

Final Report

Submitted April 23, 2025

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Commission Members

Representative Samuel Azzinaro, Chair – Democrat, District 37

Representative Tina Spears, Vice Chair – Democrat, District 36

Representative Alex S. Finkelman – Democrat, District 74

Mr. Salvatore Marinosci

Director Terrence Gray

Mrs. Emily Hall

Dr. Paula Bontempi

Mr. Caswell Cooke, Jr.

Dear Speaker Shekarchi:

I am pleased to provide you with the findings and recommendations of the Special Commission to make a Comprehensive Study and Provide Recommendations for Remedies to the Erosion of Rhode Island Beaches (the Commission).

This nine (9) member Commission included several experts on the impact of climate change on coastal erosion including the Director of the Department of Environmental Management (DEM), the Dean of the University of Rhode Island (URI) Biological Oceanography program, a coastal geologist from the Rhode Island Coastal Resources Management Council (CRMC), and community members, all of whom have a vested interest in the erosion of the Rhode Island coast line.

The Commission was convened to study the current status of coastal erosion on the Rhode Island state beaches, how and why erosion is happening at a faster rate than in years past, and the relative solutions. Accordingly, the Commission heard and discussed various topics including: the statewide 2025 Resiliency Plan, statewide planning, previous studies done by the United States Army Corp of Engineers (USACE) and the potential solutions and aid from USACE, the economic impact of coastal erosion, beach nourishment, dredging, the current municipality dredging projects, and the status of artificial reef research being done at URI.

This final report is a culmination of six (6) hearings that began in October 2024 and ended in March 2025. It contains information presented by various witnesses who testified before the Commission, as well as presentations made, which the Commission has studied.

I would like to express my gratitude to all members of the Commission for their willingness to take part in these discussions, and we appreciate the investment of the time and talent that they graciously provided.

Sincevely

Representative Samuel Azzinaro

Chair

Findings

The Commission recognizes the importance of preserving Rhode Island beaches from the impacts of climate change and the frequency of more severe storms, flooding, and coastal damage. Over the period of six meetings, the Commission heard from various subject matter experts and based on testimony, materials presented, and discussions by and amongst its members, the Commission provides its findings.

Accordingly, the Commission finds as follows:

- According to the CRMC's Shoreline Change Special Area Management Plan, the average rate of erosion in Rhode Island is nearly two feet per year. The hotspots for erosion include West Beach on Block Island, Napatree Point in Westerly, and the Matunuck headland in South Kingstown, where the average historical shoreline erosion rate is 4.7 feet per year. Since 1939, the beach has lost 300 feet.
- 2. On November 11, 2024, Kim Korioth, the Chief Resiliency Officer at Rhode Island Department of Environmental Management (DEM), stated that the new statewide coastal resiliency plan for 2025 will address gaps, vulnerabilities, and future coals considering scenarios through 2100. Of these climate vulnerabilities, coastal restoration is a top priority. However, in her opinion, funding has been determined to be insufficient. In 2023, \$52M in proposals were submitted where DEM had \$12M in grant funding.
- 3. Chris Hatfield and Lisa Winter, from the USACE, testified that some potential approaches to addressing beach erosion are:
 - a. <u>Beach and dune nourishment</u> are when the sediment material is sourced from offshore dredging or upland deposits. This solution requires periodic renourishment.
 - b. Groins are perpendicular structures that help retain sediment. This solution is usually paired with beach nourishment.
 - c. <u>Nearshore placement</u> involves depositing sand in the shallow water area near the shoreline, allowing waves to naturally distribute the sediment onto the beach over time.
 - d. Sand bypassing specifically refers to the process of artificially transporting sand across a navigational inlet to counteract the natural movement of sediment. It is a more targeted action to address a specific disruption in sand flow.
 - e. Revetments are sloping structures built along a shoreline or embankment to protect against erosion by reflecting the energy of waves, currents, and storm surges. These structures are usually made of stones.

- f. <u>Nature-based solutions</u>, such as living shorelines, seagrasses, wetland restoration, and oyster reefs provide sediment stabilization, flood mitigation, and shoreline stabilization through wave energy dissipation.
- 4. The USACE participates in two types of projects, civil works general investigations (GI Studies) and continuing authority programs (CAP Studies).
 - a. GI studies are large and complex projects that require congressional authorization. These projects usually address flood risk management, navigation, water supply, or water resource issues. According to the USACE, the project's costs must be greater than \$23M and the cost share is typically 50% federal and 50% non-federal sponsor.
 - b. <u>CAP studies</u> are smaller and address less complicated or localized water resource problems. The CAP studies cost share ranges from 65%-75% for federal funds and 35%-25% non-federal sponsor funds. After the first \$100K, all projects are cost shared 50% federal funds to 50% non-federal sponsor funds.
- 5. As of January 14, 2025, the USACE has never recommended a beach restoration project in Rhode Island. In a September 2023 report on coastal storm risk management, the USACE instead recommended nonstructural measures like elevating and floodproofing buildings and critical infrastructure. On February 3, 2023, the Assistant Secretary of the Army for Civil Works approved an NED plan exception that incorporates new benefit-cost accounts—such as environmental quality, regional development, and social effects—capturing non-monetary benefits like ecological restoration, community resilience, public health, and displacement impacts.
- 6. The final USACE report suggested the modification of the impact areas by elevating 290 residential structures, floodproofing 171 non-residential structures, and floodproofing 36 critical infrastructure facilities. The total number was 497 structures. Of that total, 302 structures were economically justified by NED benefits. The NED policy exception approved adding 195 structures.
- 7. During the study, USACE evaluated from Westerly to Narragansett beaches for a beach nourishment project and projected the cost of sand fill, based on the size of the project and where the sand was sourced from, would be anywhere from \$10M to \$65M. The benefit cost ratio was 0.8, which is why USACE did not include a beach nourishment solution in the overall recommendation.
- 8. Chris Hatfield stated that for the project to be reauthorized, to further evaluate a beach nourishment solution based on the new cost-benefit accounts, that it would need to be approved by the federal delegation. He stated it is possible the new benefit accounts could raise the project's cost-benefit ratio above 1.0, which may qualify a beach nourishment project to move forward in Rhode Island.
- 9. On February 10, 2025, Caswell Cooke Jr., the Executive Director for the Misquamicut Business Association, indicated that the cost of inaction in Misquamicut includes, but is

not limited to, a loss of approximately \$9M in annual property taxes, a loss in hotel and meal taxes, a loss of approximately 1,500 seasonal jobs, the closure of 50 businesses, a loss of 215 homes, and the loss of approximately \$2.4M of parking revenue from the loss of 5,000 spaces.

- 10. Mr. Cooke also stated a dredging project for 3 miles in Rhode Island could cost potentially between \$8M to \$10M per mile, totaling \$24M-\$30M per decade.
- 11. On March 4, 2025, Dr. Annette Grilli and Dr. Stephan Grilli, both University of Rhode Island Ocean Engineering Professors of Research, discussed a potential coastal erosion solution in artificial reefs, otherwise known as submerged detached breakwaters. Artificial reefs protect shorelines through wave energy dissipation, and refers to the process by which waves lose their energy, typically through friction, turbulence, wave breaking, and interactions with structures or the seabed.
- 12. Drs. Grilli further explained that a combination of artificial reefs with beach nourishment is called a "perched beach," and the combined solutions have stabilized beaches in Italy for up to 30 years as well as increased the width of beaches on the Gold Coast of Australia by approximately 66 feet.
- 13. Drs. Grilli, the Salt Water Anglers Association, The Nature Conservancy, and subject matter experts on the Commission all emphasized the importance of site-specific designs, stating that Rhode Island's south coast would call for varying designs depending on, but not limited to, the distance from shore, submergence depth, tidal range, sediment size, and wave heights, periods, and direction.
- 14. Implementation of an artificial reef test site in Rhode Island, as a long-term solution to erosion, would take approximately three (3) years. Drs. Grilli provided two (2) proposals to the Commission.
 - a. The first proposal was submitted to the U.S. National Science Foundation (NSF) on January 16, 2025. It includes the University of Rhode Island partnering with University of Massachusetts Boston to complete a two-year artificial reef study that uses Al-driven predictive tools to model reef performance. The focus would be specific to physical and ecological challenges of the northeastern coastline. In total, the NSF proposal requested approximately \$500K in federal funds.
 - b. The second proposal is a request for funding to study the optimal design of a combination of a reef and kelp, to optimally protect the RI shoreline. This funding projections range from \$143K for a basic 1-year study, to \$369K for an in-depth, realistic 2-year study.

Recommendations

Based on its study of coastal erosion solutions, along with various related issues, testimony, materials presented to it, and discussions by and amongst its members, the Commission suggests the following recommendations:

- 1. While the Commission recognizes no federal commitments can be made at this time, we recommend the federal delegation contemplate a reauthorization of the September 2023 study in order to further evaluate the NED cost-benefit accounts in the cost-benefit ratio for a beach nourishment project.
- 2. The Commission recommends the further review and analysis of the impact of state-wide beach nourishment of our state's beaches under the Act on Coasts legislation, which was passed during the 2024 legislative session. The review may be conducted by the established vendor, ARUP, and provided to the DEM Resiliency Officer. The analysis should include ranking the state's beaches in order of priority based on environmental, social and financial impact.
- 3. The Commission recommends impacted municipalities consider earmarking beach parking lot funds for future contribution to beach erosion mitigation solutions. The Commission recognizes the financial burden that dredging and beach nourishment represents at both the municipal and state level. On February 10, 2025, the Westerly Town Council discussed allocating approximately \$225K of beach parking revenue collected to future beach nourishment projects.
- 4. The Commission recognizes the necessity to continue to study long term solutions to coastal erosion; thus, the Commission recommends seeking funding for future in-depth studies, such as the URI artificial reefs projects, in the future.

Appendix A - Resolutions

House Resolution 2024 – H 7361

House Resolution 2025 -- H 5056

(See Attached)

2024 -- H 7361

LC004575

STATE OF RHODE ISLAND

IN GENERAL ASSEMBLY

JANUARY SESSION, A.D. 2024

HOUSE RESOLUTION

CREATING A SPECIAL COMMISSION TO MAKE A COMPREHENSIVE STUDY AND PROVIDE RECOMMENDATIONS FOR REMEDIES TO THE EROSION OF RHODE ISLAND BEACHES

Introduced By: Representatives Azzinaro, Fogarty, Hull, Tanzi, Spears, Cotter, Cortvriend, Carson, McEntee, and Kennedy

<u>Date Introduced</u>: January 31, 2024

Referred To: House Environment and Natural Resources

1	WHEREAS, Rhode Island is officially nicknamed the "Ocean State" and has a tidal
2	shoreline on Narragansett Bay and the Atlantic Ocean of more than 400 miles and more than 30
3	islands within the bay; and
4	WHEREAS, Rhode Island has eight state beaches: Charlestown Breachway, East Beach
5	in Charlestown, East Matunuck in South Kingstown, Misquamicut in Westerly, Roger Wheeler,
6	Scarborough North and South, and Salty Brine in Narragansett; and
7	WHEREAS, In 2022, visitor spending in Rhode Island totaled \$5.3 billion and sustained
8	more than 80,000 jobs, a large portion of which is derived from and influenced by the State's
9	beaches and coastline; and
10	WHEREAS, The harsh reality is that Rhode Island's beaches are eroding and are in
11	urgent need of protection and restoration; and
12	WHEREAS, Beach restoration involves various methods including;
3	· The placement of sand on an croded beach for the purposes of restoring it as a
14	recreational beach and providing storm protection for upland properties and the preservation of
15	erosion hot spots; and
16	 Dune stabilization techniques including: importing dredged sand from offshore to build
17	up the dune, planting grasses or other plants to secure the sand, and installing fencing along the
18	dune on both the seaward and landward sides of the dune; and
19	WHEREAS, Rhode Islanders care deeply about the quality of life and income derived

1	from our beautiful coastline; now, therefore be it
2	RESOLVED, That a special legislative commission be and the same is hereby created
3	consisting of nine (9) members; four (4) of whom shall be members of the House, not more than
4	three (3) from the same political party, to be appointed by the Speaker of the House; one of whom
5	shall be the Director of the RI Department of Environmental Management, or designee; one of
6	whom shall be the executive director of the Costal Resources Management Council, or designee;
7	one of whom shall be the Dean of Biological Oceanography at the University of Rhode Island, or
8	designee; one of whom shall be the Commander of the New England Army Corps of Engineers,
9	or designee; and one of whom shall be the Executive Director of the Misquamicut Business
10	Association, or designee.
11	In lieu of any appointment of a member of the legislature to a legislative study
12	commission, or any commission created by a General Assembly resolution, the appointing
13	authority may appoint a member of the general public to serve in lieu of a legislator; provided
14	that, the Majority Leader or the Minority Leader of the political party which is entitled to the
15	appointment, consents to the member of the general public.
16	The purpose of said commission shall be to make a comprehensive study and cost
17	analysis in order to provide recommendations for remedies to the erosion of Rhode Island
18	beaches.
19	Forthwith upon passage of this resolution, the members of the commission shall meet at
20	the call of the Speaker of the House and organize and shall select a chairperson.
21	Vacancies in said commission shall be filled in like manner as the original appointment.
22	The membership of said commission shall receive no compensation for their services.
23	All departments and agencies of the state shall furnish such advice and information,
24	documentary and otherwise, to said commission and its agents as is deemed necessary or
25	desirable by the commission to facilitate the purposes of this resolution.
26	The Speaker of the House is hereby authorized and directed to provide suitable quarters
27	for said commission; and be it further
28	RESOLVED, That the commission shall report its findings and recommendations to the
29	House of Representatives no later than January 5, 2025, and said commission shall expire on

LC004575

March 5, 2025.

30

EXPLANATION

BY THE LEGISLATIVE COUNCIL

OF

HOUSE RESOLUTION

CREATING A SPECIAL COMMISSION TO MAKE A COMPREHENSIVE STUDY AND PROVIDE RECOMMENDATIONS FOR REMEDIES TO THE EROSION OF RHODE ISLAND BEACHES

++4

- 1 This resolution would create a nine (9) member special legislative study commission
- 2 whose purpose it would be to study and provide recommendations for remedies to the erosion of
- 3 Rhode Island beaches, and who would report back to the House no later than January 5, 2025, and
- 4 whose life would expire on March 5, 2025.

LC004575

2025 - H 5056

LC000630

STATE OF RHODE ISLAND

IN GENERAL ASSEMBLY

JANUARY SESSION, A.D. 2025

HOUSE RESOLUTION

EXTENDING THE REPORTING AND EXPIRATION DATES OF THE SPECIAL LEGISLATIVE COMMISSION TO MAKE A COMPREHENSIVE STUDY AND PROVIDE RECOMMENDATIONS FOR REMEDIES TO THE EROSION OF RHODE ISLAND BEACHES

Introduced By: Representatives Azzinaro, Spears, Costantino, Serpa, Fellela,
Chippendale, Blazejewski, and Kennedy
Date Introduced: January 15, 2025

Referred To: House read and passed

ı RESOLVED, That the special legislative commission created by resolution No. 193 2 passed by the House of Representatives at its January session, A.D. 2024, and approved April 9, 3 2024, entitled "House Resolution Creating a Special Legislative Commission To Make a Comprehensive Study and Provide Recommendations for Remedies to the Erosion of Rhode 5 Island Beaches", is hereby authorized to continue its study and make a report to the House of Representatives on or before April 23, 2025, and said commission shall expire on April 30, 2025; 6 7 and be it further 8 RESOLVED, That the time for reporting authorized by resolution No. 193 passed by the 9 House of Representatives at its January session, A.D. 2024, and approved April 9, 2024, be and

LC000630

the same is hereby rescinded.

10

EXPLANATION

BY THE LEGISLATIVE COUNCIL

OF

HOUSE RESOLUTION

EXTENDING THE REPORTING AND EXPIRATION DATES OF THE SPECIAL LEGISLATIVE COMMISSION TO MAKE A COMPREHENSIVE STUDY AND PROVIDE RECOMMENDATIONS FOR REMEDIES TO THE EROSION OF RHODE ISLAND BEACHES

**

- 1 This resolution would extend the reporting and expiration dates of the Legislative
- 2 Commission to Study remedies for the Erosion of Rhode Island's beaches from January 5, 2025
- 3 to April 23, 2025, and said commission would expire on April 30, 2025.

LC000630

Appendix B - Meeting Agendas and Presentations

October 28, 2024

Agenda (See Attached)

• November 19, 2024

- o Agenda (See Attached)
- Rhode Island Department of Environmental Management (Kim Korioth, Chief Resiliency Officer)
- Division of Statewide Planning (Meredith Brady, Associate Director for Planning)

• January 14, 2025

- o Agenda (See Attached)
- United States Army Corps of Engineers (Chris Hatfield & Lisa Winter)
- Coastal Resource Management Council (Director Terrence Gray & Emily Hall)

February 10, 2025

- Agenda (See Attached)
- o Atlantic Avenue Beach Nourishment (Caswell Cooke Jr.)
- Charlestown Breach Way Project (Steve McCandless)

• March 4, 2025

- o Agenda (See Attached)
- o URI Ocean Engineering (Dr. Annette Grilli & Dr. Stephan Grilli)
- RI Saltwater Anglers Association and The Nature Conservancy (Rich Hittinger & John Torgan)

March 24, 2025

o Agenda (See Attached)

NOTICE OF MEETING

DATE: October 28, 2024 TIME: 2:00 PM

PLACE: Room 135 - State House

AGENDA:

- I. Call Meeting to Order
- II. Election of Chair and Vice Chair
- III. Commission Attendance
- IV. Introduction of Members
- V. Discuss Enabling Resolution
- VI. Discuss November Presentations
 - RIDEM Resiliency 2025 Plan, Kim Korioth
 - Department of Statewide Planning, Meredith Brady
- VII. Next Meeting Date November 19, 2024, 2:00 PM
- VIII. Adjournment

No Public Testimony will be accepted at this meeting.

COMMISSION INFORMATION

For information on commissions, **CLICK HERE**.

If you have any questions, please contact Tara Lombardi at <u>tlombardi@rilegislature.gov</u> or 401-222-6649.

ACCOMMODATIONS

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LEGISLATIVE STUDY COMMISSION ON CLIMATE CHANGE IMPACTS AND SOLUTIONS

NOTICE OF JOINT MEETING

DATE: Tuesday, November 19, 2024

TIME: 2:00 PM

PLACE: Rhode Island State House – House Lounge

AGENDA:

- I. Call Joint Meeting to Order and Attendance
- II. Presentation from Rhode Island Department of Environmental Management
 - Kim Korioth, Chief Resilience Officer
- III. Presentation from Division of Statewide Planning
 - Meredith Brady, Associate Director for Planning
- IV. Discussion and Questions
- V. Next Meeting Dates
 - Beach Erosion Commission December 9, 2024
 - Climate Change Impacts Commission December 18, 2024
- VI. Adjournment

No Public Testimony Will Be Accepted At This Meeting

COMMISSION INFORMATION

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NOTICE OF MEETING

DATE: January 14, 2025

TIME: 1:00 PM

PLACE: State House Room 135

AGENDA:

- I. Call Meeting to Order and Commission Attendance
- II. Presentation
 - United States Army Corps of Engineers
 - Coastal Resource Management Council
 - Jeffrey Willis, Executive Director, Coastal Resource Management Council
 - ii. Emily Hall, Coastal Geologist, Coastal Resource Management Council
- III. Commission Discussion and Questions
- IV. Adjournment

No Public Testimony Will Be Accepted At This Meeting

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TELEVISION AND LIVESTREAMING

NOTICE OF MEETING

DATE: February 10, 2025

TIME: 1:00 PM

PLACE: State House Room 101

AGENDA:

I. Call Meeting to Order and Commission Attendance

II. Presentations

- Atlantic Avenue Beach Nourishment, Caswell Cooke Jr.
- Charlestown Breach Way Project, Steve McCandless
- III. Commission Discussion and Questions
- IV. Next Meeting Date March 24, 2024
- V. Adjournment

No Public Testimony Will Be Accepted At This Meeting

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TELEVISION AND LIVESTREAMING

NOTICE OF MEETING

DATE: March 4, 2025 TIME: 1:00 PM

PLACE: State House Room 135

AGENDA:

- I. Call Meeting to Order and Commission Attendance
- II. Presentations
 - Presentation: URI Ocean Engineering
 - i. Dr. Annette Grilli URI Ocean Engineering Professor of Research
 - ii. Dr. Stephan Grilli URI Ocean Engineering Professor of Research
 - Presentation: RI Saltwater Anglers Association and The Nature Conservancy
 - i. Mr. Rich Hittinger RI Saltwater Anglers Association
 - ii. John Torgan, The Nature Conservancy
- III. Commission Discussion and Questions
- IV. Next Meeting Date March 24, 2025
- V. Adjournment

No Public Testimony Will Be Accepted At This Meeting

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TELEVISION AND LIVESTREAMING

NOTICE OF MEETING

DATE: March 24, 2025

TIME: 1:00 PM

PLACE: State House Room 135

AGENDA:

- I. Call Meeting to Order and Commission Attendance
- II. Discuss Suggested Findings
- III. Adjournment

No Public Testimony Will Be Accepted At This Meeting

COMMISSION INFORMATION

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TELEVISION AND LIVESTREAMING

Appendix C - Written Testimony and Material

(These documents have been posted in the Beach Erosion Commission section of the Commission/Task Forces tab of the State of Rhode Island General Assembly website: https://www.rilegislature.gov/commissions/BEC/Pages/hmaterials.aspx)

1. November 19, 2024

- 1. Rhode Island Department of Environmental Management
 - i. "CC Impacts Commission Presentation 11.19.24"
- 2. Division of Statewide Planning
 - i. "A plan Without Data is A Guess 2024"

2. January 14, 2025

- 1. United States Army Corps of Engineers
 - i. "USACE RI Beach Erosion Jan 14 '24"
- 2. Coastal Resource Management Council
 - i. "Beach Erosion Commission Beach SAMP Final"

3. February 10, 2025

- 1. Atlantic Avenue Beach Nourishment
 - i. "Misquamicut Beach Nourishment Proposal v2"
- 2. Charlestown Breach Way Project
 - i. "02-10-2025 History and Issues with Charlestown Breachway"

4. March 4, 2025

- 1. URI Ocean Engineering
 - i. "A&SGrilli-REEF CONCEPT MARCH 25"
 - ii. "Dr. Grilli URI Ocean Engineering -Reef_prelim_1year March 4, 2025"
 - iii. "Dr. Grilli URI Ocean Engineering -Reef-Kelp White Paper -March 4, 2025"
 - iv. "Dr. Grilli, URI Ocean Engineering, Reef Prelim 2 year -March 4, 2025"
- 2. RI Saltwater Anglers Association and The Nature Conservancy
 - i. "Reefs for Beaches 3-2025 (PWRPT)"