

STATE OF NEW YORK

7547

2021-2022 Regular Sessions

IN ASSEMBLY

May 13, 2021

Introduced by M. of A. THIELE -- read once and referred 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 Assembly, 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
23 by providing access for kelp aquaculture to state owned underwater lands
24 ceded to Suffolk County.

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

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

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

9 § 13-0302. Lands underwater of Gardiner's and Peconic bays.

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

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

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

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

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

54 c. Before a lease is approved, notice shall be provided for at least
55 two months by posting such notice at the bureau of marine resources in
56 the department, the office of the county clerk, and the office of the

1 town clerk in which all or any part of the lands to be leased are
2 located. Such notice shall also be published in the official newspaper
3 of the county. The notice shall include the name of the lessee, the
4 boundaries of the lease, and the area of the lease. A copy of the
5 proposed lease shall be available for public inspection and copying in
6 the office of the county clerk.

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

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

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

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

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

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

- 31 a. applications for leases;
- 32 b. notices to be given;
- 33 c. the form and terms of leases;
- 34 d. standards for the approval or denial of leases;
- 35 e. administration of leases;
- 36 f. the transfer or renewal of leases;
- 37 g. marking grounds and testing;
- 38 h. fees;
- 39 i. recording of leases;
- 40 j. bonds; and
- 41 k. such other matters as are appropriate to the leasing program.

42 6. Department authority over shellfish cultivation. Notwithstanding
43 any of the provisions of this section:

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

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

52 7. Leases for kelp cultivation.

53 a. Suffolk county may lease lands under water ceded to it by the state
54 for the purpose of kelp cultivation, provided if no such leases have
55 been executed by December thirty-first, two thousand thirty-one, such
56 authority to lease pursuant to this section shall terminate. Nothing

1 shall preclude the county from issuing a single lease to an applicant
2 for both shellfish and kelp, provided that the application complies with
3 all the requirements of this section. For the purposes of this section,
4 "kelp" means any of the brown seaweeds of the order of Laminariales
5 approved by the commissioner for cultivation in the waters of Gardiner's
6 and Peconic bays.

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

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

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

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

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

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

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

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

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

45 (i) applications for leases;

46 (ii) notices to be given;

47 (iii) the form and terms of leases;

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

49 (v) administration of leases;

50 (vi) the transfer or renewal of leases;

51 (vii) marking grounds and testing;

52 (viii) fees;

53 (ix) recording of leases;

54 (x) bonds; and

55 (xi) such other matters as are appropriate to the leasing program.

56 k. Notwithstanding any of the provisions of this section:

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

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

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

11 8. Duties of the county clerk. Leases issued pursuant to this section
12 shall be recorded in the office of the county clerk in the manner and
13 form to be determined by local law as provided in subdivision five of
14 this section.

15 [~~8.~~] 9. Summary proceedings. Upon the failure of a lessee to pay the
16 rental on any date due under the terms of the lease or upon revocation
17 as provided for by local law pursuant to subdivision five or seven of
18 this section, the county may, after written notice to the lessee declare
19 the lease cancelled as of the date set forth in such notice, and may
20 immediately thereafter evict the lessee from such lands. The provisions
21 of article seven of the real property actions and proceedings law shall
22 apply and govern the procedure in such case.

23 [~~9.~~] 10. Disposition of fees and rents. All fees and rents received
24 shall be deposited into the general fund of the county. However, in the
25 alternative, nothing shall prohibit the county of Suffolk, by local law,
26 from establishing a special fund for the promotion of aquaculture where
27 such fees and rents shall be deposited.

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

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

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