

Funding River Conservation in the States

Diverse Sources, Promising Trends



A Report Prepared by the River Federation

in cooperation with the

National Park Service
National Center for Recreation and Conservation
Rivers, Trails, and Conservation Assistance Program

January 1997

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Executive Summary

Working in cooperation with the National Park Service, the River Federation sought information from state agencies concerning how the states fund river conservation programs. Using faxed and mailed questionnaires and telephone interviews, the Federation identified eleven primary sources of revenue that generated over \$200 million for state river projects in Fiscal Year 1995-1996. The sources included:

- | | |
|---|---|
| <input type="checkbox"/> legislative appropriations | <input type="checkbox"/> river recreation fees |
| <input type="checkbox"/> voter-approved bonds | <input type="checkbox"/> licenses and fees |
| <input type="checkbox"/> lotteries and gaming | <input type="checkbox"/> special tag revenues |
| <input type="checkbox"/> real estate transfer taxes | <input type="checkbox"/> contracts with local governments |
| <input type="checkbox"/> environmental crime penalty revenues | <input type="checkbox"/> private foundation grants |
| <input type="checkbox"/> cooperative agreements with federal agencies | <input type="checkbox"/> cooperative agreements with state agencies |

Bond sales and real estate transfer taxes account for 75% of the revenues. Legislative appropriation is the most frequent means of revenue, followed by cooperative agreements with federal agencies, private foundation grants, licenses and fees, and contracts or agreements with other state agencies.

Each of the states views river conservation in its own way. Some consider river conservation as acquisition programs, others fishery enhancement, watershed planning, greenways, or wild and scenic programs. Thus, the data presented is often not directly comparable. However, this report does indicate that more resources are being allocated to rivers than originally expected. It should also be noted that budgets for staff salaries and overhead frequently are encompassed in overall departmental budgets and not specifically allocated. This means that many states actually under reported their budgets and spend more on river conservation than indicated.

Florida alone accounts for nearly 60% of all funds spent on river conservation nationally, spending \$121 million during FY 95-96 on the acquisition of riverfront lands and entire river systems, especially in the northern and central parts of the state. Colorado, has moved from nowhere to second place with its recent allocation of \$17.5 million in Go Colorado funds to four river projects. Alaska, Georgia, Oregon, Wisconsin and Wyoming followed distantly, each spending about \$5 million on acquisition, access, fishery enhancements, management, and other purposes. California is now allocating approximately \$4 million annually to river restoration and watershed conservation projects and acquisition through its Wildlife Conservation Board. Minnesota, Connecticut, and New Jersey were the only other states to spend more than \$1 million on river conservation during the fiscal year.

While wild and scenic river programs are the most common programs to receive funding, states spend most of the revenue on land acquisition and facilities. Sixteen states report allocations to riverine land acquisition, and eighteen to parks and recreation, river trails and river access. Fourteen allocate funds to watershed planning and management. States allocate other funds to shoreland protection, education, and grants to local governments.

The investigation also found that wild and scenic programs are being eclipsed rapidly by watershed management projects, special designations, and local or regional initiatives that proceed successfully under no particular banner. More than twelve states allocate funds to land acquisition, long thought by many observers to be dead as a viable option. Several of the programs reviewed here offer grants, contracts, or other cooperative funds to local governments or nonprofit associations to undertake planning, public involvement, community decision-making, and management projects. The focal point has moved rapidly from activities spawned by the federal government to action projects initiated by nonprofit organizations, often in concert with local units of government.

Most state scenic river programs have been undergoing substantial overhauls during the past five years. New projects now emphasize public/private partnerships, and the collection and use of riverine data through inventories, assessments or registries. Solid research supports river projects more than ever. The use of registry programs that depend on data collection by local government and cooperating private organizations is more commonplace. Combined, this trend toward better scholarship strengthens the case for river conservation.

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River Federation

The River Federation is dedicated to serving the needs of river professionals and leaders, particularly those in state and local government and in private sector river organizations. Its mission is to work in partnership to conserve and revitalize the Nation's rivers. It is the professional association for the river conservation and revitalization movement.

The Federation is the recognized source of expertise regarding river management by state and local government. This role permits the Federation to be an effective leader in river management and to coordinate effectively with other river-related agencies. The Federation seeks to build the rivers movement by promoting stronger, more effective state and local programs. Local programs also include the river trusts, conservancies, and river-saving organizations that are the backbone of the movement.

For more information, please contact: River Federation, 1428 Fenwick Lane, Silver Spring, MD 20910-3328, (301) 589-9454.

Rivers, Trails, and Conservation Assistance Program National Park Service

The Rivers, Trails, and Conservation Assistance program (RTCA) of the National Park Service works at the request of communities, governments, and nonprofit organizations nationwide to help them through technical assistance with local conservation and recreation projects, primarily on non-federal lands. RTCA's mission is to advocate the protection, enhancement, and restoration of natural, cultural, and recreational values of rivers, trails, and open spaces; and to support involvement of citizen groups and all levels of government by encouraging and facilitating community-based conservation action. RTCA does not provide grants or funds for land acquisition.

The National Park Service's RTCA program provides several types of assistance to state governments for river protection:

- Assistance for states that request help in starting statewide rivers assessments, which through comprehensive public participation includes the development of statewide river inventories and vision statements (which can lead to statewide river protection plans)
- Maintenance of the Nationwide Rivers Inventory, a list of rivers with outstanding and remarkable values identified by state and federal agencies. It is intended to be consulted by planners and developers to promote appropriate development near listed rivers; and
- Publications such as "Funding River Conservation in the States", "The River and Watershed Conservation Directory", "The Economic Impacts of Protecting Rivers, Trails, and Greenway Corridors", and "A Guide to State River Conservation Legislation."

For more information, please contact: Rivers, Trails, and Conservation Assistance program, National Center for Recreation and Conservation, National Park Service, P. O. Box 37127, Washington, DC 20013-7127, (202) 565-1200.

Overview

In these days of government austerity and cutbacks, it is easy to get the feeling that the commitment to protecting and restoring rivers is ebbing. This is not the case. The business of river conservation has changed venues, moving from the federal arena to the state and local arenas. Witness that River Network is reporting that the 1990 search for organizations to list in the River Conservation Directory found about 750, while the 1996 edition lists nearly 3,000.

The state programs with which most federal river conservation agencies and nonprofit organizations work are what we call state river conservation programs. Typically, these are the agencies responsible for state level scenic river programs. The common view has been that if state wild and scenic river programs are not prospering, the states are not doing anything. This is not true. What has happened is that state river programs have been remaking themselves into agencies that meet a more sophisticated set of river management demands. River programs commonly coordinate with federal river protection efforts, heritage corridors, greenways, local grants programs, land acquisition, floodplain management, permitting activities, watershed management, restoration, and education. It is not correct to assume that if state scenic river designations are not increasing, then the states are not protecting rivers.

In order to understand the trends that are shaping state river efforts, River Federation determined to track the revenue flow that enables programs to work. This analysis sought to identify the sources, the amounts and the allocations of river conservation revenue. Understanding how the money flows helps river managers and citizen group leaders to better assess where to concentrate their efforts. It also helps the rivers movement to leverage better funded river programs in the future.

Method

River Federation faxed questionnaires seeking funding information covering a dozen different categories to each of the fifty state river program managers. Following initial contact, we collated and analyzed in anticipation of later follow-up telephone calls. Staff designed the follow-up calls to clarify remaining questions, amplify certain responses, and assure that responses were categorized properly. Staff then prepared data tables, created maps and charts, and analyzed the results.

It is important to remember that this is our first attempt to quantify and categorize state river funding levels. The nature of the responses reflects in large part the varying agencies in which state river programs reside. Departments of Natural Resources, Conservation, Fish and Game, Parks and Recreation, Environmental Protection, and others each have their own historic

methods of funding. Where funding for rivers overlaps with other state programs, we worked with state river managers to estimate funding specifically for rivers. In some cases, however, our information was insufficient to make anything but an arbitrary guess. In these instances, the state summary section of the report discusses funding levels and methods, but we entered "0" in the funding charts. In some cases, budget figures may include funding related to rivers, such as fish restoration and parks management. In others it may only include funding to manage a specific river. Consequently, it is difficult to compare simple dollar figures without information provided in the state summary.

Funding reviews in future years should be more thorough and wide ranging. However, this first report illustrates the diversity of opportunities and suggests ways to transfer these techniques to other states.

Summary of Findings

The study yielded some old news, some new data, and some positively surprising information. As expected, budget cuts hurt some states' institutional commitments to rivers. Many states reported losing full-time program staff. Some responded that they no longer have a formal program. Nevertheless, despite the cutbacks and lack of formality, many states continue to maintain and develop elements of strong river programs. Programs to fund parks, recreation, greenways, and to preserve natural heritage continue to grow as states and communities see new benefits in resources often viewed previously as a mere hindrance to economic growth.

Even where there is little or no direct state involvement, private and local organizations are forming other partnerships with impressive results. Local conservation groups with general goals, rather than a focus on rivers, are becoming partners with and laying the groundwork for river conservation. The trend will continue, with grassroots organizations leading the states.

Our analysis yielded the following findings:

- Most state river programs receive funds through several means; few receive funding from a single source.
- The most often used method of funding river programs is legislative appropriations.
- Voter approved bonds generated the most river conservation dollars, although voters frequently are not thinking about rivers as the primary objective of their vote.
- Although legislative appropriations and bonds are a good indicator of a strong river program, many programs are making progress without help from the state general fund. In addition, some states that have not received specific rivers funding have developed successful programs funded by user fees, federal contracts, and private foundations.
- Popular open space and greenways projects have led to increased river funding.
- Gaming revenues are playing an increasingly important role in river funding.

Finding 1: Multiple Sources

Most states fund river programs through several means; few states use only a single source of financing. This finding generally held true for programs with a large or small budget. Of the 30 states that have river budgets, 18 received funding from more than one source. For states with more modest budgets such as Arkansas (50% of \$104,000 from one source), Michigan (50% of \$325,000), New Hampshire (65% of \$113,000), Oklahoma (80% of \$338,000), multiple sources are critical to funding. Florida, Idaho, Kansas, Louisiana, Massachusetts, Michigan, Nevada and Wyoming have three or more sources of revenue. Oregon raised \$5 million and Minnesota \$2 million from five sources each.

Finding 2: Legislative Appropriation Still the Most Common Source

The most often used method of funding river conservation is legislative appropriations. Nineteen states had budget appropriations specific to rivers, while at least four others saw at least an indirect benefit through staff time, or technical support as part of overall natural resource or recreation budgets. Although the size of appropriations varied considerably, nine of the nineteen were greater than \$100,000. Appropriations ranged from \$1,000 in Oregon to \$3.3 million in Alaska.

Finding 3: Voter Approved Bonds Are the Biggest Source

Voter approved bonds generated the most funds for river conservation, usually as a smaller part of a larger bond issue for other natural resource or recreation programs. Of the five states that generated revenue through bonds, all received over \$100,000, and four received over \$1 million. In each case, the bond dedicated funds to land acquisition and included additional non river-specific funding for purposes such as wetlands management, parks and heritage land acquisition, and general recreation. A one percent dedication of the bonds from New Jersey's Greenways program would allocate \$237,500 to river conservation.

Finding 4: Cooperative Agreements, Contracts, Licenses and Fees All Help

Although legislative appropriations and bonds are indicators of a strong river program, many programs are making progress without help from the state general fund. Illinois, Kansas, Louisiana, Montana, North Carolina, and Rhode Island all have program budgets exceeding \$100,000 with no assistance from the state legislature or voter approved bonds. These states have found funding through cooperative agreements, contracts with state agencies, fishing licenses, and river recreation fees. Pennsylvania funds its \$950,000 program almost entirely through real estate transfer fees. Missouri's \$580,000 recreation and trails budget aided land acquisition and recreation development along three of the state's rivers.

In addition, some states that have not received specific rivers funding are developing successful programs funded by volunteer assistance from state experts, user fees, federal contracts, and private foundations. Alabama has developed a volunteer task force of state

officials and local organizations and businesses to work on the scenic Cahaba River. The League of Women Voters helped fund a public education program in Arkansas. Maine's river coordinator is now an unofficial position, following state budget cutbacks. Conservation groups, recreation clubs, and the state DEP hydropower specialists are working together in developing holistic approaches to river and land use management.

Finding 5: Greenway Funding Increasingly Helpful

Fourteen states received river funding either as part of larger conservation programs, or indirectly when greenways, parks, or heritage projects include a river. Such programs are receiving growing support throughout the country. Trust funds, bonds, private foundations, and real estate fees are the sources of funding. Georgia received funding for its new River Care 2000 program by modeling it after the successful Preservation 2000 program. Trails and recreation budgets benefited rivers in Alabama, Indiana, Missouri, Minnesota, Vermont, and South Dakota. Heritage or general conservation funds benefited rivers in Arkansas, Indiana, Maine, North Carolina, South Carolina, and Rhode Island. Greenways budgets benefited rivers in Delaware, New Jersey, and Rhode Island.

Finding 6: Gaming Revenues Can Be Allocated to Rivers

Colorado, Iowa, Nebraska, and Minnesota now can allocate a portion of state proceeds from gaming activities to river conservation. Colorado is leading the field in this area, with funds derived from casino gambling and potentially, a lottery. Nebraska can draw funds from lottery proceeds, Iowa from riverboat casino gambling, and Minnesota from lotteries. While debate may continue loud and long about the merits and ethics of drawing revenue from gambling, the advantage of the system is that it is always voter approved in advance.

Sources of Funding

The states use many different techniques for funding river programs. Some are well known for funding other state programs, others are unique to rivers. These sources include:

- | | |
|--|--|
| <input type="checkbox"/> Legislative Appropriations | <input type="checkbox"/> River Recreation Fees |
| <input type="checkbox"/> Voter-Approved Bonds | <input type="checkbox"/> Federal Agency Cooperative Agreements |
| <input type="checkbox"/> Licenses and Fees | <input type="checkbox"/> State Agency Cooperative Agreements |
| <input type="checkbox"/> Real Estate Transfer Fees | <input type="checkbox"/> Local Agency Contracts and Agreements |
| <input type="checkbox"/> Environmental Crime Penalties | <input type="checkbox"/> Private Foundation Grants |
| <input type="checkbox"/> Lotteries and Gaming | <input type="checkbox"/> Special Funding Automobile Tags |
| <input type="checkbox"/> Other Sources | |

Legislative Appropriations

Legislative appropriations include funds directly approved by the legislature for operation of river programs and for other specific river projects. Still the most frequently employed source of funding, 27 state river programs received legislatively authorized appropriations during the 1995-1996 funding cycle amounting to \$12.5 million (Table 1). Amounts ranged from a token \$1,000 in Oregon to over \$4 million in California. Four state river programs received over \$500,000, and ten received between \$100,000 and \$500,000. Ten other states allocated earmarked funds ranging from \$1,000 to \$99,000. Several states encompass the river conservation budget within an agency's overall totals, making these numbers difficult to track.

The Minnesota legislature appropriated \$883,000 for rivers, to be allocated as grant funds to local river conservation planning and management.

Voter-Approved Bonds

Voter approved bonds are funds acquired by selling state bonds to the financial markets. The state backs these bonds, and statewide vote approves their sale. Bonds are a way of generating capital for a project now while spreading the repayment out over a period of five to thirty years. Land acquisition is the primary purpose of bond funding. Perhaps the oldest and best known of these bonds support New Jersey's Green Acres Fund. The fund currently provides \$237.5 million for rivers, recreation and conservation. The current bonding authority allocates \$37.5 million of this sum directly to one river project alone. This surpasses Florida's previously unmatched bond funding of \$90 million, supplied by the Preservation 2000 initiative, for the protection and acquisition of riverine resources in Florida. Preservation 2000 supplies approximately 75% of the annual budget the Save Our Rivers program, the authorized vehicle for acquisition and management. See Table 2.

Table 1.
Funding for Various River Conservation Activities by State

State	Total Funding By Source											Other		
	Total Program Budgets	Legis. Approp.	Bonds	Licenses Fees	Real Estate Trans Fees	Env. Crime Penalties	Lotteries/Gaming	River Rec. Fees	Federal Coop. Agmts. Grants	State Contracts	Local Govt. Contracts		Private Endowments	Special Tags
Alabama	0													
Alaska	5,255,000	3,305,000					1,950,000							
Arizona *	0				50,000									
Arkansas	104,700	54,700												
California	4,353,134	4,353,134												
Colorado *	17,500,000	1,000,000					17,500,000							
Connecticut	1,000,000													
Delaware *	0													
Florida	121,000,000	varies	90,000,000		30,000,000	varies							1,000,000	
Georgia	5,040,000	40,000	5,000,000											
Hawaii	0													
Idaho	86,000													
Illinois	580,000			560,000					10,000					
Indiana	325,000	325,000												
Iowa	107,100	107,100												
Kansas	692,000			80,000										
Kentucky	440,000	40,000							50,000					400,000
Louisiana	112,500			101,500										
Maryland	0													
Massachusetts	600,000				600,000									
Michigan	270,000	210,000							30,000					
Minnesota	325,000	120,000		160,000					40,000					5,000
Mississippi	1,983,000	112,000		500,000			141,000		130,000					1,100,000
Missouri	0													
Montana	200,000				60,000									
Nebraska *	0													
Nevada	280,000	62,000												
New Hampshire	113,399	41,244												
New Jersey **	37,500,000		37,500,000											
New Mexico	0													
New York *	70,000	70,000												
North Carolina	250,000		250,000											
North Dakota	0													
Ohio ***	800,000	500,000	3,000,000						820,000				200,000	700,000
Oklahoma	337,608	270,937												
Oregon	781,000	1,000												
Pennsylvania	958,000	8,000												
Rhode Island	200,000				950,000				80,000					
South Carolina	10,000	10,000												
South Dakota	0													
Tennessee	750,000	750,000												
Texas	0													
Utah	0													
Vermont	500,000	500,000												
Virginia	136,000	16,000												
Washington	100,000	100,000							120,000					
West Virginia	1,506,244													
Wisconsin	4,900,000	483,835							1,022,409					
Wyoming	6,000,000		4,900,000	3,000,000					3,000,000					2,000,000
Totals	217,165,685	12,479,950	140,650,000	4,421,500	31,660,000	1,000	17,641,000	2,626,671	6,574,564	990,000	115,000	221,000	1,200,000	4,205,000

* Arizona, Colorado, Delaware, Nebraska, and New York spend money on river conservation but the states could not specifically estimate the amount of allocation.
 ** New Jersey revenues are derived from the voter approved Green Acres program. This bond money will be used in part to pay for several river projects during the current fiscal year.
 *** Ohio's total rivers budget is \$800,000 annually. Bond revenues (\$3,000,000), EPA 319 grant revenues (\$1,200,000), stream banking easement grants (\$820,000), and tax checkoff funds (\$700,000) are shared division wide.

Six states are now using bonding authorities to finance river conservation work. These are Florida, Georgia, New Jersey, North Carolina, Ohio and Wisconsin. The sum of \$340,650,000 is potentially available to rivers, although the majority of Ohio's \$3 million will be used for other natural area programs, and the majority of New Jersey's Green Acres Fund will be allocated to recreation and other conservation purposes.

Licenses and Fees

Many sources contribute to license and fee revenues. Hunting and fishing licenses are the primary source of revenues. Minnesota's \$500,000 includes fees from hydropower re-licensing applications. Six states generated a total of \$4.4 million, including \$3 million from Wyoming fishermen for sport fishing restoration.

Real Estate Transfer Fees

Real estate transfer fees are excise taxes placed on certain classes of property sales. These classes often are commercial or industrial property. The fee proceeds are then used to establish dedicated funds for natural resource protection or mitigation. Five states presently allocate such fees to river conservation. These include Arkansas (\$50,000 via a grant from the state Natural and Cultural Resources Council), Florida (\$30 million for the Save Our Rivers program), Maryland (\$600,000 via legislative allocation), Montana (\$60,000), and Pennsylvania (\$1.1 million for the Pennsylvania River Conservation Program). The total for this source is \$31,660,000.

Environmental Crime Penalties

Environmental crime penalty funds derive from fines levied against companies by administrative action or by the courts or from bonds forfeited by companies, typically reclamation bonds from mine sites. Examples of such funding are diverse, although not all of these funds pass through state agencies. For instance, the Virginia Environmental Endowment is the recipient and grantor of funds derived from major penalties imposed on corporations for dumping in the James River and the Ohio River. The courts in New Jersey frequently allocate penalties funds to nonprofit organizations for mitigation or land acquisition.

River programs in Florida, Massachusetts and Kentucky have access to such funds although the amount can vary widely from year to year. The Kentucky General Assembly allocated such funds to Kentucky's Wild Rivers Program in 1995. Funding from environmental crime penalties, an unmined minerals tax, and special automobile tags goes to the state heritage fund. River protection programs receive at least \$400,000 for land acquisition in designated river corridors. Revenues from environmental crime penalties are variable from year to year, but this source is available to states in the future. Access to these funds is a recent occurrence, so the revenue chart shows only the sum of \$1,000.

Lotteries and Gaming

Proceeds from state-sponsored lotteries and gaming activities are new sources of funding conservation. Presently, four states have authorized that proceeds go to river conservation (among other purposes), and three actually make this appropriation. Colorado, under the auspices of Great Outdoors Colorado, is allocating \$17.7 million to four river projects. Funding will cover acquisition, planning, access, and management. Iowa's Protected Waters Areas program receives the bulk of its \$107,000 funding this year from the state's Resource Enhancement and Protection Fund (REAP), which allocates proceeds derived from riverboat gambling. Funds pay for land acquisition.

Minnesota receives \$141,000 annually for local river planning from lottery proceeds, and an additional \$2.2 million over the past two years for land acquisition along rivers. Statewide lottery finances Nebraska's environmental trust fund. Although rivers do not receive a dedicated portion of the trust revenue, the fund currently provides \$4 million per year for environmental programs, and river projects are eligible recipients.

River Recreation Fees

States impose river recreation fees on boaters for the right to use the resource. States collect the fees in one of three ways: as a turnstile fee when entering the river, via a decal on the boat, or via a license similar to a fishing license. Although the funding almost always benefits rivers, the actual dollars may go to parks or recreation budgets, and may not be included in state river budgets. For example, Ohio's State Park collects a turnstile fee at the put-in for the Youghiogheny River in Pennsylvania. The state parks program uses this money, not the Pennsylvania Scenic Rivers Program. Thus, this funding does not appear in the state's total rivers budget. In contrast, Oregon dedicates its recreation fees to scenic rivers, reporting the collection of \$3 million from the Boater Pass program. Similarly, Oklahoma Scenic Rivers Commission collected \$66,671 from its licensing program on the Illinois River. The American River Parkway in California also has a turnstile program. Alaska's state parks system has found success by varying fees depending on river usage, and including fees as part of overall park use fees. Commercial guide fees range from \$250 at some of the states lesser used rivers up to \$7,500 on the states most popular river. Turnstile programs work in situations where access is limited and controlled, or where commercial use is common.

The primary issue surrounding river recreation fees is allocation of the proceeds. State law usually defines the requirements governing these allocations. While many boaters object to any kind of fee, fees directed to a specific fund for resource management are usually more acceptable than those that go to the state general fund. Owners of non-motorized craft such as rafts, kayaks, and canoes often oppose boating decals, which allocate revenue to fishing access, motorized boat facilities, and similar uses.

There are other fee systems in use not reported by the states. Overall, twenty or more programs collect recreation user fees.

Cooperative Agreements with Federal Agencies

Fifteen states entered into cooperative agreements related to river conservation with federal management agencies during the 1995-1996 funding cycle. A cooperative agreement is a contract in which both parties agree to work together to achieve a mutually agreed upon objective. Many states have used matching grants under various sections of the Clean Water Act to fund river studies and develop nonpoint pollution prevention programs. US EPA grants for stormwater management, watershed planning, nonpoint source pollution control, and clean lakes are all in evidence. States entered into agreements with the USDA Forest Service and the National Park Service for planning and study activities related to National Wild and Scenic Rivers, and various technical assistance projects. Agreements during this funding cycle totaled \$6.57 million, including \$3 million in federal funds spent in Wyoming under the Sport Fishing Restoration Act.

Cooperative Agreements with State Agencies

Cooperative agreements or contracts with state agencies are agreements where state agencies responsible for rivers work with agencies having different, yet related agendas, such as state water quality or environmental protection agencies. Nine states reported such contracts, although others may have informal agreements. State river programs in Idaho, Kansas, Massachusetts and Oregon generated between \$10,000 and \$80,000 each through this method. The Ohio Scenic Rivers Program can draw on part of an \$820,000 fund available for the stream banking of easements on protected rivers. Many state river managers who did not report actual funding agreements noted that watershed and water quality agencies are playing a significant role in improving the state rivers.

Contracts and Agreements with Local Agencies

Five states reported they had entered into contracts or agreements funded by a local agency. Nevada was the only state reporting an actual dollar amount, \$115,000 for participation in a local planning and management project. However, many municipal and cooperative organizations are receiving money from states and the federal government. Some state river programs offer grant funding to localities. Others work with localities providing technical assistance. The Pennsylvania Rivers Conservation Program provides grants to localities of up to \$50,000 per year for planning and implementation. Last year, 21 grantees received a total of \$760,000. Massachusetts provided \$30,000 in grants to local river groups. New Jersey's Green Acres Bond provides \$100 million for local land acquisition and development.

Private Foundation Grants

Only a few states receive private foundation funds for river conservation programs. Usually, states dedicate foundation funds to help defray costs of specific projects such as statewide assessments, land acquisition, or maintenance funds. Rhode Island received a four-year \$800,000 grant from Readers Digest as part of an urban river revitalization project. Georgia,

Idaho, and Oregon each received foundation support during the 1995-1996 funding cycle. Oregon received \$20,000, while Georgia and Idaho each received \$1,000. Vermont, Texas, New Jersey, New Hampshire, Maine, and Arkansas also noted funding from groups including The Nature Conservancy and the Natural Heritage Foundation.

Special Funding Automobile Tags

States have used automobile tags increasingly in recent years to generate revenues for special programs and to advertise program messages to the public. While they have become a reliable source of funding for states, few river programs have tapped into this resource. Some states, however, are beginning to use special tags for river-related conservation. In Maryland for example, a motorist can pay an extra \$19 for a license plate imprinted with a heron in marshland background and a Save the Chesapeake Bay message. This voluntary contribution by the motorist goes to the Chesapeake Bay Trust, a grant fund used to protect, restore, and enhance the natural features of the Chesapeake Bay ecosystem in Maryland. Indiana has special heritage fund tags dedicated to the state's Heritage Trust fund, one of the state's sources for rivers funding. Florida also has a tag fund for riverine projects, dedicated to the Indian River Lagoon. It generates approximately \$1,000,000 annually for protection and management. South Carolina's tag-funded Heritage Trust program is a potential source of funding for the state's river program.

Other

Michigan received \$5,000 from a tax check-off dedicated to the state's natural heritage conservation fund. Kentucky's allocation for land acquisition includes contributions from the state's unmined minerals tax. The Ohio Scenic Rivers Program can draw on part of \$700,000 generated through a natural areas tax checkoff system. Wyoming generated \$2 million from a conservation stamp and interest from earnings on cash balances.

Table 2.
Sources of Funding for State River Conservation Programs
Available Funding Sources*

State	Program Budgets	Legis. Approp.	Bonds	Licenses and Fees	Real Estate Trans Fees	Env. Crime Penalties	Lotteries Gaming	River Rec. Fees	Federal Coop Agmts	State Contracts	Local Govt Contracts	Private Fndtns	Special Tags	Other
Alabama	0	•												
Alaska	5,255,000	•		•				•		•				
Arizona	0													
Arkansas	104,700	•			•									
California	4,353,134	•										•		
Colorado	17,500,000						•							
Connecticut	1,000,000	•												
Delaware	0													
Florida	121,000,000		•		•	•			•					
Georgia	5,040,000	•	•	•					•					
Hawaii	0													
Idaho	86,000													
Illinois	580,000			•					•	•	•	•		
Indiana	325,000													
Iowa	107,100	•		•			•						•	
Kansas	692,000			•										
Kentucky	440,000	•				•							•	•
Louisiana	112,500			•				•						•
Maine	0											•		•
Maryland	600,000	•												
Massachusetts	270,000	•							•	•	•			
Michigan	325,000	•		•										
Minnesota	1,983,000	•		•					•	•				•
Mississippi	0						•			•				
Missouri	0	•							•					
Montana	200,000				•				•					
Nebraska	0													
Nevada	280,000	•					•		•					
New Hampshire	113,399	•							•		•			
New Jersey	37,500,000		•											
New Mexico	0													
New York	70,000	•										•		
North Carolina	250,000		•											
North Dakota	0													
Ohio	800,000	•	•						•	•			•	•
Oklahoma	337,608													
Oregon	781,000	•							•					
Pennsylvania	958,000	•			•							•		
Rhode Island	200,000	•								•				
South Carolina	10,000		•		•							•		
South Dakota	0	•											•	
Tennessee	750,000	•			•									
Texas	0	•				•				•	•	•		
Utah	500,000	•												
Vermont	136,000								•	•		•		
Virginia	0													
Washington	100,000	•												
West Virginia	1,506,244	•							•					
Wisconsin	4,900,000		•											
Wyoming	8,000,000			•					•					•
Frequency	217,165,685	27	8	9	6	3	4	5	15	9	5	8	4	5

* "Available" includes funds actually received and sources expected to be used. Dollar totals include only actual dollars received.

Uses of Funding

State fund river programs in a dozen ways. One is by direct legislative earmarking of funds. Another is by general allocation of dedicated revenue, as from river recreation fees. A third is through general departmental budgets and allocations. This source funds many state river conservation personnel, while dedicated funds give them budgets for action programs, studies, acquisition and management, education, and other uses.

For instance, the Ohio Scenic Rivers Program receives 10% of the budget for the overall Ohio Natural Areas Program. It, in turn, receives 10% of the overall budget allocated to the Ohio Department of Natural Resources. This budget typically covers salaries, benefits, overhead, and minimal program functions. This report does not include staff and overhead budgets buried in overall departmental budgets because these funds are hard to identify and track. What the report does track are funds dedicated to river conservation. Depending on the state, this may or may not include staffing and related expenses.

States typically allocate funds dedicated to rivers to seven different general accounts:

1. General land acquisition	16 states
2. Parks and recreation, river trails, and river access	18 states
3. River conservation specific land acquisition	16 states
4. Watershed studies and planning	14 states
5. Wild and scenic rivers planning and management	12 states
6. Water lakes and shoreland protection	10 states
7. Public education and outreach	11 states

States also allocate funds to heritage corridors and greenways, fish and habitat protection, instream flow accounts, and local grants programs. Table 3 shows how the states allocate these funds.

Trends and Implications

While legislative appropriation is still the most commonly used source of funding for state river conservation, recent years have seen the growth of dedicated funds, often voter-approved. Dedicated funds tied to real estate transfer taxes, bonding authorities, environmental crime penalties, gaming, and user fees account for the vast majority of total funds available for river conservation. Legislative appropriations account for only 3% of the total funding available.

However, securing dedicated sources is not easy. New York state voters resoundingly rejected a state bonding authority that would fund a multitude of state conservation efforts. Lotteries have been a minor source of revenue for Minnesota. Revenues from environmental crime penalties can be spotty. The funds available from real estate transfer taxes are dependent on economic conditions.

Voters did approve major authorities in Ohio, Colorado and Pennsylvania over the past three years. Ohio's Issue One is funding studies and management plans on eighteen Ohio streams, while Key 93 funds in Pennsylvania are providing at least \$950,000 annually to the Pennsylvania River Conservation Program. In all cases, rivers were a small part of a much larger statewide conservation initiative.

The implication is that if voters come to believe in the value of a conservation initiative, they will support it and provide enough money to do the job well. For river conservationists, the implication is that if they want to get more funds allocated to rivers, they must work together with broader conservation interests to craft proposals for the voters that are voluntary, make sense, and serve the broader public interest.

Most scenic river programs are better designed for pristine rivers than for more developed streams. More and more river conservationists are ignoring these high protection programs as an alternative. It is important to remember that these programs protect more than 300 streams across the country. State permitting controls are nearly always successful in fending off major permit applications that would result in significant degradation of protected river resources. It may be true that the states should redesign older scenic river programs to take better advantage of what the states have to offer. However, conservationists should not overlook any scenic rivers program as an alternative for conserving rivers.

Funding Scenario for New or Expanding Programs

Getting started on a new funding initiative is a daunting undertaking. The demand to garner broad public support for the idea can be overwhelming. Settling on an idea that is fundable, legal, doable, and politically supportable is unnerving. But other states have done it.

Reviewing the progress that other states have made generates some advice that is applicable to everyone. Clearly there are many ways to succeed in getting new funds for rivers. There are also many ways to fail. Following is some general advice for everyone considering new funding initiatives.

Get started

Be prepared for a long effort. Most new funding efforts are several years in the making. Defining a vision, recruiting founders, building a coalition, recruiting a champion, crystallizing a program, and putting the proposal before the public takes a long time and a lot of money.

- Map out a detailed game plan, including details on how the money to finance the campaign will be acquired.
- Recruit the core team of sponsors and initiators—the founders.
- Define the program to be funded
- Define the funding mechanism
- Recruit a champion or champions who can be forceful vocal proponents of the program
- Build public support
- Raise the funds to finance the campaign

The founders must be credible

It is difficult for organizations that are perceived as being on the edge to carry through proposals that go before the voters or the legislature. Do not be that organization. The entities that have carried the issue to the public in other states have been broad coalitions or entities with a decidedly mainstream orientation. Build your coalition in this fashion from the very beginning.

Define a clear vision of success in advance, and make sure it is a positive definition

The recent progress made in securing more funds for rivers is based in large part on defining a broader vision of success and convincing the public the wisdom of that vision. Bold new ideas

are based on achieving positive things, not on stopping things. Thus a new river project would stress conserving the river, not putting the clamps on greedy developers. In fact the new project would have little or no intent on creating a class of losers due to the decision.

The two most common visions are the statewide parks and natural areas program and the statewide community river conservation program. New Jersey typifies the first vision and Pennsylvania the second.

New Jersey's Green Acres Fund envisions a system of public lands set aside for intensive use recreation, low intensity recreation, restoration and general conservation, and natural areas. It defines success as providing diverse recreation opportunities for all New Jersey residents, restoring the landscape, and maintaining in natural condition those areas of special ecological significance.

Pennsylvania's River Conservation Program sets aside a special fund to encourage townships and nonprofit organizations to work together to identify local river problems, opportunities and needs, develop a plan to address those issues, and implement the plan over time. Pennsylvania stresses community action, local empowerment, locally based solutions, partnership, and building an ethic for river conservation.

Both plans envision care for natural resources, both make the products of the program available to broad segments of the public, and both seek to build something positive. Neither are oriented toward using one government program to stop another government program, and neither is designed to create classes of losers due to the public decision.

Think bigger

The river conservation community has too often been satisfied with small gains. Compared to no gains at all, small progress can feel like good progress, but one should not become accustomed to settling for that. Real funding offers the capability to complete substantial projects in many parts of the state, not just piecemeal actions on one or a few rivers. A proposal put before the state and its voters to dramatically increase funding for rivers must

- Have enough money in it to capture the public's imagination
- Be capable of substantial achievement that can be shared by everyone
- Be renewable and with a multi-year life span
- Be large enough to warrant the expense of putting the question before the public.

Identify an appropriate means of funding

The means of funding defines the means for getting funds approved by the public. Choose a method of funding that is appropriate to the state culturally and politically, that has some history of success when used for other purposes, and that can withstand without doubt legal challenges. Settling on the idea of getting a portion of state gaming revenues might be fine in one state, a death blow in another. In general, do not try to horn in on other group's money source.

Get help

Once your coalition has decided on a vision and an appropriate means for achieving it, seek help from individuals or organizations in other states that have employed this same means of funding. These entities can be invaluable in identifying the opportunities and pitfalls in the road ahead. Look particularly for individuals who played a central role in that other effort.

Decide which agency or program will administer the funds

New river programs which are parks-oriented are usually undertaken by existing state agencies, sometimes by several agencies. The only real difference is that the focus of the funds is rivers. New programs oriented toward watersheds are also usually undertaken by existing agencies, typically environmental protection agencies responsible for the control of non-point source pollution. New programs oriented toward river conservation can go in several directions.

The Ohio Scenic Rivers Program receives funding from several sources, but most projects are still oriented toward the program's natural areas roots. The Kentucky Wild Rivers Program receives new funding exclusively for land acquisition. The Pennsylvania Scenic Rivers Program administers the new River Conservation Program, but the program is a distinct and separate project within the program's jurisdiction.

In some states the scenic rivers program either does not exist at all or is viewed as too weak or too flawed to be a viable administrator of new funds. Thus funds for rivers in California do not go to the scenic rivers program but to the Wildlife Conservation Board. The broad funding for rivers now available in Florida in Georgia do not go to their small scenic river programs but to other programs.

Good advice is to bypass scenic river programs that are damaged politically or are too small to be viewed as credible. States can initiate new administrative groups to oversee these projects. These new groups can be placed within the bureaucracy for maximum credibility and in a way that is harmonious with their sponsoring departments. Most important, these new programs can be pursued as an additional capability for river conservation and not as a replacement for existing programs.

Target funds toward classes of projects

States always dedicate funds in one way or another. Pennsylvania allocates nearly all of its funds to local projects and specifies what percentage the state agency can keep for administration. Other states allocate everything specifically to acquisition, planning or management. California's program is almost a public works river conservation/restoration program due to the broad diverse of projects to which it allocates funds. Colorado funding is for project oriented purposes, a few projects with multiple funding requirements. Florida puts everything into the acquisition of riverfront lands in whole river systems.

In general, multi-purpose funding has the broadest utility but is subject to the most scrutiny regarding potential abuse of the funding authority. The public will demand that funds be targeted in a way that is customary and appropriate to that particular state.

Establish an eligibility process to identify projects

The states use several methods of determining which projects get funding. Ohio put a group of high priority projects into a package, clearly identified what each project would achieve and how it would achieve it, and put the package before the voters, who supported it. Florida maintains a registry of high priority lands for acquisition. Pennsylvania encourages local townships and non-profits to apply for funds and participate in a competition. There are two stages of funding and a somewhat elaborate qualification process. Projects eligible for funding must be listed on the state's inventory of eligible rivers.

An eligibility process can accomplish several objectives:

- It can help ensure that only rivers with important natural or cultural values are slated for funding.
- It establishes an environment of fairness that is measurable by the public, political sponsors and by competitors.
- It establishes a viable competition for funding within the state.

Qualifying candidates and high priority projects always are reviewed by the governor's office. The governor will play a review and consent role in the process, and may personally announce the awards. This can be time-consuming, but it is usually a political necessity. This process underscores the necessity of lining up broad public support for projects in advance.

Define how funds may be spent

People want to know how their tax dollars are spent. In general, they favor the highest possible percentage being allocated to a program with little or no funds allocated to administration. The creator of any new program must seek the right balance.

The public also wants to know how program funds are spent. Several new funding programs have found a way to seek a balance between planning, management, restoration, facilities and acquisitions expenditures. Clearly, a program designed for the acquisition of natural areas should not be spending much on facilities, but multi-objective urban river programs require diversity in their approach. Good advice is to spell out what expenditures of funds are eligible under the program.

Build public support and accountability

Public support means everything to the success of the project. Sponsors, endorsers, and voters are all important. A clear message of the benefits and costs must be continuously and convincingly conveyed to the public.

Organizations like River Network can help state coalitions to form and grow. Their skills oriented training can be enormously helpful in getting started.

State by State Summary

The states see their role in river conservation in varying and unique ways. Some view it as traditional wild and scenic river programs, while others include watershed restoration, fishery enhancements, land acquisition, and other programs.

This section of the report is a narrative of the findings in each state. Variation in funding types and sources is due in part to the fact that six or more department-level agencies may be responsible for rivers. Each of these departments uses their own traditional sources of funds to carry out their projects.

Alabama

Alabama has no dedicated funding for river conservation. Local conservation groups, businesses, power companies and foundations fund and often carry out conservation activities. The state's primary involvement is in regulating river use and water quality. A secondary function is to administer small federal grants through the Game and Fish Commission and Land and Water Conservation Fund. The state has obtained grants through the Symms national recreational trails fund, administering grants through the Department of Economic and Community Affairs. Although rivers did not receive any grants specifically, in 1995 the state administered \$700,000 in grants that it can use for river projects in the future. Beyond the realm of state activity is the Cahaba Commission. It is a volunteer task force of state officials, local organizations, and businesses working to preserve the Cahaba River.

Alaska

The Division of Land Resource Assessment and Development unit of the State Department of Natural Resources, and the Planning and Parks Division are the state's primary river conservation agencies. The combined river budget is approximately \$5.3 million, funded approximately 60% by dedicated user fees and 40% by legislative appropriation. This includes funding for state parks where actual river expenditures vary depending on the value of a specific river to each state park.

In 1995, the Division of Land Resource Assessment's primary source of funding was a \$5,000 legislative appropriation, funded by land use and permitting fees. At the end of 1995, the state finalized regulations that will allow DNR to impose a use fee on commercial boating and fishing operators, as of January 1996. The fee scale will increase gradually. DLRA estimates the fees will generate \$2,000 in 1996, and \$50-100,000 in 1997 for the state's 6 legislatively designated Recreation rivers. Another source of funding is the settlement from the Exxon Valdez spill, where money is being used to purchase threatened land.

While user fees are new to the state's recreation rivers, the state park system manages the user fee system. The state has 135 state park land areas that contain rivers. In 1995, the park system generated \$1,945,000 of its \$5,332,000 budget through user fees. At the Kenai River, the state's highest use river, user fees generated \$235,000, exceeding the park's river budget of \$160,700. The state charges commercial guides fees up to \$1,500 per year for the Kenai River and \$250 per year for lesser used rivers. In addition, private boaters have the option of paying one-time use fees or purchasing an annual pass. In some cases, commercial users pay an additional daily client fee. The state collects permit fees annually.

Arizona

Arizona has no official river conservation program. However, several state agencies deal with river issues, and river conservation takes place indirectly through the \$5 million budget of the Water Protection Fund. The state collects lake conservation funds through licenses and fees. Although the state's lake improvement fund applies only to lakes, it has been used for rivers in the past. In addition, a new grants program for riparian conservation has just begun through the Department of Water Resources.

Arkansas

Arkansas river conservation had a total FY 95-96 budget of \$104,700. This included \$54,700 from legislative appropriations, and \$50,000 in grant funds from the Arkansas Natural and Cultural Resources Council. The legislative appropriation funds one salaried staff person, maintenance and general operations. The grant was one of many that the Natural and Cultural Resources Council funds through real estate fees. This particular grant was used to provide technical assistance for riverfront development.

Arkansas has additional programs that aid river conservation. The Natural and Scenic Rivers Commission is working on a public education project funded by The League of Women Voters. The Department of Pollution Control and Ecology's, Environmental Preservation Division is working with the gravel mining industry, placing mining restrictions on extraordinary resource streams. The Division is also publishing newsletters and memos on watershed planning. An informal group of environmental protection professionals from several state agencies is working with the state agricultural agency to develop and provide comment on basin by basin agricultural and water use plans. The State Game and Fish Commission is heading up this project.

California

One of the findings of this study is that there can be a lot of river conservation work going on that is not immediately obvious. This is the case in California. State and federal designations in California protect nearly 3,000 of miles of streams, most of which are northern stream

systems draining to the Pacific. Despite the size of this protection system, there is no funding allocated directly to protecting these rivers, although several agencies are responsible for permitting activities relative to these river reaches.

Other state agencies involved with river projects do not have budgets specifically allocated to them. Among them are the Water Resources Agency, the Water Resources Control Board, the Coastal Conservancy, the Fish and Game Agency, and the Division of Boating and Waterways.

The Wildlife Conservation Board, a program within the Resources Agency, manages a project called the California Riparian Habitat Conservation Program. Part of the Governor's "Resourceful California" initiative, the program identified the need for a coordinated statewide effort to protect California's rivers and riparian systems. Responsible for acquisition and restoration projects, the program funds the California Rivers Assessment, a huge undertaking that is both long-term and multi-agency in scope. So far, sponsors have completed thirteen of 160 river systems. A smaller study, the Watershed Projects Assessment is underway to study watershed projects of all types in the state.

The program also has funded 64 other projects during the four years since the program's inception. Through FY 95-96 total expenditures amounted to \$17,412,536. Projects included direct land acquisition (net 12,031 acres), riparian habitat restoration, bank improvements, fishery improvements, stream fencing, grazing management, parkway expansion, the planting of trees and other vegetation, siltation basins, habitat assessments, biological resources assessments, and public access.

Colorado

Colorado is making big strides in its recent state river conservation efforts. Through the Great Outdoors Colorado Trust Fund (GOCO). Funded by a state lottery first approved by the voters in 1980, the Trust Fund receives a percentage of the state's lottery proceeds and allocates funds to wildlife projects, parks, open space, and environmental education. The state has not used GOCO in previous years for river projects, but four of the six projects approved in 1996 are river-related projects.

The GOCO board recently made the largest awards in the history of the program, and \$17.5 million of the \$30 million granted was for rivers. Among the grantees is the South Platte River Project in Denver, which will receive \$6 million for acquisition of river corridor open space, wildlife habitat, parks along the river, trail improvements, educational programs for school children, and instream flow needs for boating and a warm water fishery.

GOCO granted \$6 million to the Yampa River System Project in Routt and Moffat Counties to conserve riparian areas and significant agricultural lands, to support voluntary, incentive-

based conservation tools, to aid in the recovery of the native Colorado River cutthroat trout, and to support recreational use. The Colorado River Greenway Project in Mesa County received \$4.5 million to conserve open space along 29 miles of the Colorado and 14 miles of the Gunnison River. This grant will also fund additions to the existing Colorado River State Park, additions to the trail system, and the restoration wildlife habitat.

The Historic Arkansas River Project in Pueblo received a \$1,000,000 grant to support program activities including environmental education, urban trails, habitat improvements, and the re-creation of the historic Arkansas River channel.

The Colorado Division of Wildlife administers the Sport Fisheries Enhancement Fund that funds fishing access points among projects. Another lottery approved by the voters also allocates a portion of its revenue to wildlife and parks projects, some of which may benefit rivers.

Connecticut

The Connecticut legislature approved a 1995 river program budget of \$1 million, \$900,000 of which is for program expenses and \$100,000 for administration. The legislature allocated the \$900,000 to grant awards for the physical improvement and restoration of rivers degraded by modification, development, or the effects of pollution. In 1994, Connecticut established a River Restoration Account (Public Act 94-154), a dedicated fund within the existing Clean Water Fund. It may receive up to \$3 million per year.

Delaware

Delaware does not have an authorized state river program. The state raises funds through environmental crime penalties, but it does not dedicate the funds. The state also enters into contracts with federal agencies. The Department of Natural Resources and Environmental Control (DNREC) has multiple programs that can be considered elements of a river program, including land preservation, greenways, water quality, watershed assessment and more. DNREC is exploring a watershed management approach to permitting and decision-making. The state does have a well funded, active greenways program.

Florida

During the current fiscal year, Florida will spend approximately \$120 million on river conservation-related programs. This is 60% of the combined spending of all fifty states. Because of the state's peninsular nature, it is almost solely dependent on the management of the rain that falls on the state for its freshwater supply. Adequate drainage must be available, the huge wetland complexes dominating the state's geography must operate in near-natural conditions to be effective, and over-pumping of coastal groundwater must be avoided to

prevent saltwater intrusion. Most important, the wetland and riverine features and the species and ecosystems they support-those features that define Florida and draw people to the state-must be protected.

Florida does most of its protection by direct land acquisition. The state's five water management districts handle land acquisition in cooperation with the Department of Environmental Regulation. Funding for acquisition comes from two primary sources. The first is the Save Our Rivers program, which the legislature enacted in 1981 through the creation of the Water Management Lands Trust Fund. It derives its revenue from documentary stamp tax revenues administered through the Department of Environmental Regulation (an excise tax on real estate deeds, stock certificates, and other official documents). In FY 1995, the tax yielded \$30 million for Save Our Rivers.

The second source of land acquisition funds is Preservation 2000. This program is a ten year commitment by the state legislature to provide enough debt service to issue \$300 million in bonds, of which a third of the proceeds goes to Save Our Rivers. Tight state budgets have limited this number to \$90 million for the first three years.

Plans submitted by the water management districts propose the acquisition of over 1.5 million acres during this ten year period at a cost of slightly more than \$1.4 billion. Over ten years, the combined revenues of Save Our Rivers will be nearly enough to complete the entire acquisition plan.

Contracts with federal agencies, and special funding automobile tags also provide funding.

Georgia

In the fall of 1995, Georgia launched its River Care 2000 program. Modeled after the state's existing "Preservation 2000" program, bonds directed by the state legislature fund this \$5 million initiative. Revenues pay for land acquisition along rivers and river protection projects. The program is innovative in that it requires the state Department of Natural Resources to work with private sector groups including The Nature Conservancy, the Conservation Fund, the Trust for Public Land, and the Archeological Conservancy. In addition, the governor approved \$40,000 for a rivers evaluation consultant as part of an expected \$300,000 rivers study. The rivers program also receives varying amounts of funding for land acquisition from hunting and fishing licenses, and from contracts with federal agencies.

Hawaii

Hawaii recently completed a statewide river assessment, but it has not presently allocated funds to river conservation.

Idaho

Although Idaho does not have a formal river program, river conservation efforts received \$86,000 in grant funding for 1995. Grants related to river conservation include \$75,000 federal, \$10,000 state, and \$1,000 private foundation funding for a study of recreational river use. In addition, the local whitewater association is paying for portable toilets at a much used river access point. The state river manager coordinates free flowing or dam related river activities, and interagency projects.

Additional funding related to conservation comes from the state boating program funded by federal gas tax and a state gas tax. Idaho uses the money to provide facilities for motorized boat facilities and access. There are no legislative appropriations for river programs.

Illinois

Illinois had a 1995 river conservation budget of \$580,000. The state earmarks the funding for fishery enhancement programs. Licenses and fees fund the entire program.

Indiana

Indiana has several conservation projects in progress. For the years 1995 and 1996, the Indiana legislature appropriated a total of \$750,000 for recreation and heritage acquisition and development. Special automobile tags fund land acquisition for the state heritage trust fund. Indiana has used some of this funding for the Blue River, and it may be used for other rivers. To date, the state has spent approximately \$2.4 million on rivers land acquisition. The Land and Water Conservation Fund has no budget for 1996, although it has had a budget in the past.

Iowa

Iowa's 1995 budget for its Protected Water Areas (PWA) scenic rivers program was \$107,100. Lottery proceeds and license fees fund the program. River conservation receives a share of the \$8 million Resource Enhancement and Protection (REAP) annual revenue. According to formula, river conservation receives 5% of 28% of the state's budget. The Protected Water Areas (PWA) budget is specifically for land acquisition. Staffing and administrative costs are part of the overall budget of the state Department of Natural Resources and are unidentifiable.

The state dedicates hunting and fishing license fees to habitat protection, which often involves land purchases. When the land includes a scenic river, the rivers are included in the purchase. Since the early 1980s, the state has been working with The Nature Conservancy and Natural Heritage Foundation. These groups have purchased parcels of land for river

conservation the state may later purchase, if the parcels meet state criteria and fall within the land acquisition budget.

Kansas

Kansas has a total river program budget of \$692,000. This includes \$80,000 funded by licenses and fees, matched by \$240,000 federal funds. It also includes a \$50,000 state contract matched by \$150,000 federal funds, a \$90,000 contract with EPA for state water monitoring, a \$127,000 grant from the Department of Defense to monitor a military base, and a \$45,000 grant from EPA for monitoring in the town of Johnson City.

The licenses and fees funding comes from a tax on water and pesticide users. Kansas uses this funding for monitoring fish, riparian conditions, flow movement, and some invertebrate studies in the Niosha River basin.

Kentucky

Kentucky's newly initiated Wild Rivers program has a 1996 budget of \$440,000, not including staff costs. Kentucky generates \$400,000 from a dedicated allocation of the Heritage Land and Conservation Fund (20% of 50% of the total fund). The Wild Rivers Program is also eligible to apply for funding from the remaining 50%, but has not done so at this time. The sources of funding for the Heritage Land and Conservation Fund are environmental crime penalty funds, special automobile tags, and an unmined minerals tax. It is dedicated to land acquisition. The remaining \$40,000 in the Wild Rivers program budget covers administrative costs and comes out of the regular Department of Environmental Protection budget.

Louisiana

Louisiana's current program budget is \$111,500. The state legislature allocates \$101,500 through a non-tax conservation fund. Hunting and fishing license fees, and a tax on recreational equipment are the sources of the fund. Scenic river use permits and application fees generate an additional \$10,000. Another \$1,000 comes from environmental crime penalty funds. The program budget supports staff salaries, travel and river surveillance activities.

Maine

Maine currently has no state river program. Previously, the state had a rivers coordinator position, responsible for contacting and providing technical assistance to local river groups. The river coordinator was also responsible for developing watershed approaches to

conservation that included planning with local soil conservation services. Government budget cutbacks eliminated the river coordinator position.

Current conservation efforts are in process by a number of local river basin conservation groups as well as the Appalachian Mountain Club and the Conservation Law Foundation. The state Department of Environmental Conservation hydropower coordinator and the State Department of Environmental Protection hydropower specialists work with the Federal Energy Regulatory Commission, hydropower and conservation groups. Re-licensing negotiations now tend to look beyond specific projects and find solutions that can meet the needs of each group while meeting river conservation goals.

Maryland

The Department of Planning runs Maryland's Scenic Rivers Program. The legislature appropriates between \$500,000 and \$700,000 annually for land acquisition benefiting river conservation. Staffing and administrative costs are enmeshed in the overall resource planning budget. Additional sources of funding where rivers benefit include water quality protection studies for tributaries of the Chesapeake Bay, and federal wildlife protection funding to protect wetlands.

Massachusetts

The Riverways Program had a total program budget of \$270,000 for 1995. The program received \$210,000 through state appropriations. Contracts with state and federal agencies add an average \$60,000 each annually. Although not directly tied to river conservation, the state has directed environmental crime penalty funds to specific river organizations. The program gives out an annual average of \$30,000 in small grants to local organizations. The program has also helped local entities by writing proposals to help them obtain private grant funds. Rivers and watersheds get additional support and technical assistance through the Department of Environmental Protection.

Michigan

Michigan's fiscal year 1995-96 program budget was \$285,000 for the Natural Rivers Program, plus an additional \$45,000 for related activities. This budget supports four full time staff members, clerical support and travel. The program staff work with county drain commissioners and support foundation grants and proposals for local conservation groups. Primary sources of funding were a \$120,000 legislative appropriation and \$160,000 from hunting and fishing licenses. The program expects to receive funding from environmental crime penalties, but has received none yet. In addition, the program received a \$40,000 federal contract for coastal zone management as part of a watershed plan for the Manistee

River. The program also generated \$5,000 from a tax check-off dedicated to natural heritage conservation.

Minnesota

Minnesota's 1995 budget was \$1,983,000, not including acquisition funds that vary year to year. The legislature appropriated \$112,000 for grants to local river management. The program received approximately \$500,000 through licenses and fees for planning, operations and maintenance of recreation facilities, and hydropower relicensing. The program received another \$141,000 from the state lottery for local river planning, and \$130,000 through a federal contract from the Mississippi National River Recreation Area.

Over the last two years, \$2.2 million (noted here as \$1.1million per year) in lottery and bonding funds have been dedicated for land acquisition along the St. Louis, Cloquet and Whiteface Rivers. Acquisition funding varies significantly depending on the number of active river projects.

Mississippi

Mississippi does not specifically allocate funds to river conservation

Missouri

Although the state does not have a defined river program, river activities are taking place in the state Planning and Recreation office. However, for fiscal year 1996, the state may no longer fund activities that benefit rivers. Missouri's fiscal year 1995 budget for trails and recreation was approximately \$580,000. Rivers benefited when project goals included river conservation. The budget includes \$420,000 in new federal grants for local recreation projects, \$70,000 in grants from previously unused federal funding, and about \$90,000 in state general revenue funding to support three staff positions and associated administrative costs.

Most projects receiving grants include trail development. Examples included phase three of the Kansas City Indian Creek Greenway, the City of Jackson Little Blue Trace River Cycle Trail, and land acquisition for a city park in Steel. On the nonprofit side, the Conservation Federation, a statewide nonprofit organization, has developed a "stream team" to do river cleanup work.

Montana

Montana's 1995 river conservation budget was \$200,000. The state received \$60,000 from real estate transfer fees. It received another \$140,000 from agreements and contracts with federal agencies.

Nebraska

Nebraska currently has no state river program, but has infrastructure in place that could lead to future conservation. The state's environmental trust fund, financed by a lottery, provides approximately \$4 million per year for environmental programs. In the future, state river assessments could draw on this fund. The Nebraska Game and Parks Commission (NGPC) and the local natural resources districts can apply for instream flow rights and NGPC is doing so.

There is a history of bills before the legislature to conduct a state river assessment, and another currently sits before the state legislature.

Nevada

Nevada currently has six major active river projects and several projects promoting streams and creeks. The state Division of Water Planning guides the programs, although most of the work is being done by local communities and grassroots organizations. Nevada is using EPA's Clean Water Act section 319 program, generating almost \$300,000 for river projects. This included \$62,000 in legislative appropriations, \$115,000 in local fundraising, and \$103,000 in federal matching funds.

The state funded \$50,000 towards the Walker River Basin technical network. Its purpose is to identify projects that would be part of a comprehensive watershed plan. A citizens group working to protect the Virgin River raised \$115,000 that was matched with \$91,000 in federal funds. In 1995, the state planning department worked with local organizations to raise \$12,000 for local streams, matched by \$12,000 in federal funds. For 1996 the state has committed \$30,000 to Project WET, an educational program. Federal matching funds added another \$30,000 to the budget.

New Hampshire

New Hampshire's 1995 river conservation budget was \$113,399. The legislature appropriated \$41,244 for salary and overhead costs associated with river coordinator position. The program received \$72,155 from federal contracts: \$48,155 from the Environmental Protection Agency 604(B), and \$24,000 from the National Park Service Wild and Scenic program. In previous years the program received private foundation funds.

New Jersey

New Jersey has a state scenic rivers program, but it is not active. However, there is considerable river conservation activity throughout the state. The state Green Acres Bond Fund, most recently approved in 1995, provides significant opportunity for river conservation. The bond fund provides a potential total of \$237.5 million for rivers, recreation and conservation. The terms of the bond dedicate \$70 million to state acquisition and development, \$100 million to local acquisition and development, \$30 million to nonprofit organizations, and \$37.5 million to state acquisition of land from willing sellers along the Passaic River. Other private organizations involved in conservation are The Nature Conservancy, numerous nonprofit watershed associations and the New Jersey Conservation Foundation.

New Mexico

New Mexico has no formal mechanism for funding rivers. Currently the state does not view fish and wildlife protection as a beneficial use of rivers. The US Fish and Wildlife Service is working on the Rio Grande and Colorado rivers, but little is taking place at the state level. Local groups are working on the Rio Grande. One group is working on recreation opportunities with the Animas River in the city of Farmington. The Nature Conservancy plays a limited role in preservation and land acquisition related to rivers.

New York

The New York State Department of Environmental Conservation is responsible for river conservation and planning. Its budget for 1997 includes approximately \$70,000, derived from legislative appropriations, to manage the river programs.

North Carolina

Although the state has no formal conservation program, land acquisition within the Division of Parks and Recreation effectively protects rivers. Using funding from the state park bond and Natural Heritage Trust Fund, the state spent approximately \$250,000 acquiring land along the Lumber river. An additional \$1 million in bond money is available for future acquisition and park headquarters construction along the Lumber river. The state has a total of four designated scenic rivers and is currently working on two of them. The program currently protects via acquisition ten percent of the land designated under the state's scenic rivers program. The program has not been successful in conservation methods other than land acquisition. The legislature has disapproved zoning and regulatory controls in the past.

North Dakota

North Dakota does not have a rivers program. The state is planning to hire a part time river manager for the summer of 1996.

Ohio

The Ohio Scenic Rivers Program is among the oldest, authorized in 1968. The program operates within the Department of Natural Resources, Division of Natural Areas and Preserves. It is responsible for the management of ten designated streams in the state. Funding for FY 1996 amounts to \$800,000. Legislative appropriations cover staff and management (\$500,000), special automobile tags provided \$200,000 for scenic river protection projects, and the program shares in revenues allocated to the division from four other sources.

Bonding authority provided \$3 million for land acquisition to the Division, of which some portions protect rivers. USEPA provided \$1.2 million in Section 319 funding for non-point source projects. The division received \$820,000 in state agency grants for stream banking easements, and income tax check-off revenues provided \$700,000 to the division.

Oklahoma

The Oklahoma Scenic Rivers Commission had an FY 1996 program budget of \$339,000 with the likely increase to approximately \$400,000. This includes land acquisition staffing and administrative costs. The program receives funding from multiple sources. Legislative appropriation provided \$270,937. User fees and permits generated a total of \$66,671. This includes a one-time annual recreation fee of \$5 per commercial flotation and a \$1 per trip fee for private and commercial recreation users. In FY 1995, the annual fee generated \$19,205. The per-trip user fees generated \$47,466.

The Commission expects to receive an additional \$60,000 from the U.S. Environmental Protection Agency as part of a 60/40 match for portable toilets at river sites.

Oregon

Oregon's Scenic Waterways Program had a 1995 budget of \$1.5 million. The program received funding from special boater pass recreation fees, a small legislative appropriation, contracts with state and federal agencies, and private foundation funds. The largest source of revenue in 1995 was \$300,000 in river recreation fees from the state's Boater Pass program, a turnstile recreation fee on non-motorized watercraft. Since the program's inception in 1981, the program has generated approximately \$1 million from general contracts with federal agencies, and another \$1 million from contracts with state agencies. Private foundation funds generated approximately \$20,000. In 1995, the state general revenue fund provided \$1000.

One of the more successful elements of the Oregon program has been its Boater Pass program along the Deschutes River. Commercial and private boaters pay a fee for use of the lower 100 miles of this river. The fee currently generates approximately \$300,000 per year, all of which is dedicated to managing this section of river. By statute, the fee provides user education and information about the river, boater law enforcement, facility development, river access and acquisition, and program administration.

Other states have used the boater pass program as a model when developing similar programs. It has the important elements of an appropriate user fee system, in that fees are collected for specific river management purposes, rather than simply to fund the state's general tax base. Still, the program has not been duplicated for any of Oregon's seventeen other state designated scenic rivers. The Deschutes is the only scenic river given a separate designation as a state recreation area. The state enacted this designation due to concerns about the impacts of heavy recreational use on the river environment. Because the Deschutes designation is unique, the Department does not believe it has the authority to implement user fees on any of the state's other scenic rivers.

The Oregon Scenic Waterways Program may be undergoing severe budget cutbacks due to changes in state budgeting priorities. However, even as that program has been regressing, state-sponsored watershed action programs have increased dramatically, and are expected to be the basis for river conservation planning in the long term.

Pennsylvania

Pennsylvania has been very active in river conservation for the past fifteen years. The state Scenic Rivers Program, now located within the newly created Division of Conservation Partnerships, manages fourteen designated river corridors, a large eligibility list, and an active technical assistance program. The program also is the lead state agency for all rivers designated for inclusion or study in the National Wild and Scenic Rivers Program.

Since the July 1993 implementation of Act 50—the Key 93 program—Pennsylvania has had, and should continue to have, an annual river conservation budget of approximately \$800,000 or more, funded by real estate transfer fees. The program's first year commenced in July 1995 with nearly \$950,000 available for grants, of which only \$760,000 was allocated to 21 grantees. The estimated amount available for 1996 is between \$1 and \$1.1 million. In mid-1996, the program had already received more than 800 inquiries, indicating likely increased competition for the grants.

The State allocates to river conservation up to 10% of Act 50 funds to river conservation. The funds are solely for matching grants provided to municipalities or conservation groups. The grants must be matched 50/50 and range from \$2,500 to \$50,000. Applicants must first apply for planning grants, and follow-up with applications for plan implementation.

Rhode Island

Rhode Island has only recently begun to develop a formal rivers program. Its budget is \$200,000, including only one river-specific project and not including funding for projects that include river conservation as one component, or staffing and administrative costs. This does not include other sources of funding. The Rhode Island program consists of the state Rivers Council, the state Greenways council (a grant funded program for two river corridors), and assistance from the state planning department. In addition, the program has used land acquisition associated with federal and state fish and wildlife preservation to purchase large tracts of land along rivers. Although not specifically dedicated to rivers, state bonds fund land acquisition for coastal and inland shorelines.

The legislature created the Rivers Council, but it does not have dedicated funding. The Council is in the process of creating a rivers plan that includes the categories of pristine, scenic and recreation river. The recently created state Greenways program has proposed 500 miles of greenways acquisition, mostly along rivers, although the legislature has not committed funds to the Greenways program. The Chamber Foundation and The Nature Conservancy have provided up to \$3 million annually for land acquisition. The state is working with the federal government on the Blackstone River Valley Heritage Corridor. The state has committed Department of Transportation funding for land acquisition and construction of a 19-mile bikeway along the river. Readers Digest magazine granted the city of Providence \$800,000 as part of the Woonasquatucket urban river revitalization project. The grant allocates \$200,000 per year over four years, specifically for planning.

South Carolina

South Carolina's river conservation program had an FY95 budget of \$10,000, not including salaries. The \$10,000, acquired by legislative appropriation, was part of an overall Department of Natural Resources budget. The funding covered daily operations, administrative costs, travel and technical assistance. It did not cover staff time or land acquisition.

However, this modest amount belies the true extent and activity of the state's overall river conservation effort. Comprehensive, broad-based multi-objective river planning processes are underway on the Edisto, the Pee Dee, and other rivers. The state expects to conduct new scenic river studies. The South Carolina program has been the leader in the South for several years.

Several potential sources of funding are available to the state. While the program cannot go directly to voters for bond money, legislative bond bills can include rivers. Other sources include real estate fees and special automobile tags that fund the Heritage Trust programs in South Carolina, and project specific federal and state contracts. In FY 94-95, local governments provided \$50,000 for a river corridor study.

The state has not previously sought foundation funds, but is preparing to do so. The scenic rivers trust fund can accept money and gifts. The state hopes to bring forward an aggressive campaign to seek funds for the trust fund in 1996.

South Dakota

South Dakota has no active river conservation program. It does have a very small canoe trails program that provides access points for river use, prepares maps and works with landowners to provide access, usually at bridges and road crossings. The Division of Parks and Recreation absorbs the costs of this program.

Tennessee

The Department of Environment and Conservation manages the Tennessee Scenic Rivers Program. The program receives about \$130,000 from legislative appropriations to fund the Scenic Rivers Program and the statewide river assessment (in its final year of operation.) The program uses river recreation fees to pay back the federal treasury for river conservation services and also to the Tennessee Valley Authority for loss of power revenue from recreational water use.

The state uses real estate transfer fees for parks and natural area acquisition. Scenic rivers and forest lands rate as low priority due to a long backlog of higher priority parkland acquisition. Program managers see tremendous development pressures hindering conservation efforts. State and federal agencies committed substantial funds to facilities developed for the recent Olympic whitewater competition held on the Ocoee River during the summer of 1996.

Texas

Texas has no formal state river conservation program. The total program budget for Texas varies from year to year. Rivers receive funding from legislative appropriation; environmental crime penalty funds; federal, state and local contracts; and private foundation funds.

Utah

Utah's Riverway Enhancement Program, established by the legislature, provides grants for enhancing rivers and riverways. Funding totals approximately \$500,000 per year for projects related to water conservation, recreation and flood control in areas with high development pressures. Grants are available only to local government agencies and require a 50% match. Privately, the Virgin River Land Preservation Association works to preserve the Virgin River. The Utah Openlands Association is undertaking land acquisition activities that may benefit rivers.

Vermont

Vermont has no formal state river conservation program. Rivers are managed in several agencies and by a number of private organizations, and the state was not able to estimate funding levels. Technical assistance and staff funding has been available through legislative appropriation, while contracts with federal agencies provides other funding for national forest riverways. The Department of Conservation or the USDA Forest Service manage lands along rivers, while The Department of Parks and Recreation manages land acquisition projects. The state Fish and Wildlife department is responsible for land acquisition for fishing access. The state provides one part time staff person at the cost of about \$5,000 per year to help municipalities with river zoning issues. The Department of Conservation's involvement on the Connecticut River Watershed Advisory committee costs approximately \$11,000. The entire Watershed Advisory Committee project spent \$137,000. An additional \$120,000 is available from a federal contracts for watershed restoration.

Private organizations operate other specific river conservation projects . Riverwatch, a national organization, promotes water quality monitoring programs that concentrate on school involvement and student education. The River Conservancy, the Vermont Land Trust and The Nature Conservancy are all involved with land acquisition for various river-related projects around the state. The River Habitat program works with the USDA Forest Service in managing rivers in the Green Mountain National Forest.

Virginia

Virginia has no specific appropriation for rivers. Scenic Rivers is an activity within the Department of Conservation and Recreation. No regulations are involved. Other state agencies are responsible for water quality, fisheries and game management. Regional park authorities, county governments, and affected municipalities manage many of the state's scenic rivers with state funds, although the state earmarks these funds for specific projects such as access sites, signage, or education.

Washington

Washington's Scenic Rivers Program, at risk for some time but always rescued by supportive governors, finally lost its appropriation this past fiscal year. The program managed the state's existing designated rivers and provided technical assistance to other river conservation-oriented programs around the state. It is not known when or if this program will again be funded. Overall, the governor and legislature cut Washington river programs severely.

The state has enacted some multi-objective river plans for specific watersheds, including those for the Nisqually River and the Puget Sound. The legislature funded the Nisqually, authorized in 1987, at about \$100,000 annually. The legislature created the Puget Sound

Water Quality Authority, an outgrowth in part of the National Estuary Program to implement a water quality management program to protect and enhance the waters of Puget Sound. The legislature funded the program in the past, but it also received federal grants, permit fees, and some grants from the state's Centennial Clean Water Fund, administered by the Department of the Ecology.

West Virginia

West Virginia's scenic rivers program, authorized under the Natural Streams Preservation Act, covers four river corridors but the legislature has not funded the program for years. During the past three years, however, renaissance has come to state river conservation efforts with the growth of the Watershed Assessment Program. Operating within the Department of Environmental Protection, the Watershed Assessment Program is operating on a five year cycle, conducting watershed assessments around the state and fostering the growth of local watershed associations. This program organizes these partnership entities to conduct the assessment, identify priorities, and make and implement plans for restoration and conservation. Twelve such projects are underway and another eight are expected in the near future.

Federal grants and state appropriations fund the assessment program. For FY 1996, multiple federal contracts under Sections 106 and 319 of the Clean Water Act and from the Clean Lakes Program generated \$1,022,409. The state legislature appropriated another \$138,187 and a separate \$240,148 for a program to control black flies in the New River Gorge.

The recently enacted Stream Partnership Program also authorizes \$100,000 per year to be appropriated for seed grant funds for local watershed associations. The program has already allocated the first \$100,000.

The West Virginia Department of Natural Resources also receives the sum of \$5,500 for general environmental and clean Water Act section 401 activities, excluding salaries.

Wisconsin

Wisconsin has an annual budget for rivers' programs of \$4.9 million. The funding is derived from bonds earmarked for land acquisition related to river conservation. In addition, three state-designated wild rivers received support from an active acquisition program supported by general bond funding. Rivers also benefit through the state green space, greenways, and parks programs. These and the Wild Rivers programs received \$21.1 million for land acquisition not directly for, but sometimes including rivers. In addition, the state's Priority Watershed Program for non-point pollution control provides cost share funding for pollution prevention and management practices in targeted watersheds around the state. About sixty such programs are now in place.

The \$4.9 million annual budget includes \$1.9 million for the Urban Rivers Grants Program. The program provides municipalities with 50/50 matching grants for acquisition along urban rivers. Towns, villages, cities, counties, or tribal units may apply for the grants for: (1) creation or expansion of recreational trails or riverwalks in a river corridor; (2) creation or expansion of riverside parks or greenway corridors; (3) protection or enhancement of natural or historic areas along rivers; or (4) wildlife or fish habitat and bank stabilization. The sum of \$1 million is budgeted for DNR acquisition along stream corridors for protection of water quality and fish habitat. And \$2 million is budgeted for DNR land acquisition in the Lower Wisconsin State Riverway.

Wyoming

Wyoming's total program budget is \$8 million. In general, these funds are not the same as those tracked everywhere else in this study. This reflects Wyoming's approach to river conservation. Programs identified as benefiting rivers include all activities related to river conservation and all fish programs. The Game and Fish Department manages the river program, funded by license fees that generate approximately \$3 million, and a \$3 million federal contract through the Sport Fishing Restoration Act. A conservation stamp and interest from earnings on cash balance yield another \$2 million.

River management takes place under three programs. The first, the Wild and Scenic Rivers program, manages the Clarks Fork-which is the only Wild and Scenic River in the state. Other rivers are eligible, but none are designated. The second, the instream flow program, collects and files data each year on instream flow. Structural management defines the third. Under this program the state is working with the Bureau of Reclamation on flows below reservoirs, and on operation and maintenance policies in those same locations.

Case Studies

Georgia

Ohio

Pennsylvania

Georgia River Care 2000

With open space, heritage preservation, flood protection, Georgia's program shows that land conservation programs can lead to river protection. It also shows that we can learn from past opportunities for improvement by adjusting program implementation methods from conservation to rivers. While development pressures continuously fight against conservation efforts, Georgia has developed a new program that aims to manage development in such a way that it benefits both rivers and the property near them.

To better understand River Care 2000, one must look back at an earlier state conservation program, Preservation 2000. River Care 2000 is based on the Preservation 2000 model of public-private partnership. Preservation 2000 is funded by a combination of hunting and fishing licenses, private donations of both land and acquisition funds, and state money through general obligation bonds, totaling \$100 million. Its goal was to acquire 100,000 acres of land for parks, wildlife management areas, or natural areas. Managed almost exclusively by the state Department of Natural Resources, Preservation 2000 developed and accepted nominations for potential acquisitions, evaluated nominated tracts, and then classified the parcels as suitable for one of the three potential designations. Qualifying parcels were then sought for acquisition. To date, the state has acquired 94,000 acres.

River Care 2000 has somewhat different objectives but an equally strong initial funding base. Financed by general obligation bonds, River Care 2000 received \$5 million in 1996, with an additional \$7 million expected in 1997 towards acquisition and management of river corridors. Future year funding is already in the planning stage.

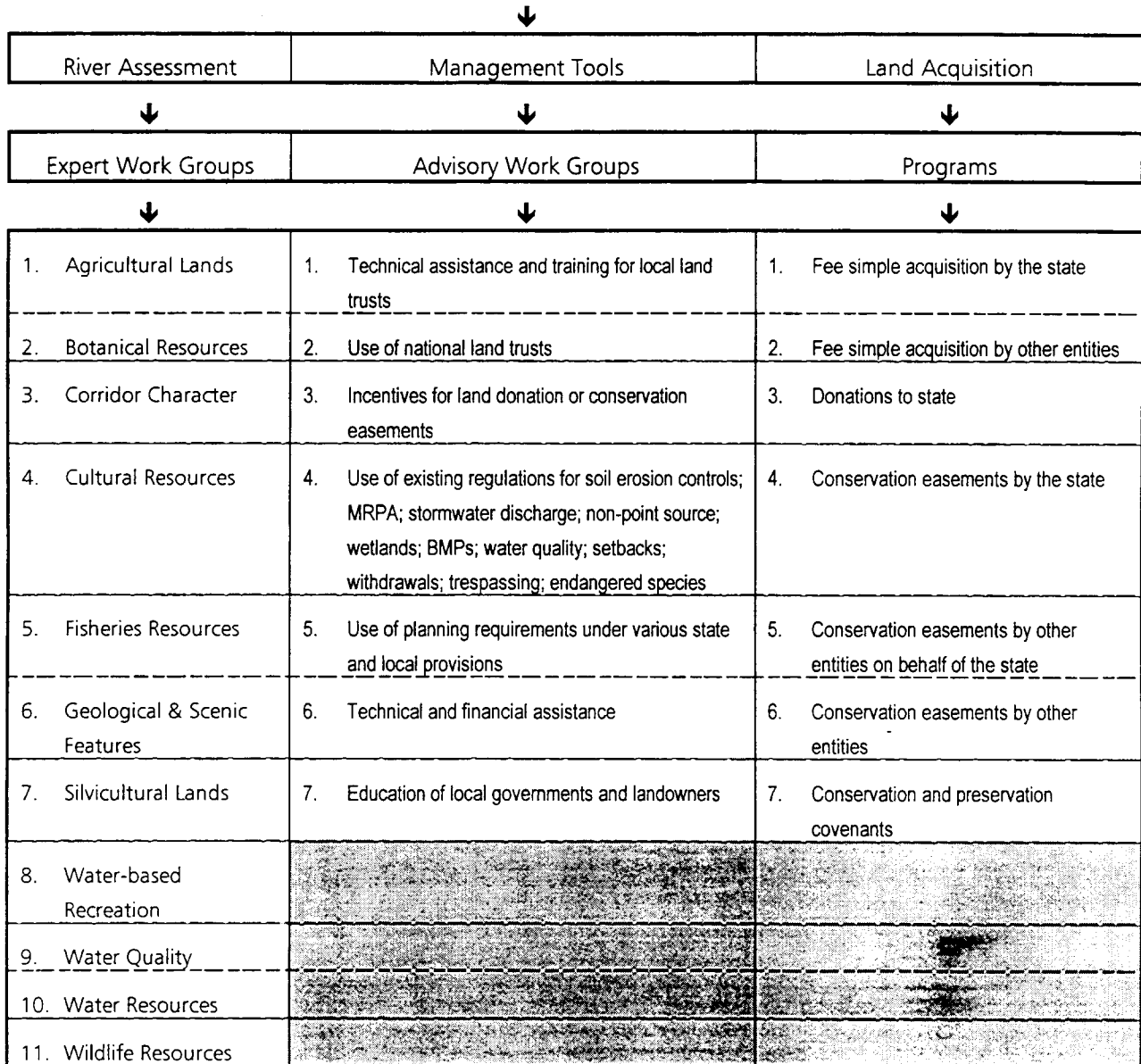
The Governor named eleven individuals to serve on the River Care 2000 Coordinating Committee, the entity through which the program will be implemented. These individuals represent county government, business and housing groups, timber and other business interests, and the environmental community. Under the committee are three working groups—the river assessment team (statewide inventory), the management tools team (technical assistance, training, education, incentive, use of existing regulations, planning), and programs (land acquisition, donations, easements, covenants). This is the broadest effort Georgia has ever initiated on behalf of rivers.

The program plans to coordinate with other river programs in Georgia including the state scenic rivers program and the recently enacted watershed planning program. The National Park Service has agreed to assist with the completion of a statewide inventory to complement the program, an effort expected to require \$300,000 to complete over a three-year period. The Governor's Discretionary Fund has been tapped for the first \$40,000, and DNR has requested \$200,000 from the legislature for the next rounds of the inventory. The program expects to have sufficient funding to acquire about 75 miles of river lands each year.

River Care 2000 Program Organization Chart

Administration by the Georgia
Department of Natural Resources

River Care 2000 Coordinating Committee



Although the program is still in its infancy, its expected success will be a result of the resources provided to date, and the planned direction of the resources in the future. The program has thus far been widely supported for four major reasons. First, Georgians have observed that structural flood control alone cannot prevent land or environmental degradation. Second, the program is designed to maximize use of existing resources so that dedicated funds are being used for acquisition and river management, rather than bureaucracy building. Third, the program is managed as a cooperative effort. Although technical assistance and guidance is provided by the state DNR, much of the direction and implementation is headed up by private organizations. Fourth, the program has the backing of a popular conservative governor. Setting river conservation as a priority has made it easier for private groups, the state, and landowners to work together for a common goal.

Perceived Need

Georgia believes conservation is a necessary component of state growth. Heavy flooding in 1994 helped focus attention on the need to set aside rivers and riverways as conservation areas. The flood claimed many lives and millions of dollars in property, destroying levees and other structural flood control structures. Observing the destruction, from which some are still recovering, people began to realize that man-made structures such as dams and levees, were not sufficient to prevent damage to either property or wildlife following massive rainstorms.

Making the Dollar Stretch Further

Although \$5 million is a significant expenditure for any rivers program, it is not considerable when compared to other state budget expenditures. More important is the public perception of where the money is being spent. John Ambrose, assistant program manager for River Care and the state river manager, explained that River Care is not going to lead to massive staffing buildup or "creating a new bureaucracy." Rather, it will take advantage of the existing programs both within the state Department of Natural Resources, and in private and local conservation movements.

Cooperation

By providing support and enlisting those involved with existing programs, River Care 2000 has not only reserved more funds for acquisition and management, it has also built a broader base of support. From Preservation 2000, the state learned that for a program to succeed, it cannot be based entirely on land acquisition. River Care 2000 is a combination of acquisition, education and management. In some cases the state works to purchase easements, or to simply educate landowners about better management practices. The state is responsible for coordination, but River Care committee members are responsible for developing criteria for classification and protection of prospective sites.

Ohio Scenic Rivers Program

Ohio has been active in river conservation since the legislature first enacted the program in 1968. The Ohio Scenic Rivers Program resides within the state Department of Natural Resources, Division of Natural Areas and Preserves. Originally funded solely by legislative appropriations, the program has been active in recent years in developing new funding sources and has developed an extensive network of outreach and partnership programs. Working with local conservation groups, other state and federal agencies, and private citizens, the Ohio Scenic Rivers program maintains broadly developed resources for both funding and management, certainly one of the most diverse in the country. In fact, Ohio is one of the few states that have maintained active state operations while simultaneously enlisting and empowering local agencies and organizations.

The Ohio Scenic Rivers program now has ten designated river systems. Its overall goal is preservation of natural values and its primary responsibilities are managing the land around state designated scenic rivers, and coordinating comments and managing nationally designated rivers. True to its location in the state's DNR, the Ohio Scenic Rivers Program is the only such program in the country to operate primarily as an outgrowth of natural areas management.

One of the better staffed programs in the country, program personnel focus on working with federal, state, and local government agencies to protect and preserve natural values. It is perhaps the only program to have local river coordinators on staff to handle on-the-ground management of scenic rivers. Typically responsible for three rivers each, river coordinators are responsible for working with local organizations to get people to work for rivers. On a day-to-day basis, the coordinators work with local zoning boards, county engineers and environmental protection officials. As the Ohio rivers movement has grown, more people, from both within and outside the Scenic Rivers program have helped the state's efforts grow.

The Scenic Rivers Program currently receives funding from four major sources amounting to \$800,000 annually. The first source is general revenue; the program receives a set percentage of the budget of the Ohio Department of Natural Resources. This year's legislative appropriation is \$500,000. The second is an income tax check-off, proceeds from which (\$700,000 for 1996) are shared with the Division of Wildlife which encompasses the Natural Area and Preserves program, the home of the scenic rivers program. Special scenic river license plates generate \$15 per plate and \$200,000 annually, and have been used to hire seasonal stream quality monitors. While the scenic rivers division has seen no funding increase, the other sources have helped meet salary costs.

Funding sources such as license plates and tax checkoffs have increased publicity for the program. Because these funds need to be used to maintain existing activities, the program has

sought funds from additional sources to manage additional rivers or initiate new education programs.

The Scenic Rivers program also shares in funding allocated to the division as a whole. Bonding authority provided \$3 million for land acquisition in FY 1996, and US EPA provided \$1.2 million in Section 319 funding for non-point source projects. The division received \$820,000 in state agency grants for stream banking easements. About \$100,000 of this combined funding was budgeted to the Scenic Rivers Program.

While some would anticipate a decline in river conservation without increased funds, especially from a centralized program, Ohio has maintained a steady level of activity, as most of its funding have come from outside the DNR. Staff note that as the program was developing they came to the realization that "if we were going to make any headway, we needed to get people involved." They organized new state-local partnerships but maintained them with a relatively loose structure. Regular meetings of different conservation groups are held where each group discusses its accomplishments and progress. Staff believe that the meetings themselves help motivate groups towards success. By having regular meetings, groups not only assist each other in exchanging information, but are also motivated to achieve results so that they may show those results to their colleagues.

Ohio also has several multidisciplinary rivers projects operating outside the Scenic Rivers program. Five AmeriCorps personnel are working on Darby Creek. In addition, a part-time person, the state soil and water conservation district, and the Nature Conservancy are also working on Darby Creek. For other rivers, partnerships between private organizations, the state and federal governments are working together with funding from Section 319 grants.

Public education programs include a children's stream monitoring program. Children collect and count invertebrates, and monitor relative stream quality. The program was begun by the Izaak Walton League, and developed by a local 4H club, and picked up as a state program through the soil and water conservation districts. The Division of Watercraft is sponsoring a river cleanup.

In addition river conservation has been funded through federal cooperative agreements, and state, local and private partnerships.

Pennsylvania Scenic Rivers Program

With a hill outside everyone's back door, it is not surprising to learn that Pennsylvania is a state blessed with abundant and diverse rivers. The state's 54,000 stream miles drain to the Great Lakes, Ohio River, Chesapeake Bay, and Delaware Bay. Culturally, the Commonwealth is equally diverse, reflecting the big city attitudes of the Northeast Corridor, an Appalachian Mountain heritage, the classic steel towns of decades past, and the agricultural and river city flavor of the Midwest. The culture and the landscape intermix to offer some of the most diverse river projects of any state in the country.

The National Wild and Scenic Rivers System has been active in Pennsylvania, designating two segments of the Delaware River and one segment of the Allegheny. The White Clay Creek, a third section of the Delaware, and the Clarion River are or have been under study. Conservancies have been very active in Pennsylvania, with the Western Pennsylvania Conservancy leading the way in purchasing riverfront lands on several streams in the western part of the state. Industrial heritage corridors are found throughout the state, usually centering on working rivers of the past. The National Park Service has assisted many other groups with local river projects as well.

The Rivers Program Matures

At the center of all this activity is the Pennsylvania Scenic Rivers Program. Created by the legislature in 1972, the program originally was empowered to create a system of state scenic rivers, to conduct and maintain an inventory of qualified rivers, and to work with the public through a citizens advisory committee. The program made progress in those early years, but hit a brick wall in the late 70's due to a firestorm of controversy over the proposed designation of Pine Creek. The designation failed due to fear about the alleged imminent use of eminent domain in the corridor. The state never considered this action, but local landowners and some state lawmakers battered the program unmercifully because the power of eminent domain was in the program's enabling legislation.

Pulling back in defeat, the scenic rivers program decided to remake itself by removing the condemnation authority from its enabling legislation, by adopting a bottom-up strategy for getting local support prior to designation, and by use of a new innovative strategy. The program worked to secure consistency of management for protected scenic rivers in all the other bodies of state land and environmental regulation. Covering fourteen separate bodies of regulation, this consistency covered river crossings, water quality, landfills, nuclear waste sites, dredge-and-fill permits, encroachments, and many others. This management consistency guaranteed far more protection for the protected river than before and accomplished the feat without any substantial expenditure.

Acting as the lead state agency in the planning of the Upper Delaware National Scenic and Recreational River, the program established a role for itself as the point agency for all

national river studies. It also obtained designation for another seven rivers, bringing the overall total to 13 streams and 502 miles by 1996. However, budget cutbacks, reductions in program staff, and reorganizations undermined the effectiveness of the program after 1985. Budgets originally about \$200,000 steadily diminished during this period.

The most recent reorganization split the Department of Environmental Resources into two agencies: the Department of Environmental Protection, the regulatory group, and the Department of Conservation and Natural Resources, the management and policy group. The scenic rivers program, always a separate division in the past, became part of the new DCNR as part of a new division, the Division of Conservation Partnerships. This should prove to be a good home for them in coming years.

Act 50 and Key 93

The program needed a shot in the arm and got it with passage of Act 50, the Keystone Recreation and Parks Restoration Act, in 1993. The act provides for allocation of a portion of real estate transfer taxes to fund parks and recreation, community heritage, conservation and river conservation. Fifteen percent of the total collected amount is allocated to the fund, and collection began July 31, 1994. Thirty percent of the fifteen percent is allocated to the (then) Department of Environmental Resources, and ten percent of this number is allocated to a new Pennsylvania River Conservation Program. The Scenic Rivers Program administers this new program.

The big supporters of Act 50 were the hunting and fishing organizations, and their recreational activities were best supported by the funding. Rivers were somewhat lucky to be included in the funding distribution, but it happened through a combination of hard work by the coalition supporting the legislation, and elected officials who had worked for hunting, fishing, park land, heritage projects and river projects in the past.

Expected to generate approximately \$29 million, the fund has been exceeding estimates and provided \$950,000 to the rivers program in 1995, its first year, and is projected to yield nearly \$1.1 million for the 1996 grant round. What works really well is that the new funding broadens the financial base and the scope of the scenic rivers program, allowing it to diversify and better meet the state's river conservation needs.

The new river conservation program is special in that it funds both planning and implementation. It also provides funding to the program staff for technical assistance. It requires the growth of local partnerships to share in financing, planning and implementation. The program is designed to send the tax revenue back to local governments and citizens in a way that promotes local coalition-building and environmental protection. While local nonprofit organizations can receive grant funding, projects are not approved without the approval and support of affected local units of government. This requires all local parties to responsibly and to act together.

The funding is used for developing conservation plans, assisting in plan implementation, maintaining the Pennsylvania River Registry, and providing technical assistance. The planning and implementation components are managed by local governments or nonprofit organizations, while the state maintains the registry and provides technical assistance. The first round of grant-making made twenty-one awards totaling \$750,000.

Program staff say that interest in the grants program is much higher in 1996, already generating 800 requests for information. Complaints were lodged about the complexity of the application and the rigorous reporting requirements during the program's first year, so program staff were busy early in 1996 rewriting these systems. The final awards were subject to gubernatorial approval and languished in that office for six months before the announcements were finally made. These types of problems are typical of most new grant-making programs, especially when the managing program has no prior experience in awarding grants. Concern about public scrutiny often prompts managers to make program requirements too strict in order to be safe. We expect to see more flexibility in coming years.

Action in the program revolves around the Pennsylvania Rivers Conservation Registry. All streams included on the earlier Pennsylvania Rivers Inventory were automatically added to the registry. Planning grants are designed to add new streams to the registry. Once a stream is on the registry, it is then eligible for implementation grants. Pre-existing components of the state scenic rivers program and rivers designated under the National Wild and Scenic Rivers Act are also automatically eligible.

The Pennsylvania program is highlighted by flexibility. It provides matching grants for developing conservation plans. Local organizations can apply for up to \$50,000 based on a 50 percent cost share with the state, specifically for planning. Once the plan is approved and placed on the state registry, any specific projects identified for plan implementation become eligible for additional 50/50 matching grants. Conservation groups must set specific goals which the funding will help meet. The organizations are permitted to implement only portions of the plan, or extend the implementation timetable, provided that all grant money is spent as dedicated. By allowing the localities as much flexibility as possible, the localities are less hesitant to initiate new programs.

The Pennsylvania strategy will spawn a whole new generation of river conservation projects. It will also provide a growth path to more elaborate protection mechanisms in the state and federal scenic river programs.

State River Program Contacts

Editor's Note:

A listing such as that which follows becomes obsolete almost on a weekly basis. Listed are the individuals contacted for the study. Telephone and fax numbers and email addresses are included wherever possible. Some states will show multiple contacts, especially if multiple programs are discussed.

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