

Acknowledgements

Volume I of the Buzzards Bay Comprehensive Conservation and Management Plan (CCMP) is the work of many dedicated people. The Buzzards Bay Project staff was instrumental in preparing this document. At the Massachusetts Coastal Zone Management Office (MCZM) those who participated were Joseph Costa (Project Manager), Mara Altman, David Janik, Neil MacGaffey, Claudia Shambaugh, Tracy Warncke, and Judith Pederson. The U.S. Environmental Protection Agency (EPA) participants were Carol Kilbride, Bruce Rosinoff, and Gwen Ruta. Bruce Rosinoff deserves special recognition for preparing initial drafts of most of the action plans and chapters and for incorporating new or revised material into subsequent drafts. The CCMP Editorial Board also wrote parts of the CCMP and revised the document to incorporate comments by reviewers. Members were Joseph Costa, Gwen Ruta, Carol Kilbride, Bruce Rosinoff, and Judith Pederson. Joseph Costa was managing editor and oversaw the revision and production of the CCMP. The technical editor was Victoria Gibson. Special thanks to Tracy Warncke, who typed most of this and other drafts and exhibited grace and professionalism under pressure.

Most of the CCMP was reviewed by members of the Buzzards Bay Management Committee and its various subcommittees. All past and present Buzzards Bay committee members are listed on the following pages. The chairpersons of these committees played important roles.

Many others provided invaluable assistance in developing and writing the CCMP. These include Jeff Benoit, Steve Bliven, Sue Moor, Jan Smith, MCZM; Eric Hall, Ray Hall, Ron Manfredonia, Bob Morehouse, EPA; Bill Hubbard, Army Corps of Engineers; George Heufelder, Barnstable County Health and Environmental Department; Tom Barlow, Town of Bourne; Mark Robinson, the Compact of Cape Cod Conservation Trusts, Inc.; Larry Gil, Steve Halterman, Department of Environmental Protection; Charlie Swain, Town of Falmouth; Stan Humphries, IEP; Tom Bigford, National Marine Fisheries Service; Bill Napolitano, Steve Smith, Southeast Regional Planning and Economic Development District; and Graham Giese, and Bruce Tripp, Woods Hole Oceanographic Institution. Horsley Witten Hegemann, Inc. merits a special acknowledgement for its major contribution to Chapter 7, Land-Use Management, and for helping implement the Project's nitrogen management strategy in Buttermilk Bay.

The Buzzards Bay Project has a long history involving many people. The original coordinators, Wendy Wiltse, formerly of EPA Region I, and Bruce Tripp, formerly of the Massachusetts Executive Office of Environmental Affairs, together with Rich Delaney and Steve Bliven of MCZM, Dave Fierra of EPA, Judith McDowell-Capuzzo of Woods Hole Oceanographic Institution, and Ted Pratt of the Town of Marion, were instrumental in establishing the direction of the Project. Ted Pratt was also the inspiration behind many local strategies contained in the CCMP and he made the Buzzards Bay Action Committee into an effective political force. Special thanks are due to Alan Hankin and Barbara Sego of the Katharine Nordell Lloyd Center for Environmental Studies for producing the Buzzards Bay Project Newsletter and organizing and administering many Project workshops, meetings, and press events. Thanks also to Sue Beede, EPA, and Tom Fantozi, formerly of MCZM, who reached out to the public and municipalities in the Project's early days, and especially to Mimi McConnell who turned the Coalition for Buzzards Bay into a strong citizens advocacy group in support of the CCMP. The Town of Marion graciously provides office space to the Project. Finally, thanks to all scientists, planners, town, state and federal officials, and interested citizens who have made the Project a success.

Acknowledgements

Buzzards Bay Project Committee Members and Staff

POLICY COMMITTEE

Julie Belaga, Regional Administrator, U.S. Environmental Protection Agency, Region I
Susan F. Tierney, Secretary, Commonwealth of Massachusetts Executive Office of Environmental Affairs

Former Members

Michael Deland, Regional Administrator, U.S. Environmental Protection Agency
James S. Hoyte, Secretary, Commonwealth of Massachusetts Executive Office of Environmental Affairs
John P. DeVillars, Secretary, Commonwealth of Massachusetts Executive Office of Environmental Affairs

MANAGEMENT COMMITTEE

David A. Fierra, U.S. Environmental Protection Agency, Region I, Chair
Jeffrey Benoit, Massachusetts Coastal Zone Management Office
Thomas Bigford, National Oceanic and Atmospheric Administration
Leigh Bridges, Massachusetts Division of Marine Fisheries
Armando Carbonell, Cape Cod Commission
Brian Donahoe, Massachusetts Department of Environmental Protection
Robert Fagan, Massachusetts Department of Environmental Protection
Terry Flemming, U.S. Army Corps of Engineers
Russell Isaac, Ph.D., Massachusetts Division of Water Pollution Control
Marion McConnell, Coalition for Buzzards Bay
Judith McDowell-Capuzzo, Ph.D., Woods Hole Oceanographic Institution
Edwin Pratt, Buzzards Bay Advisory Committee
Stephen Smith, Southeastern Regional Planning and Economic Development District

Former Members

Meriel Hardin, Massachusetts Department of Environmental Protection
William Hubbard, U.S. Army Corps of Engineers
Jack Pearce, Ph.D., National Oceanic and Atmospheric Administration
Steve Bliven, Massachusetts Coastal Zone Management Office
Richard Delaney, Massachusetts Coastal Zone Management Office

TECHNICAL ADVISORY COMMITTEE

Judith McDowell-Capuzzo, Ph.D., Woods Hole Oceanographic Institution, Acting Chair
Alan Beck, Prudence Island National Estuary Research Reserve & U.S. EPA
Robert Bowen, Ph.D., University of Massachusetts, Boston
Leigh Bridges, Massachusetts Division of Marine Fisheries
Linda Deegan, Ph.D., Marine Biological Laboratory
Christine Gault, Waquoit Bay National Estuarine Reserve,
Graham Giese, Ph.D., Woods Hole Oceanographic Institution
Lawrence Gil, Massachusetts Division of Water Pollution Control
George Haydock, M.D., Coalition for Buzzards Bay
George Heufelder, Barnstable County Health and Environmental Department
J. Michael Hickey, Massachusetts Division of Marine Fisheries
Ann McNichol, Ph.D., Woods Hole Oceanographic Institution
Robert Morehouse, U.S. Environmental Protection Agency, Region I
William Nelson, U.S. Environmental Protection Agency, Narragansett Laboratory
Judith Pederson, Ph.D., Massachusetts Coastal Zone Management Office
John Ryther, Ph.D., Woods Hole Oceanographic Institution
Damian Shea, Ph.D., Battelle Ocean Sciences
Ira Somerset, U.S. Food and Drug Administration
Bruce Tripp, Woods Hole Oceanographic Institution
Ivan Valiela, Ph.D., Marine Biological Laboratory

Former Members

Thomas Bigford, National Oceanic and Atmospheric Administration
Frank Ciavattieri, U.S. Environmental Protection Agency, Region I
Alan Cooperman, Massachusetts Division of Water Pollution Control
June Cubillos, Massachusetts Department of Environmental Protection
Tena Davies, Massachusetts Department of Environmental Protection
Karl Deubert, Ph.D., University of Massachusetts, Cranberry Experiment Station
John Farrington, Ph.D., University of Massachusetts, Boston

Acknowledgements

Thomas Fredette, U.S. Army Corps of Engineers
Steven Halterman, Massachusetts Division of Water Pollution Control
John Hobbie, Ph.D., Marine Biological Laboratory
Mark Mello, Katharine Nordell Lloyd Center for Environmental Studies
Sue Mello, National Oceanic and Atmospheric Administration
Mantay Mesmer, Ph.D., Southeastern Massachusetts University
Robert Merchalano, Ph.D., National Oceanic and Atmospheric Administration
Francis O'Brien, Ph.D., Southeastern Massachusetts University
Henry Parker, Ph.D., Southeastern Massachusetts University
Jack Pearce, Ph.D., National Oceanic and Atmospheric Administration
Thomas Pisaturo, Southeastern Regional Planning and Economic Development District
Fred Suffian, U.S. Soil Conservation Service

BUZZARDS BAY ACTION COMMITTEE (formerly the Buzzards Bay Advisory Committee, now a non-profit organization)

Edwin Pratt, Chair, Town of Marion
Dennis Luttrell, Executive Director
Michael Glinski (alt. Scott Alphonse), New Bedford
Earle Blanchard, Town of Acushnet
Harold Brown, Town of Rochester
Richard Daniels, Town of Plymouth
Michael Gagne (alt. Michael O'Reilly), Town of Dartmouth
Wyatt Garfield, Town of Gosnold
Joseph Grassia, (alt. Lydia Van Hine), Town of Wareham
James Malatos, Town of Bourne
William Nicholson (alt Brian Nunes), Town of Mattapoisett
Jeff Osuch, Town of Fairhaven
Bruce Rosinoff, Cape Cod Commission
Gary Sherman, Town of Westport
Stephen Smith, Southeastern Regional Planning and Economic Development District
Bruce Tripp, Town of Falmouth
Marion McConnell, Coalition for Buzzards Bay

Former Members

W. Thomas Barlow, Town of Bourne, Armando Carbonell, Cape Cod Commission, Ginger Cooper, Town of Gosnold, Thomas Fantozzi, Town of Westport, Jay Grande, Town of Wareham, David Hughes, Town of Rochester, Stewart Jones, Town of Falmouth, Virginia Valiela, Town of Falmouth, and Marcy Wetherbee and Al Lima, City of New Bedford

MANAGEMENT PLAN ADVISORY COMMITTEE (dissolved in 1990)

Kathleen Bartolini, Co-Chair, Massachusetts Executive Office of Communities and Development
Judith Pederson, Ph.D., Co-Chair Massachusetts Coastal Zone Management Office
Thomas Bigford, National Oceanic and Atmospheric Administration
Robert Bowen, Ph.D., University of Massachusetts, Boston
William Hubbard, U.S. Army Corp of Engineers
Arleen O'Donnell, Massachusetts Department of Environmental Protection
Fred Suffian, U.S. Soil Conservation Service
Eric Hall, U.S. Environmental Protection Agency, Region I
Charles Swain, Edwards Boatyard
James Fair, Massachusetts Division of Marine Fisheries
William Napolitano, Southeastern Regional Planning and Economic Development District
Frank Burke, Massachusetts Department of Public Works
Arthur Gaines, Jr., Ph.D., Woods Hole Oceanographic Institution

BUZZARDS BAY PROJECT STAFF

Joseph Costa, Ph.D., Project Manager, Massachusetts Coastal Zone Management Office
Bruce Rosinoff, Project Officer, U.S. Environmental Protection Agency
Mara Altman, David Janik, Neil MacGaffey, Tracy Warncke, Massachusetts Coastal Zone Management Office
~~Former:~~ Tom Fantozzi, Amy Michalson, Claudia Shambaugh, Bruce Tripp, Massachusetts Coastal Zone Management Office
Carol Kilbride, U.S. Environmental Protection Agency

OTHER INVOLVED PERSONNEL

U. S. Environmental Protection Agency: Robert Morehouse, Gwen Ruta, Ron Manfredonia, Katharine Nordell Lloyd
Center for Environmental Studies: Barbara Sego
~~Former:~~ Alan Hankin, Ph.D., Stephen Silva, Wendy Wiltse, Ph.D.

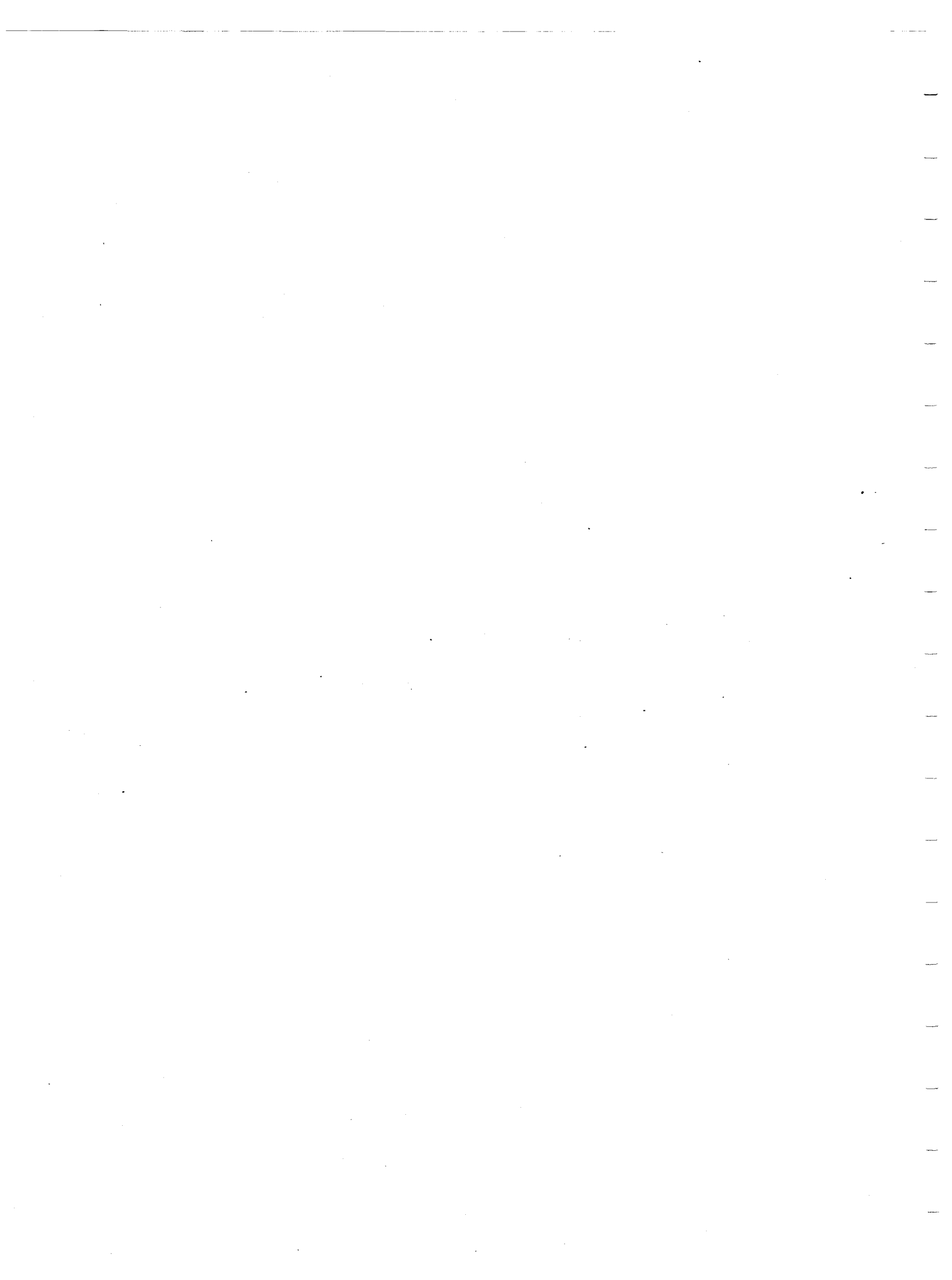


Table Of Contents

Acknowledgements.....	i
Table of Contents.....	v
List of Tables	vii
List of Figures.....	viii
Chapter 1: Introduction to the CCMP	1
Chapter 2: History and Accomplishments of the Project	5
Chapter 3: The Buzzards Bay Setting: The Bay, Its Drainage Basin and Living Resources	13
Chapter 4: Characterization of Pollution Sources	25
Chapter 5: Action Plan Introduction	39
Managing Nitrogen-Sensitive Embayments	41
Protecting and Enhancing Shellfish Resources	55
Controlling Stormwater Runoff	65
Managing Sanitary Wastes from Boats.....	75
Managing On-Site Systems	81
Preventing Oil Pollution.....	87
Protecting Wetlands and Coastal Habitat	95
Planning for a Shifting Shoreline	109
Managing Sewage Treatment Facilities	115
Reducing Toxic Pollution.....	121
Managing Dredging and Dredged Material Disposal.....	127
Chapter 6: Pollution Remediation Projects in New Bedford.....	131
Chapter 7: Land-Use Management	143
Chapter 8: Embayment Management in Buttermilk Bay: A Case Study.....	159
Draft Final 8/91	v

TABLE OF CONTENTS

Chapter 9: Implementing the CCMP..... 175

**Addendum to Chapter 9: Supporting Documentation for
CCMP Implementation..... 189**

References Cited 209

Glossary 213

Appendix A: The Management Framework in Buzzards Bay..... 223

Appendix B: Land-use Statistics and Explanatory Notes..... 237

Appendix C: Units of Measure and Abbreviations Used 243

**Appendix D: Nitrogen Loading Worksheets for Coastal
Embayments 245**

**Appendix E: Septic Systems Construction Regulation for
Effective Virus Removal..... 247**

List of Tables

Table 3.1. Comparisons of land use in the Buzzards Bay drainage basin.....	16
Table 4.1. Relative contribution of nitrogen inputs to Buzzards Bay and Buttermilk Bay drainage basins from various sources	37
Table 5.1. Recommended nitrogen loading limits for coastal embayments	45
Table 5.2. Preliminary assessment of nitrogen loading to some Buzzards Bay embayments	48
Table 5.3. Examples of leaching facility setbacks in Buzzards Bay.....	83
Table 5.4. Oil input to the marine environment.....	87
Table 5.5. Projected upland loss in acres.....	110
Table 5.6. Buzzards Bay POTWs.....	115
Table 9.1. Direct applicability of action plans to local, state, and federal authorities	176
Table 9.2. Action plan relevance for protecting Buzzards Bay water quality and resources	181
Table B.1. 1984 Land use in the Buzzards Bay drainage basin	240

TABLE OF CONTENTS

List of Figures

Figure 2.1. Buzzards Bay Project Management Conference 7

Figure 2.2. Buzzards Bay Project funding 9

Figure 3.1. Buzzards Bay and its drainage basin 14

Figure 4.1. Select surface wastewater discharges (NPDES permitted) to Buzzards Bay..... 27

Figure 4.2. Groundwater discharges (with state permits) in the Buzzards Bay drainage basin..... 29

Figure 4.3. Location of CSOs and New Bedford wastewater discharge..... 31

Figure 4.4. Generalized nitrogen cycle in coastal ecosystems..... 36

Figure 5.1. Apponagansett Bay, Dartmouth, drainage basin and land use..... 43

Figure 5.2. Nitrogen-Loading Program for Sensitive Embayments 46

Figure 5.3. Shellfish resource areas closed in Buzzards Bay 51

Figure 5.4. Annual value of shellfish landings in Buzzards Bay and all of Massachusetts..... 57

Figure 5.5. 1989 Sanitary survey data for Slocums River, Dartmouth..... 59

Figure 5.6. A multiple pipe system consists of pipes carrying wastewater and separate pipes carrying stormwater..... 65

Figure 5.7. Boat pumpout facilities in Buzzards Bay 76

Figure 6.1. Shellfish closures around New Bedford due to pathogen contamination 132

Figure 6.2. Finfish and lobster closures around New Bedford due to PCB contamination 133

Figure 6.3. Location of CSOs and New Bedford wastewater discharge..... 135

TABLE OF CONTENTS

Figure 6.4. Areas of high PCB contamination..... 137

Figure 7.1. Developable-lot analysis of an estuary recharge area.... 146

Figure 8.1. The Buttermilk Bay drainage basin..... 160

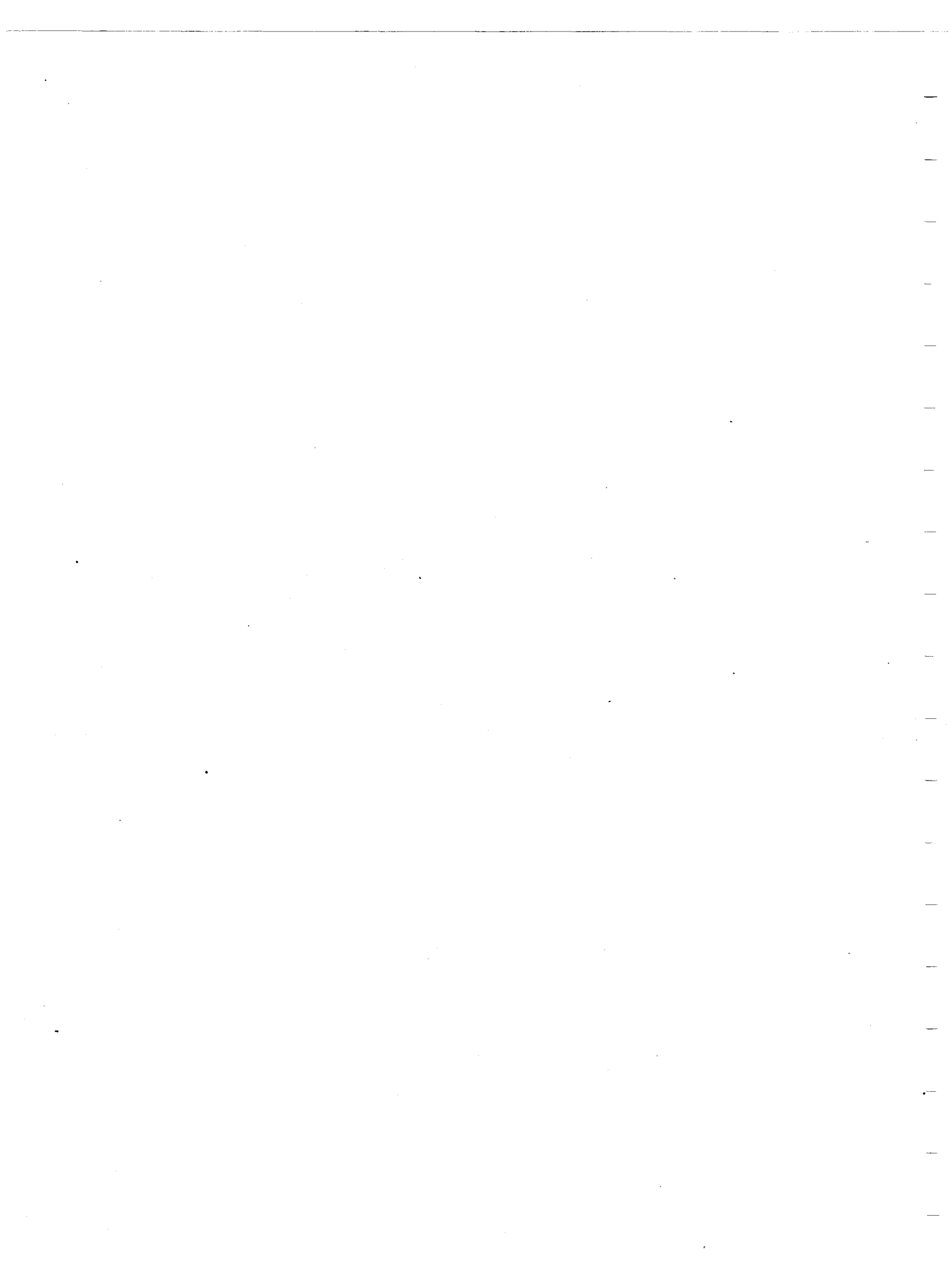
Figure 8.2. Fecal coliform monitoring in Buttermilk Bay, July
1988 to September 1989..... 162

Figure 8.3. Stormwater drainage system in Buttermilk Bay 163

Figure 8.4. Waterfowl survey monthly averages in Buttermilk
Bay..... 165

Figure 8.5. Stormwater catch basin designs in Buttermilk Bay:
System A, Electric Ave. Beach; System B, Red Brook 170

Figure A.1. Ocean Sanctuaries of Massachusetts..... 227



Chapter 1

Introduction to the Comprehensive Conservation and Management Plan

What Is the Comprehensive Conservation and Management Plan?

In 1985, the Buzzards Bay Project was established with the goal of developing and implementing management recommendations that would preserve and protect water quality and living resources in Buzzards Bay. The development of the Buzzards Bay CCMP is an example of an emerging nationwide effort to develop management strategies that take into account the uniqueness of certain coastal areas. This "special area management" approach is being successfully carried out in several other regions, including Chesapeake Bay, the Great Lakes, Puget Sound, and San Francisco Bay. This Comprehensive Conservation and Management Plan (CCMP) is one of the first of several such plans currently under development in other estuarine areas designated as part of the National Estuary Program of the U.S. Environmental Protection Agency (EPA).

This Comprehensive Conservation and Management Plan for Buzzards Bay lays out an approach for achieving the goal of a clean and healthy Bay. The CCMP is based on the scientific and technical information gathered by the Buzzards Bay Project over the past five years and an analysis of the present regulatory programs designed to protect the Bay.

The Buzzards Bay CCMP is a three-volume document. The main document is the Management Recommendations and Action Plans. It contains a synopsis of the problems facing the region and detailed recommendations on how to protect and preserve water quality and living resources in Buzzards Bay. The Management Recommendations and Action Plans identifies what actions need to be taken and who should take them. Two volumes complement the Management Recommendations and Action Plans — the CCMP Financial Plan and the CCMP Monitoring Plan.

Environmental protection often costs money and uses human resources. The Financial Plan will identify the costs associated with certain management actions recommended in the CCMP and financial strategies for meeting them. The Buzzards Bay Project has investigated a variety of funding sources to underwrite the costs of implementing recommendations in the CCMP and this information is also included in the Financial Plan.

Environmental management also requires a coherent and effective monitoring strategy to determine if actions taken are effective and warrant further expenditures. In order to judge the success of this Project over time, data that show a reduction in pollution discharged into the Bay must be collected. These needs are addressed in the Monitoring Plan, which contains the overall monitoring goals for Buzzards Bay, the specific