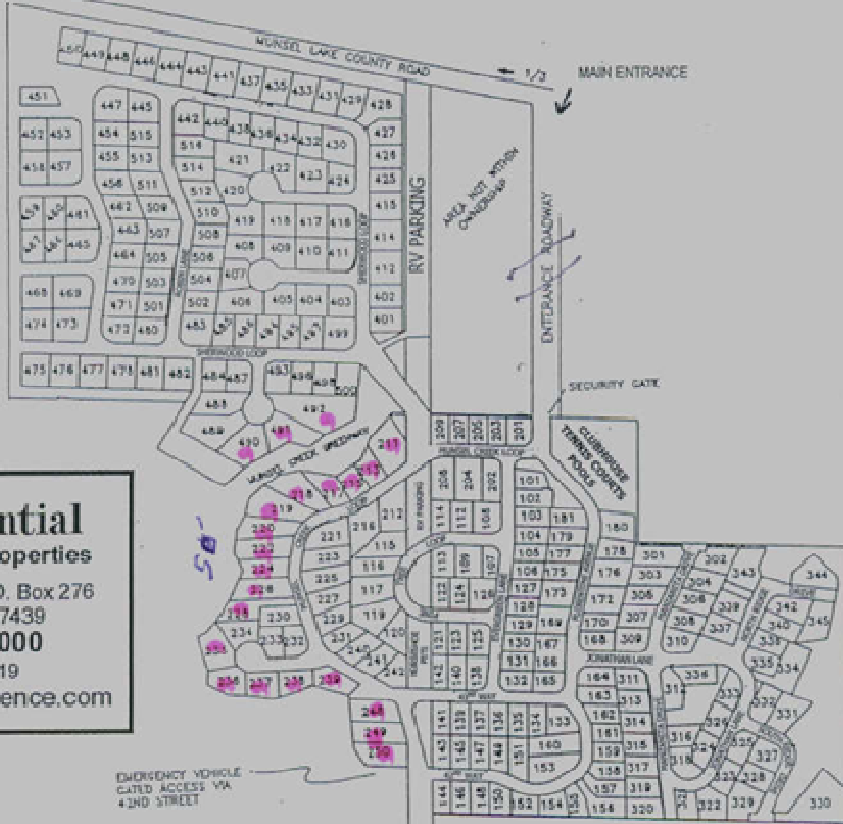
NOW, THEREFORE, BE IT RESOLVED, that the proposal is approved and that the Findings of Fact attached as Exhibit "A" are hereby incorporated by reference and adopted in support of this decision.

PASSED BY THE FLORENCE PLANNING COMMISSION, this 23rd day of JUNE, 1998.



---

Ardi Salo, VICE CHAIRMAN  
FLORENCE PLANNING COMMISSION



*DEL  
RAMP*

*Abuff munsel Creek  
RMC-C and 18 Ave  
wetland*

*65  
lots  
1 undeveloped  
858*

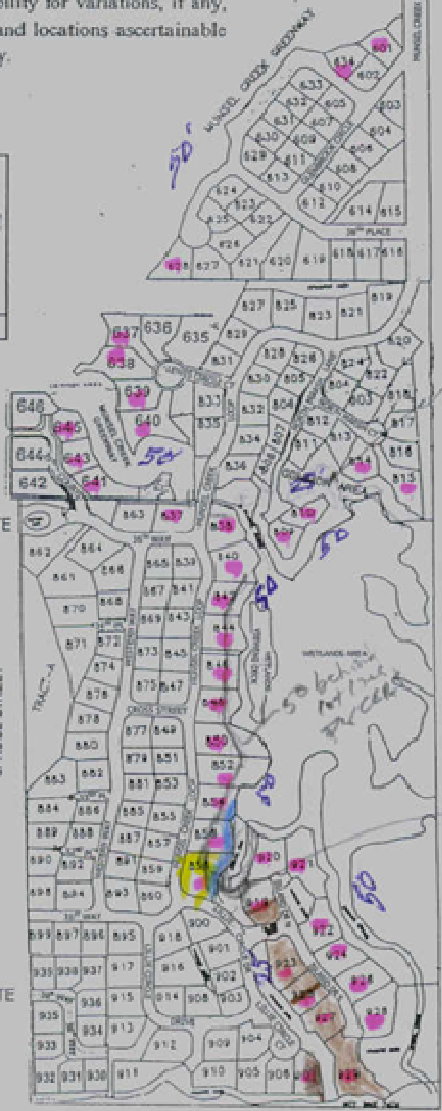
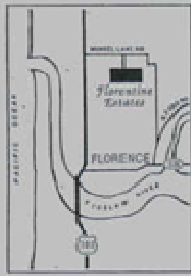
*RMC-C =  
9 Lots*



This map is made for the sole purpose of assisting in locating the premises herein described. Prudential Pacific Properties assumes no liability for variations, if any, in dimensions and locations ascertainable by actual survey.

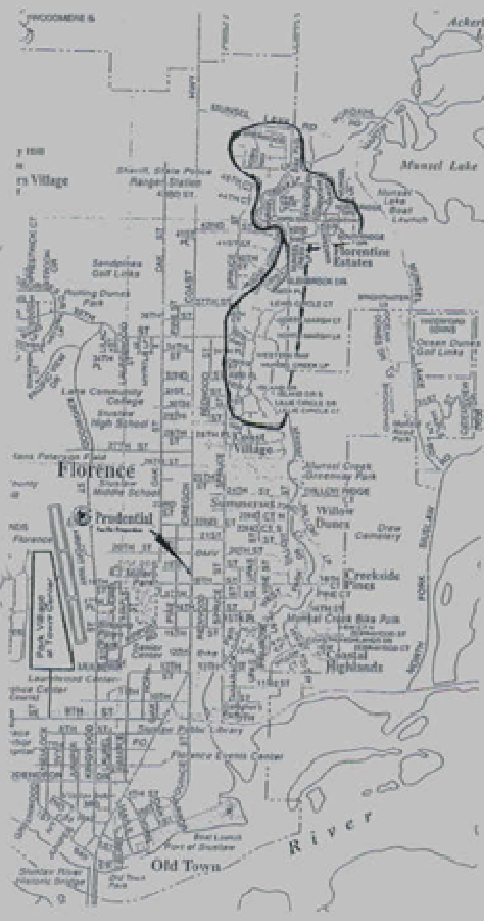


*5620' incl*



*DEL TO  
25'  
APPROX*

*TRAILING  
TO  
50'  
25'  
510' IN*



"SMART PASS" ONLY GATE

# **An Introduction and User's Guide to Wetland Restoration, Creation, and Enhancement**

A Guide for the Public Containing:

- Background on wetlands and restoration
- Information on project planning, implementation, and monitoring
- Lists of resources, contacts, and funding sources

**Developed by the Interagency Workgroup on Wetland Restoration:**

**National Oceanic and Atmospheric Administration, Environmental Protection Agency,  
Army Corps of Engineers, Fish and Wildlife Service, and  
Natural Resources Conservation Service**

**2003**

## ACKNOWLEDGMENTS

This guide would not have been possible without the contributions of many individuals. The members of the Interagency Workgroup on Wetland Restoration were critical to the document's development from start to finish: Susan-Marie Stedman, National Oceanic and Atmospheric Administration (NOAA) Fisheries; John McShane, Lynne Trulio, Doreen Vetter, Mary Kentula, and , U.S. Environmental Protection Agency (EPA); Jack Arnold, U.S. Fish and Wildlife Service (FWS); Jeanne Christie, Natural Resources Conservation Service (NRCS) and now with the Association of State Wetland Managers; and Colleen Charles, US Army Corps of Engineers (Corps) and now with the US Geological Survey.

The Workgroup would like to acknowledge the members of the Expert/User Review Panel for their practical knowledge and valuable input: Alan P. Ammann, NRCS; Robert P. Brooks, Pennsylvania State University's Cooperative Wetlands Center; Andre F. Clewell, Society for Ecological Restoration (SER); Donald Falk, SER; Susan Galatowitsch, University of Minnesota; Curtis Hopkins, Ducks Unlimited; Mike Houck, Audubon Society; Michael Josselyn, Tiburon Center for Environmental Studies; Jon Kusler, Association of State Wetland Managers; Julie Middleton and Leah Miller-Graff, Izaak Walton League; Steve Moran, Nebraska Rainwater Basin Coordinator; Richard P. Novitski, RP Novitzki and Associates; Duncan T. Patton, Arizona State University; John Rieger, California Department of Transportation; Frederick T. Short, University of New Hampshire; William Streever, BP Exploration (Alaska) Inc.; Jim Stutzman, FWS; Billy Teels, the Wetland Science Institute; Gordon Thayer, NOAA Fisheries; Ronald Thom, Battelle Pacific Northwest Laboratories; Pat Wiley, NRCS; and Joy Zedler, University of Wisconsin-Madison.

## TABLE OF CONTENTS

LETTER TO THE READER .....	v
PART 1. INTRODUCTION	
Why is Wetland Restoration Necessary?.....	1
What are Wetlands?.....	1
The Importance of Wetlands.....	4
PART 2. WHAT IS RESTORATION?	
Definitions .....	6
Two Approaches to Restoration .....	8
PART 3. TACKLING THE RESTORATION PROJECT	
Have Someone Do the Project for You.....	8
Do the Project Yourself .....	9
PART 4. PLANNING	
Why Plan? .....	11
Know Your Landscape .....	12
Choosing the Project Site .....	14
Know Your Project Site .....	15
Setting Goals and Objectives .....	17
Using Reference Sites .....	19
Using Adaptive Management .....	23
Refine Your Goals and Objectives .....	23
Choose the Simple Approach .....	25
Preparing for Implementation.....	28
Publicize Your Project .....	28
PART 5. IMPLEMENTATION	
Stages of Implementation .....	29
Working with Volunteers .....	32
Publicize your Project .....	33
PART 6. MONITORING	
What is Monitoring? .....	34
What Should I Monitor? .....	34
How Should I Monitor? .....	35
How Often Should I Monitor? .....	37
How Long Should I Monitor? .....	38

What Should I Do with the Monitoring Information? .....	38
PART 7. LONG-TERM MANAGEMENT .....	39
PART 8. PUTTING IT ALL TOGETHER	
Words to the Wise .....	43
A Wetland Restoration/Creation/Enhancement Checklist .....	44
RESOURCE APPENDICES	
R-I Bibliography of Reference Resources .....	46
R-II Federal Financial Assistance .....	54
R-III Organizations, Websites and Training Opportunities .....	67
TECHNICAL APPENDICES	
T-I Social Goals and Related Ecological Functions of Wetlands.....	74
T-II What Makes a Wetland Unique? .....	76
T-III Activities Used to Restore or Change Wetland Characteristics .....	83
T-IV Wetland Parameters and Monitoring Methods .....	87
T-V Definitions of Categories of Wetlands Conservation Activities .....	93
<b>List of Tables</b>	
1. Where to Find Information on Your Watershed/Landscape and Site .....	13
2. Common Wetland Problems and Corrective Methods .....	26
<b>List of Figures [NOTE: these will be included in the publication, but not on website.]</b>	
1. Photograph of People Restoring Wetlands .....	vi
2. Diagram of palustrine wetland from Cowardin.....	3
3. Photographs of Different Types of Wetlands .....	4
4. Photograph of Watershed.....	13
A-1. Hydrographs of Different Types of Wetlands .....	76
A-2. Photograph of Water Quality Monitoring in the Chesapeake Bay .....	77
A-3. Photograph of Habitat Enhancement at the Hayward Regional Shoreline, California	86





## LETTER TO THE READER

Over the past 200 years, more than 50 percent of the wetlands in the coterminous U.S. have been lost and many of the remaining wetlands are degraded. These losses and alterations compromise the important benefits provided by wetlands including protecting water quality, providing habitat for a wide variety of plants and animals, and reducing flood damage. While *preserving* remaining wetland resources is critical to our nation's environmental health, *restoring* wetlands also is essential to ensuring the quality of aquatic systems. Because wetlands are so important to the earth's ecosystems and human society, the National Oceanic and Atmospheric Administration (NOAA), Environmental Protection Agency (EPA), Fish and Wildlife Service (FWS), Natural Resources Conservation Service (NRCS), and Army Corps of Engineers (Corps) worked together to develop this document designed for people wishing to support or undertake wetland recovery projects.

Many documents about restoration and related activities are technical or scientific in nature and are designed for experts. This document, however, is not a scientific paper. It is designed specifically for individuals, community groups, municipalities, or others who have little or no experience in the restoration field. We have written to a general audience for a number of reasons:

- Most land in the U.S. is in private ownership; significant increases in wetland quality and quantity can be achieved if private landowners restore wetlands on their property.
- Many EPA, NOAA, FWS, and NRCS programs support public involvement in wetland recovery efforts; information on wetland restoration for the general public may enhance those programs.
- Restoration is an important, growing environmental field. The general public can benefit from access to basic information about restoration, and may become encouraged to become involved in and support restoration projects.

Developing a guide on wetland restoration, creation, and enhancement applicable across the nation is difficult for a number of reasons. First, the terms "restoration," "creation," and "enhancement" encompass a wide range of activities related to establishing or re-establishing wetlands. Second, climate, region, wetland type and local conditions determine the type of wetland project that is most appropriate. Third, the goals of people undertaking wetland projects vary widely and these goals influence what kind of activities are best suited to a particular site. Given the broad scope of the subject matter, this document is designed to achieve two goals:

- Introduce non-technical readers to the basics of wetland projects including planning, implementing, and monitoring, and
- Direct interested persons to documents and resources specific to a particular region or wetland type.

The document is organized around these two goals. The text gives information on wetlands, background on the practice of restoration, and information on the process involved in undertaking a wetland project. The appendices provide documents, web sites, agencies, and other resources for finding additional information and advice on restoration, creation, and enhancement projects.

As you read this document, it will become clear that wetland projects vary considerably in size and complexity. In some cases, one person's efforts (fencing out cows, mowing instead of tilling, or eliminating the use of pesticides) can substantially improve a degraded site. On the other hand, teamwork and the help of specialists is usually required for creating new wetlands or restoring sites with extensive damage. In her book *Restoring Streams in Cities*, Ann Riley (1998) states that most restoration projects require teams of people with expertise in areas such as ecology, hydrology, engineering, and planning, among others.

Many landowners enroll in federal or state programs in which the public agency puts together a team of specialists who help with the restoration work. Other landowners or citizen groups may not be eligible for these programs or simply may want to organize the project themselves. Whether you are enrolled in a wetland restoration program or are organizing a wetland project yourself, this guide will help you understand what types of people and resources to consult in order to plan, implement, and monitor your wetland project.

The agencies who have worked on this informational document want it to be as useful as possible. Please give us your thoughts and comments on the information provided here. Write us or e-mail us care of:

Susan-Marie Stedman  
NOAA Fisheries F/HC  
1315 East-West Highway  
Silver Spring, MD 20910

[susan.stedman@noaa.gov](mailto:susan.stedman@noaa.gov)

## PART 1. INTRODUCTION

### *Why Restore Wetlands?*

The public's interest in the renewal of natural ecosystems has grown steadily during the past few decades. While preservation of habitat is a key to environmental health, there is a growing awareness that restoration is essential to recover ecosystems that have been degraded or destroyed. Wetland habitats are the focus of many restoration efforts because, over the past 200 years, the area and health of wetlands has declined significantly. Less than 46 percent of the 215 million acres of wetlands estimated to exist in the contiguous U.S. when Europeans arrived remain. Prior to the mid-1970s, the draining and destruction of wetlands were accepted practices. Many wetlands altered by humans were drained to support agricultural uses, while others were filled for urban development, diked for water impoundments or to diminish flooding, or dredged for marinas and ports. Indirect impacts from pollutants, urban runoff, and invasion by non-native species continue to degrade and destroy wetlands.

Scientists and policy makers also recognize the value of wetland restoration. In 1992, scientists completed a study for the National Research Council that called for the development of a national wetlands restoration strategy. Since then, federal agencies have been working with partners to achieve a net increase of 100,000 acres of wetlands per year by 2005. This goal will be reached only through carefully planned and implemented restoration, creation, and enhancement projects that add ecologically valuable wetlands to the landscape. States and the federal government are funding and conducting large-scale ecosystem restorations, such as the South Florida/Everglades Ecosystem Restoration, which are contributing to this goal. However, without the support of citizens and local groups around the country the 100,000 acre per year goal cannot be reached.

For many decades, citizens have been restoring wetland habitats through local non-profit organizations. In addition, citizens have become involved in restoration through government programs. Despite these efforts, the nation is still losing more wetlands than it gains each year. This document is designed to support and further encourage landowner and community-based wetland restoration.

### *What are Wetlands?*

**Wetland Characteristics.** Wetlands are unique ecosystems that often occur at the edge of aquatic (water, fresh to salty) or terrestrial (upland) systems. They may be wet year-round, wet during certain seasons, or wet during part of the day. Corps regulations for implementing the federal Clean Water Act define wetlands as:

"those areas that are inundated or saturated by surface or ground water at a frequency and duration sufficient to support, and that under normal circumstances do support, a prevalence of vegetation typically adapted for life in saturated soil conditions. Wetlands generally include swamps, marshes, bogs, and similar areas."

In addition to bogs and swamps, wetlands include tidal marshes, prairie potholes, seagrass beds, forested wetlands, and seasonally ponded sites, such as vernal pools. Some of these wetland types, such as seasonal wetlands that are dry much of the year, may not always appear to be wetlands.

The National Research Council's 1995 report entitled "Wetlands: Characteristics and Boundaries" lists several major classes of U.S. wetlands and some plants associated with each:

- Freshwater Marsh--grasses, sedges, herbs;
- Tidal Salt and Brackish Marsh--salt tolerant grasses, rushes;
- Prairie Potholes--grasses, sedges, herbs;
- Fens--sedges, grasses, shrubs;
- Bogs--sphagnum moss, shrubs, trees;
- Swamp Bottomland--cypress, gum, red maple; and
- Mangrove Forest--black, red, white mangroves.

Although wetland types are diverse, they all possess several ecological characteristics that distinguish them from upland or other aquatic ecosystems. Specifically, wetlands are characterized by unique hydrologic, soil (substrate), and biotic conditions. The hydrological regime, which is determined by the duration, flow, amount, and frequency of water on a site, is typically the *primary factor* driving the other ecological elements of the system. A site has wetland hydrology when it is wet enough to produce soils that can support hydrophytic vegetation (plants that are adapted to waterlogged environments). Wetland substrates are called hydric soils, meaning they are saturated with water for part or all of the year. Saturated soils become anaerobic (without oxygen) as water stimulates the growth of micro-organisms, which use up the oxygen in the spaces between soil particles. When soils become anaerobic, they change significantly in structure and chemistry. These factors all make wetland soils stressful to terrestrial plants.

As a result of waterlogged, anaerobic conditions, wetlands are dominated by hydrophytic plants that are *specifically adapted* to withstand these demanding conditions. The wide diversity of wetland plant species includes emergent plants (those with leaves that grow through the water column, such as cattails, sedges, and rushes), submerged plants (pondweeds, eelgrass), and floating-leaved plants (such as water lilies and duckweed). Wetland plants also include trees (such as cypress, red maple, and swamp oak), shrubs (such as willows and bayberry), moss, and many other vegetation types.

Because they exist where land and water meet, wetlands are often used by animals from both wet and dry environments. A number of invertebrate, fish, reptile, and amphibian species depend on wetland water cycles to survive or complete their lifecycles. For example, nearly all amphibians and at least 50 percent of migratory birds use wetlands regularly. Approximately 75 percent of all commercial marine fish species depend on estuaries, which in turn depend on their wetlands to maintain these productive ecosystems. See Technical Appendix T-II for more information on these attributes of wetlands.

**Wetland Classification.** Scientists have classified wetlands into various types. A well-known scheme, developed by Cowardin *et al.* (1979) for the FWS, has become the federally-accepted standard (see Box 1). Cowardin *et al.* state "Wetlands are defined by plants (hydrophytes), soils (hydric soils), and frequent flooding. Ecologically related areas of deep water, traditionally not considered wetlands, are included in the classification as deepwater habitats." For the complete national wetlands classification standard see [http://wetlands.fws.gov/Pubs\\_Reports/pubs.html](http://wetlands.fws.gov/Pubs_Reports/pubs.html).

### **BOX 1: Definitions of Wetland Systems from Cowardin, *et al.* (1979)**

#### Marine:

Open ocean overlying the continental shelf and associated high-energy coast line. Examples of wetland types within this system are subtidal and intertidal aquatic beds, reefs, and rocky shores.

#### Estuarine:

Deepwater tidal habitats and adjacent tidal wetlands that are usually semi-enclosed by land but have open, partially obstructed, or sporadic access to the ocean and in which ocean water is at least occasionally diluted by freshwater runoff from the land. Examples of estuarine classes include subtidal and intertidal emergent wetlands, forested wetlands, and rock bottom.

#### Riverine:

Wetland and deepwater habitats contained within a channel with two exceptions: 1) wetlands dominated by trees, shrubs, persistent emergent plants, emergent mosses, or lichens, and 2) habitat with water containing ocean-derived salts in excess of 5 ppt (parts per thousand). Rivers and streams fall within this system and subsystems include tidal, perennial, and intermittent watercourses.

#### Lacustrine:

Wetlands and deepwater habitats with all of the following characteristics: 1) situated in a topographic depression or a dammed river channel, 2) less than 30 percent areal coverage by trees, shrubs, persistent emergent vegetation, emergent mosses, or lichens, and 3) total area exceeds 8 hectares (20 acres). Lakes typify lacustrine wetland systems.

#### Palustrine:

All nontidal wetlands dominated by trees, shrubs, persistent emergent vegetation, emergent mosses or lichens, and all such wetlands that occur in tidal areas where salinity due to ocean-derived salts is below 5 ppt. This system also includes wetlands lacking such vegetation if they are less than 8 hectares, lack wave-action or bedrock shoreline features, and are no deeper than 2 meters at low water in their deepest spot. Examples include ponds, bogs, and prairie potholes.

## *The Importance of Wetlands*

The loss and degradation of wetlands in the U.S. has resulted in a decline in the important benefits that wetlands provide to society. These benefits or functions usually link to goods and services important to society. Some of the benefits wetlands provide include:

- Healthy fisheries. A 1991 study by James R. Chambers determined that approximately 75 percent (by weight) of commercially harvested fish and shellfish are dependent on estuaries and their wetlands. Nationally, commercial fisheries were valued at \$3.5 billion in 2000. In California alone, the seafood industry generates approximately \$800 million in sales annually. Virtually all freshwater species of fish are dependent to some degree on wetlands, often spawning in marshes adjacent to lakes or in riparian forests during spring flooding. These species are sought by recreational anglers, who spent \$38 billion in 1996 to pursue their sport.
- Support for birds and other wildlife. Wetlands are probably best known for their value to waterfowl. The freshwater wetlands in the prairie pothole region of North America support an estimated 50 to 80 percent of the continental waterfowl production each year. The loss of wetlands in this region, which is estimated to be more than 50 percent of the original wetland acreage occurring at the time of settlement, has been considered a major factor in the decline in nesting success of duck populations in North America. Wetlands also support a wide diversity of other birds. Eighty percent of America's breeding bird population and more than 50 percent of the 800 species of protected migratory birds rely on wetlands. In addition to birds, other wildlife makes its home in wetlands. Reptiles and amphibians are common wetland residents. Nearly all of the approximately 190 species of amphibians in North America depend on wetlands for breeding. Other wildlife associated with wetlands includes muskrat, beaver, mink, raccoon, marsh and swamp rabbits, numerous mice, voles, shrews, lemmings, and other small mammals. Large mammals also rely on wetlands. For example, moose often depend on wetlands such as white cedar swamps and other forested wetlands for winter shelter and food.
- High biological productivity. Many wetlands are highly productive ecosystems in large part because they are rich in organic matter and nutrients. These nutrients support organisms within the marsh, but in many instances the nutrients are also transferred to nearby aquatic systems (lakes, rivers, and estuaries), enhancing the productivity of these systems and supporting human uses such as offshore commercial fisheries.
- Biodiversity protection. Wetlands support a great diversity of species and many of the species are unique and rare. Among this vast diversity are many plant species used for food, drugs, and other commodities. There are most likely other beneficial organisms yet to be discovered. Of the 1,082 U.S. plant and animal species listed as threatened and endangered as of May 31, 1997, 499 species (46 percent) are wetland-associated. These organisms are important to ecosystem function and, ultimately, for the health of the environment upon which humans depend.

- Erosion control. By dissipating wave energy and stabilizing shorelines, wetland vegetation buffers the adjacent upland from wave action and intensive erosion.
- Flood damage reduction. Wetlands intercept runoff and store stormwater, thereby changing rapid and high peak flows to slower and smaller discharges over longer periods of time. Because it is usually the peak flows that cause flood damage, the effect of wetlands is to reduce the danger of flooding. A classic study by the Corps in the Charles River Basin in Massachusetts estimated that the loss of 3,400 hectares (approximately 8,100 acres) of forested wetlands would increase downstream flood damage, costing millions of dollars annually.
- Good water quality. Wetlands are known for their ability to capture sediments and filter pollutants, which improves water quality. For example, spring floods often carry very turbid water which, if not for the filtering that occurs in downstream wetlands, could deposit sediment that would smother plants and fish eggs. In addition, wetlands constructed to treat municipal runoff require only a fraction of the construction and operation budget of a conventional system.
- Aesthetics and recreation. Many recreational activities take place in and around wetlands. Hunting and fishing are popular activities associated with wetlands. Other recreational activities in wetlands include hiking, nature observation and photography, canoeing, and other boating. Many people simply enjoy the beauty and sounds of nature and spend their leisure time near wetlands observing plant and animal life. Wetlands are also important places for outdoor study and for gaining an appreciation of natural history and ecology. Properties bordering wetlands often have higher property values than those that do not. Urban wetlands are typically some of the last remaining pieces of “natural habitat” providing residents some sense of wildness and open space.

A primary goal of wetland recovery projects is to preserve and restore wetland benefits by re-establishing *natural ecological processes*. Some wetland functions can be mimicked with engineered structures, but engineered methods typically do not provide the maximum ecological benefit. For example, instead of re-establishing native vegetation on wetland edges to control erosion, a cement wall could be used to armor the bank. A cement wall could limit erosion for a time, but it does not provide the other ecosystem benefits of wetlands, such as filtering pollutants and providing fish habitat. For a more detailed list of wetland functions, see Technical Appendix T-I.

## PART 2. WHAT IS RESTORATION?

### *Definitions*

The terms “restoration”, “creation”, and “enhancement” have been defined a variety of ways. The following commonly-accepted definitions for these terms, based on Lewis (1990), will be used in this document:

- **Restoration** - Returning a degraded wetland or former wetland to a pre-existing condition or as close to that condition as is possible.
- **Creation** - Converting a non-wetland (either dry land or unvegetated water) to a wetland.
- **Enhancement** - Increasing one or more of the functions performed by an existing wetland beyond what currently or previously existed in the wetland. There is often an accompanying decrease in other functions.

A similar set of definitions was adopted by a number of federal agencies in 2000 to keep track of federal wetland conservation projects. This set of definitions distinguishes between two types of restoration - “rehabilitation” (restoration in an existing wetland) and “reestablishment” (restoration in a former wetland). These definitions are in Appendix T-V.

Restoration and enhancement projects may be difficult to distinguish from each other, because both can encompass activities in existing degraded wetlands. According to the definitions above, restoration entails returning a wetland to a former state (e.g., filling a ditch so that a drained wetland becomes flooded again), while enhancement means changing the wetland so that one or more functions are increased beyond their original state. An example would be diverting a small stream into a wetland so that the area has deeper water.

Enhancing a wetland in one way often degrades it in another way. For example, adding more water to a wetland may create better habitat for fish, but it will decrease the ability of the wetland to hold flood waters. This trade-off is particularly true for enhancement in relatively undisturbed wetlands. Some common examples of the trade-offs that can occur with wetland enhancement include loss of fish habitat when salt marshes are impounded to provide waterfowl habitat, decreased water storage when seasonal wetlands are flooded to increase aquatic habitat, and loss of colonial waterbird habitat when mangroves are removed to provide shorebird habitat. When wetland enhancement is undertaken, the project goals should include minimizing any decrease in existing wetland functions.

Wetland creation - putting a wetland where it did not exist before - is usually a difficult undertaking. The primary challenges in creation projects are bringing water to a site where it does not naturally occur and establishing vegetation on soils that are not hydric. While creation is possible, it typically requires significantly more planning and effort than restoration projects, and the outcome of the effort is difficult to predict. Many attempts to convert uplands to wetlands result in ecosystems that do not closely resemble natural wetlands and that provide limited wetland functions (valuable upland habitat might be lost in the process as well). Creating wetlands from open water is less difficult with respect to establishing a water source, but it often requires placing dirt or other fill into existing aquatic habitats, which means destroying one kind of aquatic habitat to create another. While this trade-off



sometimes can be justified ecologically, the engineering and regulatory challenges of these projects are so complicated that professional expertise and oversight are almost always required.

The outcome of a creation and enhancement project is often difficult to predict because these projects essentially try to produce a new ecosystem. With restoration projects, outcomes are more predictable, although there may still be uncertainty depending on the type of wetland, extent of degradation, and many other factors. Under certain circumstances, creation or enhancement may be the best option (see Box 2 for an example) but for the most part, restoration is more likely to have a positive outcome in terms of improving wetland resources.

#### **BOX 2: Created Wetlands to Treat Urban Runoff**

Created treatment wetlands can control the increased runoff and pollutants generated by development in watersheds. In the Sligo Creek Watershed of Montgomery County Maryland, the Metropolitan Washington Council of Governments (COG) worked with many groups and agencies to create wetlands to capture stormwater runoff from local urban development. The created wetlands control the amount of water reaching Sligo Creek and allow the sediment and other pollutants to settle out before the water reaches the Creek. Because the created wetlands helped improve water quality and establish more natural flows to Sligo Creek, COG and local groups were able to complete stream restoration in the Creek itself. They have restored the natural channel shape, replanted native tree species, and reintroduced native fish and amphibians.

One additional term common in discussions about wetland restoration, creation, and enhancement is **mitigation**. In a general sense, mitigation means reducing environmental damage by avoiding, minimizing, and compensating for activities that damage or destroy protected resources. In a wetland context, “mitigation” is often short for “compensatory mitigation” and means wetland restoration, creation, enhancement, or some other action undertaken for the specific purpose of compensating for the damage or destruction to another wetland area. When wetland restoration or a related activity is undertaken as mitigation, there are usually a number of requirements that must be met to ensure that the wetland activity provides adequate compensation for the associated wetland loss.

Discussing the regulatory requirements of compensatory mitigation is beyond the scope of this document. More information on topics specific to compensatory mitigation can be obtained from agencies involved in wetland regulation, especially the Environmental Protection Agency (EPA) and the Army Corps of Engineers (Corps) (see Federal agency web sites in Resource Appendix R-III).

Planning, monitoring, and long-term management, which are important for all wetland restoration, creation, and enhancement activities, **are especially important for wetland mitigation projects.**

### *Approaches to Restoration*

Restoration practitioners typically implement only the actions necessary to re-establish natural wetland processes on a site. The first method to consider for renewing functions is to remove the factors causing wetland degradation or loss and let nature do the work of restoration.

This method is often called the **passive approach**. For example, if wetland vegetation and water quality are degraded primarily as a result of cattle grazing, then removing the cows may be the only activity needed to restore the wetland system. Passive methods allow natural regeneration of wetland plant communities, natural re-colonization by animals, and re-establishment of wetland hydrology and soils. Passive approaches are most appropriate when the degraded site still retains basic wetland characteristics and the source of the degradation is an action that can be stopped. The success of passive methods usually depends on an accessible source of water, the close proximity of wetland plants and animals, and a mechanism for bringing species to the restoration site. The benefits of passive methods include low cost and a high degree of certainty that the resulting wetland will be compatible with the surrounding landscape.

For many sites, passive methods are not enough to restore the natural system and an **active approach** is necessary. Active approaches involve physical intervention in which humans directly control site processes to restore, create, or enhance wetland systems. The active approach is most appropriate when a wetland is severely degraded or when goals cannot be achieved in any other way, as is the case with wetland creation and most enhancements. Active methods include re-contouring a site to the desired topography, changing the water flow with water control structures (i.e., weirs or culverts), intensive planting and seeding, intensive non-native species control, and bringing soils to the site to provide the proper substrate for native species. The design, engineering, construction, and costs for such work can be significant.

## **PART 3. TACKLING THE RESTORATION PROJECT**

### *Enroll In a Restoration Program*

There are a number of federal wetland restoration programs, in which landowners can enroll for help with a wetland recovery project. Federal programs provide technical and financial assistance to landowners, communities, and local governments interested in restoring native fish and wildlife habitats, including wetlands, uplands, riparian, and in-stream habitats. Many people take this route to restoration. Information on federal programs is given in Resource Appendix R-II. Several states, non-profit organizations, and local governments have similar programs. Check with your state department of natural resources to determine whether local restoration programs exist.

### *Hire a Project Manager*

If you don't qualify for a federal or state program, another project approach is to hire someone with experience in wetland restoration to put together a plan and a team for you. There are consulting firms and some non-profit groups around the country who have the expertise in-house or can act as a

wetland restoration contractor to find those with the right kind of expertise. Check the Association of State Wetland Managers' "Directory of Wetland Professionals" at <http://www.aswm.org> or the Professional Certification section of the Society of Wetland Scientists' site at <http://www.sws.org> for lists of professional restorationists (and see Resource Appendix R-III).

### *Be Your Own Project Manager*

If you (as an individual or citizen's group) choose to do the project yourself, you will want to assemble the people necessary to complete your wetland work. The type of technical advice and amount of physical help needed will depend on the project goals, the extent of degradation of the site, and the type of wetland; in short, it will depend on the complexity of the project. An example of a community-based project requiring moderate effort is described in Box 3, the Decker Lake Wetlands Project.

#### **BOX 3: Decker Lake Wetlands Project—A Multi-Partner Effort**

In Salt Lake County, Utah, non-native species were contributing to the degradation of Decker Lake. Youth Force, part of the Salt Lake County Service and Conservation Corps, decided to do something to help the Lake. The Salt Lake County Job Training Partnership Act and the EPA's Five-Star Restoration Program helped fund the effort. EPA's Region 8 office provided funding for a local naturalist who gave presentations on local ecology to the Youth Force crew and the community. With technical assistance from a Fish and Wildlife Service staff member, the Youth Force team pruned non-native tamarisk and removed *Phragmites* and other invasive plants from a 15 foot by 500 foot bank area next to Decker Lake. In addition to improving lake-side conditions, the Youth Force educated visiting groups about non-native species and attracted many other volunteers to help at the site.

For many projects, to accomplish the changes in hydrology, soils, and biota necessary to create or restore a functioning system, you will need assistance from local experts on wetland restoration. Resource Appendix R-I contains potential sources of information. You will most likely need funding for your project, too. See Resource Appendix R-II for a start on where to look for funding. Some sources of information, technical help, and funding include:

**On-Line Resources.** There are numerous on-line sources of wetland restoration experts and expertise. Resource Appendix R-III contains internet addresses for directories of wetland and ecological restoration professionals, training opportunities, documents, and other sources of information. New information is constantly added to the world wide web, so internet searches on wetland topics will result in additional on-line information.

**Agencies.** Talk with public agencies to see if they have staff who can help you. You might begin with your local office of the U.S. Geological Survey (USGS), US Fish and Wildlife Service (FWS), NMFS, Environmental Protection Agency (EPA), or the Corps. In agricultural areas, check with the NRCS for restoration expertise. Your state or local natural resource agencies, conservation

districts, or state departments of natural resources may have staff with experience in wetland restoration. Ask for help in developing your restoration plan, reviewing it, or in providing specific information on the ecology of the wetland type you want to establish. If the agencies you contact do not have enough time or expertise to help you, ask for other contacts they would recommend. Some agencies have programs for funding restoration projects (see Resource Appendix R-II).

**Local Experts.** Solicit restoration expertise from the local community. Post or send out flyers asking for volunteer experts in the community to help you. Many people with wetland restoration expertise are involved in wetland restoration efforts in their off hours. Not everyone who volunteers will have the expertise you need, so ask questions about what projects they've worked on, and look at the projects to see if they are meeting their goals.

**Universities and Non-Profits.** Check with the biology or environmental studies departments of local colleges and universities. They may offer ecological restoration courses or programs that could provide you with more background. The course instructors may be willing to help you with your project by providing technical advice and/or student volunteers. Local non-profit organizations may have restoration programs as well as access to advisors and volunteers. If local non-profits don't yet have a restoration program, you might convince them to team up with you to plan and undertake your project. Consider such organizations as the Izaak Walton League of America, the local Sierra Club or Audubon Society, native plant societies, and watershed protection groups.

Several large non-profit groups are significant supporters of restoration work. The National Fish and Wildlife Foundation helps groups find money to finance environmental projects, Ducks Unlimited provides funds and expertise to protect and restore wetland habitat, and The Nature Conservancy is a valuable source of information on restoration, creation, and enhancement projects. Find contact information for these and other groups in Resource Appendix R-III.

**Corporations.** Many corporations sponsor wetland restoration, sometimes in partnership with government agencies and non-profits. For example, the National Corporate Wetlands Restoration Partnership, sponsored by the National Association of Manufacturers, the Gillette Company, and Coastal America, is a public-private partnership between the federal government, state governments and private corporations to restore wetlands and other aquatic habitats (see <http://www.coastalamerica.gov/text/cwrp.html>).

The remainder of this document describes the four phases of a restoration project: planning, implementation, monitoring, and long-term management. If you are having someone conduct the restoration project for you, you will not be using this information yourself, but knowing the process will help you ask the right questions and understand the work. For those doing their own projects, the following information gives a basic overview of the restoration process and provides some resources. This document cannot provide the specific information on local wetland types, site conditions, watershed land uses, or implementation that is necessary to accomplish a project. That information must be obtained from sources with specific local knowledge. Some of these sources are listed in the Bibliography (Resource Appendix R-I) and in Resource Appendices R-II and R-III.



## PART 4. PLANNING

### *Why Plan?*

Good planning is a critical, but often overlooked, stage of the restoration process. Inadequate planning is often cited as a major reason projects fail to restore self-sustaining, naturally-functioning systems. Here are just a few reasons thoughtful planning is so important:

- Planning requires collecting information about the local area, potential restoration, creation, or enhancement sites, historical trends, and other topics that will help you understand the project you are initiating.
- Planning will help you choose the best site to achieve your goals, or, if you already have a site in mind, planning will help you determine the most reasonable goals for your site.
- Planning will help you establish clear and feasible objectives given the factors that may constrain the project.
- Planning identifies the materials, labor, and activities that will be needed to achieve the project's goals.
- Objectives and target criteria established during planning direct the type of monitoring that will be needed.
- Clear goals and objectives will help you explain to other people, including potential funders, partners, and the local community, what you are trying to accomplish.

Not every project will require all of the planning steps described in this section, nor will everything in each step be needed. The extent of the planning required will depend on the condition of the project site and your goals. More complex projects require more planning.

### *Know Your Landscape*

To plan a wetland project that will be compatible with adjacent ecosystems, you will need to understand the local landscape. If you have already chosen a project site, understanding the landscape will help you determine what is ecologically possible on your site. If you are looking for a site, understanding the landscape will help you choose the site most likely to achieve your goals.

All wetlands exist in a landscape that has an enormous influence on how the wetland develops and functions. As you begin planning a wetland project, look at the landscape and identify the major natural features and any patterns in the way these natural features occur. For example, is the area fairly flat, hilly, or sloped? These factors affect surface and groundwater drainage and ponding patterns. Are land uses in the surrounding landscape changing rapidly, as is often the case near eroding coastlines or in urbanizing areas? Rapidly changing land forms or land uses may have future negative effects on project sites. Do the wetlands occur throughout the landscape or are they concentrated in one place? The distribution of wetlands is influenced by natural features of watersheds, such as topography (elevation, aspect, and slope), climate, precipitation patterns, soil types, groundwater, surface waters, floodplains, and vegetation communities. You will want to collect current information on the hydrology, soils, and vegetation communities in the watershed.

Maps with local topography and existing aerial photography can provide essential information on the primary sources of water in the watershed and the way wetlands are associated with them. Rivers, streams, lakes, bays, and the ocean are obvious sources of water that may have wetlands associated with them. Some wetlands are sustained by less obvious sources of water such as groundwater (springs, seeps, high water table) or rainfall and surface runoff. Obtain topography, drainage, and runoff information from the NRCS Field Office Technical Guides. Local water quality control districts, water management districts, or flood control districts (states often use different names) will have rainfall data and water level data for local water bodies. Look for data on the groundwater levels. The Federal Emergency Management Agency (FEMA) and local flood control districts have maps on the location and elevations of floodplains. These agencies can help you find out the frequency and magnitude of the flood events that occur in your community.

Soil maps for your watershed are available from the NRCS and are invaluable in locating where wetland soils exist or used to exist. Soil maps also often contain information about the location of springs, ponds, streams, and drainage ditches. Aerial photographs from the USGS or local aerial photography firms may provide data on some watershed features including the presence of wetlands and the amount and type of vegetation cover in an area. Information on local vegetation communities also may come from recent biological reports completed for planning agencies, Environmental Impact Statements, or other documents available from local planning agencies. Table 1 gives sources of information on soils, floodplains, and other watershed features.

Aerial photos are a valuable and commonly used source of data on watershed features such as topography, drainage and ponding patterns, land uses, vegetation communities and coverage, and habitat fragmentation and loss. Aerial photos cannot provide all of the information needed to evaluate watershed conditions; you will need to check with other sources to fully evaluate your watershed. Consult local agencies and other sources of information to get a full picture of current watershed conditions.

In addition to information about present conditions, collect information on the history of the watershed for valuable insight into the ecosystems that used to be there and what factors have caused loss or degradation to wetlands in the area. There may be aerial photographs for the past several decades or other records of past watershed conditions that could provide some of this information. Reviewing aerial photos from several years probably will show that some features, such as topography, have not changed much but others, such as land use, drainage ditches, roads and other structures, and vegetation communities, have changed significantly.

After considering natural conditions, identify human influences and constructed features. Roads, ditches, dams, and large areas of impervious surfaces such as parking lots are all features of the landscape that could affect existing wetlands and proposed wetland projects. Adjacent or regional land uses may or may not be compatible with re-establishing a former wetland or with the goals of a wetland creation or enhancement. Typical land uses include urbanized lands (residential, industrial, commercial), agriculture, grazing, mining, forest harvesting, streams, lakes, wetlands, non-harvested forest, open grassland, or park/recreational open space.

Urban and industrial areas may be sources of excess sediment and pollutants, such as oil and heavy metals, that wash off paved areas into streams and wetlands. Agriculture is often a source of

pesticides and fertilizers that may harm wetlands. These land uses may impair the health of newly established wetlands. On the other hand, farms are capable of providing valuable adjacent upland habitat if there are uncultivated buffer areas between the wetland and the fields. Consider not only existing land uses, but also future changes to the landscape such as encroaching development. Local zoning and planning documents from cities and counties can be examined to identify proposed conservation areas and future development areas.

Two land use questions to address as you plan your project are:

- How might changes in land uses, roads, ditches, and other human-constructed features have affected water quality, surface water runoff, and drainage/ponding patterns?
- How might these changes in land use, and the presence of roads, buildings, and other human-constructed features affect your ability to restore, create, or enhance a wetland?

For more information on watershed features, check the data available on your watershed at the EPA website, <http://www.epa.gov/surf>. For another information source, check the USGS 7.5 minute quadrangle maps for your area; these maps have many relevant landscape features. Also, National Wetlands Inventory (NWI) maps from the FWS for your region will show the location of some (but not all) of the wetlands. Visit their web site at <http://www.nwi.fws.gov/>.

**Table 1. Where to Find Information on Your Watershed/Landscape and Site**

<b>Information Resource</b>	<b>Where to Find Information Resources</b>
Aerial Photography	Local Geological Survey (USGS) office, NASA (satellite photos such as those from the Thematic Mapper); Farm Services Agency (FSA); local aerial photography companies; state natural resource agencies.
Flood elevations and floodplains	County, city, or town zoning and planning offices; Federal Emergency Management Agency (FEMA) Flood Hazard Maps; District offices of the Army Corps of Engineers; state natural resource agencies.
National Wetlands Inventory (NWI) Maps	For map status and free desktop printing of areas and acreage status (42% of US available) use the Wetland Interactive Mapper at <a href="http://wetlands.fws.gov">http://wetlands.fws.gov</a> . To purchase paper maps (90% of US available) call the USGS Earth Science Information Center at 1-888-ASK-USGS or contact a state distribution center from the list at <a href="http://wetlands.fws.gov/state_distribution_centers.htm">http://wetlands.fws.gov/state_distribution_centers.htm</a> .
Soil Survey Information	Local office of NRCS; find the field office directory at: <a href="http://www.ncg.nrcs.usda.gov/perdir.html">http://www.ncg.nrcs.usda.gov/perdir.html</a> .



Topographic Maps	Local USGS office or USGS's "Map Finder" at: <a href="http://edcwww.cr.usgs.gov/Webglis/glisbin/finder_main.pl?dataset_name=MAPS_LARGE">http://edcwww.cr.usgs.gov/Webglis/glisbin/finder_main.pl?dataset_name=MAPS_LARGE</a> or call 1-800-ASK-USGS; local map or sporting goods stores.
------------------	---

### *Choosing the Project Site*

Some people decide to do a wetland restoration project with a site already in mind—one they own or have a special interest in—but, for many people, site selection is part of the planning process. All restoration, creation, and enhancement projects must be carefully placed in the watershed to meet hydrologic, soil, and biotic requirements. Site selection is a process of setting goals and then looking for sites with characteristics that will support achieving your goals. In the early stages of planning, you may select one site and then switch to another as your goals are refined. The best approach to site selection is to be flexible.

The first place to start when looking for a project site is a local, regional, or state list of priority wetland restoration sites. By choosing a site from such as list, you will be taking advantage of local wetland restoration expertise. The contacts listed in Appendix R-III, as well as local and state wetland contacts, can help you find out if there is a list of priority restoration sites for your area. Talking to the people who created the list can help you pick the site that best fits your goals and resources.

When there are a number of potential project sites, you will need to evaluate them carefully. Hammer (1992) lists these six factors to consider when choosing a restoration, creation, or enhancement site:

- hydrology;
- topography and geology;
- soils;
- biotics;
- land ownership; and
- agency requirements.

Information on the first four factors may be provided when you conduct the landscape/watershed evaluation described in the previous section. When choosing a project site, specifically consider how to achieve the necessary amount and duration of water for your wetland type. Look for potential locations with the hydrology, topography, and geology typical of the type of wetland you want to restore. Look also for the presence of wetland soils (hydric soils) or drained wetland soils, which indicate places that would be appropriate for wetland restoration. Choosing a site that is close to an area with native wetland species or finding a site that already has native species might aid natural colonization of the site. The best sites are likely to be near wetlands similar to your target type.

If you are buying a site, determining the ownership of a potential project site is a critical step. Find out if there are easements, liens, covenants, water-rights issues, or other aspects of the parcel that may restrict its use for your project. Agency requirements also determine the suitability of a site for the intended project. Find out from local, state, and federal agencies what permits or authorizations may

be necessary to undertake your project. For more information on this topic, see the section below, “Government and Agency Requirements.”

Successful site selection produces locations that will support your wetland project goals. You may need to revise your project goals to reflect the constraints of current conditions if available sites do not meet your original purposes.

### *Know Your Project Site*

Before designing a project, you will want to learn about the past and current conditions of your project site by conducting a site assessment. The goals of a site assessment are to:

- understand former conditions on the site;
- determine whether or not a wetland ever existed on the site;
- determine what factors resulted in wetland degradation or loss, if a wetland did exist; and
- determine the current condition of the site.

Before visiting the site and collecting samples or other information, make sure you have permission from the owner or own the site yourself.

The site assessment is a more focused version of the landscape evaluation and it may tap some of the same information sources. Examine historical photos (including aerials), historical maps of the area, talk to long-time residents, or hire a wetland professional to determine the locations and types of former wetlands. Past conditions can provide valuable information on impacts to the site that may affect restoration outcomes. For example, if the site history reveals that the area was once a dumping ground for potentially toxic materials, you should contact experts on toxic substances to determine how to proceed. A range of toxic materials can occur in polluted sites, and while some pollutants may be serious problems, others may not. Expert advice is essential for determining whether a polluted site is suitable for your project or whether you should seek another project location.

You will also need to characterize the *current* conditions of the restoration, creation or enhancement site. Information on the site’s current hydrology, soils, and vegetation will help you understand the site’s potential wetland restoration, creation, or enhancement. Visual inspection of the site and the sources listed in Table 1 can provide qualitative (general) information on the following characteristics:

- topography;
- evidence of erosion;
- evidence of drainage and water movement patterns;
- major vegetation types;
- human structures and land use; and
- adjacent land uses.

In addition to qualitative information, collecting site-specific, quantitative (numerical) data is often necessary to determine the causes and cures for wetland loss or degradation. Quantitative site measurements may be required to obtain permits or to design the project. Collecting quantitative data typically requires the help of local experts familiar with conducting biological assessments and wetland delineations, and who are knowledgeable about the local natural communities. Several quantitative parameters that are often measured in the field include:

- exact elevations and topography of features;
- levels of soil nutrients, organic matter, and moisture;
- water flow rates and timing;
- location of wetland soils, wetland plants, and wetland hydrology; and
- diversity and cover of native and invasive or non-native plant species.

You also should look for site conditions that could limit the project goals. Modifications to the project design or maintenance plan may be needed to address problems such as:

- poor water quality or lack of sufficient water;
- local pollutants;
- improper sun exposure for plantings;
- lack of native species nearby;
- invasive and non-native species on adjacent lands;
- herbivores that could decimate new plants (Canada geese, muskrats, etc.);
- human uses (of the site and adjacent sites) that are incompatible with restoration;
- future land uses (in and around the site) that are incompatible with restoration; and
- presence of cultural resources.

As noted earlier, watershed conditions play a major role in achieving restoration, creation, or enhancement goals. It is important to realize that it may be harder to reach your goals at an isolated site than at a site located near or adjacent to comparable wetlands. Isolated habitats may be more vulnerable to invasion by non-native species and are more difficult for native plants and animals to colonize. However, some wetland types such as prairie potholes and vernal pools are naturally separated from similar habitats. For these types of wetlands, it is appropriate to restore or create them where they typically occur in the landscape and in numbers typical to the watershed.

### *Setting Goals and Objectives*

As you selected the project site and evaluated its condition, you did so with ideas of what you want to achieve. These **goals**, which are general statements about the desired project results, reflect your motivations for undertaking the project. Do you want to see your site support a diversity of native plant and animal species? Are you interested in improving the water quality in local streams? Do you hope to return the site to a condition you remember from years before? Examples of goals for wetland restoration projects might include “repair damage to seagrass beds from boat traffic” or “restore the native plant species and seasonal water cycle to a drained prairie pothole.”

Goals provide an overall framework. The next step is to develop **objectives** that provide specific targets focused on hydrology, soils, topography, and/or biological factors that must be changed

on the project site to establish or restore a wetland. For the goal “restore the natural hydrology and vegetation of a degraded Atlantic coast salt marsh” the following objectives would be appropriate:

- Restore the natural tidal regime;
- Ensure the mudflat is returned to a level appropriate for vegetation;
- Re-establish dominance of the native plant community, e.g., *Spartina* and *Salicornia* species; and
- Limit the presence of non-native or invasive plant species.

Progress is determined by measuring performance standards or **target criteria** that are linked to each objective. Target criteria often include a numerical end-point and a time line to reach that end-point. For example, the objective “Restore the natural tidal regime” might be linked to this target criterion: “Remove enough of the dike so that within one year the tidal range upstream of the dike is equal to the tidal range downstream of the dike.” Such numerical targets are measurable and will allow you to know if the site is progressing toward your goals. You should set target criteria that are: (1) measurable and objective; (2) collectable with simple methods that generate comparable data each time they are used; and (3) produce repeatable results. Include incremental targets that reflect how the site is likely to change as it moves from its initial condition toward a more established community.

Box 4 provides information on the target criteria set for the West Eugene Wetlands Project in Oregon. This project also illustrates another important point: even if you have a very specific goal, such as providing additional wetland habitat for a rare species, be sure that you focus not just on that one wetland function, but plan to restore as much of the wetland system as possible.

Here are other examples of target criteria:

- If your goal is to restore a seagrass bed, then one objective might be to re-establish native eelgrass. A target criterion for that objective could be to “establish eelgrass plants covering 60 percent of the original area at the end of 3 years.”
- If your goal is to restore a seasonal prairie pothole by re-establishing its natural hydrology, then one target criterion might be to “establish water depths between 1 and 2 feet on 75 percent of the site for the period of the year necessary to support native vegetation.”

**BOX 4: West Eugene Wetlands Project Targets Rare Species Habitat**

The Lane-Metro Youth Corps of Eugene, Oregon, undertook a 9-month wetland restoration project in the West Eugene Greenway, which is managed by the Army Corps of Engineers. The goal of the project was to complete work in endangered and threatened species habitat that would lead to natural re-colonization by the native species. The specific measurable target criteria to be achieved in nine-months included:

- Enhance and restore 5 acres of habitat to provide for the survival and reproduction of Bradshaw's lomatium and Willamette Valley daisies.
- Collect seeds from 40 acres of native wetlands.
- Construct 11 accessory water channels to enhance site hydrology to support rare daisies.
- Plant native species along 5,000 feet of levees to provide a diverse native plant community.

### *Using Reference Sites*

How do restoration specialists determine what kind of hydrology, soil conditions, or specific organisms to establish at a project site? A standard method for setting restoration targets is to base them on the conditions of the wetland that existed on the site before it was altered. If hydrology, soil, and biotic data on the pre-damaged condition of the wetland are complete enough, this information can be used to set standards for partially or completely re-establishing the pre-disturbance conditions. Information collected from aerial photos and historical maps may show the former extent of vegetation and/or hydrology. Data from sources such as local water districts, universities, and citizens, may also provide the detail needed.

However, in most cases, there is not enough detailed background information on plant species and cover, animal species and abundance, soil conditions, or hydrology to set target criteria. Because historical information is often missing, most restorationists depend on local **“reference sites,”** which are sites that represent the least disturbed wetlands of the target type in the area. The ecological conditions at reference sites are usually indicative of the natural communities that can be supported under current conditions. Even if we wanted to restore to a “pristine” ecosystem such as the Europeans first saw when they arrived in North America, changes to land uses, water sources, or other aspects of the surrounding landscape in the last 300 years usually make it difficult or impossible to restore a wetland to its pre-disturbance ecological condition (see Box 5). Reference sites provide insight into what is possible now.

#### **BOX 5: Restoration in “The Meadowlands” of Northern New Jersey**

A good example of altered regional hydrology and its effect on wetland restoration exists in northern New Jersey in “The Meadowlands.” In colonial times, this area was an Atlantic white cedar swamp, but today the cedars are gone, replaced by fill, roads, buildings, some brackish marsh, and a tall reed known as *Phragmites*. There are numerous wetland restoration projects in The Meadowlands, but none of them have as their goal restoration of a white cedar swamp. In addition to all the other landscape changes, a dam on the Hackensack River has made the area too salty for cedars. Instead, wetland restoration efforts are focusing on establishing brackish water marsh, which is much more appropriate given the current regional ecological and hydrological conditions.

To collect reference site data, examine the least altered nearby wetlands that are in the same landscape position as your site (e.g., along a river, in an isolated depression) and appear to be similar to the pre-disturbance condition of the degraded wetland, if known. You may have already collected some information on similar wetlands when you were learning about the local watershed. Try to identify *several* reference wetlands, because wetlands of the same type can vary considerably in their characteristics. Looking at multiple wetlands of the type you hope to establish can help you understand the natural range of variation of the wetland type. Be sure you have the landowner’s permission to enter any property you examine.

Restorationists also look for data on different phases of recovery to understand how the system will change over time. Some states are currently developing sets of data from reference wetlands. Contact your state water quality agency or department of natural resources to find out if your state is gathering information on reference wetlands. The wetlands division of your regional EPA office may also have information on reference sites. Look also for other restoration, creation, or enhancement projects and talk to the people responsible about how well the project is progressing toward its goals. Understanding how other restoration projects are developing can help you determine whether your goals are appropriate.

You or someone on your team should collect basic information on the hydrology, soils, and plant community from the reference sites. General information can be collected from visual inspection of the sites and from the sources you consulted for general information on your project site. Reports and published literature may also be a source of general information on reference sites. The Community Profiles series published by the FWS provide basic information on a range of wetland types (see Resource Appendix R-I). Professional restorationists often collect specific, quantitative measurements on the characteristics of the reference sites. These characteristics are the same as those used to quantify conditions on the project site.

When using data from reference sites to set target criteria, remember that ecological systems are not static, so target criteria should include an acceptable range of natural variation. Also plan for typical disturbance regimes, such as 2-year to 100-year flood conditions. While natural disturbance regimes are essential to the long-term health of ecosystems, many projects have been damaged or lost soon after completion because planners did not consider the flood potential or natural disturbance regime of their site.

Below is a list of questions to ask your technical advisors and to keep in mind as you plan your wetland project. Don't be alarmed if the answer to many of these questions is "we don't know precisely and finding out would be too costly." Many of these questions do not have simple answers, but even partial answers can help you in your planning.

#### Ask about Hydrology:

- Where can regional baseline hydrologic data, including typical and extreme flood events and their potential, be found?
- What are the current hydrologic characteristics of the restoration site?
- What are the pre-disturbance hydrologic characteristics at the restoration site (if known)?
- What parameters should be measured at the restoration and reference sites?
- What has caused changes to the hydrologic characteristics of the site (what removed the water or prevents it from entering your site)?
- Where can reference sites for this wetland type be found in the watershed or nearby?
- Are there potential effects on downstream areas of changing the hydrologic characteristics of your site?
- What is the relationship between the elevation of the land surface and primary water sources (surface and ground water) for the wetland?

- What changes might restore hydrology and the correct relationship between soil and water levels?
- What design elements should be included to restore the typical hydrological regime and allow for extreme events?
- What soft engineering or bioengineering methods are available to rectify the problems?
- What factors might constrain restoring full hydrological functioning?
- What are likely reasons that the site might fail to reach its hydrological goals?
- What potential remediation or correction measures are available?
- Are the project goals reasonable, feasible, and likely to result in establishing the maximum ecological functioning possible for the site?
- What parameters should be monitored? How often should they be monitored and for how long?

#### Ask about Water Quality:

- Are there indications of pollution? What are the likely sources?
- What water quality tests are necessary?
- What are the best methods for testing water quality (field kits, lab testing)?
- What methods are available for fixing pollution problems?
- Are the project goals reasonable, feasible, and likely to result in establishing the maximum ecological functioning possible for the site?
- What parameters should be monitored? How often should they be monitored and for how long?

#### Ask about Wetland Soils and Substrates:

- Where can baseline information about local soils be found?
- Where can reference wetlands be found in the watershed or nearby watersheds?
- What are the typical characteristics of substrates in the wetland of interest? Levels of organic matter, nutrients, soil moisture? Particle sizes and soil structure?
- Are there impervious soil layers contributing to the wetland dynamics?
- What soil parameters should be sampled to characterize the site?
- What are typical substrate elevations and microtopographic features of this wetland type (including channels, islands, and mounding)?
- If toxic soils are found, can they be removed or remediated?
- What methods are available to bring the soil conditions and substrate elevation in line with observations from relatively undisturbed wetlands?
- What bioengineering or soft engineering implementation methods are available?
- Are the project goals reasonable, feasible, and likely to result in establishing the maximum ecological functioning possible for the site?
- What soil and elevation parameters should be monitored? How often should they be monitored and for how long?



Ask about Wetland Plant Communities:

- What native plant species are found in pioneer and mature stages of the target wetland type? What are the dominant and rare species?
- What special status, threatened, or endangered species are found in the target wetland type?
- What natural disturbances are typical of this wetland type?
- On the potential restoration site, what plant species are present, including special status and listed species, non-native invasives, and species native to the target wetland?
- What soil and hydrological conditions on the potential restoration site would constrain establishing the native community? How should these conditions be changed?
- How should the site be prepared (adding soil amendments, removing non-natives, etc.) for establishing native plants?
- What methods are available for eliminating the most damaging non-native species?
- Is it likely that native species will colonize the site quickly? If not, what methods should be used to establish native plants?
- What are the threats to newly established plants (herbivores, flooding, intense sun, etc.) and how should they be combated?
- Are the project goals reasonable, feasible, and likely to result in establishing the maximum ecological functioning possible for the site?
- What plant and plant community parameters should be monitored? How often should they be monitored and for how long?

Ask about Wetland Animal Communities:

- What native animal species are found in pioneer and mature stages of the target wetland type? What are the dominant and rare species?
- What special status, threatened, or endangered animal species are found in the target wetland type?
- What natural disturbances affect animal species in this wetland type?
- On the potential restoration site, what animal species are present, including special status and listed species, non-native invasives, and species native to the target wetland?
- What soil, hydrological and plant community conditions on the potential restoration site would constrain establishing the native community? How should these conditions be changed?
- What habitat conditions will attract the typical animal species and what specific habitat features can be added to attract specific valuable and/or rare species?
- What methods are available for eliminating the damaging non-native species?
- Is it likely that native species will colonize the site quickly? If not, what can be done?
- What are the threats to newly established animal populations on the site (predators, flooding, pollution, human impacts, etc.) and how should they be managed?
- Are the project goals reasonable, feasible, and likely to result in establishing the maximum ecological functioning possible for the site?
- What parameters should be monitored? How often should they be monitored and for how long?

## *Using Adaptive Management*

Natural ecosystems are complex. Even if you start out with detailed information about a site, the way it responds to changes can be unpredictable. Unforeseen events may occur, such as an unexpected plant species colonizing the site, or new information may become available, such as the presence of a natural spring on the site. These unforeseen elements may be beneficial or detrimental to the project. In either case, you will need to make decisions about how to adapt your project to account for the new element.

Adaptive management is a technique that involves incorporating new information into all stages of a wetland project. Using adaptive management means you continuously evaluate your project in light of new information, generating ideas and making decisions about how to further refine the project. This process also can be thought of as a “feedback loop” in which information about what is happening with your project currently helps you determine how best to go forward with the next step of project. Monitoring (covered in detail in Part 6) provides the information, you and/or your project team provide the decisions. Adaptive management is a repeated process that should be applied through the lifetime of the project.

In the planning stage, adaptive management should be used to refine goals and objectives (see next section) and make changes to implementation plans as necessary. In the implementation stage, adaptive management should be used to evaluate the need for changes to any of the original plans for specific components of the project, e.g., the number and types of plants, the configuration of channels or grading, or the amount of new soil brought in. In the long-term management stage, adaptive management should be used to keep the project developing toward a positive outcome.

## *Refine Your Goals and Objectives*

The initial goals and objectives for any project may change based on the ecological data collected about the landscape, current and past conditions on the potential restoration site, and the ecology of reference sites. In addition, non-ecological factors such as agency requirements and socioeconomic factors (financial resources, available labor, concerns of adjacent landowners) may alter what you can achieve. Therefore, you may need to revise your goals after considering the following factors.

**Government and Agency Requirements.** Discuss your project goals with agencies that regulate and manage natural resources. If you have asked these agencies for information or help with an earlier planning stage, you may already be aware of any regulatory requirements relevant to your project. Do not assume that wetland restoration, creation, or enhancement projects are exempt from needing a permit or other authorization—some are, but many are not. For complete information you should call the appropriate federal, state, or local regulatory agencies. If you want to work in a former or existing wetland, you may need a permit for your project. Begin with your local district of the Corps. This agency regulates discharges of dredged or fill material to wetlands under Section 404 of the Clean Water Act. Talk to the EPA about other applicable Clean Water Act regulations. If your site is on agricultural land, you may need to talk to the NRCS. Your project also may be subject to federal and state regulations that protect certain kinds of fish and wildlife. States often have “Natural

Heritage" or rare species programs that can tell you whether there are plants and animals protected by state or federal regulations on or near your site. Alternatively, you can contact state fish and wildlife agencies and/or local offices of the FWS and NMFS for information. See Resource Appendix R-II for contact information. In addition, you should talk to your city and county planning offices about local requirements or permits for your project.

Be sure to avoid or minimize adverse environmental impacts that may result from wetland project construction activities. For example, earth moving, which can be a part of more complex projects, can cause erosion, increases in particulate matter in the air, and potential disturbance to locally nesting bird species. Avoid impacts by following the requirements of regulating agencies and by implementing the Best Management Practices (BMPs) recommended by the agencies and local municipalities. BMPs to limit erosion may include using silt fences and hay bales to capture silt, avoiding work during rainy periods, and/or capturing runoff in a holding pond.

**Socioeconomic Factors.** For many projects, restoration potential is restricted by societal factors. Some of these include availability of funds, volunteer resources, local landowner concerns, community support, and legal issues (such as water rights). The relevant societal issues must be considered in your project design and implementation, with the hope that someday in the future some of the limitations to a more complete restoration may be removed.

A major limiting factor is, of course, money. Some projects are relatively inexpensive, but others can be major financial undertakings. Typically, the more engineering that is needed, the more expensive your project will be. To help finance your project, begin with the list of funding sources in Resource Appendix R-II. Other sources of money or information on funding are:

- local cities or counties;
- state programs, especially through parks and recreation, wildlife, or other resource agencies; and
- local corporations, some of which have philanthropy programs for local projects.

Other potential constraints on your project may arise from adjacent landowners and/or a lack of community support. Local communities should be involved if your project may result in controversial effects on public lands. Neighbors may feel that your project could damage their property through potential flooding or other effects. Ask your local experts and agencies if there appear to be any potential community or adjacent landowner issues. See Box 6 for information on an enhancement project that factored in these types of challenges.

### **BOX 6: Wetland Enhancement in Marshy Hope Creek, Maryland**

On Maryland's eastern shore, Marshy Hope Creek winds its way to the Chesapeake Bay. Along most of its reaches it is a meandering stream with lush riparian vegetation. However, where it flows through the town of Fredericksburg, the Creek was straightened and channelized with levees. Much of the vegetation was removed and the historical floodplain had been filled. The levees containing the modified portion of the Creek prevented flooding of adjacent properties and local landowners did not want these embankments to be removed. The Maryland Department of Natural Resources (DNR) worked with the town to develop a plan that enhanced the Creek's ecological values while leaving the levees in place. DNR removed fill from the floodplain and created channels through the levee that allowed river water to flow to newly sculpted depressions on the floodplain. The channels also connected the river with existing deep ponds adjacent to the floodplain that were remnants of former mining operations. Soil excavated from the floodplain was used to fill part of the mining ponds to create shallow water habitat for fish. Native vegetation recolonized the floodplain and fish quickly began to use the channels and ponds. Although total restoration was not possible, enhancing the conditions adjacent to Marshy Hope Creek increased overall wetland values of the area.

#### *Choose the Simple Approach*

You now have a better idea of what your site conditions are like and what you want to achieve. What, then, will need to be done for your site to meet its restoration, creation, or enhancement goals? This question links goals with implementation. Methods for implementing projects are very diverse and should be developed with as much ecological, hydrological, and/or soils expertise as you can muster. In general, the best approach is to use the simplest methods possible, because the more complex a wetland project is, the greater the chance that something could go wrong. Implementation should be achieved through the least destructive means and the most ecologically sound solutions. Passive methods should be considered before more active interventions.

If natural processes cannot be initiated with passive methods, then implementation should focus on bioengineering or soft engineering solutions over traditional hard engineering solutions. Soft or bioengineering methods are based on working with natural processes. This approach is an alternative to the traditional, hard engineering solutions that often replace ecosystem functions with human-designed structures. For example, hard engineering solutions to controlling erosion along a stream bank such as rip rap or cementing the stream banks destroy natural wetland processes. Soft engineering uses physical solutions that reinstate ecological processes and allow the system to become as self-sustaining as possible. In addition to being ecologically preferable, bioengineering methods are often more economical than traditional techniques. Some researchers have found that hard engineering for erosion control can cost up to four times as much as soft engineering methods. Examples of soft engineering solutions to stream bank erosion include:

- planting native vegetation, especially fast growing species such as willows;
- shoring the banks with logs that will decompose in time; or

- stabilizing the bank with “geotextile materials” that do not decompose, but are covered with soil and allow root growth through the material.

Table 2 contains some of the most common and obvious examples of wetland damage and typical corrective measures. The table also lists some cautions. If the damage is severe or has been present for a long time, reversing the damage may not be as simple as it initially seemed. Some of these corrective measures are also applicable to implementing enhancement or creation projects. Technical Appendix T-III contains additional information on typical measures for restoring, creating, or enhancing wetlands.

**Table 2. Common Wetland Problems and Corrective Methods**

<b>Wetland Damage</b>	<b>Reason for Damage</b>	<b>Suggested Correction</b>	<b>Considerations</b>
<i>Hydrology</i>			
Water Quality Impairment	Excess sediment or nutrients in runoff from adjacent area	Work to change local land use practices; install vegetated buffers/swales/constructed treatment wetlands; install sediment traps.	Sediment traps will need periodic cleaning; an expert may be needed to design buffers and swales.
Water Quality Impairment	Excess sediments from eroding slopes	Stabilize slopes with vegetation/biodegradable structures.	Many corrective methods exist; look for most sustainable and effective methods.
Altered Hydrology (drained)	Ditching or tile drains	Fill or plug ditches or drains; break tiles.	Organic soil may have decomposed so that the elevation of the site is lower than it used to be.
Altered Hydrology (constrained)	Road crossing with undersized culvert	Replace with properly sized culvert or with a bridge.	Hydrologic expert needed to correct this.
Altered Hydrology (drained)	Former wetland diked off from its water sources	Remove/breach dikes or install water control structures.	Substrate elevation may not be correct for vegetation; add soil or control water level with low maintenance structures.

<b>Wetland Damage</b>	<b>Reason for Damage</b>	<b>Suggested Correction</b>	<b>Considerations</b>
<i>Soils</i>			
Raised Elevation	Soil dumping or fill	Remove material.	Fill may have compressed soil to lower than initial elevation; take steps to avoid erosion.
Subsidence	Soil removal; oxidation of organics; groundwater removal	Add fill; allow natural sedimentation.	Fill must support target wetland; test fill for toxic compounds.
Toxic Soils	By-product of on-site or off-site industrial process; dumping; leaching and concentration of natural compounds.	Treatment systems or methods appropriate to the soil / pollutants; remove material; cover with appropriate soil.	Work with experts to choose treatment methods that cause least amount of indirect damage; choose a different site to avoid serious toxin problems.
<i>Biota</i>			
Loss of Biodiversity	Change in original habitat	Restore native plant and animal community using natural processes.	Allow species to colonize naturally; import species as appropriate.
Loss of Native Plant Species	Invasive and/or non-native plants; change in hydrology; change in land use	Remove invasive, non-native plants (allow native plants to re-colonize); try to reverse changes in hydrology.	Pick lowest impact removal method; repeat removal as non-natives re-invade; alter conditions to discourage non-native species.

### *Prepare for Implementation*

After determining what site changes are necessary, prepare to implement the changes by developing project designs such as field protocols or construction plans and specifications. Protocols are written guidelines for field crews on how to undertake the work. They should be as specific as possible, but in easy-to-understand language, especially if volunteers will be doing the work. Even with protocols, volunteers will need direction in the field.

Most projects will need some level of documentation to direct implementation; more complex projects will probably need construction plans. Good designs include at least these elements:

- specifications/diagrams for all installation/construction features;
- descriptions of site preparation needed;
- descriptions of how to install features, such as plants, etc.;
- plans to prevent construction impacts, such as erosion;
- lists of plant species, numbers of each to be planted, and planting locations;
- plans for site maintenance; and
- monitoring features, such as groundwater wells, staff gauges, or boardwalks.

The design of restoration, creation, or enhancement projects can be highly technical and may require hydrologists, ecologists, geotechnical experts, engineers, and/or landscape architects. Construction documents are usually prepared by engineers for use by contractors in the field for constructing a project. If construction documents are necessary, take the time to find engineering and construction firms that are flexible and willing to undertake non-traditional designs and soft engineering methods. Try to find firms that have done wetland restoration work in the past. Talk to their former clients to see what their work was like. Be sure your ecological advisors work with the engineers to produce plans that accurately reflect the methods you want used for the project. During construction, have the work inspected by your ecological experts to be sure that the plans are being followed accurately.

### *Publicize Your Project*

After talking with your neighbors and the appropriate agencies, and after developing feasible goals and objectives, consider writing a small article for a local newsletter or newspaper describing your project and its benefits. Publicity at the end of the planning phase lets people know about the work and may turn up local issues you had not considered. More often, publicity builds public support and can help you find volunteers to help you install and monitor the project.



### **BOX 7: Steps in the Planning Process**

- Collect past and present information on the local watershed.
- Choose a project site.
- Collect past and present information on the project site.
- Collect data on reference sites.
- Develop objectives and target criteria based on watershed, project site, and reference site information.
- Talk to the agencies about appropriate regulations. Talk to adjacent landowners and identify important social or economic factors that could affect the restoration.
- Refine goals and objectives.
- Decide on methods for implementing changes designed to rectify damage and meet planning goals and objectives.
- Prepare designs, such as protocols or construction documents, to direct implementation.
- Publicize your project.

## **PART 5. IMPLEMENTATION**

### *Stages of Implementation*

Implementation is the physical process of actually doing the restoration, creation, or enhancement project according to the design developed in the planning stage. This phase of the restoration process is popular with volunteers and it is the most visible phase to the public. Implementation may require a series of steps depending on the wetland type, your project goals and objectives, and the extent of the degradation. Steps in implementation typically include site preparation, plant preparation, installation, maintenance, and continuous adaptive management.

**Site Preparation.** During site preparation, the project site is altered either to allow natural processes to operate or to prepare it for additional human intervention. Common activities in this stage are:

- removing non-native species (See Box 6);
- removing piles of soil, debris and trash;
- amending soil with nutrients or other enhancements;
- removing polluted soils;
- bringing in appropriate soils or substrates;
- plugging or removing drains;
- fencing out cattle or other herbivores;
- breaching levees; and
- mowing or burning the site to reinstate the natural disturbance regime.

**Plant Preparation.** For many restoration projects you can rely on natural re-vegetation to re-establish native wetland vegetation. Native seed banks are present in most wetlands. As long as the soils have not been removed or filled over, native seeds will germinate and grow when suitable conditions have been restored. There also may be local sources of plants that can drive natural re-colonization. However, for many other projects, indigenous species must be brought to the site. If native plants must be grown for the site, plant preparation should begin during or before site preparation. Growing the number of plants needed may take 6 months to a year or even longer.

Always use native species and cuttings or seeds from local plants. Locally-adapted seeds and plants will have a better chance of surviving the conditions at your site than plants or seeds of the same species that come from another area. When collecting native plant material, take care not to damage the collection site and always check with the property owner (public or private) before collecting plant material. Plant preparation includes:

- collecting seeds;
- propagating plants;
- collecting cuttings; and
- collecting plugs (newly-grown whole plants with soil).

There are innumerable methods to collect and treat plants and seeds. Find out from local botanists, plant experts, or restorationists what methods are best for the species you need. Native plant nurseries and native plant societies may also have expertise with local native species and they may have seeds or plants appropriate for the area. They may also be able to grow particular species that are not available in nurseries.

## **BOX 8: Controlling Invasive Species--A Tale of Two Wetlands**

Invasive species, especially plants, are a tremendous problem in the U.S. They degrade more habitat each year than urban growth. The FWS estimates that 4,600 acres of habitat are lost *each day* to invasive species. Consequently, removing these invaders is a major component of restoration work. Control methods and success rates vary widely, as the following examples show.

In Fairfield, Connecticut, impounded salt marshes that were once tidal were overrun by *Phragmites*, a tall invasive wetland plant. *Phragmites* had replaced the local plant species and, being prone to burning in the summer, the invader was threatening homes near the marsh. *Phragmites* is intolerant of high salt levels and the City was able to quickly reduce the infestation by installing tidal gates that allowed the return of salt water to the marsh. This project was expensive, but it was very effective.

At the Hayward Regional Shoreline along the San Francisco Bay, an insidious invader has taken root in the tidal salt marsh. *Spartina alterniflora* (smooth cordgrass), a species from the east coast of the U.S., is replacing its close relative, the native *Spartina foliosa*. Smooth cordgrass is a tough customer. It is tolerant of a wider range of conditions than its cousin and it has resisted all efforts to remove it. Biologists have tried digging it up, spraying it with herbicide, and cooking it under black plastic mats. None of these measures have worked well and the plant is spreading. The search is on for a biological control agent that will specifically target and destroy *S. alterniflora*.

**Installation/Construction.** A wide array of activities can occur during this phase including large earth-moving activities, such as grading. Minimize the temporary but destructive impacts that may occur at this stage. Limit the movement of heavy vehicles to the smallest footprint possible and use the methods that create the least disturbance possible. Implement appropriate Best Management Practices. Installation/construction may include:

- constructing water control structures;
- installing bank/edge stabilization structures;
- building habitat islands;
- grading existing soils;
- placing and grading new soil;
- planting plugs, seeds or newly-grown plants;
- installing plant protections (tubes, screens, etc.);
- placing irrigation systems;
- constructing and placing habitat structures.

**As-Built Documentation.** After the project is installed, conduct an “as-built” assessment, which is a detailed description of the site conditions immediately after the installation is completed. If you and your volunteers installed the site, document whether everything was installed as expected. If

the work was done by a contractor, the as-built assessment should be conducted by a site inspector who is not employed by the contractor to document whether the project plans and specifications were followed by the contractor. This also ensures that the site complies with any regulatory (e.g., permit) requirements.

It is likely that there will be some deviations from the site plan caused by human error or unanticipated characteristics of the site (e.g., a hidden spring in a corner of the site). Use adaptive management: any deviations should be documented and discussed with your technical team to determine whether they need to be corrected to ensure that the project meets its goals. If the installed project deviates in important ways from the plans, have the construction firm correct the problem--but only if the benefits of corrections outweigh the impacts from further disturbance. If corrections are needed, they should be made as soon as possible. The as-built assessment also provides a “baseline,” or starting point, for measuring change during subsequent monitoring.

**Maintenance.** Implementation does not end with installation. Maintaining the site in good ecological condition is a critical part of implementing a project. Many factors can conspire to undo the hard work you put into the previous stages. Maintenance may require:

- controlling non-native and invasive species;
- controlling herbivores;
- repairing structures;
- maintaining monitoring and other equipment;
- replacing plants;
- mowing, burning, and/or other activity reinstating or mimicking the natural disturbance regime;
- reducing or preventing human intrusion; and
- controlling local pollutants.

### *Working with Volunteers*

The implementation and monitoring phases are great times to involve volunteers and there are many good reasons to include volunteers in your project. Volunteers can help reduce the costs of implementation, provide community support, and bring a social dimension to the work. Working with volunteers may be one of the most rewarding aspects of your project. Among the volunteers, you may find experts, new friends, and dedicated helpers. Some helpers may be inspired to undertake a similar project of their own and you may find people who will want to continue stewarding your site by helping you with maintenance and monitoring.

Look for volunteers through non-profit environmental groups, schools, public community service groups, and private service groups organized by local corporations. If you decide to use volunteers, you will enjoy the vitality that they bring to the project. You will also have to carefully train and monitor those enthusiastic helpers. The more complex the task the more training volunteers will need. Generally, it is best to have volunteers do one or two simple but time-consuming tasks. Keep things interesting by rotating people among different tasks. Carefully observe volunteers to be sure they are following protocols. Encourage and reward your helpers' hard work.

Discuss your project with the volunteer coordinator for a local nonprofit group to determine any issues that may arise from using volunteers. While volunteers can be great additions to a project, weigh the benefits against these potential complications:

- the time and effort required for training;
- the potential need for compensation;
- oversight of volunteers' work; and
- potential liability issues.

### *Publicize Your Project*

The implementation phase is a great time to get the local media (especially newspapers and television) interested in your project. People working outside on restoration projects provide great photo opportunities and these action shots are often popular with the local press. Find out if any of your volunteers have media contacts or call local TV and newspaper science, outdoors, and current events reporters. If reporters do cover your project, be sure that they come to the site on a day when there is some interesting people-oriented activity volunteers. For example, plan media events on days when volunteers are planting seedlings. You or another supervisor must be on site and the volunteers must be informed that the press will be there. Prepare what you or your spokesperson will say to the reporters. Tell them a little about the history of the project and always highlight the positive environmental and community benefits of the project.

#### **BOX 9: Summary of Implementation Stages**

- Prepare the site by making changes that allow natural processes to occur.
- Prepare plants by collecting materials from local stocks.
- Install the plants, structures, and major features of the project.
- Use adaptive management to adjust plans as needed
- Involve volunteers to keep costs down and develop community support.
- Publicize your project.

## **PART 6. MONITORING**

### *What is Monitoring?*

Monitoring is systematic data collection that provides information on changes that can indicate problems and/or progress towards target criteria or performance standards which, when met, indicate that established ecological goals have been reached. Thus, monitoring provides data on whether a site is developing in a way that will achieve the project goals.

A common misconception about wetland restoration, creation, and enhancement is that once a project is implemented, nature will just do the rest. In reality, many wetland projects need mid-course corrective actions such as re-planting seedlings that were washed away by a storm, digging more

channels to get water to remote parts of the site, or plugging ditches missed during the initial site survey. Monitoring provides the information for this adaptive management. Monitoring can also give information on routine maintenance that may be necessary to keep the site functioning well. Broken sprinkler heads, non-native weed growth, and holes in fences are just a few of the routine maintenance items that are easily observed during monitoring.

### *What Should I Monitor?*

Monitoring consists of measuring a number of wetland attributes or parameters at regular intervals to record the changes in the wetland. The parameters to be measured at any particular site are based on the project objectives and target criteria. Monitoring efforts should be directly linked to the target criteria. An array of parameters is usually measured to assess hydrology, soils, and biological conditions on the site. After the project is completed, initial site conditions (including as-built conditions) should be documented to provide baseline information against which changes to the site can be evaluated. Typical parameters measured to evaluate wetland functions are listed in Technical Appendix T-IV.

### *How Should I Monitor?*

Two basic approaches to monitoring are to collect qualitative (observational and general) information and to collect quantitative (numerical and specific) data. Qualitative methods can be used in conjunction with quantitative measures. Qualitative methods typically do not provide enough information to accurately determine how close the site conditions are to target criteria, but they do give a general view of whether change is occurring. Some typical methods for gathering qualitative information include:

- aerial photographs to show general hydrology, evidence of channelization and general substrate levels, and the extent of the site covered by plants;
- ground-level photographs for identification of some plant species, general level of plant growth, general substrate levels, general water levels; and
- general observations such as water clarity and scum, presence of trash, evidence of human use, bird species present, vegetation condition (stressed, blooming, healthy), presence of invasive plants, evidence of erosion, and the integrity of structures.

Quantitative methods are used to provide detailed information about how the wetland is developing with respect to target criteria and can also provide information important to long-term wetland research. A wide range of methods exist for collecting numerical data. With your technical advisors, develop the most appropriate methods for your project. Talk to local wetland experts and get their advice on what is needed for adequate monitoring and whether there are special circumstances (*e.g.*, rocky soils that make it difficult to install wells) or opportunities (such as a nearby school looking for a science project) that will affect how you monitor your wetland. Examples of some quantitative methods include:

- measuring water level changes with an automatic water level gauge;

- collecting and testing water samples periodically to evaluate changes in water quality;
- collecting a representative sample of sediment cores to test for organic matter and other soil characteristics;
- surveying surface elevations at permanent transects once a year;
- recording plant species and cover by species along randomly established transects across the site; and
- setting traps for small mammals at randomized locations to determine species diversity and abundance.

Quantitative monitoring is often carried out by experts in hydrology, soils, or biota. However, volunteers may be used to collect numerical data if they are supervised by an advisor who knows the protocols for data collection. With the right training and supervision, wetland quality can be monitored by citizens to provide useful information. Quantitative methods can be expensive and time consuming, but they do provide the most accurate information on site changes. See Technical Appendix T-IV for common quantitative methods and qualitative methods used to monitor ecological attributes. Box 10 gives an example of a monitoring plan that measures a range of parameters.

Even if you have very limited resources, monitor by observing your site and documenting the changes using basic qualitative methods. Take photographs of the site and write down general observations such as how wet the site is and for how long, what the soils are like, what kinds of plants are growing on the site, and what kinds of animals you see or hear. Repeat the photographs (from the same vantage point) and the written descriptions as often as you can. The result will be a chronicle of your wetland project for yourself, future owners of the land, and others interested in your site.

### *How Often Should I Monitor?*

How often and when a particular attribute should be monitored depends on many factors including the attribute's natural variability, the rate of change of the site, and the goals of the project. Most characteristics should be monitored at least annually. Vegetation should be monitored during the growing season (monitoring in both the early and late growing season will make it easier to identify all plants), and animals should be monitored during breeding, nesting, and/or migration seasons. Depending on your project goals, you might want to monitor hydrology during both high and low water periods. Once the site has stabilized, some characteristics such as wetland size may be monitored less frequently, unless there are signs of change.

Consistent monitoring is very important, and you may need help doing it. Ideally, every stakeholder involved in the wetland project should help with the monitoring so they can see the benefits of their work and continue to support it. Monitoring is a good way to get the local community involved in your wetland project, and it's a great way to give people hands-on experience in learning how local ecosystems function. Talk to schools, clubs, and other community groups to see if they would be interested in helping you with the monitoring. Have training sessions for volunteer monitors. Many states have active volunteer monitoring groups or programs that monitor lakes and streams. Many are

also beginning wetland monitoring projects. Check out the EPA website for information on volunteer monitoring at <http://www.epa.gov/OWOW/wetlands/wqual.html#Volunteer>.

### *How Long Should I Monitor?*

Like most ecosystems, wetlands change over many years. This is especially true for restored, created, or enhanced wetlands that may take decades to reach a condition close to that of a mature, naturally-occurring wetland. Research on wetlands created from dredged material in the Gulf of Mexico suggests that these wetlands are still changing and maturing 20 years after they were created. Consider monitoring to be a long-term activity, not just something you do for the first year or two. At a minimum, a site should be monitored until it meets all performance standards, which can take from several years to decades. Future managers of wetlands will thank you for monitoring for as long as you can. Even after it reaches maturity, your wetland will be a dynamic system that varies over time.

#### **BOX 10: Monitoring in Mountain View, California**

The Stevens Creek Tidal Marsh restoration project in the City of Mountain View is a compensatory mitigation site with the primary goal of providing vegetated tidal marsh habitat for rare species such as the salt marsh harvest mouse. The site began as a deep pit with ponded water. Project objectives included restoring tidal influence, building up the mudflat, and establishing native tidal salt marsh vegetation. Target criteria included:

- Re-establish tidal influence.
- Within 3 years, develop mudflat on 50 percent of the site at an elevation available to vegetation.
- Restore native salt marsh vegetation on 50 percent of the site within 5 years.

To assess progress, the City monitored the following parameters once a year:

- Amount of tidal exchange: measurements were taken by an automatic tide gauge and interpreted by a hydrologist.
- Elevation of the mudflat: measurements were taken by a qualified surveyor.
- Amount of vegetation on the mudflat: measurements were taken on the ground using transects and taken from aerial photographs, then interpreted by an ecologist.
- Extent of channel formation: measurements were taken from aerial photographs and interpreted by a hydrologist.

These quantitative methods were supplemented by qualitative observations on tidal flow, non-native

### *What Should I Do With the Monitoring Information?*



Monitoring information can be used in several ways. First, monitoring data are essential for determining whether your project goals are being met. Organize, summarize, and graph (if possible) the monitoring data at least annually to show how the restoration site is developing. Monitoring information should be compared to the target standards to assess whether the site is developing as planned. If it is not, determine whether remedial measures should be taken or whether the original goals should be reevaluated (see section above on adaptive management).

Second, monitoring data can be used to determine whether the target criteria were good measures of the project goals you hoped to achieve. If you were to do this again, would you do anything differently? Third, use long-term monitoring to assist in maintaining structures and managing the site to keep it functioning well. See Part 7 for more on long-term management.

Finally, use your monitoring data to inform others. Provide copies of your findings to your local planning and wetland regulatory authority, and the local offices of the Corps, EPA, FWS, NMFS, or NRCS. Present your work to local groups and ecological societies or at professional meetings of the Society of Wetland Scientists, Society for Ecological Restoration, and others (see Appendices for contact information). Write an article for the local newspaper or a journal, such as *Ecological Restoration*, which publishes reports from landowners, community groups, and restoration practitioners. All too often, years of irreplaceable data are lost if they are not shared, archived, or published. Don't assume no one is interested in your project; every wetland restoration, creation, and enhancement project that is monitored provides wetland scientists and restorationists with additional knowledge about how wetlands function and develop over time. With this additional information, scientists, policy-makers, and landowners can make better decisions about wetland conservation, including the use of wetland restoration, creation, and enhancement.

#### **BOX 11: Steps in the Monitoring Process**

- Select the parameters you will monitor based on the target criteria established in the planning stage. Include observations to assist in site maintenance.
- Develop procedures for qualitative and quantitative monitoring methods.
- Collect data at intervals that will provide information necessary to monitor the progress of the site relative to the target criteria.
- If monitoring shows that site conditions are not meeting target criteria, use an adaptive process to identify corrective measures.
- Continue long-term monitoring and maintenance to ensure that the site continues to provide the maximum ecological value.
- Provide your monitoring data and results to local groups and publish in newsletters.

## **PART 7. LONG-TERM MANAGEMENT**

In addition to providing data on whether a site is developing in a way that will achieve the project goals, monitoring is essential for the long-term management of wetland projects. A wetland is an ecosystem that evolves and changes in response to the surrounding environment. It is not realistic to expect that when the implementation stage is complete, the work is done. Long-term management is often required to keep the site functioning as it was designed to function and to keep human impacts to a minimum. For example, long-term management is often needed to:

- maintain existing structures such as berms, water control structures, or levees;
- maintain a specific desirable plant community by burning, mowing, or otherwise managing the vegetation on a periodic basis;
- address problems such as invasive species or excessive sediment deposition; or
- address unexpected events such as structural failure.

Adaptive Management, introduced in Part 4 as an iterative process of monitoring conditions and then taking appropriate action, should be an integral part of long-term management and stewardship of your site. If your site is not developing as anticipated, there are two basic options: make changes to the site to try to get it “back on track,” or allow the site to continue developing in the new direction. Which option to pick should be decided in consultation with your local experts.

Consider whether current progress at the site might achieve your overall goals in a different way than you originally intended. Also consider whether any deviation from the expected development is within the ecological norms for that wetland type and the region. Since natural systems are variable, sites may diverge from objectives, but this difference may not require significant changes to the site. For example, your site may be developing a native wetland community, but one that is different from what was expected. If this new community is within the norms of the wetland type and the watershed, it may not be necessary to change it.

If, however, your site is growing a crop of invasive or non-native species or otherwise falling far short of restoration objectives, then corrective action is probably necessary. Significant corrections to a site are called remedial measures. Work with local experts or your technical team to determine the source of the problems and the appropriate remedial actions. The remedial measures taken will depend on why the site is diverging from its expected path and what the costs and impacts of the changes would be. Always consider whether changing conditions on the site will be worth the cost of the disturbance that would be incurred. Typical problems with wetland sites include the hydrology not being properly restored, incorrect water-to-substrate elevations, nutrient problems with the soil, and rapid invasions by non-native species. Some typical remedial measures include:

- regrading the site to the correct substrate elevations;
- contouring channels or installing structures to redirect water flow;
- adding to or reworking water control structures or altering structure operations;
- removing invasive plants, planting native species, or installing a cover crop; and
- replanting.

### **Box 12 - Adaptive Management in Commencement Bay, Washington**

The Middle Waterway Shore Restoration project is an attempt to re-establish some of the salt marsh that once covered thousands of acres of Commencement Bay. In a cooperative effort, federal, state, tribal, and private interests planned and implemented a restoration project that included re-grading fill material to intertidal elevations and planting salt marsh plants salvaged from the same area, as well as some provided by a nursery. One year after project implementation, monitoring showed that few of the plants had survived. A review of the planting procedures pointed to a number of possible causes for the low plant survival, including soil that was too sandy, nursery plants that weren't from the local area, and planting during the summer. The goal of the project (increasing the acreage of fringing marsh) could not be achieved without better plant growth, so a decision was made to replace some of the soil and re-plant. The top eighteen inches of the sandy fill was replaced with topsoil. A local nursery collected seeds from plants in the local area and grew them into seedlings, which were planted on the site in the spring. A year after this new planting, salt grass, seaside plantain, seaside arrowgrass, and other species were thriving. Monitoring will continue in case other remedial actions are needed, but for now the project seems to be on the right track.

Long-term management often is needed to compensate for changes in the surrounding landscape. In many cases, the surrounding land use, hydrology, or other features of the local watershed will change over time, possibly affecting your wetland site. Ideally, those changes were at least partially anticipated, and your site was designed to withstand or adapt to their effects. If something unanticipated happens, such as a substantial reduction of the water source or conversion of what had been an adjacent park area to development, you will need to reevaluate how your wetland site fits into the changed landscape, and whether the goals or management of the site will need to change. The overall goal of long-term management is a wetland that provides a maximum amount of wetland function and value within the context of the landscape and that requires a minimum amount of intervention by humans.

Finally, a plan for long-term management is needed to identify who will be responsible for the site and what kinds of activities should or should not occur there. The responsible party may be you, the landowner, or some combination of people. One approach to long-term management of a restoration site is to establish a stewardship program for the site. Local schools, scout groups, or citizen conservation groups may be willing to "adopt" the site and provide the kind of observation, care taking, and even remedial action that would be difficult for one person to provide. The kinds of activities you need to think about are recreational (do you want to allow hikers, campers, bird-watchers, or hunters on the property?) and possibly commercial (does the landowner want to allow grazing or tree-cutting on the property?). The answers to these questions should be included in a long-term management plan.

Long-term legal protection of a wetland site is also an important consideration. Do you want to take steps to ensure the wetland restoration will be permanently protected? One way might be to place a deed restriction on the site or establish a conservation easement. These arrangements should

effectively restrict harmful activities that might otherwise jeopardize achieving the goals of the wetland project. When needed, the acquisition and protection of water rights should be secured. One of the best ways to secure long-term protection is to donate or sell the land to a local, state, or federal natural resource agency or a non-profit organization such as a land trust.

## PART 8. PUTTING IT ALL TOGETHER

### *Words to the Wise*

While restoration, creation, or enhancement projects can be complex and time-consuming, most restorationists find their projects are very rewarding. As you undertake a project, keep in mind the following points:

- *Be patient.* Restoration is a process, not a product. Restoration is a creative activity and there is no cookbook for it.
- *Talk to many people.* There are many elements and phases to wetland projects and many different views on how to accomplish them. Talk to a range of people to collect as much information as possible and to get different perspectives on the process.
- *Be flexible.* Your ideas and goals may be clear at the outset, but for many reasons it may be best to change some, add some, and throw others out. As you go through the process, be flexible but keep your goals in mind.
- *Take your time.* Try not to rush the process. Get the technical help you need. Get the permits required. Develop a community support base, if necessary.
- *Plan well.* A well-considered and thorough plan will guide you through the project as directly as possible. A good plan will result in reasonable, measurable, and ecologically beneficial goals. A good plan will help you get money and help.
- *Let reference sites be your guide.* Reference sites are valuable models of what ecological conditions are achievable.
- *Use low impact implementation methods.* Use soft engineering and passive methods whenever possible. Consider the impact the project construction will have and minimize those impacts.
- *Monitor and manage your site.* Restoration does not end after the plants and structures are installed. All restoration projects must include monitoring to see if goals are being met and to direct the long-term management of the site.
- *Do your best to recover as much of the wetland system as possible.* Restoring, creating, or enhancing sites with the greatest ecological functioning possible, so that they are self-sustaining for the long-term, is the highest goal.

### *A Wetland Restoration/Creation/Enhancement Checklist*

Use this checklist to help guide you through the wetland project process.

- ☐ Talk to local wetland experts. Visit local wetland restoration, creation, or enhancement sites as well as relatively undisturbed wetlands.
- ☐ Ask about getting help through programs that support wetland restoration with cost-sharing and technical assistance.
- ☐ Get to know the local landscape and watershed characteristics.
- ☐ Give first priority to restoring degraded wetlands.
- ☐ Set goals. Pick a site that is most appropriate for achieving your goals.
- ☐ Plan your entire project before you start. Include monitoring and long-term management in your planning.
- ☐ Clarify your goals with specific objectives. Quantify the objectives with measurable target criteria.
- ☐ Use adaptive management to refine your goals and implementation plan.
- ☐ Identify techniques for achieving your objectives.
- ☐ Develop written protocols or construction documents.
- ☐ Discuss your plans with local regulators, wetland experts, and adjacent landowners.
- ☐ Implement your plans. Have someone who understands the project on the site whenever work is occurring.
- ☐ Perform an “as-built” assessment after site work is completed.
- ☐ Involve local volunteer organizations in the project’s implementation, monitoring, and long-term management.
- ☐ Publicize your project.
- ☐ Develop a written monitoring plan. Monitor your project’s development. Apply the results to adaptive management of your site.
- ☐ Send monitoring results to local wetland experts and discuss the results with them.
- ☐ Develop a long-term management and stewardship plan.
- ☐ Investigate protecting the site in perpetuity.

## **RESOURCE APPENDICES**

## **APPENDIX R-I: BIBLIOGRAPHY**

*Below is a list of sources of information on wetlands and wetland restoration. It is not a comprehensive list, just a way to introduce you to the wealth of information available.*

### **ONLINE BIBLIOGRAPHIC RESOURCES:**

- <http://www.npwrc.usgs.gov/resource/literatr/wetresto/wetresto.htm> - A searchable wetland restoration bibliography with over 3,000 entries, developed by the Northern Prairie Science Center and the Midcontinent Ecological Science Center.
- [http://www.wetlands.agro.nl/wetl\\_publications.html](http://www.wetlands.agro.nl/wetl_publications.html) - A 1996 compilation of over 1,000 wetland restoration and creation literature references is available for download from Wetlands International and the Association of State Wetland Managers.
- [http://www.nwrc.gov/library\\_catalog.html](http://www.nwrc.gov/library_catalog.html) - National Wetlands Research Center's Library (11,000 documents)

### **ANNOTATED BIBLIOGRAPHIES**

Pinit, T.P. and R.J. Bellmer. 2000. Habitat Restoration - Monitoring Toward Success: a Selective Annotated Bibliography. NOAA Technical Memorandum NMFS-F/SPO-42. Silver Spring, MD. 21 pp.

Erwin, K.L. 1996. A Bibliography of Wetland Creation and Restoration Literature. The Association of State Wetland Managers, Berne, New York.

### **GENERAL INFORMATION ON WETLANDS AND RESTORATION**

Azous, A. and R. Horner, eds. 2000. Wetlands and Urbanization. Lewis Publishers, Boca Raton, Florida.

Berger, J.J. 1987. Restoring the Earth. Anchor Press, New York, New York.

Berger, J.J. 1990. Environmental Restoration. Island Press, Covelo, California.

Boylan, K.D. and D.R. MacLean. 1997. Linking Species Loss with Wetlands Loss. National Wetlands Newsletter. Vol. 19, No. 6, Environmental Law Institute, Washington, D.C.

Bradshaw, A.D. 1987. The reclamation of derelict land and the ecology of ecosystems. Pages 53-74 in W. R. Jordan, M. E. Gilpin, and J. D. Aber, editors. Restoration Ecology. Cambridge University Press, New York, New York.



Brinson, M.M. 1993. A Hydrogeomorphic Classification for Wetlands. U.S. Army Corps of Engineers, Waterways Experiment Station, Vicksburg, Mississippi, USA. Technical Report WRP-DE-4.

Cairns, J., ed. 1995. Rehabilitating Damaged Ecosystems. Lewis Press, Ann Arbor, Michigan.

Cowardin, L. M., V. Carter, F. C. Golet, and E. T. LaRoe. 1979. Classification of Wetlands and Deepwater Habitats of the United States. U.S. Fish and Wildlife Service, Washington, D.C., USA. FWS/OBS-79/31.

Hammer, D.A. 1992. Creating Freshwater Wetlands. Lewis Publishers, Ann Arbor, Michigan.

Jordan, W.R. III, M.E. Gilpin, and J.D. Aber, eds. 1987. Restoration Ecology: Ecological Restoration as a Technique for Basic Research. Cambridge University Press, New York, New York.

Kentula, M.E. 1996. Wetland restoration and creation, p. 87-92. *In* The National Water Summary on Wetland Resources. J.D. Fretwell, J.S. Williams, and P.J. Redman, compilers. Water-Supply Paper 2425. U.S. Geological Survey, Washington, D.C.

Kusler, J.A. and M.E. Kentula. 1990. Wetland Creation and Restoration: The Status of the Science. Island Press, Washington, D.C.

MacDonald, K. B. and F. Weinmann, eds. 1997. Wetland and Riparian Restoration: Taking a Broader View (contributed papers and selected abstracts). Society for Ecological Restoration International Conference, September 14-16, 1995. Seattle, Washington.

Mitsch, W.J. and J.G. Gosselink. 1999. Wetlands (third edition). John Wiley and Sons, Inc. New York, New York.

National Research Council. 1992. Restoration of Aquatic Ecosystems: Science, Technology, and Public Policy. National Academy Press, Washington, D.C.

National Research Council. 1995. Wetlands: Characteristics and Boundaries. National Research Council. National Academy Press, Washington, D.C.

Niering, W.A. 1984. Wetlands. The Audubon Society Nature Guides. Alfred A. Knopf, New York, New York.

Schneller-McDonald, K., Ischinger, L.S., and G.T. Auble. 1990. Wetland Creation and Restoration: Description and Summary of the Literature. U.S. Fish and Wildlife Service Biological Report 90(3).

Tiner, R.W., Jr. 1984. Wetlands of the United States: Current Status and Recent Trends. U.S. Fish and Wildlife Service, National Wetlands Inventory, Washington, DC.

Tiner, R.W., Jr. 1985. Wetlands of New Jersey. U.S. Fish and Wildlife Service, National Wetlands Inventory, Newton Corner, Massachusetts.

Thayer, G.W., ed. 1992. Restoring the Nation's Marine Environment. Maryland Sea Grant College, College Park, Maryland.

USEPA, 2000. Principles for the Ecological Restoration of Aquatic Resources. EPA841-F-00-003. Office of Water (4501F), United States Environmental Protection Agency, Washington, DC. 4pp.

## **APPROACHES TO RESTORING WETLANDS**

Admiral, A.N., J.M. Morris, T.C. Brooks, J.W. Olson, M.V. Miller. 1997. Illinois Wetland Restoration and Creation Guide. Illinois Natural History Survey, Special Publication 19. Champaign, Illinois.

Allen, J.A., Keeland, B.D., Clewell, A., H. Kennedy. 1999. Guide to Bottomland Hardwood Restoration. U.S. Geological Survey.

Denbow, T.J., D.Klements, D.W. Rothman, E.W. Garbisch, C.C. Bartoldus, M.L. Kraus, D.R. Maclean, and G.A. Thunhorst. 1996. Guidelines for Development of Wetland Replacement Areas. National Cooperative Highway Research Program Report 379. National Academy Press, Washington, D.C.

Ducks Unlimited, Arkansas Game & Fish Commission, and the Cooperative Extension Service of Mississippi State University. 1993. Waterfowl Habitat Management Handbook for the Lower Mississippi River Valley.

Eckles, S.D., Barnard, T., Dawson, F., Goodger, T., Kimidy, K., Lynn, A., Perry, J., Reisinger, K., Rhodes, C., and R. Zepp. 1994. Mitigation Technical Guidance for Chesapeake Bay Wetlands. U.S. EPA Region 3, Annapolis, Maryland.

Federal Interagency Stream Restoration Working Group. 1998. Stream Corridor Restoration: Principles, Processes, and Practices. [http://www.usda.gov/stream\\_restoration/newgra.html](http://www.usda.gov/stream_restoration/newgra.html).

Garbisch, E.W. The Do's and Don'ts of Wetland Planning. Environmental Concern's Wetland Journal, volume 10, number 4.

- Gersib, R. 1997. Restoring Wetlands at a River Basin Scale: A Guide for Washington's Puget Sound. Washington State Department of Ecology Publication no. 97-99, Seattle, Washington.
- Galatowitsch, S.M. and A.G. van der Valk. 1994. Restoring Prairie Wetlands: An Ecological Approach. Iowa State University Press, Ames, Iowa.
- Hollevoet, R., Gregoire, T., and B. Vose. 1992. Income alternatives for farmers and ranchers. North Dakota State University Extension Service, Fargo, North Dakota.
- Marble, A.D. 1990. A Guide to Wetland Functional Design. Federal Highway Administration Report Number FHWA-IP-90-010, McLean, Virginia.
- Matthews, G.A. 1994. Technology and Success in Restoration, Creation, and Enhancement of *Spartina alterniflora* Marshes in the United States, Vols 1 and 2. National Oceanic and Atmospheric Administration, Coastal Ocean Office, Silver Spring, Maryland.
- Middleton, B. 1999. Wetland Restoration, Flood Pulsing, and Disturbance Dynamics. John Wiley and Sons, Inc. New York, New York.
- Stevens, M. and R. Vanbianchi. 1993. Restoring Wetlands in Washington: A guidebook for wetland restoration, planning and implementation. Washington State Department of Ecology, Publication #93-17.
- U.S. Department of Agriculture. 1998. Natural Resources Conservation Service's Conservation Practice Standards - "Wetland Restoration", "Wetland Enhancement", "Wetland Creation", and "Wetland Wildlife Habitat Management" [http://www.ncg.nrcs.usda.gov/nhcp\\_2.html](http://www.ncg.nrcs.usda.gov/nhcp_2.html).
- U.S. Environmental Protection Agency. 1992. Restoring and Creating Wetlands: a Planning Guide for the Central States Region: Iowa, Kansas, Missouri, and Nebraska. U.S. EPA Region 7, Kansas City, Kansas.
- U.S. Environmental Protection Agency. 1994. A Citizen's Guide to Wetland Restoration: Approaches to Restoring Vegetation Communities and Wildlife Habitat Structure in Freshwater Wetland Systems. U.S. EPA Region 10, Seattle, Washington.
- U.S. Environmental Protection Agency. 1994. Mitigation Technical Guidance for Chesapeake Bay Wetlands. U.S. EPA Region 3, Chesapeake Bay Restoration Program, Living Resources Subcommittee, Annapolis, Maryland.
- Wenzel, T.A. 1992. Minnesota Wetland Restoration Guide. Minnesota Board of Water and Soil Resources, Minneapolis, Minnesota.

Yozzo, D., J. Titre, and J. Sexton, 1996. Planning and Evaluating Restoration of Aquatic Habitats from an Ecological Perspective. IWR Report 96-EL-4. Institute for Water Resources, U.S. Army Corps of Engineers, Waterways Experiment Station, Vicksburg, Mississippi.

Zedler, J.B. 2000. Handbook for Restoring Tidal Wetlands. CRC Press, Boca Raton, Florida.

Zedler, J.B. 1996. Tidal Wetland Restoration: A Scientific Perspective and Southern California Focus. California Sea Grant Program, La Jolla, California.

## **APPROACHES TO MANAGING AND MONITORING WETLANDS**

Adamus, P.R. 1996. Bioindicators for Assessing Ecological Integrity of Prairie Wetlands. EPA/600/R-96/082. U.S. Environmental Protection Agency, National Health and Environmental Effects Research Laboratory, Western Ecological Division, Corvallis, Oregon.

Anderson, J.R., Hardy, E.E., Roach, J.T., and R.E. Witmer. 1976. A Land Use and Land Cover Classification System for Use with Remote Sensor Data. U.S. Department of the Interior, Geological Survey, Professional Paper 964. Washington D.C.

Bartoldus, C.C. 1999. A Comprehensive Review of Wetland Assessment Procedures: A Guide for Wetland Practitioners. Environmental Concern Inc., St. Michaels, Maryland.

Brinson, M.M. 1993. A Hydrogeomorphic Classification for Wetlands. U.S. Army Corps of Engineers, Waterways Experiment Station, Vicksburg, Mississippi, USA. Technical Report WRP-DE-4.

Firehock, K., Graff, L., Middleton, J.V., Starinchak, K.D., and C. Williams. 1998. Handbook for Wetlands Conservation and Sustainability. Izaak Walton League of America, Gaithersburg, Maryland.

Horner, R.R. and K.J. Raedeke. 1989. Guide for Wetland Mitigation Projects Monitoring. Report Number WA-RD 195.1. Washington State Department of Transportation, Seattle, WA.

Karr, J.R. and E.W. Chu. 1998. Restoring Life in Running Waters: Better Biological Monitoring.

Kentula, M.E., Brooks, R.P., Gwin, S.E., Holland, C.C., Sherman, A.D., and J.C. Sifneos. 1992. An Approach to Improving Decision Making in Wetland Restoration and Creation. Island Press, Washington, DC.

Kusler, J.A, D.E. Willard, and H.C. Hull, Jr., eds. 1995. Wetlands and Watershed Management: Science Applications and Public Policy, A Collection of Papers from a National Symposium and Several Workshops. Association of State Wetland Managers, Berne, New York.

Leibowitz, S.G., B. Abbruzzese, P.R. Adamus, L.E. Hughes, J.T. Irish. 1992. A Synoptic Approach to Cumulative Impact Assessment. EPA/600/R-92/167. U.S. Environmental Protection Agency, Environmental Research Laboratory, Corvallis, Oregon.

Pacific Estuarine Research Laboratory. 1990. A manual for assessing restored and natural coastal wetlands with examples from southern California. Report Number T-CSGCP-021. California Sea Grant Program, La Jolla, California.

Pennsylvania State University College of Agricultural Sciences Cooperative Extension. 1996. Managing Your Restored Wetland.

Plafkin, J.L., M.T. Barbour, K.D. Proter, S.K. Gross and R.M. Hughes. 1989. Rapid Bioassessment protocols for Use in Streams and Rivers: Benthic Macroinvertebrates and Fish. U.S. Environmental Protection Agency, Washington DC. Report Number EPA/444/4-89-001.

Smith, R.D., A Ammann, C. Bartoldus, and M.M. Brinson. 1995. An Approach for Assessing Wetland Functions Using Hydrogeomorphic Classification, Reference Wetlands, and Functional Indicators. Technical Report WRP-DE-9. U.S. Army Corps of Engineers, Waterways Experiment Station, Vicksburg, Mississippi.

U.S. Army Corps of Engineers. 1996. Planning Aquatic Ecosystem Restoration Monitoring Programs. IWR Report 96-R-23, <http://www.wrsc.usace.army.mil/iwr/currpt.htm>.

U.S. Department of Commerce, National Oceanic and Atmospheric Administration, National Marine Fisheries Service. 1998. Goal Setting and Success Criteria for Coastal Habitat Restoration (compilation of papers and abstracts). Office of Habitat Conservation, Silver Spring Maryland.

U.S. Environmental Protection Agency. 1998. Wetland Bioassessment Fact Sheets. EPA 843-F-98-001. U.S. Environmental Protection Agency, Washington DC.

U.S. Fish and Wildlife Service. 1980. Habitat Evaluation Procedures. ESM 102. U.S. Department of the Interior, Fish and Wildlife Service, Division of Ecological Services, Washington D.C.

Yozzo, D., J. Titre, and J. Sexton. 1996. Planning and Evaluating Restoration of Aquatic Habitats from an Ecological Perspective. IWR Report 96-EL-4. Institute for Water Resources, U.S. Army Corps of Engineers, Waterways Experiment Station, Vicksburg, Mississippi.

## DOCUMENTS ON RESTORING, ENHANCING, AND CREATING SPECIFIC WETLAND TYPES

### *Streams*

Federal Interagency Stream Restoration Working Group. 1998. Stream Corridor Restoration: Principles, Processes, and Practices. [http://www.usda.gov/stream\\_restoration/newgra.html](http://www.usda.gov/stream_restoration/newgra.html).

Petts, G. and P. Calow, eds. 1996. River Restoration. Blackwell Science, Cambridge, Massachusetts.

Riley, Ann. 1998. Restoring Streams in Cities. Island Press, Covelo, California.

### *Tidal Marshes*

Eckles, S.D., Barnard, T., Dawson, F., Goodger, T., Kimidy, K., Lynn, A., Perry, J., Reisinger, K., Rhodes, C., and R. Zepp. 1994. Mitigation Technical guidance for Chesapeake Bay Wetlands. U.S. EPA Region 3, Annapolis, Maryland.

Josselyn, M. and J. Buchholz. 1984. Marsh Restoration in San Francisco Bay. A Guide to Design and Planning. Technical Report #3, Tiburon Center for Environmental Studies, San Francisco State University, San Francisco, California.

Matthews, G.A. 1994. Technology and success in restoration, creation, and enhancement of *Spartina alterniflora* marshes in the United States, vols 1 and 2. National Oceanic and Atmospheric Administration, Coastal Ocean Office, Silver Spring, Maryland.

Pacific Estuarine Research Laboratory. 1990. A Manual for Assessing Restored and Natural Coastal Wetlands with Examples from Southern California. Report Number T-CSGCP-021. California Sea Grant Program, La Jolla, California.

Zedler, J.B. 2000. Handbook for Restoring Tidal Wetlands. CRC Press, Boca Raton, Florida.

Zedler, J.B. 1996. Tidal Wetland Restoration: A Scientific Perspective and Southern California Focus. California Sea Grant Program, La Jolla, California.

### *Seagrass Beds*

Fonseca M.S., J.W. Kenworthy, and G.W. Thayer. 1999. Guidelines for the Conservation and Restoration of Seagrasses in the U.S. and Adjacent Waters. NOAA Coastal Ocean Program Decision Analysis Series No. 12. Coastal Ocean Office, Silver Spring, MD. 222 pp.

### *Inland Wetlands*

Admiral, A.N., J.M. Morris, T.C. Brooks, J.W. Olson, M.V. Miller. 1997. Illinois Wetland Restoration and Creation Guide. Illinois Natural History Survey - Special Publication 19. Champaign, Illinois.

Allen, J.A., Keeland, B.D., Clewell, A., Kennedy, H. 1999. Guide to Bottomland Hardwood Restoration. U.S. Geological Survey.

Galatowitsch, S.M. and A.G. van der Valk. 1994. Restoring Prairie Wetlands: An Ecological Approach. Iowa State University Press, Ames, Iowa.

Wenzel, T.A. 1992. Minnesota Wetland Restoration Guide. Minnesota Board of Water and Soil Resources, Minneapolis, Minnesota.

### *Wetlands and Wildlife Habitat*

Payne, N. 1992. Techniques for Wildlife Habitat Management of Wetlands. McGraw-Hill, Inc. New York, New York.

U.S. Environmental Protection Agency. 1994. A Citizen's Guide to Wetland Restoration: Approaches to Restoring Vegetation Communities and Wildlife Habitat Structure in Freshwater Wetland Systems. U.S. EPA Region 10, Seattle, Washington.

### *Constructed Treatment Wetlands*

U.S. Environmental Protection Agency. 2000. Guiding principles for constructed treatment wetlands: providing water quality and wildlife habitats. EPA 843-B-00-003, U.S.EPA, Washington D.C.

## **APPENDIX R-II: FEDERAL FINANCIAL ASSISTANCE**

*Below is a list of some federal sources of money that may be applicable to wetland restoration projects. Be sure to contact your state environmental agencies for other sources of funding and check with some of the organizations listed in Appendix III for possible nonprofit assistance.*

### **ENVIRONMENTAL PROTECTION AGENCY**

#### **Clean Water Act State Revolving Fund**

**Purpose:** Provides grant funds to states to help them establish state revolving fund (SRF) programs. States, in turn, offer loans and other types of financial assistance from their SRFs to municipalities, individuals, and others for high-priority water quality activities.

**Projects:** While traditionally used to build or improve wastewater treatment plants, loans are also used increasingly for: agricultural, rural, and urban runoff control; wetland and estuary improvement projects; wet weather flow control (including stormwater and sewer overflows); and alternative treatment technologies.

**Assistance:** States offer loan rates that are two to four percent below market rates. Some states offer even lower interest rates to small, economically disadvantaged communities.

**Eligibility:** Municipalities, individuals, communities, citizen groups, and non-profit organizations, though each state ultimately determines eligibility.

**Address:** U.S. EPA, Office of Wastewater Management, 1300 Pennsylvania Avenue, Washington, DC 20460

**Phone:** (202) 260-7360 or (202) 260-2268

**Facsimile:** (202) 260-1827

**E-mail:** [srfinfo.group@epa.gov](mailto:srfinfo.group@epa.gov)

**Web Site:** <http://www.epa.gov/OWM>

#### **Five-Star Restoration Program**

**Purpose:** To promote community-based wetland and riparian restoration projects.

**Projects:** The projects must have strong on-the-ground habitat restoration components that provides long term ecological, educational, and/or socio-economic benefits to the people and their community.

**Assistance:** Each project would ideally involve at least five partners, who are expected to contribute funding, land, technical assistance, workforce support, or other in-kind services that match EPA's contribution which amounts to about \$10,000 on the average per project.

**Eligibility:** Partners may include citizen volunteer organizations, corporations, private landowners, local conservation organizations, youth groups, charitable foundations, and other federal, state, tribal agencies and local governments.

**Address:** Five-Star Restoration Program, US EPA, Wetlands Division (4502F), 100 Pennsylvania Ave., N.W., Washington, DC 20460

**Phone:** (202) 260-8076



Facsimile: (202) 260-2356  
E-mail: [pai.john@epa.gov](mailto:pai.john@epa.gov)  
Web Site: <http://www.epa.gov/owow/wetlands/restore/5star/>

Nonpoint Source Implementation Grants (319 Program)

Purpose: To help States, Territories, and Tribes develop and implement programs to prevent and control nonpoint source pollution, such as creating constructed wetlands to clean-up urban runoff and agricultural wastes.

Projects: State, Territories, and Tribes receive grant money (and may then provide funding and assistance to local groups) to support a wide variety of activities, such as technical assistance, financial assistance, technical programs, education, training, technology transfer, demonstration projects (e.g. best management practices), and monitoring specific to nonpoint source implementation.

Assistance: Grants are first awarded to state agencies. Local organizations can then apply for grants through the agencies, but they must provide 40 percent of the total project or program cost as non-federal dollars.

Eligibility: State, local, and tribal governments, nonprofit and local organizations, etc. (check with your state contact).

Address: U.S. EPA, Office of Wetlands, Oceans, and Watersheds, 1300 Pennsylvania Avenue, Washington, DC 20460

Phone: (202) 260-7100

Facsimile: (202) 260-7024

E-mail: [ow-general@epa.gov](mailto:ow-general@epa.gov)

Web Site: <http://www.epa.gov/owow/NPS>

*DEPARTMENT OF AGRICULTURE (USDA)*  
*USDA - Forest Service*

Taking Wing

Purpose: To create and enhance partnerships in the management of wetland ecosystems for waterfowl and wetland wildlife, while providing a variety of compatible recreational opportunities on National Forest System lands.

Projects: Focus towards on-the-ground wetland enhancement and restoration, although some projects include assessment and analysis components. Example: restoration of 100 acres in the Columbia River Scenic Area.

Assistance: Funds are allocated to Forest Service units through internal budget process.

Eligibility: Non-federal entities and individuals - projects must be on National Forest System lands or provide benefits to those lands.

Address: Cynthia Ragland, One Waterfowl Way, Memphis, TN 38120

Phone: (901) 758-3722

Facsimile: (901) 758-3850  
E-mail: [cragland@ducks.org](mailto:cragland@ducks.org)  
Web Site: <http://www.fs.fed.us/outdoors/wildlife>

*USDA - Farm Service Agency*

Conservation Reserve Program

Purpose: To establish long-term resource-conserving covers on eligible cropland to conserve soil, water, and wildlife.

Projects: Voluntary program where landowners receive rental payments or enter into a cost-share restoration agreement, while maintaining private ownership, to plant cover on marginal cropland.

Assistance: Three options: 1) receive annual rental payments of up to \$50,000/year; 2) receive payment of up to 50% of cost to establish cover; 3) receive payment of up to 25% of cost for wetland hydrology restoration. Contracts are typically 10-15 years in length.

Eligibility: Individuals, states, local governments, tribes, or any other entity who owns private land for at least 1 year that is: either cropland planted with a crop in 2 of the last 5 crop years or marginal cropland that is enrolled in the Water Bank program or suitable to be used as a riparian buffer. Also, the land must be either highly erodible land, a cropped wetland, be devoted to highly beneficial environmental practices, subject to scour erosion, located in a CRP priority area, or be a cropland associated with or surrounding non-cropped wetlands.

Address: Contact your local or state Farm Service Agency office (see “<http://www.fsa.usda.gov/dapdfo/>”); otherwise: Department of Agriculture, Farm Service Agency, Conservation Reserve Program Specialist, Stop 0513, Washington, D.C. 20250-0513

Phone: (202) 720-6221

Facsimile: n/a

E-mail: [info@fsa.usda.gov](mailto:info@fsa.usda.gov)

Web Site: <http://www.fsa.usda.gov/pas/publications/facts/pubfacts.htm>

*USDA - Natural Resources Conservation Service*

Conservation Technical Assistance

Purpose: To assist land-users, communities, units of state and local government, and other federal agencies in planning and implementing conservation systems.

Projects: Projects that reduce erosion, improve soil and water quality, improve and conserve wetlands, enhance fish and wildlife habitat, improve air quality, improve pasture and range condition, reduce upstream flooding, and improve woodlands

Assistance: Technical assistance available to land users who voluntarily applying conservation and to those who must comply with local or state laws and regulations, such as the wetland

(Swampbuster) provisions of the 1985 Food Security Act and the wetlands requirements of Section 404 of the Clean Water Act.

Eligibility: Individual landusers, communities, conservation districts, and other units of State and local government and Federal agencies.

Address: Contact your local or state National Resources Conservation Service office (see “<http://www.ncg.nrcs.usda.gov/perdir.html>”); otherwise: Department of Agriculture, National Resources Conservation Service, P.O. Box 2890, Washington, D.C. 20013

Phone: (202) 720-4527

Facsimile: n/a

E-mail: n/a

Web Site: <http://www.nrcs.usda.gov/NRCSProg.html>

#### Emergency Watershed Protection Program

Purpose: To protect lives and property threatened by natural disasters such as floods, hurricanes, tornados, and wildfires.

Projects: Examples: Clearing debris from clogged waterways, restoring vegetation, stabilizing river banks, restoring wetland flood retainers.

Assistance: Funds cover up to 75% of costs to restore the natural function of a watershed. Another option is to offer land for a floodplain easement that would permanently restore the hydrology of the natural floodplain as an alternative to traditional attempts to restore damaged levees, lands, and structures. Funds can cover up to 100% of the agricultural value of the land, costs associated with environmental measures taken, and costs associated with establishing the easement. A sponsor must assist you in applying for assistance. Sponsors can be any legal subdivision of state, local, or tribal governments, including soil conservation districts, U.S. Forest Service, and watershed authorities.

Eligibility: Owners, managers, and users of public, private, or tribal lands if their watershed area has been damaged by a natural disaster.

Address: Contact your local or state National Resources Conservation Service office (see “<http://www.ncg.nrcs.usda.gov/perdir.html>”); otherwise: Department of Agriculture, National Resources Conservation Service, Watersheds and Wetlands Division, P.O. Box 2890, Washington, D.C. 20013

Phone: See above

Facsimile: n/a

E-mail: n/a

Web Site: <http://www.nhq.nrcs.usda.gov/CCS/ewpFs.html>

#### Environmental Quality Incentives Program

Purpose: To install or implement structural, vegetative, and management practices in priority areas.

Projects: Conservation practices, such as grassed waterways, filter strips, manure management facilities, capping abandoned wells, and other practices important to improving and

maintaining water quality and the general health of natural resources in the area; and land management practices such as nutrient management, manure management, integrated pest management, irrigation water management, and wildlife habitat management.

- Assistance: Cost sharing may pay up to 75 percent of the costs of certain conservation practices. Incentive payments may also be made to encourage a producer to perform land management practices for up to three years. Offers 5-10 year contracts. Maximum of \$10,000 per person per year and \$50,000 for the length of the contract.
- Eligibility: Eligibility is limited to persons who are engaged in livestock or agricultural production, excluding most large confined livestock operations.
- Address: Contact your local or state National Resources Conservation Service office (see “<http://www.ncg.nrcs.usda.gov/perdir.html>”); otherwise: Department of Agriculture, National Resources Conservation Service, P.O. Box 2890, Washington, D.C. 20013
- Phone: (202) 720-1873 or (202) 720-1845
- Facsimile: n/a
- E-mail: n/a
- Web Site: <http://www.nhq.nrcs.usda.gov/OPA/FB96OPA/eqipfact.html>

#### Watershed Protection and Flood Prevention

- Purpose: Works through local government sponsors to help participants voluntarily plan and install watershed-based projects on private lands.
- Projects: Projects include watershed protection, flood prevention, erosion and sediment control, water supply, water quality, fish and wildlife habitat enhancement, wetlands creation and restoration, and public recreation in watersheds of 250,000 or fewer acres.
- Assistance: Provides technical and financial assistance. Funds can cover 100% of flood prevention construction costs, 50% of costs associated with agricultural water management, recreation and fish and wildlife, and none of the costs for other municipal and industrial water management.
- Eligibility: Local or state agency, county, municipality, town or township, soil and water conservation district, flood prevention or flood control district, tribe or tribal organization, or nonprofit agency with authority to carry out, maintain, and operate watershed improvement works.
- Address: Contact your local or state National Resources Conservation Service office (see “<http://www.ncg.nrcs.usda.gov/perdir.html>”); otherwise: Department of Agriculture, National Resources Conservation Service, Watersheds and Wetlands Division, P.O. Box 2890, Washington, D.C. 20013
- Phone: (202) 720-3527
- Facsimile: n/a
- E-mail: n/a
- Web Site: <http://www.nrcs.usda.gov/NRCSProg.html>

### Wetlands Reserve Program

Purpose:	Protect and restore wetlands, riparian areas and buffer zones.
Projects:	Voluntary program where landowners may sell a conservation easement or enter into a cost-share restoration agreement, while maintaining private ownership.
Assistance:	Three options: 1) permanent easement - USDA purchases easement (payment will be the lesser of: the agricultural value of the land, an established payment cap, or an amount offered by the landowner) and pays 100% of restoration costs; 2) 30-year easement - USDA pays 75% of what would be paid for permanent easement and 75% of restoration costs; 3) restoration cost share agreement - 10-year minimum agreement to restore degraded habitat where USDA pays 75% of restoration costs.
Eligibility:	Individuals, states, local governments, tribes, or any other entity who owns private land. The land must be owned for at least 1 year and be restorable and suitable for wildlife.
Address:	Contact your local or state National Resources Conservation Service office (see “ <a href="http://www.ncg.nrcs.usda.gov/perdir.html">http://www.ncg.nrcs.usda.gov/perdir.html</a> ”); otherwise: Department of Agriculture, National Resources Conservation Service, Watersheds and Wetlands Division, P.O. Box 2890, Washington, D.C. 20013
Phone:	(202) 690-0848
Facsimile:	n/a
E-mail:	RMisso@usda.gov
Web Site:	<a href="http://www.nhq.nrcs.usda.gov/OPA/FB96OPA/WetRule.html">http://www.nhq.nrcs.usda.gov/OPA/FB96OPA/WetRule.html</a> or <a href="http://www.nhq.nrcs.usda.gov/OPA/FB96OPA/WRPfact.html">http://www.nhq.nrcs.usda.gov/OPA/FB96OPA/WRPfact.html</a> (fact sheet)

### Wildlife Habitat Incentives Program

Purpose:	To develop and improve fish and wildlife habitat on private lands.
Projects:	Participants prepare a wildlife habitat development plan in consultation with the local conservation district. The plan describes the landowner's goals for improving wildlife habitat, includes a list of practices and a schedule for installing them, and details the steps necessary to maintain the habitat for the life of the agreement.
Assistance:	Technical assistance and cost-share agreements where NRCS pays up to 75% of cost of installing wildlife practices. Typically 5-10 year contracts.
Eligibility:	Must own or have control of the land and cannot have it enrolled in other programs with a wildlife focus, such as the Wetlands Reserve Program, or use the land for mitigation. Other restrictions may apply.
Address:	Contact your local or state National Resources Conservation Service office (see “ <a href="http://www.ncg.nrcs.usda.gov/perdir.html">http://www.ncg.nrcs.usda.gov/perdir.html</a> ”); otherwise: Department of Agriculture, National Resources Conservation Service, P.O. Box 2890, Washington, D.C. 20013
Phone:	(202) 720-3534
E-mail:	n/a
Web Site:	<a href="http://www.nhq.nrcs.usda.gov/OPA/FB96OPA/WhipFact.html">http://www.nhq.nrcs.usda.gov/OPA/FB96OPA/WhipFact.html</a>

*DEPARTMENT OF INTERIOR (DOI)*  
*DOI - Fish and Wildlife Service*

Coastal Program

Purpose: To conserve healthy coastal ecosystems for the benefit of fish, wildlife, and people.

Projects: Examples of protection include use of conservation easements and fee title acquisition to protect relatively pristine coastal wetlands, salt marshes, prairies, dunes, bottomland hardwood forests, and riparian areas. Examples of coastal habitat restoration include: reintroduction of tidal flow to formerly-diked mud flat and salt marsh habitat, planting of native vegetation (including submerged aquatic grasses), control and monitoring of exotic invasive species, fencing to restore riparian salmon spawning habitat, and removal or retrofit of small dams and culverts to allow for passage of anadromous fish in coastal streams and estuaries.

Assistance: Technical and financial assistance is available. The program focuses exclusively on coastal watersheds. It applies an ecosystem-level approach to resolving resource problems, and targets efforts for a strategic (rather than opportunistic) approach. The program is a non-regulatory, pro-active program that relies on voluntary partnership building. Partners include other federal and state agencies, local and tribal governments, businesses, conservation organizations, and private landowners. Matching grants are also awarded annually, on a competitive basis. States that border the Atlantic, the Gulf of Mexico, Pacific and Great Lakes are eligible to apply for grants. The one exception is the State of Louisiana, which has its own coastal wetlands program. Trust Territories and Commonwealths of the United States are also eligible for grants.

Eligibility: The Coastal Program funds projects on private and public lands.

Address: Department of Interior, U.S. Fish and Wildlife Service, Division of Fish and Wildlife Management Assistance and Habitat Restoration, 4401 N. Fairfax Drive, Room 400, Arlington, VA 22203. National, regional, and state contacts are listed at <http://www.fws.gov/cep/coastweb.html>

Phone: 703/358-2201

Fascimile: 703/358-2232

Web Site: <http://www.fws.gov/cep/coastweb.html>

Jobs in the Woods Watershed Restoration Program

Purpose: Provides funding to support watershed restoration projects in timber-dependent communities within the range of the northern spotted owl through the Northwest Forest Plan (NWFP). The NWFP was created to offset impacts of economic losses to communities in CA, OR and WA, resulting from reductions in timber harvest.

Projects: Program funds are to support watershed restoration projects, including: instream habitat restoration, fish passage improvements, fish screen installation, riparian and wetland habitat restoration, and upland forest restoration, on non-federal lands, while employing

workers from timber dependent communities to conduct project work. Projects are focused on implementing habitat improvements to benefit federally listed, proposed or candidate species, under the ESA.

- Assistance: The Service provides the grants and assists applicants with obtaining permits and complying with federal laws, including the ESA, NEPA, NHPA, and the Clean Water Act. Most funded projects involve grants of under \$100,000.
- Eligibility: Projects must occur on non-federal lands. Non-profit organizations, individuals, private businesses, Native American tribes and state and local governments are eligible.
- Address: U.S. Fish and Wildlife Service, Arcata FWO; Jobs in the Woods Watershed Restoration Program; 1125 16<sup>th</sup> Street, Room 209; Arcata, CA 95521.
- Phone: (707) 822-7201
- Facsimile: (707) 822-8136
- Web Site: <http://www.ccfwo.r1.fws.gov/jitw>

#### North American Wetlands Conservation Act Grant Program

- Purpose: To promote long-term conservation of North American wetland ecosystems and the wildlife that depend on them.
- Projects: For on-the-ground wetland and wetland-associated acquisition, creation, enhancement, and/or restoration.
- Assistance: Regular Grant Program (over \$50k) and Small Grant Program (\$50k or less)
- Eligibility: Must form public-private sector partnerships and match grant funds 1:1 with U.S. non-Federal dollars.
- Address: Department of Interior, U.S. Fish and Wildlife Service, North American Waterfowl and Wetlands Office, 4401 N. Fairfax Drive, Room 110, Arlington, VA 22203 (Attn: specify which grant program you are interested in)
- Phone: (703)358-1784
- Facsimile: (703)358-2282
- E-mail: [R9ARW\\_NAWWO@MAIL.FWS.GOV](mailto:R9ARW_NAWWO@MAIL.FWS.GOV)
- Web Site: <http://www.fws.gov/r9nawwo/nawcahp.html>

#### Partners for Fish and Wildlife Program

- Purpose: To conserve, protect, and enhance fish and wildlife and their habitats
- Projects: Examples of voluntary habitat restoration: restoring wetland hydrology, planting native trees and shrubs, planting native grasslands, installing fencing and off-stream livestock watering facilities, removal of exotic plants and animals, prescribed burning, reconstruction of in-stream aquatic habitat.
- Assistance: Financial and technical assistance available. The landowner may perform the restoration and be reimbursed directly for some or all of his or her expenses, the Service may hire a contractor to complete the work, or the Service may complete the work itself. While not a program requirement, a dollar-for-dollar cost share is sought on a project-by-project basis. In some states where the program is very popular,

however, a 50:50 cost share is required. Partners for Fish and Wildlife funds are not used to purchase or lease real property interest or to make rental or other incentive payments to landowners. Minimum 10-year contract.

Eligibility: Although the primary partners are private landowners, anyone interested in restoring and protecting wildlife habitat on private or tribal lands can get involved in the Partners for Fish and Wildlife Program, including other federal, state and local agencies, private organizations, corporations, and educational institutions.

Address: Contact your state office for assistance. National, regional and state contacts are listed at <http://www.fws.gov/r9dhcpfw/CONTACTS/altcont.html>; U.S. Fish and Wildlife Service, Division of Fish and Wildlife Management Assistance and Habitat Restoration, 4401 N. Fairfax Drive, Room 400, Arlington, VA 22203

Phone: (703) 358-2161

Facsimile: (703) 358-2232

Web Site: <http://www.fws.gov/r9dhcpfw/>

#### *NATIONAL OCEANIC AND ATMOSPHERIC ADMINISTRATION (NOAA)*

##### *NOAA - National Marine Fisheries Service*

#### NOAA Community-Based Restoration Program

Purpose: To restore marine fish habitat by fostering partnerships with local communities

Projects: Community-based restoration efforts that benefit marine fish habitat (including coastal wetlands and anadromous fish streams)

Assistance: Small grants available - should be developed in partnership with local National Marine Fisheries Service office

Eligibility: non-profits, state and local agencies, tribes

Address: National Marine Fisheries Service, Office of Habitat Conservation, Restoration Division, 1315 East-West Highway, Silver Spring, MD 20910.

Phone: (301) 713-0174

Facsimile: (301) 713-0184

E-mail: [chris.doley@noaa.gov](mailto:chris.doley@noaa.gov) or [robin.bruckner@noaa.gov](mailto:robin.bruckner@noaa.gov)

Web Site: <http://www.nmfs.gov/habitat/restoration>

#### *ARMY CORPS OF ENGINEERS (CORPS)*

##### *CORPS--Civil Works Directorate*

#### Planning Assistance to States Program, Section 22 of the Water Resources Development Act

Purpose: To allow the Corps of Engineers to perform technical studies for management of water and related land resources to help states and Indian tribes deal with their water resources problems. The program is limited to a maximum of \$500,000 per state or tribe in any year.



Projects: Typical activities studied under this Program are flood damage reduction, water resources development, water supply, water conservation, water quality, erosion, wetlands evaluation, and navigation.

Assistance: This is not a grant program. The local sponsor of the study shares in the cost of the study.

Eligibility: Studies are initiated based on requests to the appropriate Corps of Engineers District office by the local sponsor.

Example: In Louisiana, Section 22 funds were used to cost-share in a study to plan and design a hiking/biking/recreation trail compatible with existing levee systems and other floodplain improvements. The local sponsor then implemented the trail design using non-Federal funding sources.

Address: Contact your local district office of the Army Corps of Engineers.

Phone: n/a

Facsimile: n/a

Email: n/a

Website: <http://www.usace.army.mil/>

#### Beneficial Uses of Dredged Material, Section 204 of the Water Resources Development Act

Purpose: To allow the Secretary of the Army to carry out projects for the protection, restoration, and creation of aquatic and ecologically related habitats, including wetlands, in connection with dredging for construction, operation, or maintenance by the Secretary of an authorized navigation project.

Projects: Work must be for the protection, restoration and creation of aquatic and ecologically related habitat, including wetlands. Examples include: placement in subsiding wetlands to re-establish necessary elevations for vegetation, additions to offshore islands to re-establish submerged areas and nesting habitat, filling deep holes to re-establish wetlands.

Assistance: This is not a grant program. A local sponsor, a governmental entity, must partner with the Corps. The non-federal share is 25% of the costs in excess of the costs necessary to carry out the dredging for the authorized navigation project.

Eligibility: Studies are initiated based on request to the appropriate Corps of Engineers District office by the local sponsor.

Example: Battery Island Bird Habitat Preservation, Cape Fear River, North Carolina. Battery Island is owned by the State of North Carolina and administered by the North Carolina Division of Parks and Recreation. The Ecosystem Restoration Project will protect 10 acres of upland nesting habitat for colonial waterbirds from further erosion. The project will also restore 5.5 acres of valuable colonial waterbird nesting habitat by placement of dredged material obtained from periodic dredging of the adjacent Wilmington Harbor navigation project.

Address: Contact your local district office of the Army Corps of Engineers.  
Phone: n/a  
Facsimile: n/a  
Email: n/a  
Website: <http://www.usace.army.mil/>

Aquatic Ecosystem Restoration, Section 206 of the Water Resources Development Act

Purpose: To allow the Corps to carry out aquatic ecosystem restoration projects that will improve the quality of the environment, are in the public interest and are cost-effective.

Projects: Work has to be related to aquatic restoration. Examples include reforestation of bottomland hardwoods, modification of stream channels to stabilize channels, while introducing complexity and fish habitat, riparian re-vegetation, improvement of fish passage, which may include dam removal, re-establishing submerged vegetation, restoration of reclaimed land, restoration of wetlands.

Assistance: A non-federal sponsor, a public entity, must partner with the Corps. The non-Federal share is 35% of the total project cost, including study phase cost. The non-Federal sponsor is also responsible for 100% of the operation, maintenance, repair and rehabilitation cost.

Eligibility: Studies are initiated based on request to the appropriate Corps District Office by the non-Federal sponsor.

Example: At the Ladd Marsh Wildlife Area, 6 miles southeast of LaGrande, Oregon, the State of Oregon teamed with the Corps to restore the meandering pattern and riparian vegetation of an approximately 4,000-foot section of Ladd Creek and a 2,000-foot section of Barney Creek. This project enhances habitat for resident rainbow trout as well as the steelhead trout, which is listed under the Endangered Species Act for protection in the entire Snake River Basin.

Address: Contact your local district office of the Army Corps of Engineers.  
Phone: n/a  
Facsimile: n/a  
Email: n/a  
Website: <http://www.usace.army.mil/>

*Other Funding Source Documents:*

“Catalog of Federal Domestic Assistance”. Published biannually by General Services Administration. <http://aspe.os.dhhs.gov/cfda>, (202) 708-5126.

“Catalog of Federal Funding Sources for Watershed Protection, 2<sup>nd</sup> Edition” (1999). EPA’s Watershed Academy, Office of Water, Publication No. EPA 841-B-99-003. <http://www.epa.gov/OWOW/watershed/wacademy/fund.html>, National Center for Environmental Publications and Information (NCEPI), (800) 490-9198.

“Environmental Grantmaking Foundations”. Published annually by Resources for Global Sustainability, Inc. <http://home.eznet.net/~rgs>, (716) 473-3090.

“Exploring Wetlands Stewardship- A Reference Guide for Assisting Washington Landowners” (1996). Washington State Department of Ecology Publication No. 96-120. <http://www.wa.gov/ecology/sea/shorelan.html>, (360) 407-7472.

“Financing Clean Water Action Plan Activities” (1998), EPA Clean Water Act State Revolving Fund Branch, Office of Water. [www.epa.gov/owm/finan.htm](http://www.epa.gov/owm/finan.htm), (202) 260-2036.

“Funding for Habitat Restoration Projects” Citizen’s Guide: A Compendium of Current Federal Programs with Fiscal Year 1996–1998 Funding Levels”. Restore America’s Estuaries. <http://www.estuaries.org/funding.html> or e-mail: [raecoalition@estuaries.org](mailto:raecoalition@estuaries.org)

“A Guidebook of Financial Tools” (1997). Environmental Finance Center Network and the Environmental Financial Advisory Board. <http://www.epa.gov/efinpage/guidebk/guindex.htm> or e-mail: [mcprouty.timothy@epa.gov](mailto:mcprouty.timothy@epa.gov)

“Landowners Guide to Voluntary Wetland Programs in Arkansas”, Arkansas Game and Fish Commission. [http://www.mawpt.org/MAWPT\\_Products/](http://www.mawpt.org/MAWPT_Products/) or (501) 223-6300.

“Landowning Colorado Style”, Colorado Association of Soil Conservation Districts, (303) 232-6242.

“Living with Michigan’s Wetlands: A Landowner’s Guide”. Tipp of the Mitt Watershed Council, (616) 347-1181.

“Ohio Wetlands”. National Audubon Society's Great Lakes Regional Office, (614) 224-3303.

“Options for Wetland Conservation: A Guide for California Landowners”. California Resources Agency. [www.ceres.ca.gov/wetlands/introduction/opt\\_guide.html](http://www.ceres.ca.gov/wetlands/introduction/opt_guide.html) or (916) 653-5656.

“The Oregon Wetlands Conservation Guide: Voluntary Wetlands Stewardship Options for Oregon’s Private Landowners” (1995). Oregon Wetlands Conservation Alliance. Contact Oregon Department of Agriculture, Natural Resources Division at (503) 292-9451.

“Private Landowner’s Wetlands Assistance Guide: Voluntary Options for Wetlands Stewardship in Maryland” (1992). Contact EPA Region III at (215) 566-2718.

“A State and Local Government Guide to Environmental Program Funding Alternatives” (1994). EPA document #EPA 841-K-94-001, Office of Water.

“Wetland and Riparian Stewardship in Pennsylvania: A Guide to Voluntary Options for Landowners, Local Governments and Organizations” (1997). Alliance for the Chesapeake Bay. Contact the Bureau of Watershed Conservation, Pennsylvania Department of Environmental Protection, (717) 236-8825.

“Wetlands Assistance Guide for Landowners (in Texas)”. Texas Parks and Wildlife.  
*<http://www.tpwd.state.tx.us/conservation/wetlands/wetintro.htm>* or (512) 389-4328.

### APPENDIX R-III: ORGANIZATIONS, WEB SITES, AND TRAINING OPPORTUNITIES

*Below is a list of sources of assistance and information on wetland restoration. It is not a comprehensive list, but is a good introduction to what is available.*

#### Nonprofit Organizations:

NAME	CONTACT INFORMATION
Association of State Floodplain Managers	2809 Fish Hatchery Road, Suite 204 Madison, WI 53711, (608)274-0123, <a href="http://www.floods.org/">http://www.floods.org/</a> <a href="mailto:asfpm@floods.org">asfpm@floods.org</a>
Association of State Wetland Managers	PO Box 269, Berne, NY 12023-9746 (518)872-1804, <a href="http://www.aswm.org/">http://www.aswm.org/</a> <a href="mailto:aswm@aswm.org">aswm@aswm.org</a>
Ducks Unlimited, Inc.	One Waterfowl Way, Memphis, Tennessee, USA 38120 1(800)45DUCKS, <a href="http://www.ducks.org/">http://www.ducks.org/</a> <a href="mailto:conserv@ducks.org">conserv@ducks.org</a>
Environmental Law Institute	1616 P St., NW, Suite 200 Washington, DC 20036, (202)939-3800 <a href="http://www.eli.org/">http://www.eli.org/</a> , <a href="mailto:widholm@eli.org">widholm@eli.org</a>
Estuarine Research Federation	<a href="http://www.erf.org/">http://www.erf.org/</a> , <a href="mailto:webmaster@edf.org">webmaster@edf.org</a>
Izaak Walton League of America	707 Conservation Lane, Gaithersburg, MD 20878, (800)BUG-IWLA (284-4952), <a href="http://www.iwla.org/">http://www.iwla.org/</a> <a href="mailto:general@iwla.org">general@iwla.org</a>
Native American Fish and Wildlife Society	750 Burbank Street, Broomfield, CO 80020, (303) 466-1725, <a href="http://www.nafws.org/index/html">www.nafws.org/index/html</a>
Soil and Water Conservation Society	7515 NE Ankeny Road, Ankeny, Iowa 50021, (515)289-2331, <a href="http://www.swcs.org">http://www.swcs.org</a>
Society for Ecological Restoration	1207 Seminole Highway Madison WI 53711 USA, (608)262-9547, <a href="http://ser.org/">http://ser.org/</a> , <a href="mailto:ser@vms2.macc.wisc.edu">ser@vms2.macc.wisc.edu</a>

Society of Wetland Scientists	P.O. Box 1897, Lawrence, Kansas 66044-8897, 1(800)627-0629, <a href="http://www.sws.org/">http://www.sws.org/</a> , <a href="mailto:sws@allenpress.com">sws@allenpress.com</a>
Terrene Institute	4 Herbert Street, Alexandria, VA 22305, (703)548-5473, <a href="http://www.e2b2.com/index.ht">http://www.e2b2.com/index.ht</a> , <a href="mailto:terrinst@aol.com">terrinst@aol.com</a>
Water Environment Federation	601 Wythe Street, Alexandria, VA 22314-1994 USA, 1(800)666-0206, <a href="http://www.wef.org/">http://www.wef.org/</a> , <a href="mailto:msc@wef.org">msc@wef.org</a>

Federal Agency Web Sites:

AGENCY	INTERNET ADDRESS
Army Corps of Engineers	<a href="http://www.usace.army.mil/">http://www.usace.army.mil/</a>
Bureau of Reclamation	<a href="http://www.usbr.gov/">http://www.usbr.gov/</a>
Bureau of Land Management	<a href="http://www.blm.gov/">http://www.blm.gov/</a>
Council on Environmental Quality	<a href="http://www.whitehouse.gov/CEQ/About.html">http://www.whitehouse.gov/CEQ/About.html</a>
Department of Agriculture	<a href="http://www.usda.gov/">http://www.usda.gov/</a>
Environmental Protection Agency's Office of Wetlands, Oceans and Watersheds	<a href="http://www.epa.gov/OWOW/wetlands/restore">http://www.epa.gov/OWOW/wetlands/restore</a>
Farm Service Agency	<a href="http://www.fsa.usda.gov/pas/default.asp">http://www.fsa.usda.gov/pas/default.asp</a>
Fish and Wildlife Service	<a href="http://www.fws.gov/">http://www.fws.gov/</a>
Forest Service	<a href="http://www.fs.fed.us/">http://www.fs.fed.us/</a>
Geological Survey	<a href="http://www.usgs.gov/">http://www.usgs.gov/</a>
National Oceanic and Atmospheric Administration, National Marine Fisheries Service	<a href="http://www.nmfs.noaa.gov/habitat/habitatprotection/wetlands.htm">http://www.nmfs.noaa.gov/habitat/habitatprotection/wetlands.htm</a>  <a href="http://www.nmfs.noaa.gov/habitat/restoration/">http://www.nmfs.noaa.gov/habitat/restoration/</a>

National Park Service	<a href="http://www.nps.gov/">http://www.nps.gov/</a>
Natural Resources Conservation Service	<a href="http://www.nrcs.usda.gov/">http://www.nrcs.usda.gov/</a>
Office of Surface Mining	<a href="http://www.osmre.gov/osm.htm">http://www.osmre.gov/osm.htm</a>
State Department's Bureau of Oceans and International Environmental and Scientific Affairs	<a href="http://www.state.gov/www/global/oes/">http://www.state.gov/www/global/oes/</a>

Other Web Sites:

DESCRIPTION	INTERNET ADDRESS
Better Wetlands: More Than a Dozen Ideas to Improve Restored Wetlands for Wildlife and Personal Enjoyment (U.S. Natural Resources Conservation Service)	<a href="http://www.ia.nrcs.usda.gov/enhance/bwtoc.html">http://www.ia.nrcs.usda.gov/enhance/bwtoc.html</a>
Do Created Wetlands Replace the Wetlands that are Destroyed? (U.S. Geological Survey)	<a href="http://www.dwidm.dn.er.usgs.gov/widocs/wetlands/FS_246-96.html">http://www.dwidm.dn.er.usgs.gov/widocs/wetlands/FS_246-96.html</a>
Evaluation of Restored Wetlands in the Prairie Pothole Region	<a href="http://www.NPWRC.USGS.GOV/wetland/">http://www.NPWRC.USGS.GOV/wetland/</a>
Monitoring Water Quality Web Page: Resources for Volunteer Monitors (USEPA)	<a href="http://www.epa.gov/OWOW/monitoring/">http://www.epa.gov/OWOW/monitoring/</a>
"Riverine Wetlands: Succession and Restoration" - bibliography and abstracts of scientific articles, dissertations and books (University of Lyon, France)	<a href="http://limnologie.univ-lyon1.fr/htdocs_limno/publications.html">http://limnologie.univ-lyon1.fr/htdocs_limno/publications.html</a>
Stream Corridor Restoration: Principles, Practices, and Processes (Interagency)	<a href="http://www.usda.gov/stream_restoration/">http://www.usda.gov/stream_restoration/</a>
Volunteer Estuary Monitoring (USEPA)	<a href="http://earth1.epa.gov/OWOW/monitoring/volunteer/estuary/index.html">http://earth1.epa.gov/OWOW/monitoring/volunteer/estuary/index.html</a>
Wetland Bioassessment Fact Sheets (USEPA)	<a href="http://www.epa.gov/owow/wetlands/wqual/bio_fact/">http://www.epa.gov/owow/wetlands/wqual/bio_fact/</a>
Wetland Creation and Restoration: The Status of the Science (USEPA)	<a href="http://www.epa.gov/OWOW/wetlands/kusler.html">http://www.epa.gov/OWOW/wetlands/kusler.html</a>

Wetland Research: Restoring the Balance (LWRRDC)	<a href="http://www.ramsar.org/wurc_library_research.html">http://www.ramsar.org/wurc_library_research.html</a>
WES Environmental Laboratory - Wetlands (US Army Corps of Engineers)	<a href="http://www.wes.army.mil/el/wetlands/wetlands.html#wrtc">http://www.wes.army.mil/el/wetlands/wetlands.html#wrtc</a>

#### Training Opportunities:

*The following are training opportunities offered by nonprofit, government, and academic organizations. There are also many private firms not listed here that have wetland training courses available.*

NAME/DESCRIPTION	CONTACT INFORMATION
Certified professional in erosion and sediment control (CPESC) - Certification training	Soil and Water Conservation Society 7515 NE Ankeny Road, Ankeny, IA 50021 (515) 289-2331 ext.17, <a href="http://www.swcs.org/cpesc.html">http://www.swcs.org/cpesc.html</a> , <a href="mailto:pamd@swcs.org">pamd@swcs.org</a>
Desert research institute water resources center - Courses available	Water Resources Center, Desert Research Institute, P.O. Box 60220, Reno, NV 89506-0220, USA, (702)673-7300, <a href="http://www.dri.edu">http://www.dri.edu</a> , <a href="mailto:wwwwrc@dri.edu">wwwwrc@dri.edu</a>
Interagency training opportunities and non-government training partners - Internet training list (hot links to natural resources training web pages)	Bureau of Land Management National Training Center, 9828 N 31st Ave, Phoenix, AZ 85051, USA, (602)906-5500 <a href="http://www.ntc.blm.gov/partner.html">http://www.ntc.blm.gov/partner.html</a>
Izaak Walton League's Save Our Streams program training workshops - Short workshops (volunteer wetlands and streams monitoring, quality assurance, restoration)	Save Our Streams, Izaak Walton League of America, 707 Conservation Lane, Gaithersburg, MD 20878, USA, (301)548-0150, <a href="http://www.iwla.org/">http://www.iwla.org/</a> , <a href="mailto:sos@iwla.org">sos@iwla.org</a>
Mid-Atlantic interagency wetland training - Free courses (delineation, plants, soils, hydrology)	(215)814-2718, <a href="mailto:spagnolo.ralph@epa.gov">spagnolo.ralph@epa.gov</a>



NAME/DESCRIPTION	CONTACT INFORMATION
Society of Wetland Scientists professional certification program	SWS Professional Certification Program, P. O. Box 1897, 810 East 10th Street, Lawrence, KS 66044-8897 USA, 1(800)627-0629, <a href="http://www.wetlandcert.org/">http://www.wetlandcert.org/</a> , <a href="mailto:swscertif@allenpress.com">swscertif@allenpress.com</a>
U.S. Department of Agriculture (Natural Resources Conservation Service) training workshops on water quality monitoring - Free	Bruce Newton, National Water and Climate Center, USDA Natural Resources Conservation Service, 101 SW Maine Street, Suite 1600, Portland, OR 97204-3224, USA, (503)414-3055, <a href="mailto:bnewton@wcc.nrcs.usda.gov">bnewton@wcc.nrcs.usda.gov</a>
U.S. Fish and Wildlife Service's National Conservation Training Center (NCTC) Courses	NCTC, Rt.1, Box 166, Shepherdstown, West Virginia 25442, USA, (304)876-7445 <a href="http://www.fws.gov/r9nctc/nctc.html">http://www.fws.gov/r9nctc/nctc.html</a> , <a href="mailto:dee_butler@mail.fws.gov">dee_butler@mail.fws.gov</a>
Watershed training opportunities through The Watershed Academy - Free	Watershed Academy, U.S. Environmental Protection Agency (4503F), 401 M Street, SW, Washington, DC 20460, USA, (202)260-5368, <a href="http://www.epa.gov/owow/watershed/wacademy.htm">http://www.epa.gov/owow/watershed/wacademy.htm</a> , <a href="mailto:wacademy@epamail.epa.gov">wacademy@epamail.epa.gov</a>
Wetland Biogeochemistry Institute (delineation training and biogeochemistry Symposia)	Wetland Biogeochemistry Institute, Louisiana State University, Baton Rouge, Louisiana 70803-7511, USA, (504)388-8810, <a href="http://www.leeric.lsu.edu/">http://www.leeric.lsu.edu/</a> , <a href="mailto:wetlands@premier.net">wetlands@premier.net</a>
WETLAND program short courses at Ohio State University (wastewater treatment, delineation, mitigation)	Wetlands Program c/o William J. Mitsch, The Ohio State University, School of Natural Resources, 2021 Coffey Road, Columbus, OH 43210, USA, (614)292-9773, <a href="http://swamp.ag.ohio-state.edu/">http://swamp.ag.ohio-state.edu/</a> , <a href="mailto:mitsch.1@osu.edu">mitsch.1@osu.edu</a>

NAME/DESCRIPTION	CONTACT INFORMATION
Wetland-related academic programs and training courses - two internet listings	Society of Wetland Scientists Business Office, P.O. Box 1897, Lawrence, Kansas 66044-8897, USA, 1(800)627-0629. For academic programs - <a href="http://www.sws.org/colleges/">http://www.sws.org/colleges/</a> For training courses - <a href="http://www.sws.org/training/">http://www.sws.org/training/</a> , <a href="mailto:sws@allenpress.com">sws@allenpress.com</a> or <a href="mailto:mingst@mail.modot.state.mo.us">mingst@mail.modot.state.mo.us</a>
U.S. Army Corps of Engineers Proponent-Sponsored Engineer Corps Training (PROSPECT) environmental training courses on wetlands and restoration	<a href="http://www.wes.army.mil/el/nrrdc/train.html">http://www.wes.army.mil/el/nrrdc/train.html</a>

## **TECHNICAL APPENDICES**

# APPENDIX T-I: Societal Goals and Related Ecological Functions of Wetlands (adapted from NRC, 1995)

<i>Social Goal</i>	<i>Ecological Function</i>	<i>Ecological Effects</i>	<i>Physical Indicator*</i>	<i>Measurement Parameters</i>
Provide fish and shellfish habitat	Long-term surface water storage	Maintain base flows	Basin capacity; presence of water during fish lifecycle (hydrological regime); typical water quality; substrate to water level elevations allow water flow and retention	<ul style="list-style-type: none"> <li>* Basin volume</li> <li>* Water level changes</li> <li>* Water quality measures (temp, salinity, etc.)</li> <li>* Substrate elevations</li> <li>* Channelization patterns</li> </ul>
	Support typical communities	Food, cover abundance	Plant species diversity and richness	<ul style="list-style-type: none"> <li>* Species number, abundance</li> <li>* Species height, cover, structure</li> <li>* Growth, reproductive rates</li> </ul>
Support waterfowl and furbearers	Maintain typical plant communities	Food, nesting, cover for animals	Mature wetland vegetation; typical mosaic of plant community succession stages	<ul style="list-style-type: none"> <li>* Species number, abundance</li> <li>* Population growth parameters: breeding pairs, offspring produced, mortality, immigration/emigration</li> <li>* Sources of mortality</li> </ul>
Provide useful plants	Support typical plant communities	Maintain nutrient levels within wetland	Survival and reproduction of particular species	<ul style="list-style-type: none"> <li>* Growth, reproduction rates</li> <li>* Sustainable crop yields</li> </ul>

<i>Societal Value</i>	<i>Ecological Function</i>	<i>Ecological Effects</i>	<i>Physical Indicator</i>	<i>Measurement Parameters</i>
Maintain water quality	Retention, removal of dissolved materials	Reduced transport of nutrients	Nutrient outflow lower than inflow	<ul style="list-style-type: none"> <li>* N and P levels in incoming versus outgoing waters;</li> <li>* N and P levels in wetland sediments</li> <li>* Change in depth of peat layer</li> <li>* Analysis of heavy metals and other pollutants in soil cores</li> <li>* Change in depth of sediment layer</li> </ul>
	Accumulation of peat (organic matter)	Retain pollutants, nutrients, metals	Increase in depth of peat; presence of pollutants in peat	
	Accumulation of sediments (inorganic)	Retain sediments, some nutrients	Increase in depth of sediment	
Reduced shoreline erosion	Maintain vegetated wetland edges	Stable shoreline edges	Erosion and deposition rates typical of wetland type; lack of eroded or undercut shore; presence of stable vegetation	<ul style="list-style-type: none"> <li>* Soil loss rates from edges</li> <li>* Undercutting and down cutting changes</li> <li>* Plant loss from edges</li> </ul>
Reduced damage from floodwaters	Short-term surface water storage	Reduced down-stream flood peaks	Presence of floodplain along river corridor; wide vegetation buffer; basin capacity	<ul style="list-style-type: none"> <li>* Width of floodplain and riparian vegetation</li> <li>* Basin volume</li> </ul>
Maintain biodiversity	Maintain high water table	Support typical plant community	Presence of diverse native plant species	<ul style="list-style-type: none"> <li>* Species number, abundance, richness</li> <li>* Complete food chain</li> </ul>
	Maintain typical energy flow	Support for animal populations	High diversity of animal species	<ul style="list-style-type: none"> <li>* Few to no non-native</li> <li>* Rare and dominant species</li> <li>* Species succession</li> </ul>

\* Physical Indicators include both measurable processes and structures of the system.

## APPENDIX T-II: What makes a Wetland Unique?

Although they are varied in type and location, wetlands possess several ecological characteristics that distinguish them from upland or aquatic habitats. Wetlands are characterized by unique hydrologic, soil (substrate), and biotic conditions that set them apart from other systems. Each of these characteristics is described in detail below to provide you with a basic understanding of the ecological elements that wetland restoration, enhancement, or creation projects seek to establish.

### Hydrology and Water Quality

Wetland hydrology generally exists when an area is wet enough to result in soils that are anaerobic (depleted of oxygen) and support hydrophytic vegetation (plants that are adapted to anaerobic, waterlogged environments). The hydrological regime is typically the primary factor driving the rest of the elements of the system.

Wetland hydrology may exist at sites that are obviously flooded or at sites that are never flooded but have soils that are saturated near the surface. A site's hydrologic characteristics are the most important factors in determining what kind of wetland will exist and what functions it will perform. The hydrologic characteristics of a wetland are commonly described in terms of water depths over time, flow patterns, and duration and frequency of flooding or saturation. Some systems, such as streams, have very dynamic hydrological regimes that can be difficult to re-create. Other wetlands, such as permanent ponds or bogs, have hydrological conditions that are more static.

The presence of water on a site can be measured and illustrated with a hydrograph. A hydrograph indicates the level of water or the depth of soil saturation over the year. Figure A-1 shows the water signatures for a tidal marsh and a prairie pothole. Some wetlands have fairly stable hydrographs; however, most fluctuate based on seasonal precipitation, temperature, and evaporation.

Hydrographs for wetlands in coastal areas will be heavily influenced by tidal cycles. Inland wetland hydrographs, such as those for prairie potholes, may show the strong influence of ground water levels.

Many wetlands are dynamic and fluctuate in size during the year and between years. These natural fluctuations are the wetland's disturbance regime and this regime needs to be included in the design for your wetland site. Sites may flood on regular 2, 10, or 50 year cycles and cause significant,

Figure A-1. Hydrographs of a tidal marsh and a prairie pothole

but predictable changes in wetland size and shape. Extreme events, such as hurricanes, may have less predictable effects.

If wetland hydrology can be established at your site, there is a good chance that other wetland characteristics will develop over time. When a wetland project does not develop as planned, or does not develop into a wetland at all, it is most often because the hydrologic characteristics of the site are not what they need to be to achieve the goals. The first step in trouble-shooting wetland projects is to check the hydrologic characteristics of the site.

For many sites, establishing the proper hydrology requires the services of a hydrologist who will assess current conditions on your site, evaluate the local disturbance regime, and determine what changes are necessary to achieve the hydrological regime typical of the wetland you wish to establish.

Water contains a number of dissolved and suspended materials including nutrients (e.g., nitrogen, phosphorus, dissolved carbon), contaminants (e.g., pesticides, petroleum hydrocarbons), and other constituents (e.g., dissolved oxygen, salts, metals, suspended sediments). Some chemicals (e.g., nutrients) can be either beneficial or toxic, depending on how much is present. Water quality usually refers to how “healthy” the water is for humans, animals and plants. An aquatic area with “good” water quality has the water chemistry typical of the ecosystem and region, including the levels of dissolved oxygen, contaminants, and other constituents (nutrients, suspended sediments) that result in healthy populations of native plants and animals.

Because wetland types vary, good water quality varies from one wetland type to another. For example, significant amounts of suspended sediments are typical of good conditions for some tidal marshes because, as sediments settle out, they help to build up the marsh surface, which allows the growth of marsh vegetation. Conversely, too much suspended sediment in coastal waters can be harmful to seagrass beds because it reduces the amount of light penetrating the water to the plants. If you suspect that the water quality might be a problem, you will need to compare the water condition at your site with those at reference wetlands, i.e., sites in your region that are relatively undisturbed examples of your wetland type. This work will almost always require the expertise of a water quality specialist.

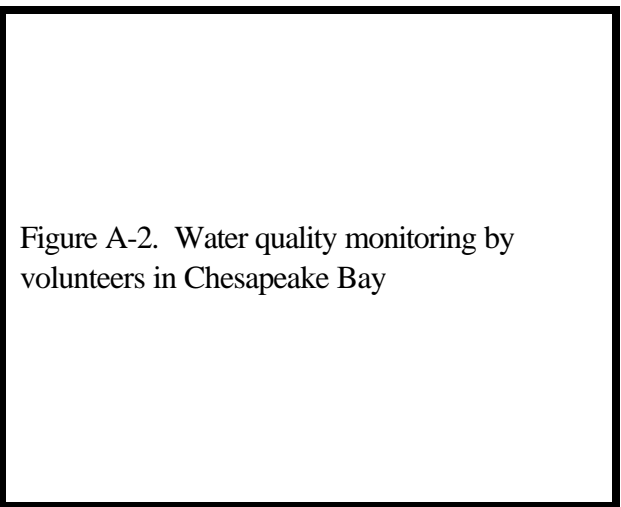


Figure A-2. Water quality monitoring by volunteers in Chesapeake Bay

### Wetland Soils and their Qualities

Wetland soils or substrates are hydric soils, meaning they are waterlogged for all or part of the year which results in anaerobic conditions. In hydric soils, water fills the air spaces between soil particles and forces the oxygen out causing soils to become anaerobic (depleted in oxygen) in the zones closest to the surface. Waterlogged, anaerobic conditions are very hostile to terrestrial plants and these conditions will quickly kill most upland species. As a result, wetlands are dominated by plants that are specifically adapted to these tough, waterlogged,

anaerobic soil conditions. When soils lose their oxygen, they change significantly in structure and chemistry which also influences the plant and animal species able to survive there.

Wetland soils come in two major types—organic and mineral. Organic soils are made up primarily of plant material, either decomposed (the soil is then called “muck”) or undecomposed (called “peat”). Mineral soils are composed primarily of non-plant material such as quartz, biotite, or calcite. Depending on the size of the soil grains, mineral soils are generally described (from largest grain size to smallest) as sand, silt, and clay. Sandy wetland soils are the most permeable, allowing water to move easily between the wetland and the groundwater, depending on the depth of the water table. Less permeable clayey soils are more likely to maintain water in the wetland even if the water table is low. Some sites have “hard pan” layers underneath them, impermeable layers of clay or rock, essential to the ecology of the wetland. These hard subsurface layers may allow water to stay ponded for much longer than would occur otherwise, resulting in unique ecosystems, such as “vernal pool” habitats.

Many wetland soils, especially organic soils such as peat, are characterized by relatively high amounts of organic carbon and nutrients, which drive the significant biological productivity of wetlands. The organic material provides energy for soil microbes to recycle nutrients and to convert nitrogen to organic forms that encourage plant growth. Of course, not all soils are naturally high in organic material or nutrients. As with other wetland elements, soil characteristics vary with the system and the region. Reference sites can provide data on typical soil conditions of the region. Soil scientists can identify hydric soils by their color and structure. Often organic, anaerobic soils are dark grey to nearly black. In more mineral soils, the chemistry of hydric soils affects minerals such as iron and manganese causing distinctive color variations.

In addition to small scale soil qualities, two large scale features of substrates are critical to restoration projects: 1) soil or substrate elevation in relationship to water levels, and 2) networks of channels to move water in and out. These features are shaped by water and their relationship to water levels is critical. Incorrect elevations and topographies are some of the most common reasons wetland restoration projects fail to achieve their goals.

Soil maps produced by the USDA Natural Resources Conservation Service are a good place to start for local soil information. Soil maps are produced for each county and provide information on the presence of hydric soils, the permeability of these soils, and their suitability as wetland habitat. However, some county maps are decades old, and most do not contain enough detail to locate small hydric “inclusions” in non-hydric soils (or vice-versa). You may need to have a professional soil scientist examine the soils at the project site, particularly if the site has been altered, to determine whether the existing soil is hydric. Determining proper soil elevations and topography, if they have been altered, is the job of hydrologists or wetland experts who deal with sediments and their transport.

### Wetland Plants

Wetland plants, or hydrophytic plants, are specifically adapted to waterlogged, anaerobic conditions. Some wetland plants grow exclusively in wetlands and are called “obligate” wetland species; others are “facultative” species as they may be found in both wetlands and drier areas. There are many types and categories of wetland plants, including emergent plants (such as rushes), submerged plants (eel grass), and floating plants (such as duckweed). Wetland plants also include trees (like



swamp oak), shrubs (like bayberry), moss, and many other types. The wetland's water source (fresh, saline (salty), or brackish) will affect the composition of the wetland plant community, as will the amount and duration of water in the wetland.

Plant species also can be regionally and locally specific: the dominant native plant in Atlantic coast tidal systems is smooth cordgrass (*Spartina alterniflora*) whereas the dominant native plant in central Pacific coast salt marshes is Pacific cordgrass (*Spartina foliosa*). Some wetlands may be degraded because they contain non-native species, that is, plants from other regions. These non-natives may be invasive and displace more typical wetland plants. Sometimes non-native species can completely replace the natural wetland plant community, which alters the ecological functioning of the site. Purple loosestrife, reed canary grass, and common reed are examples of non-native invasive wetland plants. Atlantic cordgrass becomes an invasive, exotic species when it occurs along the Pacific coast, outside its native range.

The spread of non-native species is a huge ecological problem in the U.S. The U.S. Fish and Wildlife Service estimates that approximately 4600 acres per day in public natural areas are lost to non-native plants and animals. For many restoration and enhancement projects, significant effort is devoted to removing the invaders so that the native species can re-establish.

Nutrient, turbidity, and salinity levels are key parameters determining the composition of wetland plant community. Another critical element is the relationship of water levels to substrate elevation. If water is too deep, emergent and sub-emergent vegetation will not establish. If the substrate elevation is too high, then what you may get is an upland. In some habitats, such as vernal pools, microtopographic changes must be re-created to establish the very sensitive endemic species that occur there.

### Wetland Animals

Wetlands are inhabited by creatures large and small: water fleas and alligators; shrews and bears; minnows and salmon; wrens and herons. Because wetlands exist where land and water meet, they are often used by animals from both wet and dry environments. Many species depend on wetlands for all or part of their lives. For example, the salt marsh harvest mouse lives its entire life in the tidal salt marshes around the San Francisco Bay. It is so well adapted to this habitat that it has developed special kidney functions that allow it to eat salt marsh vegetation and survive the ingestion of sea water. Wetlands are very important in maintaining biodiversity; they are used by 43 percent of the species listed as endangered or threatened under the Endangered Species Act.

Some of the smallest wetland animals are invertebrates (animals without backbones) such as beetles, water fleas, crayfish, dragonflies, snails, and clams. Invertebrates are an important food source for other animals, both as adults and in their egg and larval forms. Amphibians and, to a lesser extent, reptiles, are very strongly tied to wetlands because many frogs, snakes, turtles, and salamanders need both water and drier environments to complete their life cycles. Fish are not found in all wetlands, but wherever there is permanent water fish are likely to occur. Even wetlands with only seasonal flooding may be temporary habitat for fish from adjacent permanent water. Many fish spawn in wetlands, and wetlands are particularly valuable as nursery areas where young fish can hide from hungry predators until they are big enough or fast enough to survive in open water.

Birds are some of the best-known inhabitants of wetlands. Ducks, in particular, are valuable to people who enjoy hunting or birding. However, wetlands are also important to shorebirds (plovers, sandpipers) that feed in mudflats, wading birds (herons, egrets, bitterns) that feed in shallow water, songbirds (red-winged blackbirds, rails, marsh wrens) that perch on or nest in tall grasses or shrubs, and other birds such as terns and hawks that are all common inhabitants of wetlands. Finally, mammals such as beavers, raccoons, shrews, mice, moose, and bear are common residents of wetlands, although their tracks are usually seen more often than the animals themselves.

While the ecological requirements for animals vary with the species, here are a few general requirements of major taxa using wetlands:

- Invertebrates process nutrients and organic matter and are important for supporting much of the wetland food chain. Invertebrate species are numerous and live in a range of ecological conditions. In general, like most aquatic animals, most invertebrates need well-oxygenated water. Temperature levels and food sources are essential to support invertebrate diversity. A reliable source of water, a diversity of typical plant species, and buffers around the wetland will support invertebrates by filtering out pollutants, moderating temperature, providing a variety of habitats, and providing food sources.
- Amphibians and reptiles (herptiles) require a range of habitats during their lifecycles. Plant structural diversity, such as brush, leaf litter, and small dense stands of grass or reeds, can give these species cover, foraging and nesting habitat. Larger debris like logs are attractive for basking. Areas of sandy soil with a warm, southern exposure encourage turtle reproduction. Deep water areas will support species that overwinter by burrowing in mud. Shallow water (usually with vegetation) is important for hiding egg masses and protecting tadpoles from predators. Gradual slopes from the wetland to the upland help animals move easily between habitats. Habitat requirements vary by species and restorations should be designed with the needs of local herptile species in mind.
- Fish need both shallow water to protect eggs and young fish, and deeper water for adults. Fish may move in and out of wetlands as water depths fluctuate. Some wetlands support no fish or only small fish because the wetland is shallow or temporary. Temperature, dissolved oxygen (DO), and salinity levels are parameters that will determine the species present. Shade, streambed/wetland structure, and food sources (such as invertebrates) will also determine the species richness. Trees for shade and large debris for hiding can be very beneficial. Some fish can provide insect control in the wetland. However, others, such as bottom-feeding fish can destroy submerged plant communities and thereby reduce light levels by stirring up sediment.
- Birds occupy a variety of habitats in and around wetlands and are important indicators of wetland functioning. Breeding or migratory waterfowl and shorebirds will be present in wetlands that offer adequate cover and food sources. Rare species can be indicators of specific habitat conditions. For example, clapper rail populations in west coast tidal salt marshes, are indicators of mature, healthy Pacific cordgrass marshes. A wide range of bird

species, including wrens, sparrows, and yellowthroats, live and nest in wetlands or where the wetlands interface with the upland. Adjacent uplands, especially grass, willow, and tree dominated zones, are important as high tide refuges for wetland birds and offer millions of migratory birds places to stop and forage. In developing wetland enhancement activities to attract particular species, carefully weigh the potential effects on other species that use the wetland. Restorationists have also found that some birds can be very destructive to newly installed plants; geese, for example, are able to denude acres of newly planted stems in one night and they can be one of the biggest challenges to new wetland restoration sites.

- Mammals generally need adjacent uplands or upland islands for escape during high-water periods. Therefore, undisturbed upland buffers and corridors connecting adjacent habitats are critical to these taxa. Nest boxes may attract bats, which can provide insect control in the wetlands. Muskrats can help to control vegetation, but can also “eat-out” the vegetation and be a nuisance with burrowing activities. Beavers, a keystone species of wetlands throughout North America, can aid wetland restoration by creating the very water control structures that are needed to keep water in a wetland, but they also can *redesign* your site by creating dams where you didn’t plan for them.

The conversion of wetland vegetation to non-native plants alters the habitat for native animals and results in the loss of species from local wetlands. In addition, non-native animals are as big a problem as non-native plants. Non-native animals are causing losses of wetland communities and biodiversity (see box on nutria).

Animal communities vary with wetland type and region, but in general, healthy wetlands are rich in wildlife and very productive biologically. For example, approximately three-quarters of the Nation’s commercially harvested fish and shellfish depend on bays and other estuarine habitats, of which wetlands are an integral part. According to some estimates, each year the production associated with

### **Nutria, Non-native Nightmare**

Nutria are large (8-18 lb) beaver-like rodents native to South America. Accidentally introduced into Maryland’s eastern shore marshes in the 1940’s, nutria have been implicated in the loss of emergent brackish marsh.

First noticeable in the 1950s, marsh loss along the Blackwater River in Dorchester County, Maryland, has accelerated at an alarming rate as nutria populations have grown. What was once continuous marshland now appears as fragmented remnants.

Nutria forage directly on the vegetation root mat and cut the marsh into finer and finer fragments. Erosion by tidal and wave action lowers the unvegetated marsh bottom and prevents plants from recolonizing.

A recent study found that within the Blackwater National Wildlife Refuge alone, over 6 square miles of marsh have been lost to open water since 1938. Over 50 percent of the remaining marsh has significant damage and may likely be lost in the near future.

these wetlands accounts for more than \$100 billion dollars in sales of fish and shellfish and provides one and a half million jobs.

Each wetland has its own distinctive animal community. Relatively undisturbed wetlands in your region will give you an idea of what you can expect to inhabit your wetland, as long as your wetland project results in typical wetland hydrology and native plant communities. If you are interested in attracting a particular animal or animals to your wetland, a wetland biologist or ecologist may be able to help you pick specific plants or take other actions designed to accomplish that goal.

## **APPENDIX T-III: Activities Used to Restore or Change Wetland Characteristics**

### Typical Activities Used to Restore or Change Hydrology:

- Try to reverse the actions that caused the loss or alteration of a wetland's hydrologic characteristics. Some measures include:
  - \* Remove dams or other water control structures
  - \* Fill or plug ditches or drains
  - \* Remove fill that has elevated the land surface
- Bring additional water to the site if the current water supply is inadequate. Methods include:
  - \* Dig channels to bring water to additional areas
  - \* Pumping water in from other sites
  - \* Installing pipes to bring in water
- Control water levels by installing water control structures. Some structures include:
  - \* Open culverts
  - \* Culverts with manual or automatic gates
  - \* Weirs
  - \* Check dams
- Use the lowest maintenance water control structures possible. Seek structures that allow flexibility in use and are able to withstand extreme hydrological and climactic (e.g. winter ice) events
- Reinststate proper substrate to water level elevations. Some methods include:
  - \* If the substrate elevation is too low, allow natural sedimentation to build up the elevation (a passive method).
  - \* If the substrate elevation is too low, import appropriate sediment/soils (an active method). Soils may come from upland sites, dredged sites (dredged material), or other wetlands.
  - \* If the substrate elevation is too high, excavate to the required level.
  - \* Shape and contour your site to re-establish the right relationship between the hydrology of the site and its topography.
- If the primary water source is tidal or groundwater, you may need very precise grading because deviations of only inches can alter the habitat for plants.

### Typical Approaches to Improving Water Quality:

- If contaminants are found in the water at the restoration site, check uses and inputs upstream or adjacent to the site for sewer outflows, other outfall pipes, ditches draining industrial or agricultural areas, landfills, or areas where junk and trash has been illegally dumped.
- If you find a potential source of pollution contact local authorities for help to determine whether it is the source of the contaminants and whether it can be cleaned up. Never attempt a clean-up yourself unless you know exactly what you are removing and you own the property or have the owner's permission. If a site contains contaminants in amounts that are toxic to wildlife or humans, have the toxic materials removed or remediated by professionals.
- If the source of the pollution can't be removed, lessen its impact by:

- \* Implementing “Best Management Practices” (BMPs) to reduce pollution from stormwater runoff from developed areas adjacent to the site. BMPs include activities such as labeling storm drains, installing settling basins, etc.
- \* Planting vegetated upland buffers to reduce the amount of contaminants, excess nutrients, or sediment coming into your site from adjacent or upstream areas.
- \* Selecting plant species that can tolerate the existing conditions.
- \* Routing the water through pools or other structures constructed to allow excess nutrients, sediments, or contaminants to settle out or become absorbed or converted to a less harmful form by natural processes.
- \* Educating neighbors about pollutant effects on wetlands and asking them to reduce their use of fertilizers and pesticides.

#### Typical Activities for Restoring or Changing Soils/Substrates:

- If soils are degraded or are lacking nutrients, organic matter or other soil component (often the case when wetlands are created from excavated uplands):
  - \* Do nothing, and see what plants grow at the site.
  - \* Amend the soil with materials designed to address the soil nutrient deficiency. There are scores of amendment approaches. Talk to a specialist to determine the best one for the problems.
  - \* Cover the site with wetland soils salvaged from wetlands that are being destroyed.
- If you need to raise the elevation of compacted or eroded sites:
  - \* Let natural sedimentation build up the elevation, if the process is fast enough.
  - \* Use dredged materials to build up the elevation.
- Provide controls against erosion and sedimentation during construction in or near the wetland or aquatic areas. Common erosion prevention techniques include:
  - \* wheat straw (which is longer, thus more stable, than grass/hay straw)
  - \* mulch or bales
  - \* fiber blankets
  - \* cover vegetation (temporary plantings or seeding)
  - \* plastic sediment fences with hay bales (be sure they are ultimately removed and do not remain on site or wash downstream).
- Once construction is completed, you may want to delay flooding the site until the exposed soils have been stabilized with vegetation.
- Protect site against long-term erosion. Many methods exist to achieve this goal.

#### Typical Activities for Establishing a Healthy Wetland Plant Community:

- To establish native species for the target habitat type, after establishing hydrology and soil conditions:
  - \* Wait a season or two and see what comes in naturally (assuming wetland hydrology has been established).

- \* Plant wetland vegetation, using local plants or seeds from local nurseries and seed distributors (see USDA's Plant Materials Program for sources of seeds and plants at "<http://Plant-Materials.nrcs.usda.gov/>). If you are using seeds, ask for a germination test result before you buy.
- \* Salvage plants that would otherwise have been destroyed from local land development, road building, or logging operations, and plant them at your site.
- Follow plant lifecycle needs, including:
  - \* Plant early in the species' growing season.
  - \* Control water, if possible, to help vegetation become established.
  - \* Provide irrigation until young plants are established.
- Control erosion, add nutrients, and establish cover quickly with a fast-growing "cover species" while slower-growing plants become established. Use a leguminous species to boost soil nitrogen, if needed. Never use an invasive or competitive native or non-native species.
- Remove non-native species. The wide range of methods falls into three categories:
  - \* Mechanical—pull by hand, use a pulaski or weed wrench, use a blade or backhoe, burn, graze, etc.
  - \* Chemical—use a pre-emergent or a herbicide for emergent plants.
  - \* Biological—use a biocontrol species, host-specific to the non-native exotic plant.
- Protect new plants from herbivores. Many methods exist, depending on the herbivore, including:
  - \* Fencing the planted area.
  - \* Putting wire cages around planted seeds, roots, and shoots.
  - \* Put seedlings in plastic tubes, which also keep in water.
  - \* Put up perching posts to attract birds of prey that feed on animals, such as gophers, which feed heavily on new plants.

#### Typical Activities for Establishing a Healthy Wetland Animal Community:

- Plant upland species around the wetland to enhance the habitat diversity and act as a buffer. Help with choosing species for wildlife cover and food, erosion control, etc. can be found on the Plant Materials Program website at "[Plant-Materials.nrcs.usda.gov/](http://Plant-Materials.nrcs.usda.gov/)", the National Plant Data Center website at "[npdc.usda.gov/npdc/](http://npdc.usda.gov/npdc/)", and the Center for Plant Conservation website at "[www.mobot.org/CPC/](http://www.mobot.org/CPC/)".
- Create a variety of habitats - different water depths, different vegetation types - to appeal to a variety of animals.
- Tailor nesting and foraging habitats to particular native species, especially rare species, based on information from wildlife specialists and reference wetlands. Typical structures include:
  - \* Nest boxes or nesting platforms,
  - \* Perches,
  - \* Logs and brush,
  - \* Islands,
  - \* Specific food sources.

- Create a variety of gentle slopes of 3:1 to 20:1 (3:1 means three feet of length for every one foot of rise) similar to those in the reference wetlands.
- Establish connections to other habitats (*e.g.*, channels connecting to larger water bodies, forested corridors connecting to wildlife refuges) unless those areas contain invasive species or other threats.

(Blank page)



#### APPENDIX T-IV: Wetland Parameters and Monitoring Methods

CHARACTERISTIC BEING MONITORED	AS-BUILT	QUALITATIVE METHOD	QUANTITATIVE METHOD
GENERAL			
Location	use existing map or create map with property boundaries, scale, north arrow, county, state, and landmarks		
Wetland Type	classify existing (if appropriate) and intended type(s) (Cowardin <i>et al.</i> , 1979)	classify actual type(s)	classify actual type(s)
Drainage area	identify USGS hydrologic unit from state maps or state watershed unit		map using GIS and appropriate base maps
Surrounding land use	estimate % surrounding land use and photograph major types w/in 1,000 feet of site (Anderson <i>et al.</i> 1976)	estimate % surrounding land use and photograph major types w/in 1,000 feet of site (Anderson <i>et al.</i> 1976)	estimate % surrounding land use and photograph major types w/in 1,000 feet of site (Anderson <i>et al.</i> 1976)
Wetland area	determine wetland boundary and use basic survey techniques to create a map of the site		delineate wetland boundary and use basic survey techniques to create a map of the site
Slope	measure slope at intervals along a transect		survey elevations

<b>CHARACTERISTIC BEING MONITORED</b>	<b>AS-BUILT</b>	<b>QUALITATIVE METHOD</b>	<b>QUANTITATIVE METHOD</b>
microtopography	survey elevations every foot or meter on transects traversing the wetland		survey elevations every foot or meter on transects traversing the wetland
<b>HYDROLOGY</b>			
Water depth	above ground: use staff gauge, below ground: use shallow well or 2-3" slotted PVC pipe	above ground: use staff gauge, below ground: use shallow well or 2-3" slotted PVC pipe and read on site	above ground: use automatic water level gauge, below ground: use shallow well or 2-3" slotted PVC pipe with automatic recorder
Flow patterns	direct observation to indicate major pathways and channels on map	direct observation to indicate major pathways and channels on map	regular direct observation or aerial photography to indicate major pathways/channels on map
Flow rates	measure inflow or outflow (if present) with flumes or weirs, measure interior flow with current meters	estimate flow based on rates typical for the area and estimated wetland size	measure inflow or outflow (if present) with flumes or weirs, measure interior flow with current meters
Indirect observations	record observations of high-water marks, drift lines, etc.	record observations of high-water marks, drift lines, etc.	
<b>SOIL (sample using soil auger or pit)</b>			
Soil depth	dig to compacted soil or at least 18 inches, observe changes in soil color and structure	dig to compacted soil or at least 18 inches, observe changes in soil color and structure	take soil core to at least 18 inches deep and have soil expert analyze the soil horizons and their composition

<b>CHARACTERISTIC BEING MONITORED</b>	<b>AS-BUILT</b>	<b>QUALITATIVE METHOD</b>	<b>QUANTITATIVE METHOD</b>
Soil color	use Munsell color chart to determine color of matrix (the dominant color) and any mottles or streaks		use Munsell color chart to determine color of matrix (the dominant color) and any mottles or streaks
Soil texture	use soil texture triangle to classify based on feel (Horner and Raedeke, 1989)	use soil texture triangle to classify based on feel (Horner and Raedeke, 1989)	take a soil core to soils lab for particle size analysis of the different soil horizons
Organic matter	lab analysis for percent organic matter in top layer; include soil moisture measurement		lab analysis for percent organic matter in top layer; include soil moisture measurement
Sedimentation	survey base elevations of completed project	read changes in sediment depth from a staff gauge	survey topography or bathymetry on a yearly basis; or, take sediment cores on a yearly basis for analysis by soils experts
<b>VEGETATION</b>			
Species diversity	identify species, document planting locations	identify common species and note number of unidentified species	identify all species, native and non-native
Coverage	estimate coverage to 10%, map plant communities	estimate coverage to 10%, map plant communities	collect plot data along transects, calculate coverage, map plant communities

CHARACTERISTIC BEING MONITORED	AS-BUILT	QUALITATIVE METHOD	QUANTITATIVE METHOD
Survivorship	count plants and determine % of plants alive	visually determine % of plants alive	count plants and determine % of plants alive
Height		measure heights of particular plants on a regular basis	measure heights of randomly chosen plants for a valid statistical comparison
Structure		count stems and branching of particular plants on a regular basis	count stems and branching of randomly chosen plants for a valid statistical comparison
Reproduction		of particular plants, determine the number blooming and setting seed each year	determine percentage of randomly chosen plants blooming and setting seed each year; count new seedlings in randomly chosen plots

CHARACTERISTIC BEING MONITORED	AS-BUILT	QUALITATIVE METHOD	QUANTITATIVE METHOD
ANIMALS			
Observations	record direct and indirect observations of wildlife, fish, and invertebrates	record direct and indirect observations of wildlife, fish, and invertebrates	
Habitat evaluations	Use Habitat Evaluation Procedures (FWS 1980) or comparable method for selected species		use Habitat Evaluation Procedures (FWS 1980) or comparable method for selected species
Species diversity and abundance	use trapping or point count methods as required to determine diversity and abundance of indicator species	count bird species and their abundances on a regular (at least quarterly) basis; ask local Audubon chapter for any data	use trapping, point count or other quantitative method as required to determine diversity and abundance of indicator spp
Species survivorship			mark and recapture study
Breeding success		record any species breeding on site and number of young	use point counts, surveys, or other protocols to determine percent of population breeding and numbers of young produced
Rare species			conduct studies as legally permitted by the jurisdictional wildlife or resource agency
WATER QUALITY			

<b>CHARACTERISTIC BEING MONITORED</b>	<b>AS-BUILT</b>	<b>QUALITATIVE METHOD</b>	<b>QUANTITATIVE METHOD</b>
Water samples (pH, salinity, nutrients, pollutants, heavy metals, etc.)	when construction is over, measure appropriate attributes based on project targets using field kits, meters, or lab analysis	on a regular basis, measure appropriate attributes based on project targets using field kits and/or field meters	on a set schedule designed to show seasonal differences, measure appropriate attributes based on project target using field meters or lab analysis
Sediment levels	use field meters or lab analysis	observe clarity and/or use a secchi disk	use field meters or lab analysis

## APPENDIX T-V DEFINITIONS OF CATEGORIES OF WETLANDS<sup>a</sup> CONSERVATION ACTIVITIES

**1. Establishment** - the manipulation of the physical, chemical, or biological characteristics present to develop a wetland on an upland<sup>b</sup> or deepwater<sup>c</sup> site that did not previously exist. Establishment results in a gain in wetland acres.

**2. Restoration** - the manipulation of the physical, chemical, or biological characteristics of a site with the goal of returning natural/historic functions to a former or degraded wetland. For the purpose of tracking net gains in wetland acres, restoration is divided into:

**Re-establishment** - the manipulation of the physical, chemical, or biological characteristics of a site with the goal of returning natural/historic functions to former wetland<sup>d</sup>. Re-establishment results in rebuilding a former wetland and results in a gain in wetland acres.

**Rehabilitation** - the manipulation of the physical, chemical, or biological characteristics of a site with the goal of repairing natural/historic functions of degraded wetland<sup>e</sup>. Rehabilitation results in a gain in wetland function but does not result in a gain in wetland acres.

**3. Enhancement** - the manipulation of the physical, chemical, or biological characteristics of a wetland (undisturbed or degraded) site to heighten, intensify, or improve specific function(s) or to change the growth stage or composition of the vegetation present. Enhancement is undertaken for a purpose such as water quality improvement, flood water retention or wildlife habitat. Enhancement results in a change in wetland function(s), and can lead to a decline in other wetland functions, but does not result in a gain in wetland acres. This term includes activities commonly associated with the terms enhancement, management, manipulation, directed alteration.

**4. Protection/Maintenance** - the removal of a threat to, or preventing decline of, wetland conditions by an action in or near a wetland. Includes purchase of land or easements, repairing water control structures or fences, or structural protection such as repairing a barrier island. This term also includes activities commonly associated with the term preservation. Protection/Maintenance does not result in a gain of wetland acres or function.

## CURRENT CONDITION OF LAND, PRIOR TO WETLAND CONSERVATION ACTIVITY

**a. Wetlands (non-agricultural lands):** The COE (Federal Register 1982) and the EPA (Federal Register 1980) jointly define wetlands as: Those areas that are inundated or saturated by surface or

ground water at a frequency and duration sufficient to support, and that under normal circumstances do support, a prevalence of vegetation typically adapted for life in saturated soil conditions. Wetlands generally include swamps, marshes, bogs, and similar areas.

**Wetlands (agricultural lands):** 1985 Food Security Act. Wetland is defined as land that; 1. has a predominance of hydric soils **and** 2. is inundated or saturated by surface or ground water at a frequency and duration sufficient to support, and under normal circumstances does support, a prevalence of hydrophytic vegetation typically adapted for life in saturated soil conditions. “Normal circumstances” refers to the soil and hydrologic conditions that are normally present, without regard to whether the vegetation has been removed. All three wetland criteria, hydric soils, hydrophytic vegetation, and wetland hydrology, normally must be met for an area to be identified as wetland.

**Wetlands (non-jurisdictional wetlands):** Conservation activities conducted on all wetlands that meet the national standard for classifying wetlands (“Classification of Wetlands and Deepwater Habitats of the United States”), will be reported even if they are not considered to be regulatory wetlands. The regulatory jurisdictional nature of a wetland is not relevant to its status for these accounting activities.

**b. Uplands:** Uplands are neither deepwater habitats nor wetlands. They are seldom or never inundated, or if frequently inundated, they have saturated soils for only brief periods during the growing season, and, if vegetated, they normally support a prevalence of vegetation typically adapted for life only in aerobic soil conditions.

**c. Deepwater Habitat:** Deepwater habitats are permanently flooded lands lying below the deepwater boundary of wetlands. The boundary between wetland and deepwater habitat in tidal areas is the elevation of the extreme low water of spring tides. The boundary between wetlands and the deepwater habitats of lakes and rivers lies at a depth of 2 meters (6.6 feet) below low water. If emergents, shrubs, or trees grow beyond this depth at any time, their deepwater edge is the boundary.

**d. Former Wetland:** An area that once was a wetland but it has been modified to the point it no longer has the hydrologic characteristics of a wetland. The area is considered to be upland. Formerly vegetated shallow coastal open water areas are also considered to be “former wetlands” because when they were converted from wetland marshes to open water areas, this conversion was considered to be a loss of wetland acreage both by the Fish and Wildlife Service’s wetlands Status and Trends and Natural Resources Conservation Service’s National Resources Inventory. Former wetlands include by definition Prior Converted Croplands (PC) and, by determination, other areas that no longer meet the jurisdictional criteria for wetlands.

**Prior converted wetland (PC):** Wetlands that before December 23, 1985, were drained, dredged, filled, leveled, or otherwise manipulated for the purpose of, or to have the effect of, making the production of an agricultural commodity possible. (National Food Security Act Manual)



**e. Degraded Wetland:** A wetland with one or more functions reduced, impaired, or damaged due to human activity. When determining whether or not a wetland is degraded, consider: physical alteration, including the conversion of a wetland from one system (e.g., estuarine or marine) to a different system; chemical contamination; and biological alteration, including the significant presence of non-indigenous invasive species.