

## CHAPTER 6

### IMPLEMENTATION OF THE MASSACHUSETTS COASTAL ZONE MANAGEMENT PROGRAM – PROGRAMS AND REGIONAL TECHNICAL ASSISTANCE

#### Programs

To meet the needs of municipal officials, property owners, educators, and others in the coastal community and to carry out the intent of its program policies, CZM offers the following major programs.

Coastal Water Quality Protection: Good water quality is necessary for fishing, shellfishing, aquaculture, swimming, and most of the other activities that draw people to the coast. Through the Coastal Nonpoint Pollution Control Program, CZM works with federal and state agencies, local officials, industry representatives, environmentalists, and the public to develop enforceable measures to restore and protect coastal waters from nonpoint source (NPS) pollution, which is currently the number one pollution problem in U.S. coastal waters. CZM also administers the Coastal Pollutant Remediation (CPR) Program, which makes funding available to municipalities in Massachusetts coastal watersheds. These grants can be used to reduce transportation-related nonpoint pollution sources, specifically stormwater runoff from roadways and holding tank discharge from boats.

In addition, the Shellfish Clean Waters Initiative works to open beds that are closed due to pollution. CZM also assists with the development of oil spill response plans, is active in the permitting process for discharges from wastewater treatment plants into coastal waters, and makes recommendations to the Secretary of EOEa on a variety of water quality issues.

CZM has developed a grant program, the Coastal Pollution Remediation (CPR) program, and a technical assistance program, the Marina Technical Assistance Program, to address specific coastal water quality problems. The CPR provides grants to municipalities and environmental organizations to design and install small scale stormwater treatment systems. The Marina program has published *Massachusetts Clean Marina Guide*, which offers marina managers best management practices to limit non-point pollution that may be caused by marina operations.

Special Areas Protection: CZM is in a unique position to identify the most significant natural coastal areas in the state and to take the lead in creating initiatives for preserving and protecting these resources. CZM provides technical assistance to the Massachusetts Department of Environmental Management for delineation and designation of coastal Areas of Critical Environmental Concern (ACECs), which are regionally significant coastal wetlands, and other areas that are given more stringent regulatory protection. CZM also plays an active role in identifying potential coastal wetland restoration sites, and coordinates and participates in the resulting wetlands restoration efforts. In addition, through federal consistency review and

technical assistance, CZM pays close attention to barrier beaches, salt marshes, and other important wetland resource areas because they buffer the coast from storms, waves, and flooding. CZM also played significant roles in designating Stellwagen Bank as a National Marine Sanctuary, designating the Waquoit Bay National Estuarine Research Reserve, and developing the State Ocean Sanctuaries Program.

Wetland Assessments: In order to learn more about maintenance, protection and restoration of wetlands habitat, CZM launched its Wetland Assessment Program with its first effort in wetland bioassessment in 1996-1998 at the Waquoit Bay National Estuarine Research Reserve. Subsequent projects were undertaken in 1997-99 on the Massachusetts North Shore, and at the EPA's Cape Cod Salt Marsh assessment Project beginning in 1999 and running through 2001. The project applies standardized sampling and surveying protocols to salt marsh study site to gather biological, chemical, and physical data on reference or minimally disturbed sites, and on salt marsh sites with altered tidal hydrology and/or impacts from surrounding land use.

Port/Harbor Planning Programs: CZM works to ensure that waterfront areas in the Commonwealth grow in a safe, environmentally sound, and economically prosperous manner. One way CZM pursues these goals is to encourage the creation or expansion of water-dependent facilities in developed port and harbor areas known as Designated Port Areas. This approach maximizes the value of these developed ports and ensures that businesses that require close proximity to harbors, such as shipping and fishing facilities, will have a place to flourish. CZM also helps communities to develop harbor plans to promote sustainable development in these vital economic areas. The success of these plans, however, often rests on the navigability of the harbors. Assessing dredging needs and siting options for disposal of dredged materials are, therefore, two CZM priorities.

Coastal Hazard Areas: High hazard coastal areas (such as barrier beaches) are sites that have been repeatedly battered by coastal storms. CZM provides technical information and policy development assistance to local, state and federal officials to help them manage growth in these hazard-prone areas. Staff help officials to identify erosion and storm damage prone areas and develops mitigation techniques to minimize impacts from storms and erosion. CZM monitors existing as well as new innovative erosion control projects for potential application along the Massachusetts shore. The state's Rapid Storm Damage Response Team is coordinated through CZM.

Ocean Resource Management: CZM participates in a number of activities directed at the management of ocean resources of Massachusetts and adjacent federal waters including: The Gulf of Maine Council on the Marine Environment, New England Fisheries Management Council, Northern Right Whale protection, Stellwagen Bank National Marine Sanctuary, Outer Continental Shelf planning for oil and gas exploration, and the state Ocean Sanctuaries Program. CZM initiatives include evaluation of threats from aquatic nuisance species, development of a state Aquatic Nuisance Species Plan, implementation of the state's Aquaculture Strategic Plan,

and seafloor mapping of benthic habitats. CZM is developing the Massachusetts Ocean Resources Information System (MORIS) to provide a detailed data base for use in ocean resource management.

Aquaculture: In 1995, CZM published an Aquaculture Strategic Plan to help the industry develop appropriate responses to environmental impacts, regulation, and economic development opportunities. This plan is currently being implemented by state agencies and the industry. Based on experience with the Plan CZM is developing the Massachusetts Ocean Resource Information System (MORIS), to provide electronic data to the aquaculture industry that will promote informed siting decisions. In addition, CZM has completed a pilot habitat mapping project on Cape Cod, and works with DEP to map eel grass beds. Both of these activities assist aquaculturists to select beneficial sites for their projects.

Gulf of Maine Council: In December, 1989, the Governors of Massachusetts, New Hampshire, and Maine signed an agreement with the Premiers of New Brunswick and Nova Scotia pledging to protect the environmental integrity of the Gulf of Maine. The Gulf of Maine Council was established to execute this agreement, and CZM's Director and the Secretary of EOEA represent the Governor on the Council. Council activities include habitat protection, marine monitoring, marine debris reduction, and public participation.

Growth Management: In 1996, then Governor Weld issued Executive Order 385: Managing for Growth, which directs all state agencies to consider the growth implications of state infrastructure improvements and state funding for local projects. To further enhance the state's efforts to manage growth in a constructive way, Governor Cellucci issued Executive Order 418: Community Development Planning, which provides funding and state technical assistance for local build-out analyses. The Massachusetts Legislature passed M.G.L. c. 44B: Community Preservation Act in 2000. This statute allows municipalities to establish a Community Preservation Fund, from which moneys can be spent to preserve open space, historic structures and housing. CZM considers and supports these initiatives when reviewing project proposals.

CZM's North Shore Regional Office has developed a model, called Green Neighborhoods, for towns to manage growth through a collaborative process that protects local values and yet is equitable to developers. The process, Open Space Residential Design, locates houses on half of a development parcel while preserving the remainder of the site as open space. An additional component of Green Neighborhoods is the development of model zoning by-laws, regulations, and incentives for towns to use in promoting the Green Neighborhoods idea.

Shoreline Public Access: To help the public get to and enjoy the coast, CZM supports a variety of initiatives that promote public access. For example, CZM has been actively involved in the development and implementation of the Waterways Regulatory Program (Chapter 91 regulations), which licenses activities on public tidelands. Under the Public Trust Doctrine, the public has the right to fish, fowl, and navigate on tidal flats (the area between the high and low

tide lines). The Waterways Regulatory Program protects these public rights and encourages water-dependent uses of tideland resources. CZM is also providing technical assistance to help communities reclaim rights-of-way to the sea, such as public landings and footpaths. In addition, CZM has assembled a list of attorneys willing to provide legal assistance for right-of-way preservation free of charge, or at reduced rates.

Emergency Management: CZM works with other state and federal agencies to help the Commonwealth prepare for and respond to storms and other natural or man-made disasters. With its technical, planning, and mapping expertise, CZM can play an important role in helping communities and individuals minimize risks to property and safety during these emergencies. CZM also is involved in Operations and Response to coastal disasters, by serving as the leader of the Commonwealth's Rapid Response Storm Damage Survey Team. This team gathers information about storm damage and gets this information to the Massachusetts Emergency Management Agency Operations Center within one to two days of when the storm hits. CZM's damage assessments focus the response and recovery to the hardest hit areas and enable the Governor to rapidly determine the need for federal assistance.

Technical Assistance: Information is the key to helping others make the best possible choices about coastal issues. That is why CZM's staff of scientists, planners, attorneys, regional coordinators, and other specialists focuses on providing technical assistance to local decision-makers and concerned citizens. CZM's areas of technical expertise include harbor planning, dredging, tidelands protection, water quality management, special natural areas designations and planning, geology and coastal hazards identification and mitigation, and public access to the coast. CZM holds workshops, symposia, and conferences, and produces publications and other materials to provide local officials and the public with technical information.

Education and Public Information: To help people understand coastal issues, as well as the impact their individual actions have on the health of our coast, CZM maintains a public education and information program. Through this program, CZM produces a variety of brochures, guidebooks, maps, and other materials to help inform and educate the public on issues that affect the coast. For example, CZM produces *Coastlines*, a newsletter that includes articles on technical issues and regulations affecting the coastal zone, and includes a calendar of coastal events. Another major CZM public outreach effort is COASTSWEEP, the statewide beach cleanup that thousands of people participate in each September. CZM also has a home page available through internet at <http://www.mass.gov/czm/>. CZM's public outreach efforts are supported by the entire staff and are led by specialists in communications, public information, and graphic arts.

Data Acquisition, Management, and Access: CZM strives to promote and provide access to physical and cultural information through federal, state, and local data development and data sharing projects. CZM maintains a digital and paper data library that contains a variety of materials that are available to coastal specialists and decision-makers, such as: historic and

contemporary aerial photographs, color 1:10,000 orthophotographs, historic shorelines, and eelgrass inventories. CZM is also equipped with a state of the art geographic information system.

### **Regional Technical Assistance**

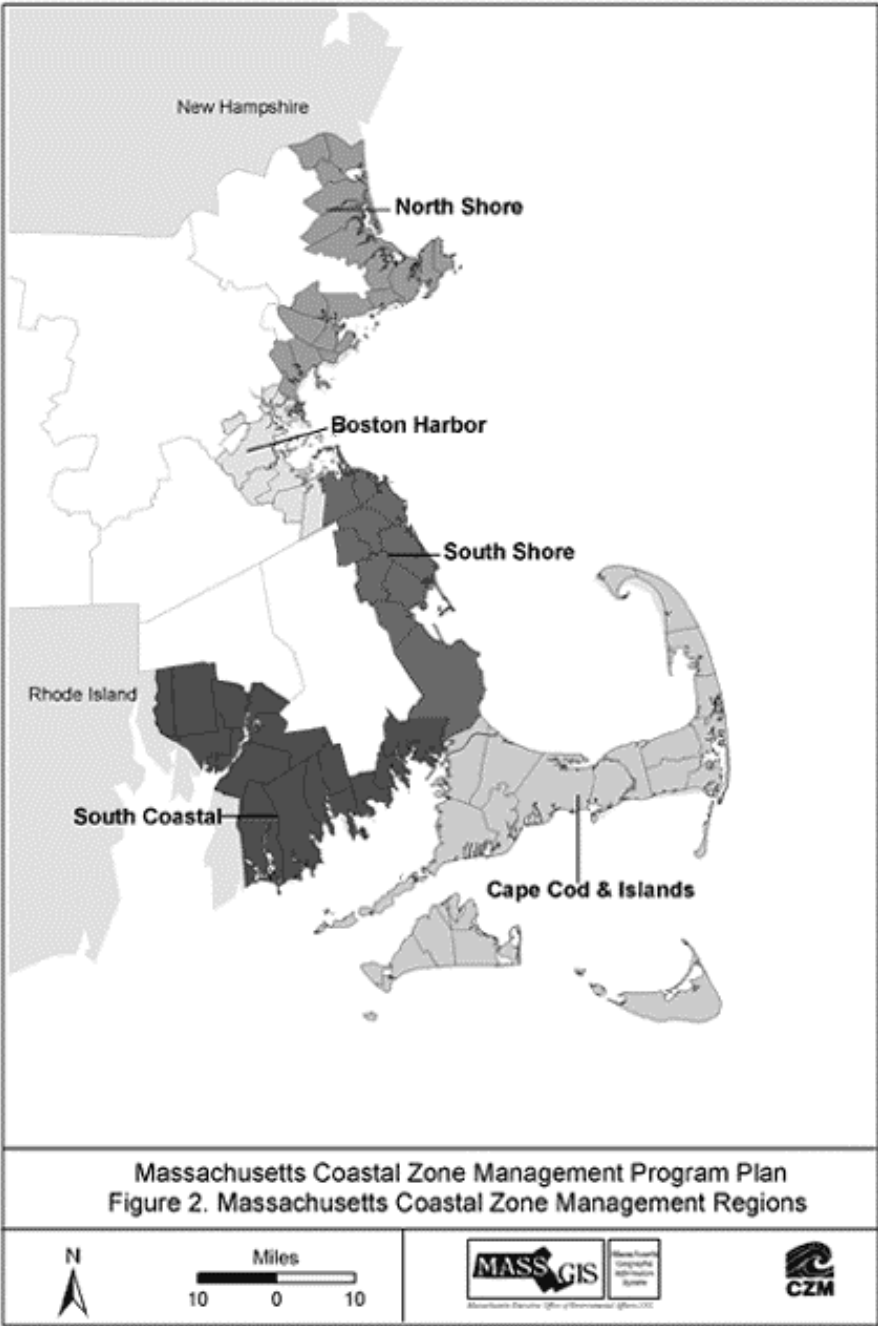
Coastal management at the local level is a vital part of the CZM program. From the beginning, CZM has worked closely with local communities to ensure that local decision-making is based on sound coastal management principles. To directly serve the coastal communities throughout the state, CZM established its regional technical assistance program and maintains five regional offices. With the exception of the South Shore Office that has a single staff person, each regional office is staffed by both a Regional Coordinator and an Assistant Regional Coordinator.

The regional program is central to CZM's mission. The regional coordinators provide key functions including:

- Serving as liaisons between federal and state programs and municipal authorities on key initiatives within the coastal zone.
- Coordinating with regional initiatives, such as EOEAs Basin Teams, to address and identify watershed management goals and foster implementation of those goals.
- Performing federal consistency review and providing technical assistance.
- Facilitating local initiatives that are consistent with CZM program goals, such as resource management and watershed and port/harbor planning efforts.

The next page is a map of the CZM regions. Following that is a list of CZM's regional offices, along with the communities within the coastal zone boundary that they serve. Communities outside the coastal zone boundary can also receive technical assistance and other support from either the regional office nearest them, or CZM's Boston office.

**CZM REGIONS**



CZM North Shore Regional Office  
#2 State Fish Pier  
Gloucester, Massachusetts 01930  
(508) 281-3972  
Fax: (508) 281-8979

CZM's North Shore Regional Office serves the coastal communities in Essex County, covering the coast from Salisbury to Revere. These communities, which are in the Merrimack, Parker, Ipswich, and North Coastal watersheds, are: Amesbury, Beverly, Danvers, Essex, Gloucester, Ipswich, Lynn, Manchester, Marblehead, Nahant, Newbury, Newburyport, Peabody, Revere, Rockport, Rowley, Salem, Salisbury, Saugus, and Swampscott.

CZM Boston Harbor Regional Office  
Massachusetts Office Coastal Zone Management  
251 Causeway Street, Suite 900  
Boston, Massachusetts 02114-2136  
(617) 626-1200  
Fax: (617) 626-1240

The CZM Boston Harbor Region includes coastal communities in the Mystic, Charles, Neponset, and Weymouth and Weir watersheds. It covers: Boston, Braintree, Chelsea, Everett, Milton, Quincy, Weymouth, and Winthrop.

CZM South Shore Regional Office  
175 Edward Foster Road  
Scituate, Massachusetts 02066  
(781) 545-8026  
Fax: (781) 545-8036

The CZM South Shore region includes coastal communities in the South Coastal watershed. It covers towns from Hingham to Plymouth, including: Cohasset, Duxbury, Hanover, Hingham, Hull, Kingston, Marshfield, Norwell, Pembroke, Plymouth, and Scituate.

CZM South Coastal Regional Office  
20 Riverside Drive  
Lakeville, Massachusetts 02347  
(508) 946-8990  
Fax: (508) 947-6557

CZM's South Coastal Region covers the coastal communities from Wareham to Seekonk, excluding Cape Cod and the islands. These communities are in the Buzzards Bay, Mount Hope Bay, Narragansett Bay, and Taunton watersheds. The South Coastal communities are: Acushnet, Berkley, Dartmouth, Dighton, Fairhaven, Fall River, Freetown, Marion, Mattapoissett,

New Bedford, Rehoboth, Seekonk, Somerset, Swansea, Wareham, and Westport.

CZM Cape Cod and Islands Regional Office  
3225 Main Street  
Barnstable, Massachusetts 02630  
(508) 362-1760  
Fax: (508) 362-1698

The CZM Regional Office for Cape Cod/Islands serves the 15 towns of Barnstable County, along with Martha's Vineyard, Nantucket, and the Elizabeth Islands. These communities, which are in the Cape Cod Bay, Cape Cod, and Buzzards Bay watersheds are: Barnstable, Bourne, Brewster, Chatham, Chilmark, Dennis, Eastham, Edgartown, Falmouth, Gay Head, Gosnold, Harwich, Mashpee, Nantucket, Oak Bluffs, Orleans, Provincetown, Sandwich, Tisbury, Truro, Wellfleet, West Tisbury, and Yarmouth.

In addition to its regional offices, CZM's major regional efforts include administering two National Estuary Programs (NEPs), which are funded by EPA and EOE. The principle goals of these NEPs are to:

- Determine the sources of contaminants that have degraded water quality within these estuaries.
- Develop management recommendations to protect and improve water quality and the health of these estuaries.

The Buzzards Bay Project  
2870 Cranberry Highway  
East Wareham, Massachusetts 02538  
(508) 291-3625  
(508) 291-3628 (fax)

The Buzzards Bay Project (BBP) was established in 1985 as one of four estuaries of national significance identified by Congress. These programs later formed the basis of the US EPA National Estuary Programs (NEP). The BBP's original goal was to characterize and assess water quality problems in Buzzards Bay and its watershed, which includes 17 Massachusetts municipalities. The BBP was the first NEP in the country to draft a Comprehensive Conservation and Management Plan (CCMP). This watershed management plan was completed in 1991 and was approved by the Commonwealth and the US EPA. The CCMP provides a blueprint for municipalities, state and federal agencies, and citizens to protect and restore water quality and living resources in Buzzards Bay. The current mission of the BBP is to facilitate implementation of this CCMP through grants and technical assistance.

Key CCMP issues that are being addressed by the Buzzards Bay Program include:

- Reopening shellfish beds and swimming areas closed by high bacteria levels.
- Reducing and treating stormwater discharges contributing to water quality degradation.
- Protecting and restoring nitrogen sensitive embayments.
- Promoting innovative wastewater disposal through the BBP's Alternative Septic System Test Center.
- Protecting and restoring wetlands and habitat including anadromous fish runs.
- Protecting water quality and living resources through open space and other sound planning tools.

The Massachusetts Bays Program  
251 Causeway Street, Suite 900  
Boston, Massachusetts 02114-2136  
(617) 626-1230  
Fax: (617) 626-1240

In 1990, the Massachusetts Bays Program (MBP) became the second EPA-designated NEP in Massachusetts. The MBP covers the area from the Massachusetts/New Hampshire border to Provincetown, including both Massachusetts Bay and Cape Cod Bay. The MBP's primary focus is on research, planning, and management of water quality in order to:

- Protect and restore wildlife and living resources habitat.
- Protect public health from risk of environmental contaminants.
- Enhance the aesthetic quality of the resource.
- Increase safe public use of the Bays.

The MBP has developed a Conservation and Comprehensive Management Plan (CCMP) to create a framework for the implementation of 15 specific action plans related to the program's goals. This CCMP is the first watershed-based action plan of its kind in the region. The Plan was signed by the Governor and the EPA Administrator in September, 1996. Since 1996, the MassBays Program has continued implementation efforts for the 15 Action Plans, with a special focus on five priority actions relating to shellfish restoration, habitat protection, and prevention of discharge of stormwater, wastewater management, and growth management. The Program successfully completed its biannual review conducted by EPA in 1998.

Two other regional efforts that CZM participates in are the Cape Cod Commission and Martha's Vineyard Commission. The Cape Cod Commission is a county-wide regional planning agency concerned primarily with environmental and growth management issues. CZM's Cape and Islands Regional Coordinator serves as staff to the Cape Cod Commission's Coastal Zone Management Advisory Committee, which is made up of representatives appointed by the Selectmen in each of the 15 towns on the Cape. The Martha's Vineyard Commission is a regional planning agency with a similar focus. CZM provides the Martha's Vineyard Commission with technical assistance and a CZM staff person serves as the Governor's designee to the Commission. Through CZM, the Commonwealth also actively cooperates with other coastal states on issues of mutual concern.