

Memorandum to: Raynor Tsuneyoshi, Chair, Waterways Management Subcommittee, Governmental Affairs & Administration Committee, National Association of State Boating Law Administrators (NASBLA)

From: Jim French and Daniel Maxim

Re: Organizations involved in Waterway Management

Date: 10 January 2009 (Minor revisions)

During one of the subcommittee conference calls it was suggested that we compile a list of government agencies and other organizations that (directly or indirectly) make or influence waterways management decisions. This memorandum identifies these agencies and organizations. As shown below, the list of organizations is quite long, including various federal, tribal, state, and local government agencies and other stakeholders.

The list may be useful as a working document and also as a possible addition to a Third Edition of *A Guide for Multiple Use Waterway Management* in the event that NASBLA decides to issue a new edition.

Introduction

There are several formal definitions of the term waterway management. In identifying potential organizations that might be listed in the “cast of characters,” we chose to include organizations that make (or influence) decisions that either directly or indirectly affect commercial or recreational vessels. In principle, decisions made by various government agencies can either facilitate or constrain access (or utility) to some or all types of vessels.

Examples of initiatives/actions/authorities that facilitate access or are otherwise beneficial to various user groups are:

- The *Department of the Interior (DOI) Fish and Wildlife Service (F&WS)* is an agency responsible for developing a framework for a public boat access needs assessment used to determine the adequacy, number, location, and quality of facilities providing access to recreational waters for all sizes of recreational boats.¹ F&WS also administers the *Boating Infrastructure Grant (BIG) Program* that helps to fund construction of docks, boat slips, and other facilities to support recreational boating.²
- The *US Army Corps of Engineers (ACOE)* takes actions that may either facilitate or constrain access. The Corps administers many lakes (459 lakes on 11.7 million acres of public land) that furnish recreational opportunities.³ As or more important this agency

¹ See, e.g., <http://64.233.167.104/search?q=cache:d1ATROW8QSYJ:www.fws.gov/policy/library/00fr58284.html+access+for+recreational+boats&hl=en&ct=clnk&cd=1&gl=us&ie=UTF-8>.

² See, e.g., <http://wsfrprograms.fws.gov/>.

³ See, e.g., <http://corpslakes.usace.army.mil/visitors/visitors.cfm> and <http://corpslakes.usace.army.mil/visitors/boating.cfm>.

also conducts or funds dredging projects that ensure adequate channel depths for various types of craft. Various State agencies may also be involved in dredging activities.⁴

- Virtually all the Federal “landlord” agencies administer lands that contain areas used (or capable of being used) for recreational purposes, including boating. These agencies include the Interior Department’s *Bureau of Land Management* [BLM] (264 million acres of public lands), *Bureau of Reclamation* (BOR),⁵ US Fish and Wildlife Service (90 million acres), and *National Park Service* [NPS] (78 million acres), the US Dept. Of Agriculture’s *Forest Service* (USFS) (204 million acres), the *Department of Defense* [DOD] (27 million acres), the Tennessee Valley Authority (reservoirs and 290,000 surrounding acres⁶), *Department of Energy* [DOE] (2.4 million acres), and other agencies.⁷
- Indian Nations have sovereignty over their lands and may permit (or constrain) access to various types of vessels on certain waters. The *Bureau of Indian Affairs* (BIA) within the Department of the Interior is responsible for the administration and management of 55.7 million acres of land held in trust by the United States for American Indians, Indian tribes, and Alaska Natives, and maintains a list of the 562 federally recognized tribal governments. Individual Nations determine their own access policies (e.g., types of boats permitted, open areas, speed limits) and fees.
- The *United States Coast Guard* (USCG) is very directly engaged in Waterways Management Activities⁸ and, more broadly, engages in many activities that provide direct benefit to recreational and commercial waterways users.⁹ To cite just one example, under 14USC81,¹⁰ the Coast Guard administers the Aids to Navigation system (including electronic aids). These *Aids to Navigation* (ATONS) are intended to prevent accidents, collisions, allisions, and wrecks of vessels.¹¹
- Many other Federal (and also State) agencies provide funding for studies that directly or indirectly relate to waterways management. For example, The *Department of Commerce* (DOC), *National Oceanographic and Atmospheric Administration* (NOAA) provided

⁴ In Delaware, for example, dredging is done through the Division of Soil and Water Conservation of the Department of Natural Resources, <http://www.swc.dnrec.delaware.gov/Pages/NavigableWaterwaysDredging.aspx>. The name of the responsible agency may differ in other states.

⁵ <http://www.usbr.gov/>

⁶ For details on TVA recreation, see <http://www.tva.gov/river/recreation/index.htm>.

⁷ For more information on Federal lands, see <http://www-atlas.usgs.gov/mld/fedlanp.html>.

⁸ See <http://www.whitehouse.gov/omb/expectmore/summary/10001092.2007.html>.

⁹ The U.S. Coast Guard defines waterway management as “the proactive stewardship of America’s navigable waters to promote their safe, efficient and environmentally sound use among competing interests.” Waterway management is accomplished with a variety of rules, policies and procedures. Typical examples of waterway management tools are the rules of the road, navigation regulations, traffic separation schemes and other routing measures and, of course, vessel traffic services. See <http://www.cattalini.com/topics.htm>.

¹⁰ <http://law.justia.com/us/codes/title14/14usc81.html>.

¹¹ More specifically (see <http://www.whitehouse.gov/omb/expectmore/detail/10001092.2007.html>) “The mission of the Coast Guard’s Waterways Management (WWM) program is to manage, influence, and provide access to a safe, secure, efficient and environmentally sound waterways system. Several statutes clearly link the various components of WWM (Navigation Systems, Marine Transportation System services, and Bridge Administration) back to its mission. The program facilitates maritime commerce by minimizing disruptions to the movement of goods and people, while maximizing recreational enjoyment and environmentally sound use of navigable waters, all while maintaining robust waterway restoration capabilities when disruptions do occur.”

grant funds to the University of Florida to develop a regional waterway management system.¹² More generally NOAA administers the Sea Grant Program, which provides research support to Universities that may conduct relevant research.¹³ In some cases individual cities or counties¹⁴ have waterways management programs designed to improve access or utility of waterways.¹⁵

- The *National Research Council* [NRC] (part of the National Academies of Science) has conducted several studies that relate directly or indirectly to waterways management. For example, NRC wrote a report on managing the upper Mississippi River and Illinois Waterway that directly addresses the competing interests of certain waterway users.¹⁶
- Finally, some public utilities operate reservoirs that are (or can be) open for recreational boating activities. For example, California's *East Bay Municipal Utility District* (EBMUD) and the *Nebraska Public Power District* (NPPD) provide boating access on their reservoirs. As a second example, the *Lower Colorado River Authority* (LRCA),¹⁷ the primary wholesale provider of electricity in Central Texas, also provides boating access on several lakes under its jurisdiction.

Likewise various federal, state, and local agencies as well as sovereign Indian Nations can take actions that *constrain* various types of boating activities. For example:

- The DOD may elect to place navigational restrictions on certain waterways (even those it does not directly administer) for safety or security purposes. As one specific example, the Army has designated a restricted area in the vicinity of Aberdeen Proving Ground in Maryland. For some areas access is restricted entirely, for others only certain activities are permitted.¹⁸ This is not an isolated example; there are many waterways subject to various restrictions as a result of military activities in US navigable waters.¹⁹
- The same "landowning" Federal agencies that provide access for various types of craft may also place limits on types of craft permitted or conditions of use (e.g., prohibiting powerboats, gasoline driven powerboats, or personal watercraft, imposition of no wake

¹² See <http://edis.ifas.ufl.edu/SG067>.

¹³ Environmental stewardship, long-term economic development and responsible use of America's coastal, ocean and Great Lakes resources are at the heart of Sea Grant's mission. Sea Grant is a nationwide network (administered through the National Oceanic and Atmospheric Administration [NOAA]), of 30 university-based programs that work with coastal communities. The National Sea Grant College Program engages this network of the nation's top universities in conducting scientific research, education, training, and extension projects designed to foster science-based decisions about the use and conservation of our aquatic resources.

¹⁴ See nsgl.gso.uri.edu/flsgp/flsgpm02002.pdf.

¹⁵ Tampa, FL, is one example, see tampagov.net/dept_stormwater/files/20071025_Waterway_MGT_Program.pdf.

¹⁶ See http://dels.nas.edu/dels/rpt_briefs/upper_mississippi_final.pdf.

¹⁷ See <http://www.lcra.org/about/index.html>.

¹⁸ See http://a257.g.akamaitech.net/7/257/2422/14mar20010800/edocket.access.gpo.gov/cfr_2002/julqtr/33cfr334.140.htm.

¹⁹ A partial list of these restrictions is provided in the various volumes of the US Coast Pilot.

areas and/or speed limits, limits on duration of occupancy, and hours of operation)²⁰ and impose various fees or other user charges. In addition, various Federal Agencies may impose “overarching” regulations that change the conditions of access. The NOAA Office of National Marine Sanctuaries administers regulations intended to protect these areas—such regulations (both generic and specific) limit activities²¹ of certain vessels.

- The USCG regulates navigation²² and has an active waterways management program.
- Federal agencies involved with offshore minerals management, such as the *Minerals Management Service* (MMS) can take actions that enhance or degrade recreational uses of offshore waters. A recent study sponsored by MMS addressed the economic value from recreational uses of abandoned offshore structures.²³ Recreational uses may determine how the “rigs-to-reefs” program is administered. In a broader sense, MMS leasing decisions may have both positive and adverse environmental and economic impacts that could affect fishing and recreational boating.²⁴
- State and local government agencies also have a major role in waterways management. Every state has boating laws and many of these laws directly or indirectly address waterways management issues. For example, the Oregon Department of State Lands issues authorizations for houseboats, marinas, and moorages, docks, floats, and wharfs.²⁵ Likewise, many local governments have ordinances that affect usage of various types of boats. For example, the town of Yarmouth, MA, has an extensive set of regulations that apply to various types of boats (e.g., fees, regulations).²⁶ State and local government agencies may also impose anchoring restrictions that limit the types of boats or duration of stay. This has caused some controversy in several states, such as Florida.²⁷
- As noted above, public utilities often permit access for boating and fishing activities. However, these agencies may also choose to restrict such access for various purposes. For example, EBMUD announced that it is severely restricting boating on its reservoirs this recreational season and turn away all boats from outside of California, southern California, and those from nearly San Benito and Santa Clara counties.²⁸ These restrictions were designed to reduce the spread of Quagga and Zebra mussels.
- Various Federal (or federal state partnerships) agencies develop regulations related to environmental impacts that affect certain types of vessels. For example, the US

²⁰ A useful discussion of various types of regulations can be found in National Water Safety Congress and National Association of State Boating Law Administrators, (2004). *A Guide for Multiple Use Waterway Management*.

²¹ Here is one example for the Florida Keys <http://floridakeys.noaa.gov/regs/welcome.html>.

²² To get an idea of some of the types of regulations enforced by this agency, see http://www.navcen.uscg.gov/mwv/regulations/regs_home.htm.

²³ See www.gomr.mms.gov/PI/PDFImages/ESPIS/2/3059.pdf.

²⁴ As one example of the controversy surrounding MMS decisions and links to fishing and recreational boating, see www.cleaneoceanaction.org/fileadmin/editor_group1/COA_5_year_MMS_program_Comments_final_LH.pdf.

²⁵ See <http://www.oregon.gov/DSL/LW/index.shtml>.

²⁶ See http://www.yarmouth.ma.us/DNR_WEB/waterways.htm.

²⁷ For a list of such restrictions, see http://www.flseagrant.org/program_areas/waterfront/anchorage/local_restrictions/index.htm. See also <http://www.southwindsmagazine.com/resources/newfloridaanchoringlaw.htm>.

²⁸ See http://www.ebmud.com/services/recreation/quaggazebra_mussel.htm.

*Environmental Protection Agency (EPA) working with the states establishes no-discharge zones.*²⁹ And many Federal and State agencies might be involved in decisions to be made under the Federal or various States' Coastal Zone Management Acts.³⁰

- Although each Federal or State agency has its own mandates, it is often the case that these team up to development waterways management plans.³¹

Participants

-Federal government

As the above examples indicate, many agencies of the Federal government are directly or indirectly involved with waterways management, or at least make decisions that affect commercial and recreational uses of our waterways. By one estimate,³² some 19 federal agencies are involved or potentially involved in the process.

The government also has several advisory groups, panels, boards, and committees that may exert significant leverage on waterways management decisions. For example, the Inland Waterways Users Board is an organization created by the Water Resources Development Act of 1986.³³ This board consists of eleven members representing a geographically diverse cross-section of waterways users. It makes recommendations to the Secretary of the Army and to the Congress regarding priorities and funding levels from the Inland Waterways Trust Fund. Such recommendations can affect the rehabilitation of locks/dams and other elements of the inland waterways transportation system.

²⁹ These may be fully appropriate, but have the effect of placing restrictions on the required equipment to be carried about boats. For a list of these zones see http://www.epa.gov/owow/oceans/regulatory/vessel_sewage/vsdnozone.html.

³⁰ For an example of such a decision and the issues involved, see www.belvoir.army.mil/bea/doguecreek/Appendix%20C.pdf. Congress enacted the Coastal Zone Management Act (CZMA) in 1972 and has amended it several times (16 U.S.C. 1450 *et seq.*). The CZMA encourages states to preserve, protect, develop, and, where possible, restore or enhance valuable natural coastal resources such as wetlands, floodplains, estuaries, beaches, dunes, barrier islands, and coral reefs, as well as the fish and wildlife using those habitats. A unique feature of the CZMA is that participation by states is voluntary. To encourage their participation, the act makes federal financial assistance available to any coastal state or territory, including those on the Great Lakes, that is willing to develop and implement a comprehensive coastal management program. The Secretary of Commerce delegated the administration of the CZMA to the National Oceanic and Atmospheric Administration (NOAA). NOAA's Office of Ocean and Coastal Resource Management (OCRM) administers individual state programs. OCRM oversees programs in 34 of the 35 coastal states and territories; Illinois, the only state not participating as of early 2006, is also considering developing a program. The CZMA does not apply to states that are not CZMA participants or whose programs have not received OCRM approval. The CZMA specifies that coastal states may protect coastal resources and manage coastal development. *A state with an OCRM-approved program can deny or restrict any development that is inconsistent with its coastal zone management program.*

³¹ See for example, www.flseagrant.org/program_areas/waterfront/publications/SGEF151_lowres_new.pdf.

³² <http://stinet.dtic.mil/oai/oai?verb=getRecord&metadataPrefix=html&identifier=ADA293129>.

³³ See <http://www.iwr.usace.army.mil/newusersboard/index.htm>.

The USCG often develops partnerships with other governmental agencies and private organizations to investigate or develop policy. For example, The Coast Guard worked with 14 other organizations to develop the Tongass Narrows Voluntary Waterway Guide.³⁴ EPA is another Federal agency that teams up with other governmental agencies to address issues that bear on waterway management. Thus, for example, the Tampa Bay Estuary Program is an organization that partners the US EPA with the Florida Department of Environmental Protection, the Southwest Florida Water Management District, three Florida cities and three counties.³⁵

-Tribal governments

Tribal governments establish access rules, regulations, and fees for recreational boating activities. Organizational arrangements vary with tribe. For the Blackfeet Nation³⁶ and the Navajo Nation³⁷ it is the respective Fish and Wildlife Departments that set the regulations.

-States

All states have at least one (and typically several) agencies or departments that make decisions that affect waterways management. The specific agencies vary from state to state, but often have such names as the Department of Environmental Protection, Department of Natural Resources, Department of Law Enforcement, and Department of Boating and Waterways. And, as noted above, public utility districts (some of which are state agencies) make waterways management decision.

State agencies may team up with counties or other governmental entities to tackle waterways management issues. For example, a Regional Waterway Management System is operated by the West Coast Inland Navigation District, including Manatee, Charlotte, Lee, and Sarasota counties in Florida in cooperation with the Florida Department of Environmental Protection.

State agencies may also partner with Indian Nations to work out access issues. For example, North Dakota's Game and Fish Department and the Three Affiliated Tribes reached an agreement under which each government would recognize each other's hunting and fishing licenses. As part of this agreement the Three Affiliated Tribes will no longer charge access or conservation fees for boaters who wish to use tribal lands to launch their craft into two major lakes.³⁸

³⁴ For more details on this guide, see <http://www.rbaw.org/2007/TONGASS-rev3.pdf>.

³⁵ See <http://www.tbep.org/tbep.html>, for details on management and initiatives of this program.

³⁶ See <http://www.blackfeetfishandwildlife.com/recreation.html>.

³⁷ See http://www.navajofishandwildlife.org/fish_reg.htm.

³⁸ This agreement is summarized in http://indiancountrynews.net/index.php?option=com_content&task=view&id=3028&Itemid=33.

-Local Government

As noted in the examples above, various counties, cities, and towns administer laws/regulations related to waterways management and/or participate in larger coalitions with county or state agencies.

-Commercial Organizations

Many trade or commercial organizations are involved as participants/partners in waterways management decisions. For example, the Waterways Action Plan is a current initiative of the 8th Coast Guard District, the U.S. Army Corps of Engineers, and the Marine Industry (including the “River Industry Executive Task Force” and the American Waterways Operators).³⁹ This plan will consolidate all existing waterway contingency or crisis action plans into one main plan. The plan's architecture will include a main body and waterway specific annexes that will be used to guide the Coast Guard, Army Corps of Engineers, and Marine Industry groups in taking appropriate and proactive measures to prepare for and react to high water, high current, low water, ice, or special circumstance conditions.

Commercial organizations (as well as others) may also be representatives to various harbor or navigational safety committees that deal with waterways management issues, such as the Harbor Safety Committee of the San Francisco Bay Region, the Harbor Safety Committee of Los Angeles/Long Beach,⁴⁰ Puget Sound Harbor Safety Committee,⁴¹ or the *Houston/Galveston Navigation Safety Advisory Committee* (HOGANSAC).

-Organizations representing various groups of recreational users

There are several organizations that represent recreational boaters and other recreational uses and distribute information on government waterways decisions and lobby for the interests of their constituents. For example, Boat U.S. (650,000 members) has lobbied for a continued exemption of discharges from recreational boats from the Clean Water Act Permit system called “The Clean Boating Act of 2008.” Although these organizations do not have regulatory authority, they can be influential in affecting public policy on waterways management. Among other member services Boat U.S. has prepared a “Grassroots Lobbying Tool Kit” that offers advice on dealing with local organizations.⁴²

Other boating organizations that lobby (or at least take positions) on waterways management issues include the American Canoe Association, National Boating Federation,

³⁹ See <http://www.uscg.mil/D8/divs/m/D8mwm.htm>.

⁴⁰ This committee (<http://www.mxsocal.org/HSCMembers.aspx>) is particularly large and includes representatives of pilots, tanker vessel operators, tug and barge operators, the California Coastal Commission, the Ports of Los Angeles and Long Beach, passenger ferry operators, off-shore terminal mooring masters, dry cargo vessel operators, organized labor, non-profit environmental protection organizations for Santa Monica Bay and LA/LB Harbor, pleasure boat operators, commercial fishing interests, marine oil terminal operators, California Department of Fish and Game, NOAA, the Army Corps of Engineers, the Coast Guard, the US Navy, and the California State Lands Commission.

⁴¹ See <http://www.pshsc.org/id5.html>.

⁴² See http://www.boatus.com/gov/toolbox/default.asp?WT.mc_id=400029.

National Marine Manufacturers Association,⁴³ National Water Safety Congress, US Power Squadrons, and US Sailing. (This list is illustrative, not exhaustive.) These organizations take positions on a variety of issues, some apparently far removed from waterways management.⁴⁴ Some of these organizations are national in scope and some (e.g., the Michigan United Conservation Clubs⁴⁵) are regional or local.

The number of these education/advocacy groups is both substantial and diverse. The struggle for access for various types of craft or in various areas is common to many of these organizations. Here is a short list:

- The American Recreation Coalition⁴⁶ and the National Recreation Lakes Coalition, also are concerned with lake access issues to recreational users, including boaters.
- The *Seaplane Pilots Association* (SPA)⁴⁷ has been active in attempting to maintain and restore access to seaplane surface operating locations and recently was successful in getting the Bureau of Reclamation to revise a regulation, originally issued in 2006, that closed off seaplane access to over 400 lakes in 17 western states.⁴⁸ The *Aircraft Owners and Pilots Association* (AOPA) also works to facilitate seaplane access to lakes and rivers.⁴⁹
- The Professional Association of Parasail Operators⁵⁰ has a variety of concerns, including licensing, availability of insurance, and various government bills that, among other provisions, would place operating restrictions on parasail operators.
- US Windsurfing has as one of its objectives the promotion of access.⁵¹

⁴³ NMMA has been active on many waterways management issues, including dealing with anchoring restrictions in various states, particularly Florida (<http://www.southwindsmagazine.com/resources/newfloridaanchoringlaw.htm>).

⁴⁴ For example, the American Canoe Association (see http://www.americancanoe.org/pressroom/anstory_lasso?id=136) has taken a position on reform of the Mining Law, because this law permits mining activities that may reduce access and result in increased environmental damage. The ACA is also taking a position on roadless areas in forests, concerned that changes in these regulations might adversely impact the quality of the paddling experience. As noted on their website “Things are about to change. Even though these are National Forests, the Federal government now wants to let individual states determine how roadless areas will be managed. Idaho is currently seeking authority over roadless Area in that state. Colorado will be next. As states take control, roadless Areas will be subject to widely-varying levels of resource protection. This will likely impact the wild quality of some of these places, irretrievably destroying places that paddlers and other recreationists use and enjoy in a sustainable manner.

⁴⁵ Though this organization (see <http://www.mucc.org/policy/index.php>) is focused on Michigan, it sometimes deals with larger access issues. For example, it supported a bill that would change the definition or at least interpretation of navigable waters, which would provide greater access, see <http://www.mlswa.org/Legal/legal7.htm>, for a contrary opinion.

⁴⁶ See <http://www.funoutdoors.com/arc/about>.

⁴⁷ See <http://www.seaplanes.org/index.htm>.

⁴⁸ See http://www.avweb.com/avwebflash/news/SeaplaneAccessTo_WesternLakesRestored_197515-1.html.

⁴⁹ See <http://www.aopa.org/whatsnew/region/2006/060414ak.html>.

⁵⁰ See <http://www.teampapo.org/>. One bill (http://www.flsenate.gov/cgi-bin/view_page.pl?File=sb0406.html&Directory=session/2008/Senate/bills/billtext/html&Tab=session&Submenu=1) of concern to this organization would impose operating restrictions including designated limits on areas of operation.

⁵¹ See http://www.uswindsurfing.org/aboutus_main.php.

- The *Personal Watercraft Industry Association* (PWIA) has many purposes, but ensuring access is one key objective.⁵²
- *American Whitewater* (AW) is a national non-profit organization with a mission to “conserve and restore America’s whitewater resources.”⁵³ AW was a founding member of the Hydropower Reform Coalition, which includes over 100 organizations that represent the public interest in hydropower relicensing. This coalition has represented a diverse group of publics seeking a voice in management of rivers impacted by hydropower development for the benefit of their constituents.
- Organizations representing anglers are concerned over boating access, water quality, and other issues that relate to waterways management in varying degrees. There are many such organizations in the United States.⁵⁴
- The Alaska Outdoor Access Alliance is an umbrella organization (including e.g., the Alaska Boating Association) seeking to ensure access to various water bodies in Alaska.

As with other organizations, some are national and others are local or regional. Some have broad constituencies and others more narrowly focused.

-Organizations representing governments/officials

The *National Association of State Boating Law Administrators* (NASBLA) is active on many issues related to recreational boating. Among these is waterways management. Organizationally, this is handled through the Waterways Management Subcommittee of the Governmental Affairs and Administration Committee. The stated purpose of the Waterways Management Subcommittee is to “build upon the prior work of the Waterways Management Committee in identifying key issues related to environmental, access, user-conflicts and the management of access and use of waterways.” Among other projects and activities of this subcommittee, NASBLA and the National Water Safety Congress published a Guide for Multiple Use Waterway Management.⁵⁵

The *Coastal States Organization* (CSO)⁵⁶ “represents the interests of the Governors of the thirty-five coastal states commonwealths, and territories.” CSO (among other things) is concerned with various aspects of coastal zone and waterways management, such as the establishment of no-discharge zones.

⁵² See [http://www.pwia.org/relations/federallands.aspx](http://www.pwia.org/rerelations/federallands.aspx), for a discussion of their position on access to National Parks.

⁵³ See http://www.americanwhitewater.org/content/Wiki_aw:about.

⁵⁴ One website (<http://www.myoan.net/fishing/orgs.html>) lists 37 such organizations and even this list is incomplete.

⁵⁵ See [http://www.nasbla.org/pdf/Committees/WW%20Management.v.2%20\(Low%20Res\).pdf](http://www.nasbla.org/pdf/Committees/WW%20Management.v.2%20(Low%20Res).pdf).

⁵⁶ According to their website (<http://www.coastalstates.org/pages/about.html>) “The Coastal States Organization (CSO) was established in 1970 to represent the Governors of the nation’s thirty-five coastal states, commonwealths and territories on legislative and policy issues relating to the sound management of coastal, Great Lakes and ocean resources. Economically, socially and geographically, the states are as diverse as their individual coastlines, yet their commitment to common objectives in coastal and ocean management is what shapes CSO’s unique character. By speaking with “one voice” through CSO, states are more influential than by acting individually.”

-Environmental organizations

Many environmental organizations have some connection with or interest in waterways management or environmental issues that tangentially affect waterways management. For example, the *World Wildlife Foundation* (WWF) has taken an active interest in waterways management.⁵⁷ Several other regional or national NGOs (focused on environmental issues) take an active interest in selected waterways management issues. Examples of such organizations include the Sierra Club, Ocean Advocates (active in the Seattle area), Ocean Conservancy (San Francisco), San Francisco Baykeeper, Riverkeeper®, Surfrider Foundation, Clean Ocean Action, Prince William Sound Regional Citizens Advisory Council, and NY/NJ Baykeeper.

Environmental and other advocacy groups can be influential, not only through their outreach and lobbying activities, but also through initiating lawsuits that challenge decisions of regulatory agencies.

Concluding comments

Thus, the number of agencies and other organizations concerned (directly or indirectly) with waterways management issues is potentially quite large. Of course, not all agencies or organizations are involved with each waterway or each particular issue, but the number of stakeholders involved in waterways management decisions often means that many agencies or groups are involved. Accommodating the sometimes diverse interests of these stakeholders remains a challenging task—and may require a big tent.

⁵⁷ See, e.g., assets.panda.org/downloads/final_naiades_position_paper_070706doc_1.p.