

# STATE OF NEW YORK

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6532

2021-2022 Regular Sessions

## IN SENATE

May 5, 2021

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Introduced by Sens. KAMINSKY, PALUMBO -- read twice and ordered printed,  
and when printed to be committed to the Committee on Environmental  
Conservation

AN ACT to amend the environmental conservation law, in relation to  
permitting kelp cultivation in underwater lands at Gardiner's and  
Peconic bays

The People of the State of New York, represented in Senate and Assem-  
bly, do enact as follows:

1 Section 1. Legislative findings. The state of New York has made a  
2 significant investment in combating nitrogen pollution, low dissolved  
3 oxygen, harmful algal blooms and a variety of other water quality  
4 impairments that threaten our coastal waters and fisheries and human  
5 health.

6 Kelp, which is native to New York waters, plays an important role in  
7 the fight to restore the health of our waterways. Kelp acts as a natural  
8 sink for carbon and nitrogen in our bays while increasing oxygen levels  
9 and reducing acidification. Kelp serves as a natural habitat for fish  
10 and shellfish in the state's waters. As New York continues to fight  
11 climate change and nitrogen pollution, sustainable kelp farming can  
12 provide substantial environmental benefits for the state. Kelp farming  
13 has a very low environmental impact footprint, requiring no additional  
14 water or fertilizer use, but yields a valuable product.

15 In addition to the environmental benefits, there are economic benefits  
16 for New York state by entering the emerging kelp farming market. Kelp is  
17 an edible and nutritious food with a growing market. It is also utilized  
18 in cosmetic and personal care products and used in fertilizer and animal  
19 feed.

20 States including Connecticut, Massachusetts, Maine, and Rhode Island  
21 have already established kelp and commercial seaweed aquaculture  
22 programs. In New York, there is an opportunity to promote this industry

EXPLANATION--Matter in italics (underscored) is new; matter in brackets  
[-] is old law to be omitted.

LBD11095-02-1

1 by providing access for kelp aquaculture to state owned underwater lands  
2 ceded to Suffolk County.

3 The cultivation of kelp is a growing industry with significant econom-  
4 ic, health, and environmental benefits. The enactment of this legis-  
5 lation would promote kelp aquaculture in Gardiner's and Peconic Bays,  
6 create economic benefits in New York state, and restore water quality  
7 and fish habitat in the state's waterways.

8 § 2. Section 13-0302 of the environmental conservation law, as added  
9 by chapter 425 of the laws of 2004, subdivision 10 as added by chapter  
10 322 of the laws of 2016, is amended to read as follows:

11 § 13-0302. Lands underwater of Gardiner's and Peconic bays.

12 1. Underwater lands ceded to county of Suffolk. All the right, title  
13 and interest in which the people of the state of New York have in and to  
14 the lands under water of Gardiner's and Peconic bays in the county of  
15 Suffolk, except underwater lands within one thousand feet of the high  
16 water mark is hereby ceded to such county, for the purposes of shellfish  
17 or kelp cultivation, to be managed and controlled by such county,  
18 provided that such lands shall revert to the state when they shall cease  
19 to be used for shellfish cultivation. For the purposes of this section,  
20 the term "Gardiner's and Peconic bays" shall mean the waters of  
21 Gardiner's and Peconic bays and the tributaries thereof between the  
22 westerly shore of Great Peconic bay and an easterly line running from  
23 the most easterly point of Plum island to Goff point at the entrance of  
24 Napeague harbor.

25 2. Ratification. The grant of lands under the waters of Gardiner's and  
26 Peconic bays, by the commissioners of shell fisheries, in accordance  
27 with the provisions of chapter 385 of the laws of 1884, as amended,  
28 subsequently held and used by the grantees, heirs, successors, and  
29 assigns on which all taxes and assessments have been paid, are hereby  
30 ratified and confirmed. Any underwater lands in Gardiner's and Peconic  
31 Bays previously granted that revert or escheat to the state or are  
32 subject to tax deed by the county of Suffolk shall be available to the  
33 county for leasing pursuant to this section. All other lands under such  
34 waters, which pursuant to such chapters, have escheated or reverted to  
35 the state, are hereby ceded to Suffolk county for the purposes of the  
36 cultivation of shellfish, subject to existing valid grants and ease-  
37 ments; provided however, that nothing in this section shall interfere  
38 with the right of the commissioner of general services to grant lands  
39 and easements under water to owners of adjacent uplands, pursuant to the  
40 provisions of the public lands law, or of the legislature to make such  
41 grants without regard to upland ownership, and to grant franchises to  
42 utilities, municipalities and governmental, educational, or scientific  
43 bodies for cables, outfalls, ecological studies, and experimentation  
44 with controlled marine life.

45 3. Leases for shellfish cultivation. Suffolk county may lease lands  
46 under water ceded to it by the state for the purpose of shellfish culti-  
47 vation. Provided if no such leases have been executed by December thir-  
48 ty-first, two thousand ten, such authority to lease pursuant to this  
49 section shall terminate.

50 a. Leases may be issued only within areas designated as shellfish  
51 cultivation zones on a map or maps to be prepared and approved by the  
52 county of Suffolk.

53 b. No lease shall be granted except upon written application on forms  
54 furnished by the county of Suffolk, and properly executed and signed by  
55 the applicant.

1 c. Before a lease is approved, notice shall be provided for at least  
2 two months by posting such notice at the bureau of marine resources in  
3 the department, the office of the county clerk, and the office of the  
4 town clerk in which all or any part of the lands to be leased are  
5 located. Such notice shall also be published in the official newspaper  
6 of the county. The notice shall include the name of the lessee, the  
7 boundaries of the lease, and the area of the lease. A copy of the  
8 proposed lease shall be available for public inspection and copying in  
9 the office of the county clerk.

10 4. Establishment of shellfish cultivation zones. Before leasing or  
11 using the lands hereby ceded to it, the county of Suffolk shall cause an  
12 accurate survey to be made of such lands, and a map or maps to be  
13 prepared therefrom. Such map or maps shall establish shellfish culti-  
14 vation zones within Gardiner's and Peconic bays. Such map or maps shall  
15 be approved by local law. After such map or maps have been adopted, the  
16 county shall have the authority to issue leases for shellfish culti-  
17 vation within the shellfish cultivation zones, as provided herein. Such  
18 map or maps shall be updated by the county of Suffolk every five years.

19 a. Underwater lands within one thousand feet of the high water mark  
20 shall not be included in a shellfish cultivation zone.

21 b. Underwater lands where bay scallops are produced regularly and  
22 harvested on a commercial basis shall not be included in a shellfish  
23 cultivation zone.

24 c. Underwater lands where there is an indicated presence of shellfish  
25 in sufficient quantity and quality and so located as to support signif-  
26 icant hand raking and/or tonging harvesting shall not be included in a  
27 shellfish cultivation zone.

28 d. Underwater lands where the leasing will result in a significant  
29 reduction of established commercial finfish or crustacean fisheries  
30 shall not be included in a shellfish cultivation zone.

31 5. Regulations for shellfish cultivation. The county shall, by local  
32 law, before leasing any such underwater lands, adopt regulations govern-  
33 ing:

34 a. applications for leases;

35 b. notices to be given;

36 c. the form and terms of leases;

37 d. standards for the approval or denial of leases;

38 e. administration of leases;

39 f. the transfer or renewal of leases;

40 g. marking grounds and testing;

41 h. fees;

42 i. recording of leases;

43 j. bonds; and

44 k. such other matters as are appropriate to the leasing program.

45 6. Department authority over shellfish cultivation. Notwithstanding  
46 any of the provisions of this section:

47 a. any person engaging in the cultivation or harvesting of shellfish  
48 in a shellfish cultivation zone pursuant to this section shall obtain a  
49 permit in accordance with section 13-0316 of this title; and

50 b. the department shall regulate and control the use of certain types  
51 of vessels and equipment for harvesting shellfish, requirements for  
52 reseeding, the right to enter upon such leased lands for reseeding or  
53 making shellfish population surveys, and enforce all other applicable  
54 state laws relating to said underwater lands.

55 7. Leases for kelp cultivation.

1 a. Suffolk county may lease lands under water ceded to it by the state  
2 for the purpose of kelp cultivation, provided if no such leases have  
3 been executed by December thirty-first, two thousand thirty-one, such  
4 authority to lease pursuant to this section shall terminate. Nothing  
5 shall preclude the county from issuing a single lease to an applicant  
6 for both shellfish and kelp, provided that the application complies with  
7 all the requirements of this section. For the purposes of this section,  
8 "kelp" means any of the brown seaweeds of the order of Laminariales  
9 approved by the commissioner for cultivation in the waters of Gardiner's  
10 and Peconic bays.

11 b. Leases may be issued only within areas designated as kelp culti-  
12 vation zones on a map or maps to be prepared and approved by the county  
13 of Suffolk.

14 c. No lease shall be granted, except upon written application on forms  
15 furnished by the county of Suffolk, and properly executed and signed by  
16 the applicant.

17 d. Before a lease is approved, notice shall be provided for at least  
18 two months by posting such notice at the bureau of marine resources in  
19 the department, the office of the county clerk, and the office of the  
20 town clerk in which all or any part of the lands to be leased are  
21 located. Such notice shall also be published in the official newspaper  
22 of the county. The notice shall include the name of the lessee, the  
23 boundaries of the lease, and the area of the lease. A copy of the  
24 proposed lease shall be available for public inspection and copying in  
25 the office of the county clerk.

26 e. Before leasing or using the lands hereby ceded to it for kelp  
27 cultivation, the county of Suffolk shall cause an accurate survey to be  
28 made of such lands, and a map or maps to be prepared therefrom. Such map  
29 or maps shall establish kelp cultivation zones within Gardiner's and  
30 Peconic bays. Such map or maps shall be approved by local law. After  
31 such map or maps have been adopted, the county shall have the authority  
32 to issue leases for kelp cultivation within the kelp cultivation zones,  
33 as provided herein. Such map or maps shall be updated by the county of  
34 Suffolk every five years.

35 f. Underwater lands within one thousand feet of the high water mark  
36 shall not be included in a kelp cultivation zone.

37 g. Underwater lands where bay scallops are produced regularly and  
38 harvested on a commercial basis shall not be included in a kelp culti-  
39 vation zone.

40 h. Underwater lands where there is an indicated presence of shellfish  
41 in sufficient quantity and quality and so located as to support signif-  
42 icant hand raking and/or tonging harvesting shall not be included in a  
43 kelp cultivation zone.

44 i. Underwater lands where the leasing will result in a significant  
45 reduction of established commercial finfish or crustacean fisheries  
46 shall not be included in a kelp cultivation zone.

47 j. The county shall, by local law, before leasing any such underwater  
48 lands, adopt regulations governing:

49 (i) applications for leases;

50 (ii) notices to be given;

51 (iii) the form and terms of leases;

52 (iv) standards for the approval or denial of leases;

53 (v) administration of leases;

54 (vi) the transfer or renewal of leases;

55 (vii) marking grounds and testing;

56 (viii) fees;

1 (ix) recording of leases;  
2 (x) bonds; and  
3 (xi) such other matters as are appropriate to the leasing program.  
4 k. Notwithstanding any of the provisions of this section:

5 (i) any person engaging in the cultivation or harvesting of kelp in a  
6 kelp cultivation zone pursuant to this section shall obtain all permits  
7 required by this chapter;

8 (ii) the department shall regulate and control the use of certain  
9 types of vessels and equipment for harvesting kelp, requirements for  
10 reseeding, the right to enter upon such leased lands, and enforce all  
11 other applicable state laws relating to said underwater lands; and

12 (iii) any person engaging in the cultivation or harvesting of kelp in  
13 a kelp cultivation zone pursuant to this section shall receive approval  
14 from the commissioner.

15 8. Duties of the county clerk. Leases issued pursuant to this section  
16 shall be recorded in the office of the county clerk in the manner and  
17 form to be determined by local law as provided in subdivision five of  
18 this section.

19 ~~[8.]~~ 9. Summary proceedings. Upon the failure of a lessee to pay the  
20 rental on any date due under the terms of the lease or upon revocation  
21 as provided for by local law pursuant to subdivision five or seven  
22 of this section, the county may, after written notice to the lessee declare  
23 the lease cancelled as of the date set forth in such notice, and may  
24 immediately thereafter evict the lessee from such lands. The provisions  
25 of article seven of the real property actions and proceedings law shall  
26 apply and govern the procedure in such case.

27 ~~[9.]~~ 10. Disposition of fees and rents. All fees and rents received  
28 shall be deposited into the general fund of the county. However, in the  
29 alternative, nothing shall prohibit the county of Suffolk, by local law,  
30 from establishing a special fund for the promotion of aquaculture where  
31 such fees and rents shall be deposited.

32 ~~[10. Suffolk county shall be authorized to allow the underwater lands~~  
33 ~~at Gardiner's and Peconic Bays within the shellfish cultivation zone to~~  
34 ~~be used for the implementation of a pilot program to conduct research~~  
35 ~~and scientific assessment of the feasibility of seaweed cultivation.~~  
36 ~~Such pilot program shall be limited to persons holding a lease from~~  
37 ~~Suffolk county for shellfish cultivation and shall be limited to a total~~  
38 ~~of five acres of such cultivation zone provided that any one person may~~  
39 ~~be authorized to conduct seaweed cultivation on no more than one acre of~~  
40 ~~the lease. Suffolk county shall provide a report to the legislature and~~  
41 ~~the department on the pilot program no later than January first, two~~  
42 ~~thousand twenty six.]~~

43 § 3. If any clause, sentence, paragraph, section or part of this act  
44 shall be adjudged by any court of competent jurisdiction to be invalid,  
45 such judgment shall not affect, impair or invalidate the remainder ther-  
46 eof, but shall be confined in its operation to the clause, sentence,  
47 paragraph, section or part thereof directly involved in the controversy  
48 in which such judgment shall have been rendered.

49 § 4. This act shall take effect immediately; provided that the amend-  
50 ments to subdivision 10 of section 13-0302 of the environmental conser-  
51 vation law made by section two of this act shall not affect the repeal  
52 of such subdivision and shall be deemed repealed therewith.