

Understanding and Providing Public Access to Connecticut's Coast

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Please note legal disclaimer in the endnotes of this document. 1

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-Nicole Vickey

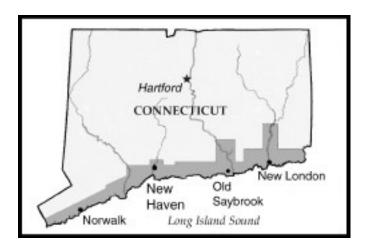
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Introduction

The coast of Connecticut provides a wealth of natural, recreational and commercial resources. However, the demands of growing populations and increasing development threaten the long-term survival of these resources. Connecticut boasts a coastal population density of 3,235 people per square mile, among the highest in the nation.² Connecticut faces both unique geologic and development constraints. While 80% of the shoreline is privately owned, only 14% of the Connecticut shoreline is sandy beach. Of the existing coastal public access sites, 16% are privately owned.³

Municipal officials have the important and often difficult task of representing local interests at the coast. One increasingly important responsibility, as towns expand, is the provision of adequate public access to the coast, which must be balanced with efforts to protect sensitive coastal resources. After 300 years of development, Connecticut has very few undisturbed coastal resources. The undeveloped coastal sites that do still exist should be protection priorities, especially as demand for public access to the coast grows. When planning for coastal public access, there are several concerns that should be taken into consideration, including the protection of fragile coastal resources, neighborhood privacy concerns, the safety of the site for public use, and the need for coastal recreational facilities.⁴

This booklet is designed to provide a basic understanding of public access rights and the steps that can be taken by municipal officials to provide adequate public access to the coast.



Connecticut's coastal zone consists of the 24 towns bordering Long Island Sound and the lower reaches of the Connecticut River (shaded area).

Framing the Issue:

Coastal Zone Management and Public Access

One of the strongest reasons for public support of coastal zone protection is our nation's love affair with the coast. The recreational value of our nation's beaches and coastal waters is incredibly large. Nationally, one indicator of booming coastal recreation is sales in recreational boats, which have risen from \$1 million in 1955 to over \$17 billion in 1995.⁵ Recreational uses in Long Island Sound contribute approximately \$5 billion annually to the regional economy.⁶

The coastal zone offers far more than sandy beaches and rich waters. The areas where the land meets the sea are some of the most biologically productive places in the world. Estuaries act as nursery grounds for many species of fish, and coastal wetlands serve as important pollution filters. Many coastal features like beaches, dunes and marshes provide natural flood protection for coastal communities.⁷

People place a wide range of pressures on the coastal zone. Growing coastal populations lead to increasing demand for housing and other community infrastructure. As towns expand, increasing volumes of household waste join the runoff from agricultural lands, discharge from wastewater treatment plants, and other sources to load our coastal waters with nutrients, pathogens, toxic chemicals, sediment, etc.

Coastal populations are growing faster than anywhere else in our country, and the Connecticut coast is no exception. As coastal populations grow, so will stress on coastal resources. Ensuring public access to the coast is an important step in connecting people with this sensitive ecosystem. In addition to providing access, municipalities share a responsibility to educate their residents about human impacts on coastal resources, to ensure that resources and recreational opportunities are available for generations to come.

All levels of government, from federal to local, are working to preserve and protect our nation's coast. The 1972 Coastal Zone Management Act (CZMA) is the federal regulation that seeks to protect the coastline. One of the objectives of the Coastal Zone Management Act is to ensure continued recreational use and enjoyment of coastal resources.⁸

Through the CZMA, the federal government provides financial resources to the State of Connecticut to implement the Connecticut Coastal Management Act (CCMA).⁹ The Connecticut General Assembly passed the CCMAin 1979, stating that, "The key to improved public management of Connecticut's coastal areas is coordination at all levels of government and consideration by municipalities of the impact of development..." The CCMAgives statutory preference for water-dependent uses, including public access. This allows local land use decisions to require provision of public access as a condition of new

waterfront development.¹¹ Since the 1980 implementation of the state coastal management program, 12.5 miles of additional public access have been acquired.¹² The state's coastal management program, the Office of Long Island Sound Programs (OLISP), plays an essential role in ensuring coastal public access. OLISP oversees the municipal implementation of the Coastal Site Plan Review process, during which site plans and applications for projects and activities that fall within the coastal boundary undergo detailed evaluation.¹³ The state has the authority to appeal municipal decisions in court, helping to ensure that towns do not forego public access opportunities by ignoring their Coastal Site Plan Review obligations.

Local governments play an important role in determining the future development of Connecticut's coast. Under the CCMA, towns may adopt Municipal Coastal Programs (MCPs), designed to implement CCMA policies through local land use plans and regulations. Development of a MCP involves making revisions to the town plan of conservation and development, as well as any zoning and land use regulations that affect the coastal area. The purpose of a MCP is to identify a municipality's specific coastal resources and coastally-related concerns (erosion, flooding, recreational demand, etc.) and to offer more detailed guidance to coastal area property owners and developers as to how the municipality is implementing and enforcing CCMApolicies. As of 1995, 82% of Connecticut's coastal communities had adopted MCPs. 15

All levels of government are working together towards the common goal of coastal zone protection. For example, Section 309 of the CZMAestablished the Coastal Zone Enhancement Program, which provides funding for states to address "enhancement" issues, one of which is public access. A 1997 assessment of Connecticut's Public Access Grants highlighted 309 funding used for a comprehensive inventory and evaluation of public access potential for all state-owned properties bordering coastal and tidal waters. Section 309 funding has also supported the development of a coastal access guide and map, and the establishment of the successful Long Island Sound License Plate Program, which provides funds to municipalities to enhance public access.

Coastal Zone Management Resources

A full-text copy of the CZMA is available online at: http://www.ocrm.nos.noaa.gov/czm/czm_act.html

A copy of the Connecticut Coastal Management Act is available online at: http://dep.state.ct.us/olisp/manual/manualsection5.pdf

Free copies of the Connecticut Coastal Access Guide, including color maps of coastal access sites, are available by contacting the CT DEP's Office of Long Island Sound Programs at: (860) 424-3034 or e-mail <coastal.access@po.state.ct.us>.

Why is the Coast Public? The Public Trust Doctrine

The common law doctrine of Public Trust says that most coastal states, including Connecticut, hold the submerged lands and water below the mean high water line in trust for the public and future generations. In Connecticut, land above the mean high water line can be privately owned, but the so-called "wet beach" is considered public trust land, and therefore is open for lateral access. ¹⁹ Perpendicular access to public trust lands across privately owned land, however, is not a right under the Public Trust Doctrine. ²⁰ Thus, it is up to state and local governments to secure adequate access sites to public trust lands.

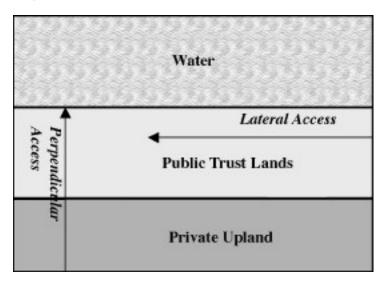


Figure 1: An illustration of types of coastal access. In Connecticut, lateral access **is** a public right. Perpendicular access over private land **is not.**

The Connecticut Supreme Court has established that private property can extend to the mean high water line.²¹ Private landowners may not exclude the public from lawful use of a public trust area below this line, but they can exclude them from private property. If a parcel of privately-owned land lies between a public street and public shoreline, the public does not have the right to cross it. Local governments must negotiate perpendicular access.

The Coastal Zone Management Act and the Connecticut Coastal Management Act takes the common law principles of the Public Trust Doctrine and formalizes them as part of federal and state statutes. The CCMA requires that impact on water-dependent uses, including public access, be considered when coastal sites are being considered for development. Connecticut's "public trust lands" include beaches, rocky shores, wetlands, and the waters near the

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coast. Acceptable public uses include walking, sunbathing, boating, fishing and shellfishing. 22 That is not to say that these public uses are unregulated – many towns require people to obtain permits for public uses, such as beach recreation, fishing, and shellfishing. 23

Public Trust Lands Facts

There are 98,644 miles of Public Trust shorelands in the United States. 24

Between Connecticut and New York, there are 217 miles of direct shorefront on Long Island Sound.²⁵

The Connecticut Coastal Management Program has resulted in 12.5 miles of additional public access to Long Island Sound since 1990.²⁶

The State of Coastal Access in Connecticut

The Connecticut Department of Environmental Protection has identified 276 sites (beaches, campgrounds, parks, and boat launches) in Connecticut where the public can access the coast.²⁷ As mentioned above, Connecticut has a coastal population density of 3,235 people per square mile.²⁸ This equates roughly to 1 site per 1.75 miles of coast, or per 5, 675 coastal residents. This does not take into consideration coast-goers traveling from non-coastal areas. As populations at the coast increase, both demand for waterfront development and demand for coastal access sites keeps pace.

For years, many Connecticut shoreline towns maintained coastal access sites for use solely by residents - the people whose taxes paid for upkeep of the sites. In 2001, the Connecticut Supreme Court ruled that all municipal beaches be opened to non-residents, on First Amendment grounds regarding nondiscriminatory access to public forums. 29

Many towns now charge high fees for non-resident beach access, and some have designated off-site venues for procuring beach passes.³⁰ The town of Madison, for example, charges \$10 per day for non-resident beach passes while season passes for residents are just \$20.³¹ The town of Greenwich sells beach passes at the town hall, rather than at the beach entrance.³² These restrictive procedures have kept many of Connecticut's beaches out of reach for state residents of non-coastal towns and non-state residents.

Municipal Steps Towards Providing Public Access

Step 1: Identify Existing & Potential Public Access Sites

Prior to planning for additional coastal access, municipalities should first identify their existing resources. Many coastal towns have street rights-of-way that extend to the water, which can be developed as public access sites. In 1990, the town of Essex, Connecticut conducted an assessment of existing public water access sites. A volunteer poured through land records, and uncovered nine town-owned waterfront roadends. Essex was among the first to use the new state public access signs, identifying several of these overlooked access sites as open for public use.

Towns should also catalogue the public access sites that have been required through Coastal Site Plan Review approvals, and field-check them to ensure the public access sites are being maintained. Once existing resources have been documented, municipalities can better plan for additional access sites, as well as areas where access needs to be restricted.

Towns should also consider reviewing and updating (or adopting, if appropriate) their Municipal Coastal Program. This can include amendments to the town's Plan of Conservation and Development to identify areas where there is a need for coastal access, and detail the types of access facilities likely desired by the current users of the coast and future generations.³³

Step 2: Consider Acquisition

Acquisition of waterfront property is a strong tool for public coastal access provision. Town ownership of waterfront land provides very secure public access to the coast. However, the cost of waterfront property is often prohibitive, and there are relatively few sites for sale. There are several acquisition approaches for key coastal access sites, some of which are discussed below:

Public Funds

The easiest, but most expensive, means of securing public access to the coast is town purchase of waterfront property. This is often not feasible given the limited budget allocations for open space acquisition. A prime example of public acquisition of coastal land is Greenwich Point, a widely used coastal recreation site, which the Town of Greenwich bought for \$550,000 in 1945.³⁴

Other states have promoted public funding for coastal open space preservation by adopting a real estate transfer taxes on coastal properties, the funds from which are earmarked for acquisition and development of coastal public access sites. Connecticut, however, currently lacks the required state enabling statute that would allow municipalities to adopt such taxes.

Private/Public Alliances

When finances present a serious obstacle to acquisition, towns should consider partnering with local conservation organizations to secure key coastal sites. Non-governmental organizations focused on conservation can also educate waterfront property owners about conservation easements (defined below). Over the long term, some property owners might be willing to donate access easements, in order to receive deductions in property taxes, or even leave a portion of a waterfront property to a local land trust in their will. Similarly, Connecticut businesses are eligible for business tax credits for donations of conservation land.

Your local land trust may already monitor undeveloped parcels along the coast, or maintain a list of priority sites for water dependent uses, including public access. When a site goes on the market, local land trusts can often help organize efforts to secure funding to purchase parcels that will serve a critical public need.

Step 3: Consider Alternatives to Acquisition

Towns do not need full ownership of waterfront property in order to ensure legal access for the public to the coast. Other options include:

Conservation Easements

An easement is defined as the right to use a parcel of land to benefit an adja-cent parcel of land, such as the right to access the coast through a private property.³⁵ Instead of purchasing an entire waterfront property, towns can, in effect, purchase the right of access over a private property. Easements can be obtained through agreed purchase or dedication.³⁶

Transfers of Development Rights

Property rights can be thought of as a bundle of different rights, including land ownership and the right to develop land. Development rights, part of this bundle, can be transferred. Provisions in zoning laws can allow "the purchase of the right to develop land located in a sending area and the transfer of these rights to land located in a receiving area." Transfers of Development Rights (TDRs) can promote development in specific areas, while compensating coastal property owners for the preservation of their land as open space. Connecticut state law allows local zoning regulations to provide for the creation of development rights, and the ability to transfer these rights. However, there are very few undeveloped parcels of coastal property in Connecticut, and so opportunities for TDRs are few.

Step 4: Utilize Regulatory Tools

There are several regulatory options that municipalities can use to promote adequate public access to the coast, including:

Liability Waivers

Coastal private property owners are often wary of the liabilities posed by providing public access to the coast across their property. Connecticut has

limited landowner liability.³⁹ State law says that landowners who give the public access to their land for recreational purposes at no charge are not responsible for injury occurring on the property. Educating private property owners of this liability waiver may increase the willingness of coastal landowners to dedicate perpendicular public access easements to the coast.

Zoning Regulations

Proper zoning of waterfront parcels is critical in the protection and enhancement of public access. Towns can amend zoning regulations to include criteria that protect water-dependent uses, including coastal public access, through a coastal site plan review process. The Connecticut Coastal Management Act provides authority to municipal planning and zoning commissions to require coastal access provisions as a condition of coastal site plan approval. In 1994, the Connecticut Supreme Court upheld the City of Norwalk's condition requiring coastal public access at a site proposed for nonwater dependent use. In

Town governments can create zoning districts that reserve coastal areas for water-dependent uses, such as public access, or allow a mix of compatible water dependent and non-water-dependent uses. 42 The Stamford Coastal Water Dependent District, for example, does not permit substantial non-water-dependent uses. 43 Norwalk, on the other hand, has a Marine Commercial Zone that allows non-water-dependent uses by special permit if public access along the shoreline is provided. 44 Zoning that reserves areas for water-dependent uses can help keep privately owned but publicly used access sites, like marinas, from having prohibitive property taxes. In Connecticut, property tax assessments are based on the highest and best use of the property. If an area is rezoned for water-dependent uses only, its assessed value is based on its value as a water dependent use. 45

It is key to amend zoning regulations to clearly define the importance of water-dependent uses and public access, otherwise there will be no legal basis for employing the regulatory tools described below.

Permit Conditions

Once a development is proposed that meets a site's existing zoning standards, the permit approval process can require conditions that promote public coastal access. Examples of possible permit conditions include limiting building size, providing parking spaces, the dedication of small parks, the construction of boardwalks, and the provision of a public easement for perpendicular access across a waterfront private property. A list of possible permit conditions should be detailed in town zoning regulations, and should be specified to apply to both new development and redevelopment projects.

One local example occurred in Stonington, Connecticut when a developer was required to provide a 500-foot long public access pathway to Wamphassuc Marsh on Fishers Island Sound as part of a proposed 6-lot waterfront residential subdivision. Although the Stonington Planning and Zoning Commission originally approved the plan without access provisions, an appeal achieved the public access provision as a condition of development.⁴⁷

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The Takings Issue

Opposition to permit conditions often come in the form of "takings objections". The Fifth Amendment of the U.S. Constitution states that "private property shall not be taken for public use, without just compensation". 48 A taking then refers to a government action by which a private property is taken for public use without fair payment.

There are two types of takings – categorical and regulatory. Categorical takings refer to situations when the government physically occupies a property, and under the rule of eminent domain this requires fair market value compensation. Regulatory takings, on the other hand, refer to situations where a regulation "goes too far" in restricting the use of the land, denying a landowner all economically viable uses. ⁴⁹

Before including provision of public access as a condition of permit approval, each town should consult legal counsel to check whether the proposed condition could be considered a regulatory taking.

Two major takings claims cases define what can legally be asked for as a permit condition:

Nollan v. California Coastal Commission⁵⁰

Nollan was a waterfront property owner who applied for a permit from the California Coastal Commission (CCC) to build a new, larger house on his property. The adverse impact posed by the new house was that it would reduce visibility of the coast. The CCC conditioned permit approval on Nollan providing a lateral public access easement for the privately owned portion of the beach. Nollan objected to the permit condition.

The court found that there was no connection between the Nolan's reducing visibility of the coast and the request for the lateral public access easement. In effect, the Court declared that the Commission would have to purchase an easement for access or obtain it through condemnation proceedings that would require compensation to Mr. Nollan.⁵¹ This case set up what is called the "essential nexus" rule for exactions. This rule says the there must be an inherent connection between the permit condition and the impact of the proposed development.

Dolan v. City of Tigard, Oregon⁵²

Dolan was the owner of a plumbing and electrical supply store in Tigard, Oregon, who applied for permits to expand the store and pave the parking lot. The Tigard City Planning Commission conditioned approval of these permits on the dedication of a portion of her property for improvement of a storm drainage system and the dedication of an additional 15-foot strip of land adjacent to the floodplain for a pedestrian/bicycle pathway. Dolan objected to these conditions as a taking. The court applied the "Nolan Test" of essential nexus, and declared that there was a legitimate nexus between the proposed development and the conditions that would contribute to flood control and traffic alleviation. The court, however, went further to declare that the city failed to show "rough proportionality" between the permit condition and the adverse impact of the proposed development.

The court invalidated the town's condition of land dedication for a pedestrian/bicycle path because there was no individual study of the impact of the expanded store on traffic congestion or the mitigating effects of the bike trail. The court not only required that the relationship had to be roughly proportional, but also that an individualized determination of that relationship be made.

This conflict was finally resolved in 1998, when Dolan's widow was paid \$1.4 million dollars in compensation for the land taken from them by the City of Tigard, Oregon.⁵³ This case set up the second rule of the takings doctrine: the "rough proportionality" rule (see page 9).

Permit conditions are a powerful tool for securing public access in the face of increasing coastal development. However, access conditions are justifiable only if they mitigate some direct negative impact caused by the proposed project. The Connecticut Coastal Management Act defines the development of nonwater-dependent use as an adverse impact and specifies the essential nexus between such and impact and need for public access.⁵⁴ When a town seeks to require public coastal access as a permit condition for a proposed coastal development, the town should consider whether this permit condition would satisfy the following "takings tests":

Essential Nexus: Is there a clear connection between the request for the access and the adverse impact posed by the proposed development?

Rough Proportionality: Is the cost of the access roughly equal to the adverse impacts posed by the proposed development?

Pre-Application Meetings

The Connecticut Coastal Management Manual suggests that towns should create a voluntary pre-application meeting step in the development application process. Applicants for waterfront projects should be encouraged to meet with town planning and zoning staff prior to their formal application for coastal site plan approval.⁵⁵ This will allow for applicants to consider and discuss public access provisions prior to the formal application process.

Step 5: Educate the Public About Coastal Resources

In addition to securing access sites, it is important to educate the public about how best to use these sites. Public access maps, guides and signs can direct the public towards the best access sites for their desired recreational use.

Public Access Guides

The Connecticut Department of Environmental Protection (CTDEP), in partnership with the Long Island Sound Councils, Assembly and Foundation, published the *Connecticut Coastal Access Guide*, aimed at making it easier for the public to explore Connecticut's coast. Free copies of this guide are available through CTDEP by calling 860-424-3034. Portions of the *Connecticut Coastal* Access *Guide* are currently available on-line as well.⁵⁶

Towns can also create smaller-scale public access guides, describing their town beaches and other shoreline in great detail. Town guides are a useful way to direct the public to access sites with better facilities, or to guide people away from particularly fragile coastal sites. The Connecticut River Estuary Regional Planning Agency (CRERPA) has produced town-level guides for paddlers in Deep River, Essex, Old Lyme, and Old Saybrook.⁵⁷

Connecticut currently has standard Public Access signs that are free for coastal municipalities to install at access sites and on local roads.⁵⁸ Use of the state signage promotes a uniform symbol that the public will recognize to indicate public access. Interested municipalities should contact David Kozak at the Connecticut Department of Environmental Protection Office of Long Island Sound Programs, by calling 860-424-3034.

Smart Access: Planning for Coastal Access Sites

The way in which a town delivers coastal access to the public can influence how much use and pressure will be placed on such sites. For example, towns can invest in recreational facilities (bathhouses, concession stands, etc.) that will draw visitors, or they can quietly secure easements over private lands to ensure "neighborhood scale" access. Towns can appropriately direct visitors to access sites by providing incentives like facilities and parking - or disincentives like fees and parking restrictions - to promote use consistent with the site's capacity to accommodate public recreation.



Once a sufficient number of access sites have been acquired or created through regulation, consider the capacity of each access site for public recreation. There are many creative ways to plan for a tiered system of town coastal access sites.

Questions to consider when planning for municipal-level coastal public access:

- Is this access site free or is there a fee for use? Should different permits be required for different uses (beach pass, shellfish license, boating launch fee, parking fee, etc.)?
 - Some towns do not wish to invest in the monitoring required to enforce fees for the use of their coastal access sites. As demand for recreation at the coast continues to grow, this strategy may put these coastal sites at risk of degradation and overuse. Differentiated permits may require an additional administrative burden, but will help ensure appropriate uses of the varied coastal resources.
- If there is a fee for use, what is the system by which passes can be purchased?
- Should higher fees be charged for non-residents? Should passes for use be
 available on-site or at a centralized location like the town hall?
 Courts around the country have generally upheld the application of fees to use
 public trust areas, so long as the fees are reasonable, revenues are used to protect
 the public trust areas, and that fees are not different for residents and non-residents. As previously mentioned, many beaches in Connecticut charge differentiated prices for residents and non-residents.
- Should this access site be marked with the state public access sign?
 As mentioned above, Connecticut currently offers free Public Access signs. for coastal municipalities to install at access sites and on local roads.⁵⁹ Signage is a great way to improve public awareness and direct the public to a particular access site. Towns should regularly inspect signage to ensure that signs are not missing or obscured by vegetation.
- Should parking be provided? Should there be a fee charged for parking?
- Should non-residents be charged more to park, or have separate parking facilities?
 Parking availability is a crucial provision for effective public access sites. A lack of parking usually relegates an access site to neighborhood-scale use. At Bayley Beach in Rowayton, non-residents pay \$20 per vehicle for a weekend daily parking pass. Rowayton residents, on the other hand, are charged only \$10 for a season pass. ⁶⁰ Other coastal sites have differentiated parking areas for residents and non-residents.
- Should this access site have facilities (bathrooms, showers, concessions, and picnic areas)?
 - Coastal facilities range from bathrooms and showers to concessions, picnic areas, and more. Greenwich Point beach, for example, offers gourmet coffee at its snack bar. ⁶¹ Both Clinton Town Beach and Old Saybrook Town Beach offer supervised swimming, hiking areas, and picnic spots. ⁶² Amenities like these make access sites more appealing to visitors.
- To what degree should the restrictions placed on this access site be enforced?
 Once access restrictions are in place, enforcement is the key to effectively managing coastal resources. Security and parking patrols are options for ensuring that the public abides by town restrictions.

Conclusion

The nation's coastal population is projected to grow by 60% by 2010.⁶³ Demand for recreation and resource use along the coast will likely soar as population density in coastal counties explode. Connecticut already faces geologic constraints in providing adequate coastal access, with only 14% of the shoreline being sandy beach. According to a 1999 assessment of public access in Connecticut, public recreational demand for swimming, boating and fishing was thought to already exceed capacity.⁶⁴ Planning ahead for the increasing demand for coastal public access should be a priority for Connecticut municipal officials.

These plans must be made with careful consideration of coastal ecosystem impact and potential user conflicts. The provision of coastal public access must be achieved with the fragile nature of these ecosystems in mind. The rights of adjacent private property owners must be protected, so that conflicts do not render an access site useless to the public. Public education and outreach is an important step towards achieving harmonious and sustainable public use of coastal resources.

Additional Sources of Information about Connecticut's Coastal Resources

Connecticut Department of Environmental Protection

Office of Long Island Sound Programs

Phone: (860) 424-3034 Fax: (860) 424-4054

Website: http://www.dep.state.ct.us/olisp/index.htm

Long Island Sound License Plate Program

Contact: Kate Brown, LIS Fund Coordinator

Phone: (860) 424-3034 E-mail: <kate.brown@po.state.ct.us>

Request for Proposals available at:

http://www.dep.state.ct.us/olisp/licplate/2002LISFRFP.pdf

Connecticut Sea Grant

Phone: (860) 405-9128 Fax: (860) 405-9109 http://www.seagrant.uconn.edu

Long Island Sound Study

Public Outreach, Involvement, and Education Small Grants Program

Contact: Kimberly Zimmer

Phone: (631) 632-9216 Fax: (631) 632-8216

E-mail: <ksz1@cornell.edu>

More information on small grants program available at: http://www.epa.gov/region01/eco/lis/grants.html

Long Island Sound Foundation

Phone: (860) 405-9166 Website: Website: http://lisfoundation.org/ Online LIS Resource Guide and Connecticut Coastal Access Guide available at: http://lisfoundation.org/ http://lisfoundation.org/lisfpubs.html>

Endnotes

- ¹ The author of this booklet and Connecticut Sea Grant have made their best efforts in preparing this book to be accurate and complete. The following information is intended as research only, and does not constitute legal representation by the Sea Grant Law Center. It represents Sea Grant's interpretation of the requisite statutes and regulations. The explanations and options given in this booklet may not fit the circumstances of every locality. Therefore, the author and Connecticut Sea Grant do not assume responsibility for advice or information given. The authors and Connecticut Sea Grant shall not be held liable for any damages or loss caused by errors, inaccuracies, or omissions arising from direct or indirect use of this booklet.
- ² Culliton, T.J., Warren, M.A., Goodspeed, D.G., Blackwell, C.M., and J.J. McDonough III. 50 Years of population change along the nation's coasts: 1960-2010 (Coastal Trends Series #2). Washington, DC: NOS, NOAA, U.S. Department of Commerce, 1988.
- ³ Connecticut Department of Environmental Protection. Connecticut Coastal Access Guide. May 1999.
- ⁴ Connecticut Department of Environmental Protection. Connecticut Coastal Management Manual. September 2000.
- ⁵ Soundings. Boating business newspaper. Essex, Connecticut. p. 1, 51. January, 1997.
- ⁶ Altobello, Marilyn A. 1992. The Economic Importance of Long Island Sound's Water Quality Dependent Activities. Boston: US Environmental Protection Agency, Region 1.
- ⁷ Beatley, Timothy and David Brower. An Introduction to Coastal Zone Management. Washington, DC: Island Press, 1994.
- 8 16 U.S.C. § 1452(2)(E)
- ⁹ CGS Sec. 22a-90 through 22a-112.
- ¹⁰ CGS Sec. 22a-91.
- ¹¹ CGS Sec.22a-92(b)(1)(A), CGS Sec. 22a-93(16)
- ¹² Information conveyed in e-mail correspondence to author from David Blatt, of the Connecticut Department of Environmental Protection Office of Long Island Sound Programs. December 2, 2002.
- ¹³ Connecticut Department of Environmental Protection. Connecticut Coastal Management Manual: Coastal Site Plan Review Fact Sheet. September 2000.
- ¹⁴ CGS Sec. 22a-101.
- ¹⁵ The Connecticut Progress Council. State of Connecticut: Goals and Benchmarks for the Year 2000 and Beyond. January 1995. Internet URL http://www.pepps.fsu.edu/segip/states/CT/stewend.html >. [12 December 2002].
- 16 16 U.S.C. § 1456(B)(3)
- ¹⁷ Connecticut Department of Environmental Protection, Office of Long Island Sound Programs. Inventory of State-Owned Properties Bordering Coastal and Tidal Waters. Ongoing.

- ¹⁸ NOAA, Office of Ocean and Coastal Resource Management. Public Access: State Enhancement Grant Assessment and Strategies. August 1999. Internet URL: http://www.ocrm.nos.noaa.gov/pdf/access.pdf>. [11 November 2002].
- 19 Rochester v. Barney, 117 Conn. 462 (1933): "In Connecticut, the public, whose representative is the State, is the owner of the soil between high and low-water mark upon navigable water where the tide ebbs and flows." See also Shorefront Park Improvement Assn. v. King, 157 Conn. 249; 253 A.2d 29 (1968): "It is true that title to the land between high- and low-water marks in Norwalk Harbor remains in the state."
- ²⁰ Graham v. Walker, 78 Conn. 130 (1905).
- 21 Rochester v. Barney, 117 Conn. 462 (1933): "In Connecticut, the public, whose representative is the State, is the owner of the soil between high and low-water mark upon navigable water where the tide ebbs and flows." See also Shorefront Park Improvement Assn. v. King, 157 Conn. 249; 253 A.2d 29 (1968): "It is true that title to the land between high- and low-water marks in Norwalk Harbor remains in the state."
- ²² Orange v. Resnick, **94 Conn. 573** (**1920**).
- 23 Connecticut Department of Environmental Protection. Fisheries Division Licenses and Permits.
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