CRMC Adopts a Dock Registration Program

The CRMC recently adopted a new program which requires all residential docks to be registered in Rhode Island. The dock registration program will permit the CRMC to document the numbers and locations of all docks in Rhode Island's tidal waters. It will also provide a mechanism to legalize all of the structures without valid CRMC permits. In order to enforce the requirements of this new program, all residential docks will be required to have a license plate. Rhode Island is one of the first states to devise a program which will provide for effective enforcement of policies and regulations associated with structures placed in tidal waters. This program will also permit the Council to evaluate the cumulative impacts of these structures. According, the development and implementation of this program was financed, in part, by the federal National Oceanic and Atmospheric Administration's (NOAA's) Office of Ocean and Coastal Resource Management (OCRM). The federal government hopes that this program can serve as a model for other states.

The placement of residential docks in the State's public trust waters has required official authorization since early colonial times. Initially, state and local harbor commissions and municipalities authorized the placement of structures in tidal waters. During the Mid-1800s the State of Rhode Island created the Board of Commissioners (later renamed the Division of Harbors and Rivers) to issue permits for any project located in the State's tidal waters. At the national level, the U.S. Army Corps of Engineers (COE) began regulating projects in tidal waters in 1899 when the Rivers and Harbors Act was adopted by Congress. Finally, in 1971 the Rhode Island Coastal Resources Management Council (CRMC) was created. Since that time, the placement of all structures in Rhode Island's tidal waters has required a CRMC Assent.

Due to poor enforcement in the past, many tidal structures were constructed without valid state or federal permits. While the CRMC's enforcement efforts have improved substantially in the past several years, it is often impossible to tell which structures have valid permits. The new dock registration program provides a mechanism for bringing unauthorized structures into compliance with state requirements. The program also allows the Council to evaluate and mitigate cumulative impacts associated with residential boating facilities and provide for equitable enforcement of CRMC regulations.

How Will the Program Work?

Anyone with a residential dock will be required to provide proof of ownership and document the structure's authorization by July 1, 1994. Proper authorization includes a CRMC Assent, Army Corps Permit, a letter of approval from state or local harbor commissions, a letter of approval from a municipality, or a permit from the Division of Harbors and Rivers. If the owner of the residential boating facility fails to register the dock, he/she will be in violation of the Rhode Island Coastal Resources Management Program and be subject to fines and enforcement proceedings. It is important to note that all docks, regardless of the type of authorization and date of construction, must be registered with the Council. In order to enforce the requirements of this program, after the one year registration period expires, the CRMC will conduct field inspections, both on land and in the water, and issue notices of violation to all structures found without a registration plate.

To register a dock, its owner must fill out a registration form, provide a valid authorization or apply for CRMC authorization, and pay an initial $20 registration fee. The applicant will then receive a license plate which must be permanently affixed to the seaward face of the structure. In addition, the registration will have to be renewed on an annual basis at a cost of $20. However, the CRMC will only impose a one time $20 registration fee if the dock owner has secured a permanent fifty year CRMC Assent. Once the dock has been registered, the owners will be permitted to conduct minor maintenance activities without having to obtain a CRMC Maintenance Assent.

(continued on page 3)
The Recreational Boater and No-Discharge Zones

The rapid increase in the numbers of marine pumpout stations available in harbors throughout Narragansett Bay has raised many questions regarding the no-discharge policies of local harbor ordinances and the effects of the designation of some areas by the Environmental Protection Agency (EPA) as federally approved no-discharge zones. There is considerable confusion among boaters and enforcement personnel concerning these policies, the use of Marine Sanitation Devices (MSDs), and the limits placed on boaters as a result of these regulations.

The federal authority to regulate vessel sewage discharge was established by the 1972 Federal Water Pollution Control Act Amendments, commonly referred to as the Clean Water Act (CWA). Section 312 of the CWA established minimum requirements for MSDs on boats and enabled states to adopt the EPA’s guidelines for designates certain harbor areas as no-discharge zones, which prohibits all sewage discharges from boats. This designation is particularly important for enforcement of no-discharge policies in coastal embayments with high concentrations of marinas, anchorages, and mooring fields.

Many believe that a “no-discharge” area means that boats that enter these areas cannot be capable of overboard discharge. Designation of a harbor area does not mean that all vessels entering such an area must be rendered incapable of any overboard discharge. It only means that no vessel may discharge any sewage, whether treated or untreated, into the waters that have been designated as a no-discharge area. Approval of an area as a no-discharge zone is contingent on the existence of adequate and reasonably available holding tank pumpout facilities for boaters to use. When no-discharge status is approved by the EPA, any violation by a boater of the no-discharge policy becomes an offense punishable under state law, and as such, carries a significantly greater penalty than a violation of a municipal no-discharge ordinance.

In Rhode Island, the Coastal Resources Management Council (CRMC) has instituted new requirements for the installation of marine pumpout facilities at all new marinas and at existing marinas which expand significantly. The CRMC also requires municipalities to include the siting of marine pumpout facilities in their harbor management plans as part of the local harbor management planning process. In addition, the Rhode Island Department of Environmental Management (RIDEM) typically requires the installation of marine pumpout facility as a condition of a Section 401 Water Quality Certification issued for new marina construction.

Rhode Island General Law (RIGL) 46-12-39 states that if you have a MSD installed in your boat, it must be certified by the U.S. Coast Guard. It is a violation of state law to operate or moor a boat equipped with a marine toilet that is not of the approved type, not in proper working condition, or that is not properly sealed in declared no-discharge areas. This means that the older style “marine head” that flushes directly overboard is illegal even to have in your boat in Rhode Island. Violation of this law could result in up to a $500 fine or one year in prison.

MSDs are classified by the Coast Guard according to the method of sewage treatment and how clean the overboard discharge is. The three types of MSDs, grouped by the method of sewage treatment, are:

**Type I:** Treats sewage by chemical or mechanical means through chlorinating and macerating before discharging overboard.

**Type II:** Treats sewage by biological means to break down the bacterial pathogens before overboard discharge. Normally found only in larger vessels designed for passenger service.

**Type III:** A device that prevents overboard discharge of treated or untreated sewage by placing it in a holding tank.

Vessels having any of these approved MSDs, as well as those vessels that are not equipped with any sort of MSD, are welcome to visit any harbor in Rhode Island. However, those boats with Type I and II MSDs, as well as those with none, must use shore-based facilities for their sanitation requirements when visiting a no-discharge area. Boats equipped with Type III MSDs must contain sewage waste in holding tanks for disposal at a pumpout station.

The first no-discharge zone to be authorized by the EPA in Rhode Island is the Great Salt Pond on Block Island, and will be in effect by this summer. The Town of New Shoreham has worked diligently to get pumpout facilities installed at all three of the marinas located on the Great Salt Pond, in addition to the town-operated mobile pumpout boat. This effort was realized at the close of (continued on page 8)
What If You Do Not Have A Valid CRMC Permit?

If no valid authorization exists for a residential boating facility and the dock was built prior to 1985 (or 1972 if located in Type 1 waters) a CRMC Assent must be obtained before the dock can be registered. In these instances, the applicant has two options: 1) apply for a fifty year as built CRMC Assent or 2) apply for a CRMC temporary Assent. If the structure was constructed after 1985, the applicant is only eligible for an as built CRMC Assent. The application fee is $500 and the structure must meet all current policies and standards. Individuals can apply for either an as built CRMC Assent or a ten year temporary dock permit if the structure was built prior to 1985. A temporary dock permit allows a dock to remain in place for a shorter period of time (10 years) and to be maintained in its present condition even though the structure may not meet current standards. The applicant must apply for a formal as built CRMC Assent within ten years or the structure must be removed. To apply for a temporary dock permit, an application fee of $100 is required.

In order to ensure high compliance with the dock registration program, temporary dock permits will be issued provided certain minimum requirements are met. For example, the structure should not pose any navigation, safety, or environmental concerns. In addition, the applicant will have to furnish a sworn affidavit (forms are available from the CRMC) and/or photographic evidence demonstrating that the structure predated 1985 (or 1972 for Type 1 waters). The Council also has aerial photographs which can aid in determining the date that structures were constructed. It should be noted that these temporary dock permits will only be issued during the first year of the registration program. After this time any existing structures without a valid CRMC Assent will be subject to enforcement proceedings including fines and orders of removal.

What if the Structure is Located in Type 1 Waters?

Type 1 waters are conservation areas and the goal of the CRMC is to preserve these areas in their natural pristine condition. Accordingly, the Council’s policy is to keep these areas essentially free of structures. If a residential boating facility located in Type 1 waters has a valid authorization prior to 1972, the structure will be legalized for the duration of the authorization (commonly fifty years for the date of issuance). If no valid authorization exists, but the applicant can prove that the structure existed before 1972, a temporary dock permit can be obtained for ten years.

When Does the Program Go Into Effect?

The dock registration program is set to begin on July 1, 1993. Accordingly, the CRMC will be accepting registration materials and applications for temporary dock permits until June 30, 1994. During the upcoming summer, CRMC staff will be holding registration workshops in several coastal communities. At these workshops, CRMC staff will explain the program and accept registration materials. The CRMC will also accept registration and application materials by mail and at its Wakefield office. To obtain a Dock Registration Program Fact Sheet and registration materials, contact the CRMC at (401) 277-2476. In addition, if you have further questions regarding the dock registration program, feel free to contact Jeff Willis, Donna Doyle, or Greg Barbault at the same number.

CRMC Holds Workshop on Dock Program

On March 23, 1993, the CRMC held a public workshop on the proposed Dock Registration Program. Council members, staff, and legal counsel were present to answer the public’s questions and receive public comment. Grover J. Fugate, the CRMC’s Executive Director, gave a short presentation and then opened the floor for questions and public comment. Several questions centered around how homeowners could find out if their dock had a prior authorization. The Council’s staff advised these individuals to contact either the U.S. Army Corps of Engineers or the Department of Environmental Management’s Division of Coastal Resources. Both of these agencies maintain historical records of old permits. The CRMC also received comments on how to improve the Dock Registration Program. Based on the public’s input the CRMC made two amendments to the proposed program. First, the dock registration program was amended to permit homeowners to conduct minor repairs to residential boating facilities without having to obtain a CRMC Maintenance Assent. Second, the program was amended such that residential docks with CRMC (50 year) Assents will only have to pay a one time, $20 registration fee. Dock owners with temporary (10 year) assents will have to pay a yearly $20 registration fee.
Public Right-of-Ways: CRMC's Designation Process

Rhode Island has one of the most densely populated coastal zones in the country. In fact, 90 percent of the State's residents live within a 20 minute drive of the coastline. This makes public access an important coastal resource. Rhode Island offers a wide variety of coastal access sites available for year round public use. Examples of the wide diversity of public access sites that are available include: bike paths; mooring areas; state and local beaches and parks; municipal waterfront areas; state designated fishing areas; boat launching ramps; marinas; and state fishing ports. In addition, citizens can also access the shore using public right-of-ways (ROWs) or pathways to the shore. A public ROW to the shore is a piece of land over which the public has right to pass on foot or, if appropriate, by vehicle in order to access the tidal waters of Rhode Island. This right of passage is consistent with the use and condition of each particular site. Accordingly, public ROWs can be used for a variety of activities. In some cases, public ROWs provide access for fishing and scenic overlooks while in other cases, public ROWs can be used to launch a boat.

How Is a Public ROW Established?

Generally, there are six legal methods of establishing a public ROW in Rhode Island.

1) Roadways which have been laid out, recorded, opened, and maintained by a city or town council. These are commonly known as city or town accepted streets. To become a public ROW, the city or town must follow the statutory method for laying out public highways. Many of the public ROWs in Rhode Island's coastal communities fall into this category.

2) Highways by grant or use (R.I.G.L. Chapter 24-2). This statute provides that all lands that have been quietly, peaceably, and actually used, improved, and considered as public highways for 20 years by a city or town council shall be taken and

notice of the proposed subdivision plat, held public hearing(s), and approved the subdivision plat and the plat has been recorded in the city or town's land evidence records, the roads or ways are available for public use.

4) Ways that have been offered to the public by dedication and accepted by public use or by official city or town action (implied dedication). This is a common law method of establishing public ROWs. In order for there to be a common law dedication, there must be a clear intent by the owner to donate the land and a clear acceptance of that land by the public. Once a parcel of land has been dedicated, the transfer is irrevocable. The landowner's intent to dedicate the land can be evidenced by the recordation of a plat map showing the ROW as public or by language contained in a deed(s). Many public ROWs to Rhode Island's shoreline have been established by dedication.

5) Highways that have been used by the public since time immemorial. This is an old common law concept. The law provides that to create a public ROW by use, the evidence must show that the use has been general, uninterrupted, continuous, and adverse as to warrant the inference that the land had been laid out, appropriated, or dedicated by the landowner to the public. An occasional use of land by a few persons living in the neighborhood or by abutters to the property without any claim of right is insufficient to establish a public ROW.

6) Ways that have been obtained by the public's adverse use. Privately owned paths to the shore that have been
used for a period of 10 consecutive years by the public may become public ROWs, but only if the requirements of the R.I. General Laws are met (R.I.G.L. Chapter 34-7). This method is commonly known as an easement by prescription. An easement is a right to use the land of another in a specified manner. In order to create a public ROW by this method, the public has the burden of establishing actual, open, notorious, hostile, and continuous use of a way under a claim of right for 10 years. In addition, the law specifically does not allow a public right-of-way to be established by footpaths; the pathway has to have been used by carriages or vehicles.

The CRMC's Public ROW Designation Process
The Rhode Island Coastal Resources Management Council (CRMC) has the authority to designate public ROWs to the tidal waters of the State (R.I.G.L. 46-23-6). A CRMC public ROW designation clarifies the status of a public ROW and provides shoreowners with clear and legally defined pathways to the shore. The CRMC carries on a continuous process of discovery and designation of ROWs using a standing ROW subcommittee. Because of administrative and legal requirements, the ROW designation process is complex and requires a substantial investment of time and resources.

The designation process begins with a fact finding investigation and a title search conducted by the CRMC's legal counsel, usually at the request of a coastal city or town. In many cases, the CRMC's efforts are supplemented with research by the municipality. During the fact finding process, evidence pertaining to the existence of a ROW is gathered from land evidence records, deeds, tax assessor records, public works records, town documents, and court records. A visual inspection of potential sites is also made to gather evidence pertaining to the exercise of dominion over a potential ROW including maintenance, repair, and upkeep. All evidence is reviewed for accuracy and relevance by the CRMC ROW Subcommittee and presented at a public hearing located in the municipality involved. If, based on the evidence gathered and public testimony received, the subcommittee determines with reasonable probability that a public ROW exists, a recommendation is made to the full Council to designate the site. If the full Council approves the ROW Subcommittee's recommendation, then a final written decision is rendered containing factual findings and conclusions of law. If there is no appeal or after an appeal has been resolved in favor of the CRMC, then the decision is recorded in the land evidence records and filed with the Secretary of State's office.

Since 1978, the cumulative efforts of the CRMC have resulted in the review of over 280 potential ROWs and the designation of over 183 sites. In addition, the Council's ROW Subcommittee has finished the hearing process on 11 potential ROWs in Middletown.

What a CRMC Designated ROW Means
Once a public ROW has been designated, the public possesses a passage way to gain access to the tidal waters of the state. Like an easement, a public ROW relates to the public's use, not the public's ownership. In other words, the public has the right to pass over and use this land in a manner consistent with the condition of the site no matter who owns the land.

When the CRMC designates a public ROW, it does not determine the ownership of the site. The CRMC is prohibited from answering questions of ownership. Determining the ownership of a public ROW can be complicated and often requires court action. Frequently, if a site has been actively used by the public, the public may in fact own the site. The CRMC does not create "new" public ROWs, they must already exist. The CRMC merely recognizes and places an official designation on previously existing conditions. It is the landowner and/or a city or town which creates a public ROW; the CRMC merely identifies these sites.

If the CRMC has not designated a site, it does not mean that a public ROW does not exist. In fact, a public ROW may exist, but the CRMC may not have enough information to legally designate it or the CRMC may not have investigated the site.

Can a Public ROW be Blocked or Abandoned?
Once a site has been designated as a public ROW, the CRMC prohibits any activities that would obstruct the public's use of these sites. The CRMC also pursues legal actions against individuals that block or impede the public's access to designated ROWs. In this manner, the CRMC protects and preserves these sites for the public's use. Once a public ROW has been designated by the CRMC, it cannot be abandoned by a city or town without prior approval of the CRMC (R.I.G.L. 46-23-6.2). In addition, a public ROW that has not been designated by the CRMC, but is nevertheless a public way, cannot be abandoned without formal abandonment proceedings. Moreover, highways which have been dedicated to the public by the actions of a landowner or acquired by prescription cannot be lost due to non-use and the public cannot lose its rights due to adverse possession.

(Joanne Shephard, CRMC Legal Counsel)
(Mark Imperial, CRMC)
(Ann Regie, CRC)

Ways That You Can Improve Public Access in Rhode Island
- Clean up public access sites
- Participate in beach cleanups
- Participate in the R.I.D.E.M.'s Adopt-a-Spot Program
- Participate in your local town's harbor management process
- Gather information necessary to designate a site as a public ROW
- Report the unlawful blockage of any public ROW to the CRMC and/or local officials

For More Information Contact the CRMC at (401) 277-2476
Coastal News from Around the State

CRMC Requires Training Course for New Council Members

In January, the Coastal Resources Management Council (CRMC) passed an amendment to its Management Procedures which requires all new public members of the Council to attend a training session before performing their duties as a full Council member. During this training session, Council staff will explain the policies and standards contained in the Rhode Island Coastal Resources Management Program (RICRMP) as well as the Management Procedures. The Council believes that this orientation will greatly benefit new Council members and improve decision making.

Narragansett Bay Project CCMP Adopted by EPA and Rhode Island

In January of this year, the Coastal Resources Management Council (CRMC) concurred with the Environmental Protection Agency’s (EPA) federal consistency determination on the Narragansett Bay Project (NBP) Comprehensive Conservation and Management Plan (CCMP). This decision paved the way for EPA Administrator William K. Reilly to approve the CCMP for Narragansett Bay. As a result, the CRMC has already begun implementing several of the CCMP’s recommendations. Subsequent issues of this newsletter will discuss CCMP implementation activities in greater detail. Copies of the CCMP can be obtained from the Department of Administration, Division of Planning, One Capitol Hill, Providence, RI 02908.

The Rhode Island Supreme Court Rules on Newbay

On November 21, 1992 Superior Court Judge Thomas H. Needham ruled, in a case brought by Newbay, that the Coastal Resources Management Council’s (CRMC) regulations governing energy facility siting (1978 Energy Amendments) exceeded the authority granted under its enabling legislation. The Energy Amendments call for the review of a wide range of socio-economic and environmental affects of a proposed energy facility. In reaching his decision, Needham ruled that the CRMC overstepped the bounds of its enabling legislation because the General Assembly limited its authority to reviewing activities for their impact on the State’s coastal resources. In addition, Needham ruled that even if the CRMC’s Energy Amendments were within its authority, these regulations would have been superseded by the subsequent state law in 1986 which established the Energy Facility Siting Board (EFSB). The CRMC appealed Needham’s decision to the Rhode Island Supreme Court.

On March 16, 1993, the Rhode Island Supreme Court ruled that the CRMC can not invoke its Energy Amendments unless it is first determined that the project will have an impact on Rhode Island’s coastal resources. This was the Court’s sixth decision on various legal issues surrounding the Newbay project, a 79-megawatt electrical cogeneration facility, which has been proposed on an 11-acre site in Rumford overlooking the Seekonk River. The ruling set the stage for 5 days of public hearings before the CRMC’s Urban Ports and Harbors Subcommittee on the impacts of the proposed facility. The subcommittee will make a recommendation to the full Council in the near future after a public workshop has been held. Future issues of Coastal Features will update the status of the CRMC’s review of Newbay.

CRMC Approves Harbor Plans After Border Dispute Is Resolved

In an historic agreement, the towns of Warren and Barrington recently resolved a long standing jurisdictional dispute over the Warren River. This allowed both towns to submit their completed harbor management plans to the Coastal Resources Management Council (CRMC) for approval. The dispute arose over the assessment of mooring permit fees. Warren, claiming jurisdiction over the Warren River to the mean high water line on the Barrington side, was requiring Barrington residents to pay non-resident mooring permits at a higher rate than Warren’s residents. Barrington residents objected and a lawsuit over this dispute was eventually filed in Superior Court. Both
parties recently resolved their differences through a cooperative management agreement and subsequently dropped the lawsuit. The cooperative management agreement states that both communities will equally share the management responsibilities and have joint enforcement authority over the river. The mooring fees will also be equal for Barrington and Warren residents. Both communities' Harbor Management Plans have subsequently been approved by the CRMC with this management agreement having been incorporated into both plans.

**Watershed Curriculum Guide Now Available**

The Southern Rhode Island Conservation District, in cooperation with local conservation partners, has recently developed a comprehensive curriculum guide, *The Pawcatuck Watershed Education Curriculum*. The curriculum is designed to address all aspects of a watershed by combining in-class sessions complemented by field trips and reinforcement materials. It includes demonstrations, hands-on activities, and discussions to facilitate learning. Four field trips compare and relate real-life scenarios with what is learned in the classroom. The curriculum guide may be ordered at a cost of $30 and $5 shipping and handling from the Southern RI Conservation District, P.O. Box 145, 5 Mechanic Street, Hope Valley, RI 02832. For more information contact the District at (401) 539-7767.

**CRMC Receives Federal Funding for a Project of Special Merit**

The Section 309 enhancement grants program has a competitive funding process called Projects of Special Merit (PSM). These are projects that enhance the work tasks contained in a state's Section 309 Strategy. All PSMs should address the recommended program enhancements identified in the state's Section 309 Assessment. Of the 51 PSM proposals submitted to NOAA by 21 coastal states, only 17 projects were selected. Rhode Island received $65,000 in federal funding to develop revised barrier beach protection policies for the Salt Pond Special Area Management (SAM) Plan. This funding will greatly expand the Council's ability to deal with coastal erosion problems. It will also help the Council develop better guidance concerning the emergency permit process and post-storm reconstruction. Subsequent issues of *Coastal Features* will report on the progress of the Council's recent shoreline protection initiative. For additional information on the Section 309 enhancement grants program, to obtain copies of the CRMC's Section 309 Assessment, or Section 309 Strategy please contact Mark Imperial at (401) 277-2476.

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**NOTICE TO READERS**

The *Coastal Features* has changed its format and will now be published on a quarterly basis. If you wish to remain on or be added to the Council's current mailing list, you must fill out the coupon below and return it to the Council. After the summer (next) issue, the Council will delete all names from the current mailing list who do not respond. Thank you for assisting the Council in its attempts to revise the *Coastal Features* mailing list.

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Spring 1993
No-Discharge Zones
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the boating season last year when the last of the pumpout stations required to obtain EPA’s designation was installed. The beginning of this boating season will see the Great Salt Pond designated as a federally approved no-discharge zone, with boaters being able to pumpout their holding tanks at any of four locations. The goal of the community is to improve water quality in the Great Salt Pond to the point where the seasonal shellfishing ban can be lifted, allowing the public to safely harvest local shellfish during the peak of the summer season.

Paul Waters