

Green Budget FY2016

1% for the Environment



Environmental League of Massachusetts



Organizations that Endorse the Green Budget

American Farmland Trust
Appalachian Mountain Club
Arborway Coalition
Association to Preserve Cape Cod
Berkshire Environmental Action Team (BEAT)
Berkshire Grown
Berkshire Natural Resources Council
Boston Harbor Island Alliance
Boston Natural Areas Network
Boston Park Advocates
Brookline GreenSpace Alliance
Buzzards Bay Coalition
Charles River Conservancy
Charles River Watershed Association
CISA (Community Involved in Sustaining Agriculture)
Clean Water Action
Conservation Law Foundation
Emerald Necklace Conservancy
Environmental League of Massachusetts
Esplanade Association
Essex County Greenbelt Association
Franklin Land Trust
Franklin Park Coalition
Friends of Alewife Reservation
Friends of Leverett Pond, Brookline
Friends of the Blue Hills
Friends of the Middlesex Fells
Green Decade Newton
Hilltown Anti-Herbicide Coalition
Ipswich River Watershed Association
Jones River Watershed Association
Lakes and Ponds Association of Western Mass
Lowell Parks & Conservation Trust
Mass Audubon
Mass Energy Consumers Alliance
Massachusetts Association of Conservation Commissions
Massachusetts Association of Conservation Districts
Massachusetts Bicycle Coalition
Massachusetts Farm to School
Massachusetts Horticultural Society
Massachusetts Land Trust Coalition
Massachusetts Organization of State Engineers and Scientists
Massachusetts Oyster Project
Massachusetts Pipe-Line Awareness Network
Massachusetts Rivers Alliance
Massachusetts Sierra Club
Massachusetts Watershed Coalition
Merrimack River Watershed Council
Millers River Watershed Council
Mystic River Watershed Association
Nashua River Watershed Association
Neponset River Watershed Association
New England Wild Flower Society
No Fracked Gas in Mass
North and South Rivers Watershed Association
OARS: For the Assabet, Sudbury and Concord Rivers
Parker River Clean Water Association
Sheffield Land Trust
Sudbury Valley Trustees
Tatnuck Brook Watershed Association
The Nature Conservancy—Massachusetts
The Trust for Public Land
The Trustees of Reservations
US Green Building Council, MA Chapter
Weir River Watershed Association

Green Budget

Fiscal Year 2016

1% for the Environment



Erica Mattison
and
Nancy Goodman

February 2015

Table of Contents

Introduction	1
Summary Funding Recommendations.....	2
Executive Office of Energy & Environmental Affairs (EEA).....	3
Department of Environmental Protection (MassDEP).....	5
Department of Fish and Game (DFG)	10
Department of Agricultural Resources (MDAR)	14
Department of Conservation and Recreation (DCR)	16
Board & Staff Listing	22

The Environmental League of Massachusetts is dedicated to protecting the air, land, and water for the people of the Commonwealth. We do this by voicing citizens' concerns, informing the public, advocating for strong environmental laws, and ensuring that state laws are implemented and enforced.

The Environmental League is a nonprofit advocacy organization. Our work is made possible through a combination of individual and foundation philanthropy, dues from citizens and organizational members, and proceeds from special events.

For more information about the *Green Budget* contact:

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February 2015

Dear Governor Baker, Legislators, and Colleagues:

Together we face an exciting year of transition, challenge, and opportunity. We welcome our new Governor, our new Senate President, and the leadership of the House Speaker. We offer this *Green Budget FY2016* as a resource and roadmap to assist your budgetary planning.

We are grateful to Governor Baker for his commitment to increase to 1% the amount of the overall state budget spent on environmental protection over the next four years. Since 2003, environmental agency budgets have been disproportionately cut while their responsibilities have grown substantially. These agencies are now charged with fighting climate change, protecting us from the next devastating super storm, increasing our energy efficiency, growing in-state renewable energy, and sustainably managing our water resources. The bottom line is we cannot do more with less...we can only do less with less.

The budget question often asked is “what can we afford without risking our competitive advantage?” It is critical to understand that our environment and our economy are inextricably linked. Clean energy and technology have created over 5,000 new businesses and over 80,000 new jobs in the Commonwealth, the fastest growing segment of our economy. Tourism is a \$16 billion dollar industry. Our fishing industry and agricultural sectors employ thousands. And the future of our Gateway Cities depends, in part, on how quickly we can clean up contaminated brownfields and revitalize urban centers.

We must recognize that quality of life is an important intangible factor for businesses considering whether to locate or expand in Massachusetts. In addition to the new jobs we’re creating for a new economy, we must value our parks and rivers and beaches and mountains, from Cape Cod and the Islands to the Berkshires, as assets that attract visitors, businesses, and students to Massachusetts. The bottom line is a triple bottom line. Supporting our environmental agencies and programs will protect our natural resources, strengthen our economy, and make our Commonwealth safer and healthier. To enjoy a return on investment, we must first *make the investment*. It starts with this budget.

Sincerely,

George Bachrach, President

Nancy Goodman, Vice President for Policy

Erica Mattison, Legislative Director

Introduction

Our annual *Green Budget* recommendations seek to ensure that the agencies responsible for protecting our natural resources and public health have sufficient funding to carry out an increasingly broad array of critical work.

In Fiscal Year 2001, Massachusetts environmental agencies comprised 1% of the state operating budget. Over the past number of years, these agencies have faced disproportionate cuts.

This report recommends restoring funding to pre-recession levels (FY2009) and adjusting to inflation.

By following these recommendations, the administration and the Legislature will set Massachusetts on a path toward 1% for the environment.

Last year, the Legislature increased funding for the environmental agencies by approximately \$16M, an increase of 7% over FY2014.

Despite this step forward, as the state budget has increased during the past number of years, environmental agency funding has not kept pace. Our natural resources, residents, visitors, and economy feel the impact of insufficient funding.

How much of the state budget is invested in protecting our environment?



These figures are based on the General Appropriations Act and do not include supplemental budget figures or 9C cuts. To make accurate comparisons between years, this report does not include the budgets for the Department of Public Utilities and Division of Energy Resources that were in recent years brought under the Executive Office of Environmental Affairs. These agencies are largely funded by assessments, and so have not been subject to cuts at the same levels as the other environmental agencies.

FY2001: \$225.3M of the state's \$22.4B budget (1%) was allocated for environmental agencies.

FY2015: \$219.9M of the state's \$36.5B budget (just 0.6%) was allocated for environmental agencies.

Breakdown of Funding by Agency

In FY2015, the environmental agencies' budgets were \$17.3M lower than they were in FY2009. The two largest agencies, the Department of Conservation and Recreation and the Department of Environmental Protection, have borne the deepest cuts. (See table at right)

AGENCY	FY2009	FY2015	% CHANGE FY2009 to FY2015
DEP	\$62.3 M	\$57.6 M	-8%
DCR	\$101.7 M	\$85.5 M	-19%

With expanded responsibilities such as the Sustainable Water Management Initiative and climate change mitigation and adaptation, **our environmental agencies require additional resources to survive and thrive.**

By investing in environmental programs, we safeguard our natural resources while improving public health, creating jobs, complying with federal law, generating tourism revenue, and enhancing quality of life.

Summary FY2016 Funding Recommendations

FY2009

FY2015*

**FY2016
Recommendation****

Executive Office of Energy and Environmental Affairs (EEA)				
2000-0101	Climate Change Adaptation & Preparedness	Not yet created	\$1,000,000	\$2,000,000
2000-1207	State Climatologist	Not yet created	\$200,000	\$200,000
Department of Environmental Protection (MassDEP)				
2200-0100	Administration	\$36,272,524	\$29,003,667	\$40,055,000
2200-0107	Recycling and Solid Waste Management	\$2,111,987	\$500,000	\$2,333,000
2210-0106	Toxics Use Reduction	\$4,636,432	\$3,120,894	\$4,000,000
2260-8870	Hazardous Waste Cleanup Program	\$16,662,923	\$13,944,080	\$18,401,000
Department of Fish and Game (DFG)				
2300-0100	Administration	\$793,896	\$843,188	\$877,000
2300-0101	Division of Ecological Restoration	\$650,000	\$557,404	\$718,000
2310-0300	Natural Heritage & Endangered Species	\$250,000	\$150,000	\$276,000
2320-0100	Fishing & Boating Access	\$635,647	\$537,143	\$702,000
Department of Agricultural Resources (DAR)				
2511-0100	Administration	\$5,506,927	\$5,686,193	\$7,881,000
Department of Conservation and Recreation (DCR)				
2800-0101	Watershed Management	\$2,060,310	\$1,310,149	\$2,275,000
2800-0401	Stormwater Management	\$1,094,643	\$408,594	\$1,209,000
2800-0501	Seasonal Staff	\$15,847,445	\$15,280,812	\$17,500,000
2810-0100	State Parks and Recreation	\$55,793,468	\$44,344,381	\$61,612,000
2810-2042	Retained Revenue	\$6,004,826	\$14,141,673	\$16,000,000

*These figures do not include FY2015 9C reductions, which collectively amounted to \$5M for the above line-items. See individual line-item sections for 9C reduction amounts.

**Recommendations are rounded to the nearest thousand; most would restore funding to pre-recession FY2009 levels adjusted to inflation.

Climate Change Adaptation and Preparedness (2000-0101)

FY2015— <i>new line-item</i>	\$1,000,000
FY2016 Recommendation	\$2,000,000

In recent years, Massachusetts and governments around the world have begun to better understand climate risks and take measures to improve preparedness. The Commonwealth recently began this work, and it is **important that we allocate resources annually to maintain momentum.** The cost of inaction could be staggering. In New York City alone, the public and private losses resulting from Superstorm Sandy in 2012 were estimated to be \$19B.

Thanks to a newly created Climate Change Adaptation and Preparedness line-item in the FY2015 budget, the Executive Office of Energy and Environmental Affairs (EEA) now has resources to coordinate and implement strategies to **ensure the Commonwealth's resiliency.** This funding supports critical needs such as municipal assistance, improved data collection and analysis, and enhanced planning for infrastructure for transportation, energy, and public health.

High priority areas include:

- Planning to ensure wastewater treatment plants are prepared;
- Identifying MassDOT infrastructure that is most at risk;
- Mapping to assist the Commonwealth and municipalities in identifying vulnerable areas and facilities; and
- Enhancing preparedness efforts through coordination with the Massachusetts Emergency Management Agency.

The recommended funding level would support the interagency communication and coordination needed to create and implement a climate preparedness plan and set us on the path toward effective climate risk management.



Storm surge on the North Shore.
Photo credit: Mass Office of Coastal Zone Management

The Global Warming Solutions Act directed EEA to convene an advisory committee to develop a report which analyzes strategies for adapting to the predicted changes in climate. While the report was released in 2011, there is no implementation plan to translate the report's recommendations into action. It is time for us to develop a greater understanding of the risks our Commonwealth faces and start taking action to protect ourselves.

State Climatologist (2000-1207)

FY2015— <i>new line-item</i>	\$200,000*
FY2016 Recommendation	\$200,000

*FY2015 9C cut of \$125,000 reduced funding to \$75,000.

In FY2015 a **new line-item** was created to provide for a state climatologist to be housed at the University of Massachusetts Amherst. Massachusetts joins 47 U.S. states that have such a position.

The state climatologist is appointed by the Secretary of Energy and Environmental Affairs and the Chancellor of UMass Amherst.

The new office of the state climatologist is charged with:

- **Gathering and archiving data** on climate conditions in Massachusetts;
- **Conducting and fostering research** concerning the climate in the Commonwealth and seeking opportunities for sponsored research on climate issues;
- **Coordinating with the Northeast Climate Science Center** housed at the University of Massachusetts Amherst; and
- **Educating and informing citizens** on matters related to the climate.

The office of the state climatologist **advises state and local government** concerning the climate in the Commonwealth and its implications for our economy, our natural resources, and our population. With a full-time, specialized professional in this role to collect up-to-date, place-specific information and conduct analysis, the Commonwealth and municipalities will be better equipped to create informed policies, investments, and programs.



Waves in Marblehead.

Photo credit: Mass Office of Coastal Zone Management

Administration (2200-0100)

FY2009	\$36,272,524
FY2015	\$29,003,667*
FY2016 Recommendation	\$40,055,000**

*FY2015 9C cut of \$935,469 reduced funding to \$28.1M.

“With disproportionate budget cuts, MassDEP has been stretched to its limits. We can’t continue to increase staff responsibilities while continuing to cut their budget.”

- Joe Durant,
MOSES (The Massachusetts Organization of State Engineers and Scientists)

The Department of Environmental Protection (MassDEP) is responsible for implementing the Commonwealth’s environmental laws and **protecting our air, water, land, and health** from environmental threats. Through the department’s essential programs, MassDEP:

- Makes our **air cleaner and healthier** by reducing levels and toxicity of air emissions;
- Ensures **safe drinking water** for all Commonwealth residents;
- **Monitors water quality** of our rivers, lakes and streams;
- **Protects wetlands and waterways** by administering and enforcing the Massachusetts Wetlands Protection Act and other laws;
- **Ensures emergency response** when hazardous waste spills threaten public health and safety; and
- Through **inspections and permitting**, regulates solid waste transfer stations, landfills, municipal waste combusters, and recycling and composting operations.

Funding History

To support effective implementation of MassDEP’s core programs, it is vital to fully fund the agency’s operating accounts. We are encouraged that the Legislature provided funding last year to maintain current levels of permit and compliance staff. **However, the current funding level — still 20% below pre-recession levels** (\$7.3M less than the FY2009 funding level) — compromises the agency’s ability to fulfill its mission to protect our natural resources and public health.



Oil Spill Prevention and Response Program. Photo credit: MassDEP

Keeping up with Demand

Despite increases in efficiency, several years of underfunding have eroded the agency’s ability to do its job. With restored funding, MassDEP would have the ability to:

- **Assess and report on water quality statewide**, not just in select areas.
- **Improve water quality through science-based permitting** by using recent studies and data collection to pinpoint the sources of water quality problems and develop solutions.
- **Help municipalities protect stream flow in local rivers** by adequately staffing the Sustainable Water Management Initiative to assist municipalities in the transition to the new water permitting system.
- **Increase wetland permitting support for local conservation commissions** by ensuring that all four MassDEP regions have a Wetland Circuit Rider. The support these experts provide helps move permitting along. Currently, there is no Circuit Rider for the Northeast region.

**FY2009 funding level adjusted to inflation

Recycling and Solid Waste Management (2200-0107)

FY2009	\$2,111,987
FY2015	\$500,000
FY2016 Recommendation	\$2,333,000*

Through the Recycling and Solid Waste Management program, MassDEP provides technical and financial assistance to businesses and communities so they can **reduce waste and establish cost effective recycling programs**.

Funding History

In FY2009, the budget for recycling and solid waste management was over \$2M. By FY2013 the budget was cut to a mere \$375,000. Since FY2008, staff levels have been reduced from 19 to their present level of 8 full-time equivalents (FTEs). Among other needs, additional staff is needed to administer and track municipal recycling grants.

State Waste Ban Enforcement

MassDEP **enforces the state's disposal bans** which are designed to keep toxic materials out of the waste stream, prevent the disposal of valuable recyclable materials, and preserve capacity at landfills.

Recently, MassDEP was able to fill three waste ban inspector positions that had gone vacant for a decade. In the past year, DEP conducted **180 inspections** at landfills, incinerators and transfer stations. Waste ban violations were issued when banned materials such as cardboard, yard waste, or construction material comprised a substantial amount of a load of trash. Enforcement actions are accompanied by referral to Recycling Works, through which generators can obtain free technical assistance.

Technical Assistance

Through "Recycling Works in Massachusetts," administered by the Center for EcoTechnology under a contract with MassDEP, businesses and institutions receive technical assistance to establish successful in-house recycling and composting programs. **In the past year, over 500 businesses and institutions contacted Recycling Works and received assistance.** Examples include:

- The Lenox Hotel, Boston
- Gardner Ale House Restaurant and Brewery, Gardner
- Worcester State University, Worcester.

Economic Benefits

Massachusetts residents and businesses **spend over \$300M annually to dispose of solid waste**. Most of this solid waste could be recycled. More than 14,000 people in Massachusetts work in the recycling industry with annual revenues of \$3.2 billion.

Environmental Benefits

The Commonwealth's Solid Waste Master Plan calls for **reducing solid waste** by an additional 2 million tons by 2020. By achieving this goal, we can reduce the equivalent of 3.5 million metric tons of carbon dioxide and save enough energy to power 1.4 million homes annually.

~ Continued on next page ~

**FY2009 funding level adjusted to inflation*



Easthampton Landfill, 2.3 Megawatt photovoltaic installation on 11 acres.
Photo credit: MassDEP

Putting Landfills to Work

Closed landfills are increasingly being transformed into renewable energy generators. Since 2010, MassDEP's technical staff has reviewed and permitted solar panel projects at 46 closed landfills, with the potential to generate more than 86 megawatts of electricity annually.

Turning Food Waste to Energy

Anaerobic digestion – which extracts energy from organic waste – holds real potential for increased deployment in Massachusetts. A food waste ban MassDEP instituted for large food waste generators in late 2014 is helping to jumpstart this industry.

The statewide goal is to divert 450,000 tons of material per year from landfills and incinerators, directing it instead to composting facilities or anaerobic digesters which **convert these materials into a biogas that can be used for heat and electricity**. Low interest loans are making anaerobic digester facilities more accessible. This approach will cut greenhouse gases, lower disposal costs, and preserve scarce landfill space across Massachusetts.



Jordan Dairy Farm Digester.
Photo credit: James Doucett

Haverhill – Recycling Enforcement

MassDEP provided the City of Haverhill with a \$50,000 grant to hire a Recycling Enforcement Coordinator to ensure residential compliance with the city's recycling ordinance. Haverhill's solid waste subsequently decreased 880 tons, **saving the city \$50,500** in avoided disposal costs, while increasing their recycling by 344 tons.



Photo credit: Team Haverhill

Plymouth – Curbside Pay-As-You-Throw and Single Stream Recycling

A \$135,000 grant from MassDEP helped the Town of Plymouth launch a curbside single-stream recycling program. With technical assistance from MassDEP, the Town instituted a Pay-As-You-Throw program. In the first year, Plymouth's solid waste dropped almost 45% and recycling increased 35%, saving Plymouth close to \$160,000.

Habitat for Humanity – Cape Cod

With a \$50,000 grant from MassDEP, this non-profit was able to open a retail store (ReStore) for used/surplus building materials and home goods in Yarmouth. Funds supported the renovation and build-out of the store which provides a source of low cost, quality home goods to low-income residents. After 2 years, the Yarmouth ReStore is self-sustaining and has expanded its retail footprint.

Toxics Use Reduction (2210-0106)

FY2009	\$4,636,432
FY2015	\$3,120,894
FY2016 Recommendation	\$4,000,000*



Training led by Toxics Use Reduction Institute.
Photo credit: TURI

The Toxics Use Reduction Act (TURA), adopted in 1989, is designed to reduce the use of toxic chemicals in Massachusetts in order to **protect the public, environmental and economic health of the Commonwealth**. Implementation has resulted in a steady decline in the use of dangerous chemicals. From 2000 to 2012, companies reported a 23% **decline in the use of dangerous chemicals** and a reduction in on-site releases of toxics to the environment by 73%.

Surveys have shown **cost savings and competitive advantages** for Massachusetts companies regulated by TURA resulting from toxics use reduction practices, improved efficiency, and product improvements.

Three offices work collaboratively to support toxics use reduction in Massachusetts: EOEEA Office of Technical Assistance and Technology (OTA), MassDEP Bureau of Waste Prevention, and Toxics Use Reduction Institute (TURI) at the University of Massachusetts Lowell.

Collectively, these offices serve a number of functions, including:

- On-site technical assistance for large and small businesses
- Compliance assistance on a wide variety of regulations
- Grants to large and small businesses, university researchers, municipalities and organizations
- Laboratory and library services
- Industry-specific research on toxic chemicals and safer alternatives
- Convening industry work groups
- Training for Toxics Use Reduction Planners
- Enforcement of TURA reporting and planning requirements.

Fostering healthy business practices

Recent technical assistance, grants, and demonstration projects include:

- Funding for J&P Cleaners, a family-owned dry cleaner, to open a new location in Jamaica Plain where non-toxic wet cleaning is used instead of the toxic chemical perchloroethylene.
- Working with Stainless Steel Coatings, a manufacturer in Lancaster, to reduce xylene use by 57% and hazardous waste generation by 52%, eliminate use of the cancer-causing chemical hexavalent chromium, reduce CO₂ emissions by 14,500 lb/year, and save approximately \$17,000 per year in reduced operating costs.
- Working with Chemgenes, a small biotechnology company in Wilmington, to reduce its use of hexane, chloroform, and ethyl acetate, and achieve net savings of over \$200,000.
- Helping an electronics manufacturer in Leominster eliminate its use of n-propyl bromide, a toxic solvent.

**Funding is reliant on retained revenues from fees paid by large quantity toxics users. Expenditures are limited to the amount of revenue, which for FY2014 and FY2015 was \$2.9M (\$200,000 less than the appropriated amount). We support the recommendation by the Administrative Council on Toxics Use Reduction to adjust the fees collected under TURA (section 19) to total approximately \$4 million and, going forward, to implement the annual fee adjustment as required by statute. The fees have not been raised since they were first established in 1991, despite the statutory requirement that they be adjusted annually to reflect changes in the Producer Price Index.*

Hazardous Waste Site Cleanup (2260-8870)

FY2009	\$16,662,923
FY2015	\$13,944,080
FY2016 Recommendation	\$18,401,000*

MassDEP's Bureau of Waste Site Cleanup oversees the Commonwealth's **assessment and cleanup of contaminated sites and provides 24/7 emergency response to spills of oil and chemicals** that pose environmental threats.

Funding History

Over the last several years, the program has suffered significant losses of both staff and program expertise due to staff attrition. Despite some funding increases in recent years, **the line-item is still 16% below its pre-recession FY2009 level of \$16.7M (a decrease of \$2.7M).**

The erosion of the budget has had negative program effects, including:

- Discontinuation of **brownfields site assessments** and cleanups for municipalities;
- Reduced ability to provide **brownfields technical assistance** to spur economic development;
- Reduced ability to respond in a timely manner to **petroleum releases from underground storage tanks** and to oversee cleanups of those releases;
- Minimum staffing level for **compliance and enforcement** activities;
- Inability to properly **plan for the effects of climate change**, which is already creating new and different emergency response and remediation challenges due to increasingly intense storms that are causing new releases of oil and hazardous materials.

Economic Development & Brownfields

The Bureau takes an active role in encouraging economic development through the Brownfields Support Team (BST) which provides **technical, legal, and funding assistance for complex sites that have important redevelopment potential.** Since its creation in 2008, the BST has assisted with redevelopment projects in Worcester, Fall River, Haverhill, Springfield, Grafton, Chelmsford, Somerville, Brockton, Attleboro, Gardner, and Chicopee.

**FY2009 funding level adjusted to inflation*

More than 40,000 hazardous waste sites and spills located throughout the Commonwealth have been reported to the Hazardous Waste Site Cleanup Bureau since 1993. These include everything from large industrial facilities and military bases to gas stations and dry cleaners. **These sites can pose serious risks to anyone living or working nearby, including risks from contaminated private drinking water wells and vapor intrusion into nearby homes.**

More than 36,000 sites have been remediated since 1993. **At any given time, approximately 6,000 sites are in the process of being cleaned up.** In FY2014, 1,246 new sites were reported, and 1,145 cleanups were completed.



Before and after the clean-up and redevelopment of the Rice Silk Mill Apartments, Pittsfield.

Photo credit: Preservation Massachusetts

Office of the Commissioner (2300-0100)

FY2009	\$793,896
FY2015	\$843,188*
FY2016 Recommendation	\$877,000**

*FY2015 9C cut of \$20,035 reduced funding to \$823,000.

The **Department of Fish and Game (DFG)** is responsible for stewardship of the Commonwealth’s marine and freshwater fisheries, wildlife species, plants and natural communities. It is essential to fully fund and staff the Commissioner's office to provide **policy guidance, administrative support, and oversight** for the Department. Prior restrictions on funding for this line-item have meant that **important positions in the Commissioner’s Office that support the functions of the four DFG Divisions remain unfilled.**



DFG partnered with Franklin Land Trust, Franklin Regional Council of Governments, and Mass Department of Transportation to protect Flagg Mountain from development. Located in Conway on the Ashfield and Buckland town lines, the property is 160 acres.

Photo credit: DFG

The Commissioner’s Office coordinates activities throughout the Department that generate significant economic activity including:

- Massachusetts’ growing environmental **restoration economy** that sustains and creates jobs at a rate comparable to or better than other infrastructure investments.
- **A multi-billion dollar marine fisheries industry.**
- Marine, inland and public access recreational programs that support **over \$2B annually spent in Massachusetts on outdoor public recreation.**



Ken Simmons of DFG gives a talk to students at Jamaica Pond, Boston.
Photo credit: DFG

In-Lieu Fee Program

The Commissioner’s Office administers the **In-Lieu Fee Program (ILFP)** in partnership with the Army Corps of Engineers (Corps). Through this program, permittees under the Massachusetts General Permit may provide **payments in-lieu of on-site mitigation** to the Commonwealth of Massachusetts’ Marine Mammals and Fisheries Research and Conservation Trust for large mitigation projects. Recent projects include the Off Billington Street Dam removal project in Plymouth, the Rough Meadows Wildlife Sanctuary restoration in Rowley, a phragmites control project in the Upper Great Marsh in Newbury, and a fish passage restoration project on the Three Mile River.

**FY2009 funding level adjusted to inflation

Natural Heritage and Endangered Species Program (2310-0300)

FY2009	\$250,000
FY2015	\$150,000*
FY2016 Recommendation	\$276,000**



Bald eagle chicks at Quabbin Reservoir, Belchertown. Photo credit: Kurt Palmateer/Mass Wildlife

*FY2015 9C cut of \$2,250 reduced funding to \$148,000.

The Natural Heritage and Endangered Species Program (NHESP) is responsible for the **conservation and protection of more than 430 species of plants and animals listed as Endangered, Threatened, or of Special Concern in Massachusetts.**

Funding History

In FY2004, this line-item was eliminated and the program was forced to rely solely on federal grants, fees charged for environmental review services, and the small amount of funding generated by the check-off on the state income tax. **Before elimination, funding was over half a million dollars.**

After the line-item was reinstated at \$250,000 in FY2009, recent budgets have left this program with just \$150,000. **Funding at \$276,000 would enable the program to expand science, mapping, management, and restoration efforts.**

Office of Fishing & Boating Access (2320-0100)

FY2009	\$635,647
FY2015	\$537,143*
FY2016 Recommendation	\$702,000**



Woods Hole. Photo credit: Frank Slack

*FY2015 9C cut of \$8,057 reduced funding to \$529,000.

The Office of Fishing and Boating Access (FBA) acquires property and easements to provide **public access to recreation sites.** FBA designs, constructs, manages, and improves public boat and canoe access sites, shore fishing areas, and sport fishing piers at 280 locations. Working in partnership with municipalities, FBA manages and maintains sites on coastal waters, great ponds, and rivers.

Funding History

The FY2009 operating budget provided just over \$635,000 for FBA. By FY2012, funding had dropped by one-third to slightly under \$430,000.

Recent appropriations have resulted in an incremental increase for the Division, but the line-item is still 15% below the pre-recession levels of FY2009. This cut **hinders FBA's ability to undertake needed projects and increase recreation access.**

**FY2009 funding level adjusted to inflation

Division of Ecological Restoration (2300-0101)

FY2009	\$650,000
FY2015	\$557,404
FY2016 Recommendation	\$718,000*

The Division of Ecological Restoration (DER) restores and protects the Commonwealth’s rivers, wetlands, and watersheds for the benefit of people and the environment. At any given time, DER staff typically supports over 70 restoration projects that improve stream flow, protect drinking water, reduce flooding, restore habitat, revitalize cities and create healthier, more resilient, ecosystems. By **proactively seeking out and securing non-state resources**, such as federal grant dollars and community partnerships, DER works alongside communities to translate visions into tangible improvements.

Funding History

Budget cuts since FY2009 have resulted in **unmet community needs and lost opportunities to leverage additional non-state funding**.

While funding is down 14% since FY2009, staffing is 20% below FY2009 levels and current staff capacity cannot meet the growing demand from communities for technical assistance on construction projects, including culvert replacements and dam removals. In addition to restoring critical natural habitats, these projects create local jobs, bolster the state’s restoration economy, and protect public health and safety.



Through a partnership with Westfield State University, DER staff works with students on water quality monitoring.

Photo credit: DER

Helping DER Increase Its Capacity

The recommended funding level will enable DER to enhance its contributions to Massachusetts in the following key areas:

- **Providing Technical Assistance:** Keep up with the high volume of requests for assistance from municipalities and others seeking to meet water quality mandates, replace unsafe and antiquated infrastructure, and restore wetlands and rivers.
- **Improving Public Safety:** Meet an ambitious state target of **removing 100 dangerous dams** and replacing 50 failing culverts and bridges by 2025. Work with municipalities to design and build “climate smart” projects that use nature as an ally to guard against impacts of climate change, such as sea level rise and flooding.

~ Continued on next page ~

**FY2009 funding level adjusted to inflation*

- **Revitalizing Urban Rivers:** Help cities **improve the health of their rivers and spur economic investment** along restored riverfronts. For instance, with additional funding DER would be able to complete three major urban river restoration projects in Pittsfield, North Adams, and Boston.
- **Growing the Restoration Economy:** DER staff has secured **millions of dollars in competitive federal grants** which have been used to implement on-the-ground improvements for communities. With the recommended funding level, DER would have the capacity to create and sustain approximately 2,000 high-quality jobs in the next decade. DER projects generate work in a number of fields including engineering, environmental compliance, construction, hauling and landscaping.

Leveraging Resources and Fostering Economic Development

Since 2009, DER has helped local communities secure competitive **non-state funding totaling over \$50M** to complete restoration projects of local and statewide importance. In 2014, U.S. Fish and Wildlife Service awarded DER approximately **\$15M from Superstorm Sandy disaster relief** funds, enabling the construction of 14 ecological restoration projects, which will protect the coast and stimulate the economy. It is estimated that the four largest projects will **generate over 180 jobs and \$25M in economic output** for the MA economy. These projects will enhance public safety, flood mitigation, and water quality.

Saving Local Dollars

DER's work has **saved millions of public and private dollars** and reinvested these dollars in the Massachusetts economy. DER works to avoid expensive engineering and technical solutions by emphasizing the ecosystem services that healthy wetlands, floodplains and rivers provide. For example, on Cape Cod, which faces significant clean-up costs due to excessive nutrient levels, DER is leading the **Muddy Creek Restoration**. This project will help Chatham and Harwich meet their clean water obligations cost effectively while improving the health of the watershed. It is estimated that they will collectively save \$4M over 30 years by reducing costs associated with wastewater infrastructure construction and operations.

Removing Dams and Upgrading Culverts

DER assists communities with all phases of project design and construction, including data collection and feasibility studies, engineering design, permit preparation and compliance, construction oversight, and monitoring. At its present funding level, **DER cannot keep up with the demand from communities seeking assistance** with removal of deteriorating dams and replacement of undersized culverts that damage the environment and threaten public health and safety. A funding increase would allow the Division to more effectively meet the growing community demand for restoration assistance and bring greater amounts of federal funding into the state's economy.



Completed in 2014, the removal of the Bartlett Pond Dam saved Lancaster taxpayers an estimated \$600,000 in dam repair costs.

Photo credit: DER

Administration 2511-0100

FY2009	\$5,506,927
FY2015	\$5,686,193*
FY2016 Recommendation	\$7,881,000**

*FY2015 9C cut of \$171,936 reduced funding to \$5.5M.

Massachusetts has a well-established \$4.5B agricultural sector, which supports close to 33,000 jobs.¹ Our state has over 523,000 acres in farms. As of 2012, there were 7,755 farms in Massachusetts, representing a 1% increase from 2007.



Harvesting greens, Old Friends Farm, Amherst.
Photo credit: Erica Mattison

The Massachusetts Department of Agricultural Resources (MDAR) works with the agricultural community to **protect farmland, enhance farm viability, promote energy efficiency, and encourage environmentally sustainable farming practices.** With over 30 programs and services, MDAR helps consumers find Massachusetts-grown food and farm products and **expands access to healthy, local food** in communities where nutritious food options are limited.

Funding History

A trend of budget cuts for MDAR has been reversed during the past three years, but funding has not kept pace with inflation or with MDAR's increased responsibilities and opportunities. Increased funding is necessary to revive and expand select programs and **support a robust agricultural economy.**

Massachusetts Farm to School Project



Paul Grady of Community Harvest Project works with students from the Worcester Kindergarten Initiative.

Photo credit: Lauren Weatherbee

Funded at \$120,000 within this line-item in the FY2015 budget, this Project connects farmers and institutions to improve access to locally grown foods and strengthen the Commonwealth's agricultural economy. The Project's Harvest of the Month campaign promotes a different Massachusetts-grown food each month, encouraging healthy choices, supporting local farmers, and building excitement about school meals. We recommend maintaining funding for this Project.

~ Continued on next page ~

**FY2009 funding level adjusted to inflation (\$6,081,900), plus recommended funding for the Farm to School Project, Buy Local, Agricultural Innovation Center, Commonwealth Quality, and the Agricultural Food Safety Improvement Program.

¹ Rigoberto Lopez, et.al., and Farm Credit East, 2014; "Economic Impacts of Agriculture in Eight Northeastern States." To be published in early 2015.

Supporting Our Capital Investments

A number of valuable MDAR programs are funded through capital funding in the Environmental Bond. Much of the staff responsible for implementing these programs is funded through the operating budget, making adequate funding for the MDAR operating budget even more important.

- **Agricultural Preservation Restriction (APR) Program:** has permanently protected nearly 70,000 acres of productive farmland.
- **Agricultural Environmental Enhancement Program (AEEP):** supports use of Best Management Practices to prevent negative impacts to natural resources that may result from agricultural activity.
- **Farm Viability Enhancement Program:** competitive program that offers business planning and implementation grants to farms in exchange for covenants that require that the land remain in agricultural use.
- **Farm Energy:** competitive program that funds on-farm energy projects to improve energy efficiency and to help Massachusetts farms adopt clean energy technologies.
- **APR Improvement Program:** provides technical assistance, business planning, and grant funds to APR farms to improve their productivity and profitability.
- **Urban Agriculture Program:** addresses challenges facing urban farmers and provides technical assistance to municipalities for development of zoning ordinances, land assessments, and public education.

Opportunities that Call for Additional Funding

“Buy Local” Activities

The FY2015 budget provided \$300,000 to enhance “Buy Local” efforts across Massachusetts. Regional “Buy Local” organizations are working to bring locally-grown food and farm products to consumers. Their efforts help keep consumer dollars in local economies, improve consumer access to healthy food, generate profits for in-state farmers, and reduce reliance on food shipped from distant locations. The FY2016 recommendation would allow for an increase in funding to \$400,000 to accommodate new Buy Local partners.



Collecting apples, Clarkdale Fruit Farms, Deerfield.

Photo credit: Paul Franz

Agricultural Innovation Center

The FY2007 budget included \$3.2M for a new **Agricultural Innovation Center (AIC)**, a grant program which provided technical and business development services to agricultural producers. Grants supported everything from improving pasture-raised livestock practices to developing innovative methods for producing wine, juice, and cider. With the onset of the recession, this program was eliminated. The FY2016 budget presents an opportunity to reinvest in the AIC to strengthen the agricultural economy and create jobs by supporting investments in agricultural research, training, processing, distribution, marketing, and resource management. An allocation of \$1M is recommended.

Food Safety & Sustainability

An investment of \$400,000 is recommended for food safety and environmental sustainability, through **Commonwealth Quality** and the Agricultural Food Safety Improvement Program (AFSIP). Both programs help producers comply with federal food safety regulations, while growing farm businesses and fostering healthy communities.

Office of Watershed Management/
Office of Water Resources (2800-0101)

FY2009	\$2,060,310
FY2015	\$1,310,149*
FY2016 Recommendation	\$2,275,000**

*FY2015 9C cut of \$240,000 reduced funding to \$1.1M.

The Office of Water Resources (OWR) is charged with protecting the water resources on which we all depend. Staff works to ensure that Massachusetts will have plentiful **water to support health, safety, and economic development for generations to come**. With the expected impacts of climate change, this office will increasingly be called upon to assist with preparedness and water supply protection.



Elm Bank Reservation, Wellesley.
Photo credit: Barbara Slavin

The Office also has responsibility for access to lakes, ponds and rivers that are healthy and free of invasive species. OWR provides scientific information, policy guidance, technical assistance, and resource management through four program areas: the Flood Hazard Management Program, the Lakes and Ponds Program, the Water Resources Assessment and Planning Program, and the U.S. Geological Survey Cooperative Program.

Funding History

Since FY2009, **this program has been cut 36%** (\$750,000). As of fall 2014, OWR staffing is down 30% compared to 2008 (11 staff currently vs. 16 staff in 2008).

In addition to these staffing reductions, the decrease in OWR's budget has translated into less funding for:

- Projects to remove invasive aquatic plants that are choking our waterways;
- Real time streamflow readings and groundwater measurements;
- Lake assessments and beach improvements; and
- Technical and financial assistance to municipalities, lake associations, and homeowners.

**FY2009 funding level adjusted to inflation

Partnering to Achieve Results

Helping Communities Obtain Federal Flood Insurance & Disaster Assistance: The Flood Hazard Management Program (FHMP) is the state coordinator for the National Flood Insurance Program (NFIP). With FHMP's help, all 80 communities that fall under NFIP adopted the new Federal Emergency Management Agency (FEMA) flood maps on time, making them eligible for federal flood insurance and disaster assistance. Program staff also provided assistance to more than 1,500 Massachusetts residents and public officials at public technical assistance and mapping meetings in 23 communities across the state.

Forming Partnerships to Foster Healthy Waterways: Working with the Charles and Mystic River Watershed Associations and more than 15 local partners, in FY2014 program staff removed almost 2,000 tons and cleared over 100 acres of water chestnut from the Charles and Mystic Rivers, helping to restore channels and passages for recreational use, and giving native plants a chance against this invasive species. The program also designed and constructed erosion control projects using green infrastructure to protect water resources and beaches at state parks in Plymouth, Rutland and Newburyport.

Stormwater Management (2800-0401)

FY2009	\$1,094,643
FY2015	\$408,594
FY2016 Recommendation	\$1,209,000*

Stormwater runoff poses a serious pollution threat to all water bodies in the Commonwealth. Effective stormwater management is necessary to reduce pollution, restore streams, keep beaches safe for swimming, and minimize erosion and flooding of adjacent parklands and properties.

DCR's Stormwater Management Program **covers over 400 miles of DCR parkways, thousands of catch basins, and 700 DCR facilities.**



Several organizations help identify illegal sewer connections.
Photo credit: Neponset River Watershed Association

Funding History

Since FY2009, the operating budget for this program has been cut more than 60% (approximately \$700,000). The cut in funding has left DCR unable to comply with the Clean Water Act and its stormwater management requirements.

Working Collaboratively to Improve Water Quality

Through a number of projects, DCR's Stormwater Management Program is having an impact:

- **Restoration of Blair Pond in Cambridge:** dredging and other restoration work have improved water quality in the pond and downstream in Alewife Brook and the Mystic River.
- **Construction of rain gardens at Regatta Point Park in Worcester:** resulted in reduced direct stormwater discharges to Lake Quinsigamond.
- **Collaboration with MassDOT:** by instituting best management practices for the Longfellow Bridge and other DCR bridges under the state's Accelerated Bridge Program, our waterways will have improved water quality.

A Sweeping Set of Responsibilities

- Water quality sampling at DCR swimming beaches
- Responding to hazardous materials spills and releases
- Ensuring that DCR properties are in compliance with the Clean Water Act and Safe Drinking Water Act
- Eliminating illegal connections to drainage systems
- Conducting catch basin and drainage outfall cleaning and repair
- Street and parking lot sweeping

New Demands and Opportunities

New EPA stormwater requirements will increase the need for funding. The new MA General Permit will increase DCR's stormwater management obligations. DCR will also be **required to develop a nutrient reduction plan for the Charles River and other impaired waters**, presenting an opportunity to use green infrastructure to reduce polluted stormwater discharges and improve resiliency.

*FY2009 funding level adjusted to inflation

Seasonal Staff (2800-0501)

FY2009	\$15,847,445
FY2015	\$15,280,812*
FY2016 Recommendation	\$17,500,000**

*FY2015 9C cut of \$400,000 reduced funding to \$14.9M.

DCR counts on seasonal employees to keep recreational amenities open, such as **beaches, swimming pools, campgrounds, and skating rinks.**

“The presence of field staff is an integral part of providing a high-quality experience so everyone in Massachusetts can enjoy the treasures we have right here. State parks are especially important for families who do not have the time or resources for big, expensive trips out-of-state.”

-Heather Clish,
Appalachian Mountain Club

Funding History

Since FY2009, this line-item has been cut by more than half a million dollars. Budget cuts have impeded DCR’s ability to provide a welcoming, safe, and positive experience for residents and visitors. Despite increases in recent years, **funding for this line-item still has not been fully restored to pre-recession levels.** The FY2015 increase of \$2.6M over the previous year has enabled DCR to address some of its critical staffing needs in the field at properties that have been closed or unstaffed. DCR is working to:

- **Increase staff levels by 50 individuals.**
- **Lengthen the camping season at iconic properties,** in some cases opening three weeks earlier than in recent years.
- **Lengthen the season at DCR skating rinks** to better align with youth hockey seasons and maximize rink use. This enables the agency to increase revenues.
- **Re-staff and re-guard many inland waterfront beaches and expand lifeguard services at coastal beaches** that previously had limited guarded areas. Examples include Dean Pond in Brimfield State Forest and the Fearing Pond Day Use Area in Myles Standish State Forest.



Stony Brook Reservation Pool, Hyde Park
Photo credit: Erica Mattison

Outdoor Recreation & the Economy

“In Massachusetts, outdoor recreation generates \$10 billion in annual consumer spending... The tax revenue attributed to outdoor recreation spending equals \$739 million annually.

Spending on outdoor recreation also helps local businesses that hire Massachusetts residents. Approximately 90,000 jobs in the state are supported by this spending, accounting for \$3.5 billion in wages and salaries. Much of that earned income is then spent in local communities, further magnifying the economic impact of outdoor recreation.”

Source: The Return on Investment in Parks and Open Space in Massachusetts, The Trust for Public Land, September 2013, page 6.

**FY2009 funding level adjusted to inflation

State Parks and Recreation (2810-0100)

FY2009	\$55,793,468
FY2015	\$44,344,381*
FY2016 Recommendation	\$61,612,000**

*FY2015 9C cut of \$3,139,962 reduced funding to \$41.2M.

The Department of Conservation and Recreation **manages over 450,000 acres of public land**. From the Boston Harbor Islands to Mount Greylock, DCR provides a variety of recreational and cultural experiences. Massachusetts residents and visitors can visit DCR properties for activities such as biking, bird watching, boating, fishing, golfing, hiking, ice skating, picknicking, and swimming. In addition to providing an important connection to the natural world, DCR directly **supports Massachusetts’ \$10 billion annual recreation economy**.

Funding History

Since FY2009, funding for State Parks and Recreation has been reduced by 20%, or \$11.4M. Even with increased efficiencies, the **reductions in both full-time and seasonal staff** translate directly into on-the-ground impacts for service delivery – park supervision, forest fire control, visitor services, natural resource protection and park safety and cleanliness.

DCR’s Broad Set of Responsibilities

- Maintain critical public infrastructure across the state including dams, seawalls, flood control structures, and bikeways.
- Manage 500 lane miles of parkway.
- Oversee the drinking water source for nearly 2.5 million people in the metropolitan Boston area.
- Play a lead role in storm preparedness and help communities recover from the damaging effects of storms.
- Host several large-scale annual events, such as Boston’s Fourth of July Spectacular, which attracts half a million spectators, one-third of whom come from out of state.



Youth soccer, Pope John Paul II Park Reservation, Dorchester.

Photo credit: Anissa Essaibi George

~ Continued on next page ~

**FY2009 funding level adjusted to inflation

Restoring Access to State Properties

Thanks to recent moderate funding increases, DCR has been able to re-open Gardner Heritage State Park, as well as seasonally staff Ames Nowell State Park. DCR has prioritized **filling vacant positions** such as plumbers and carpenters that went empty due to years of budget cuts. These hires will **ensure that facilities are safe and clean** for the public. Every \$1M increase in funding allows DCR to hire 20 full-time equivalents (FTE's). For several years, DCR has been operating substantially below its historic staffing level of almost 1,200 FTEs.

Increased Efficiency

DCR has recently taken a number of **measures to increase efficiency and reduce environmental impacts**, including:

- Retrofitting thousands of streetlights to LEDs to reduce energy and labor costs
- Creating a statewide fleet management program to enhance preventive maintenance and reduce fuel costs for its 700 vehicles.

In addition, DCR has developed a new **Volunteers in Parks Program to encourage shared stewardship** of the Commonwealth's parks and forests. The program allows DCR to enhance partnerships with groups that perform volunteer stewardship activities on DCR properties.



While the program serves as an important tool, volunteers cannot take the place of the essential professional staff whose expertise and constant management are necessary to ensure public access to the resources under DCR's care.

Top: Ashuwillticook Rail Trail along the Hoosac River.

Photo credit: Dale Knapschaefer

Right: Fuller Street Beach, Edgartown, Martha's Vineyard.

Photo credit: Mass Office of Travel & Tourism



Retained Revenue (2810-2042)

FY2009	\$6,004,826
FY2015	\$14,141,673
FY2016 Recommendation	\$16,000,000*

This line-item allows DCR to retain up to 80% of the revenues generated by the agency to fill positions and meet other needs that support our state park and forest system. Through parking fees, restaurants and concessions, vendor contracts, and partnerships, DCR is able to generate additional revenue.



Peddocks Island, Boston Harbor Islands.
Photo credit: Harry Mattison

Funding History

In FY2012, the Legislature increased DCR’s retained revenue cap to \$17M and authorized the agency to retain 80% of what it collects. The remaining 20% goes to the General Fund. The new program has proven successful in incentivizing the agency to increase its revenues.

We recommend increasing the cap to \$20M, which will help to ensure that urban and state parks can continue to benefit from the improvements and staffing associated with retained revenue. This increase would enable DCR to backfill positions left open due to retirements.

Retained Revenue as a Supplement

A 2014 report commissioned by the Metropolitan Beaches Commission recommended that **retained revenue should augment the budget**, rather than make up for insufficient funding. During recent years, however, DCR has needed to use the Retained Revenue account to make up for shortfalls in seasonal staff and to avoid additional parks from being closed to the public.

How DCR is Increasing Revenues

- **Improved utilization of skating rinks:** DCR’s in-house management has reduced employee expenses, while increased use of the rinks and energy efficiency measures have helped make rinks more profitable.
- **Reorganizing golf courses:** Since DCR has brought operations in-house, course conditions have improved and FY2015 revenue is up \$500,000 compared to the previous year.
- **Revising parking lot management:** Lots at Nahant and Nantasket have brought in an additional \$700,000 annually.
- **Issuing construction and access permits:** These permits have almost tripled revenues in the last two years from \$200,000 to \$600,000 annually.



Georges Island, Boston Harbor Islands.
Photo credit: Erica Mattison

**This figure represents a \$1.9M increase over FY15 funding. This recommendation is based on DCR revenue projections. We recommend increasing the cap for this account by \$2,323,000 to \$20M, which will allow DCR to retain revenues of up to \$16,000,000 (80% of the \$20M).*

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