



THE TOOLS TO COMPETE

**Comparing State-Level Assistance
Programs for Great Lakes Commercial Ports**

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EXECUTIVE SUMMARY

KEY TAKEAWAYS

- The number of funding tools available to a port matters for the range of feasible investments. Ports in states with many funding programs are able to plan farther into the future, balance multiple projects at a time, draw federal dollars into the local economy and spur private investment.
- The level of a state's investment into its ports varies widely among this group of states; Some states contribute through many programs, while others do almost nothing.
- There is a heavy reliance on competitive federal grants for port infrastructure investment, even in states with robust grant programs. Ports are able to compete for federal grants easier with access to matching funds at the state and local level.
- The main focus of state transportation funding is on other modes, namely surface transit. However, coastal states' investment into ports still outpaces that of the Great Lakes States.

The Great Lakes Maritime Transportation System is vital to the region's economy. In 2017, it was responsible for 237,868 jobs, and moving 284.8 million metric tons of cargo at a value of \$35.0 billion.¹ Ports are the central component of the Maritime Transportation System, but, aging infrastructure and infrastructure constraints restrict the capacity of ports in the Great Lakes Region. Investment is needed to overcome these constraints and improve capacity. However, federal grant dollars are out of reach for many of the region's ports and thus unreliable as a standalone funding source. State-level assistance programs explored in this report are more accessible to ports than federal funding and thus a vital component to improving the region's maritime transportation system.

This report examines state-level strategies for public investment into maritime ports in the Great Lakes Region. Strategies examined include grant programs, loan programs, and direct funding. The Great Lakes States of Illinois, Indiana, Michigan, Minnesota, Ohio, and Wisconsin are examined. Florida and Virginia are used for comparison states, as an example of what is possible in terms of maritime transportation investment at the state level.

Based on findings included in the case studies states taking on an active role in supporting public commercial port infrastructure include Minnesota, Wisconsin, and Ohio. States taking passive roles include Indiana, Illinois, and Michigan. With respect to Great Lakes states, the distinction between active and passive roles was based on the presence of dedicated tools for ports to use in raising capital, consistency of support year over year, as well as coordination present among state actors.

This report finds there are a breadth of programs that attempt to address the funding of commercial port infrastructure projects in the Great Lakes and nationally. States establish ports on a spectrum of public and private companionship. Ports range in revenue generation through either lessor/tenant model or an operating model, and are given varying ability to tax or issue bonds by the state. The strategies for funding range from many state-funded grant and loan programs like in Minnesota or Wisconsin, to an entire absence of dedicated programs in states like Indiana and Michigan.

Despite these differences, the importance of having a broad toolkit available to ports is apparent. When ports have many programs upon which they can draw, they are able to plan and execute multiple projects at one time. Ports in states with multiple funding sources have greater flexibility to compete for highly sought-after federal grants, bringing large investments into the local and state economy. Meeting the local match requirements for such grants becomes easier with state assistance. This broadens the range of feasible projects.



INTRODUCTION

The Great Lakes Maritime Transportation System is a vital component of the region's economy. In 2017, 194 million tons of cargo were moved through the states examined in this report, generating \$25.4 billion in economic activity. The system was responsible for 145,357 jobs.²



Source: The Great Lakes Seaway Partnership

Great Lakes Ports are the central component of the Maritime Transportation System, connecting imported cargoes to other modes — truck and rail — and the region's products to external markets. However, the region's port infrastructure is wanting. The American Society of Civil Engineers gave Great Lakes Ports a "C" grade for infrastructure, deeming them in need of attention.³

Federal grants serve as the primary source of infrastructure improvement funding for Great Lakes ports. But most grants are highly competitive. For many grant programs, such as BUILD (formerly TIGER), INFRA, or other FAST Act grants, ports are competing nationally and across all modes for a limited number of funds (see Appendix for additional details on federal grants). It was in this vein that Congress established the Port Infrastructure Development Grant program (PIDP), specifically designed for improving freight movement at our nation's ports.⁴ However, congress has historically earmarked over 30% of these funds for the 15 largest ports, all of which lie on the coasts.⁵ Thus, Great Lakes Ports are left to compete for a smaller share of the port-dedicated federal money.

Accordingly, states can play an important role in promoting improvements in port infrastructure. This report explores the various strategies employed by Great Lakes States to support their cargo-moving ports. Such strategies include grant programs, loan programs, or direct funding. Other forms of non-monetary support, like conducting studies and providing lobbying assistance, are also evaluated in this report.

State-level assistance to ports is usually meted through the respective state’s department of transportation. State transportation departments, like the U.S. DOT, have competing priorities. Thus, ports compete with other modes — highway, air and rail — for state resources. In the Great Lakes Region, ports lose out to these other transportation priorities. Of the six Great Lakes states examined in this report, no state exceeded 1% of its transportation spending on ports for the last year of available compiled data.⁶

Table 1

State	Total	Highway		Transit		Air		Water	
Illinois	\$949.55	\$563.10	59%	\$291.84	31%	\$ 93.34	10%	\$ 1.28	0.1%
Indiana	\$490.85	\$434.68	89%	\$ 28.23	5.8%	\$ 25.39	5.2%	\$ 2.55	0.5%
Michigan	\$448.40	\$339.00	76%	\$ 61.93	14%	\$ 46.94	10%	\$ 0.53	0.1%
Minnesota	\$785.53	\$676.25	86%	\$ 34.12	4.3%	\$ 68.44	8.7%	\$ 6.72	0.9%
Ohio	\$572.84	\$468.52	82%	\$ 63.71	11%	\$ 38.91	6.8%	\$ 1.71	0.3%
Wisconsin	\$785.72	\$676.46	86%	\$ 63.47	8.1%	\$ 43.09	5.5%	\$ 2.70	0.3%
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Florida	\$632.64	\$419.84	66%	\$ 87.80	14%	\$101.51	16%	\$23.49	3.7%
Virginia	\$799.50	\$518.89	65%	\$ 63.91	8.0%	\$168.30	21%	\$48.40	6.1%

Instead, highways take the lion’s share of state transportation spending. Deteriorating roadways characterize the Great Lakes region, which endures vicious freeze-thaw cycles, making this level of funding understandable. But commercial ports can take heavy cargoes off the roads — those that cause the most damage — and reduce congestion in the process. Improving the capacity of commercial ports can reduce the required funding for highway maintenance in the long run.

A legally-loaded trailer can exact 5,000 to 10,000 times the damage of a car on the region’s roadways.⁷ But truck transportation doesn’t just damage the built environment at a high rate. Moving cargo by truck emits over six times the greenhouse gases per ton mile than moving cargo on water.⁸ Vessels on the Great Lakes are seven times more fuel efficient than trucks, and just one of these vessels can move the same amount of cargo as 963 trucks in a single trip.⁹ Thus, improving port capacity to make full use of our region’s naturally-endowed water highways can be an important component of reducing the impact of commerce on the environment.

To improve the capacity of commercial maritime ports in the Great Lakes Region, investment in port infrastructure is needed. State-level assistance programs explored in this report are more accessible to ports than federal funding and thus an important component of improving the region’s maritime transportation system infrastructure.



METHODOLOGY

To approach the comparative analysis task regarding support of maritime infrastructure, this report used the following methodology to evaluate public support occurring at the state-level. The scope of this study included case studies of state assistance occurring in six Great Lakes states including Minnesota, Wisconsin, Illinois, Indiana, Ohio, and Michigan. Two additional case studies for Virginia and Florida were included to examine support systems occurring outside of the Great Lakes region that demonstrate strong commitments to funding public commercial port infrastructure. Each case study examined the following attributes of maritime activity in the state. This included an overview of the state's maritime system, state-agency operated assistance programs, technical assistance provided, and an analysis of prominent public commercial ports.

First, this analysis included a baseline infrastructure assessment to account for the current maritime infrastructure, maritime activity through the state system, and the economic impact. The United States Army Corps of Engineers Planning Center of Expertise for Inland Navigation (PCXIN) data from 2017 was used to estimate state level infrastructure and tonnage through a state's port system. Economic impact metrics such as employment figures and total activity generated through a state's maritime system were sourced through studies conducted by Martin Associates between 2015 through 2018. Additional data was obtained through analysis of documents such as state agency sponsored reports and waterways plans.

Second, each case study examined potential sources of support for commercial ports from the state. For the purpose of this analysis, state assistance is defined as relevant legislation, support from state agencies (in most cases a state department of transportation or department of economic development), state appropriations, taxing and bonding authority, grant or loan programs, or technical assistance. This report designated technical assistance activities as research and planning, or helping to lobby the legislature. To evaluate these activities, the analysis examined enacted legislation, industry-sponsored research, and documents from departments of transportation and economic development. Additional information was obtained via semi-structured interviews conducted between October 2019 and February 2020 with individuals from relevant state agencies. Interview topics generally covered funding structures and relevant state assistance activities.

Third, each case study incorporated a profile of a prominent public commercial port in the state. For the purpose of the case study and this report, ports were selected based on their proximity on the Great Lakes as well as their economic contribution to the state. Each port profile examined similar metrics including economic impact and tonnage to assess port-level activity. The profiles also identified relevant state assistance activities leveraged by the port in order to complete infrastructure projects. To assess features and activities of the port, this analysis used PCXIN data from 2017 or later and economic impact estimates from port-level reporting conducted by Martin Associates between 2015 through 2018. Additional information regarding completed infrastructure projects and funding strategies was obtained through semi-structured interviews with individuals associated with the port or relevant port authority.

To evaluate each state's assistance activities in the region, the report evaluated each state along categories of assistance. These included availability of DOT-sponsored grant programs for ports (and the percent match available), economic development grant availability, loan program availability, technical assistance, and taxing and bonding authority. For each feature, this report classified an assistance activity as weak, moderate, or strong based on a standardized criteria. The full criteria description is included in the appendix of this report.



INFRASTRUCTURE

The State of Michigan is home to 3,200 miles of shoreline spanning four of the five Great Lakes.¹⁰ There are two public commercial ports in the state — the Ports of Monroe and Detroit. The state is also home to many private ports, for a total of 38 deep-water commercial ports with over 100 commercial docks.¹¹

In 2017, 54.2 million tons of goods were moved through Michigan’s Great Lakes and river waterways valued at \$3.23 billion. The primary commodities included aggregates, coal, and iron/steel. Most of the state’s maritime commerce comes through the Great Lakes, where 50.6 million short tons were moved. The economic activity generated by commercial ports was \$4.16 million, supporting 11,180 jobs and raising \$763 million in federal, state, and local tax revenue.

The state is also home to the “Lynchpin of the Great Lakes,” the Soo Locks. In 2017 the locks facilitated the passing of 69.1 million metric tons of cargo valued at \$5.8 billion through its system. The state relinquished control of the Soo Locks to the US Army Corps of Engineers in the late 1800’s.

STATE ASSISTANCE

Port Districts created are formed by election in a city or county, and then run by a commission of five members. The commission can vote to levy bonds to support infrastructure financing, and can levy taxes at no more than 2 mills. The Port of Monroe was created under the Port Districts Act 234 of 1925.¹² The Port of Detroit was originally created under this act, but reorganized under the Port Authority Act, Public Act 639 from 1978. As a Port Authority, the Port of Detroit maintains similar powers as a Port District, but no longer holds taxing powers and receives its operating budget 50% from the state and 50% from the city and county in which it is located.

The Michigan Department of Transportation (MDOT) does not currently provide grants or loans to commercial ports at the state level. Representatives from MDOT assert that the primary reason for a lack of maritime support stems from the dire needs of surface transportation infrastructure. The state’s freight plan summarizes its commitment to commercial port in the following ways: “MDOT will continue to work with local and private interests to improve port infrastructure and services by providing technical assistance and help in identifying public funding opportunities when available.” and “MDOT will also work with local communities to ensure they recognize the economic importance of commercial port facilities and encourage them not to implement ordinances or policies that negatively affect the movement of goods by marine transportation.”¹³

Maritime Operating Budget Funding

MDOT currently provides two specific types of assistance for commercial maritime activity in Michigan. First, it is responsible for providing 50% of the operating budget of the Detroit Wayne County Port Authority, with the remaining 50% coming from the City of Detroit and Wayne County.¹⁴ This is mandated by the Port Authority Act, Public Act 639 of 1979, which the Port of Detroit reorganized under into a “Port Authority.” The funding from MDOT is a line-item in the budget, and contingent on funding provided from the City of Detroit and Wayne County

and has ranged from \$418,200 to \$500,000 over the last decade.¹⁵

Secondly, MDOT provides operating assistance and some capital support to the following public and private ferry services on the Great Lakes: Beaver Island Transportation Authority, Eastern Upper Peninsula Transportation Authority, Charlevoix County Transportation Authority (Ironton Ferry), and the City of Mackinac Island. This money comes from the Local Bus Operating appropriation of MDOT's budget.¹⁶

Soo Locks Improvement Investment

One of the state's most important maritime commerce resources is the Soo Locks. The locks provide access to Lake Superior and Lake Michigan from the Atlantic Ocean, a vital connector for commerce in the Great Lakes region.¹⁷ In 2018, the State of Michigan committed \$52 million to support the U.S. Army Corps of Engineers in building an additional lock to mirror the 50 year-old Poe Lock that currently handles over 90% of cargoes.¹⁸

TECHNICAL ASSISTANCE

MDOT does not currently offer competitive grants or loans at the state level for commercial maritime ports, but it does provide non-financial support for those ports which apply for federal grants. MDOT was a sponsor for the successful Better Utilizing Investments to Leverage Development (BUILD) grant by the City of Sault Ste. Marie in 2018 for their Carbide Dock Port Rehabilitation and Truck Route Reconstruction. The project goal was to rehabilitate the unusable Carbide Dock Port and reconstruct a portion of the connecting truck route to make the cargo port fully operational. The award was worth \$20.7 million of the estimated \$21.7 million total cost of the project. MDOT also supported Detroit Wayne County Port Authority in several unsuccessful applications for BUILD grants between 2016-2019 to support infrastructure improvements. MDOT also supported the City of Ludington, MI on an INFRA Grant in 2017 to update ferry dock facilities in Ludington.¹⁹ The city received \$5,000,000 for the project which also benefited the destination port of Manitowoc, WI, improving facilities in both destinations.

HIGHLIGHTED PORT – PORT OF MONROE

The Port of Monroe is located on Lake Erie and has multimodal connection through direct access to a Class 1 rail and the I-75 interstate highway. In 2017, the Port handled over two million tons of primarily break-bulk cargo. The Port of Monroe supported 1,659 total jobs and \$28.3 million in direct business revenue in 2017.

The port is funded through the revenue generated through charges for sales and service and a \$400,000 appropriation from the City of Monroe. Prior to 2018, the port commission used its taxing authority to generate port operating revenue through property taxes, raising \$369,052 in 2017.

The port has worked to obtain funding both at the state and federal level to increase its capacity over the last several years. In 2015, the Port of Monroe was the first port in the state to receive state funding from the Michigan Economic Development Corporation (MEDC), Michigan's economic development agency. MEDC approved up to \$3 million in zero-interest loans through the MSF Investment Fund. This investment funded a range of improvements, such as dredging the River Raisin, aimed at reducing cargo delays and allowing the port to accommodate larger vessels. This is the only time that a commercial port has received funding from MEDC.

In January of 2020, the Port of Monroe announced it was awarded a \$1.1 million grant through the U.S. Department of Transportation's America's Marine Highway Projects Program.²⁰ The funding will provide a new crawler crane and increased staff training to meet the growing demand for cargo service in the region.



ILLINOIS

INFRASTRUCTURE

The State of Illinois spans three Federal Marine Highway Corridors with nineteen Port Districts and over 350 Terminals.²¹ The state has 63 miles of shoreline along Lake Michigan, where the two Port Districts of Waukegan and Chicago handle Great Lakes shipping. Illinois's access to the Gulf of Mexico via the Cal-Sag Channel, Illinois River, and Mississippi River make waterways a vital component of the state's economy and gives it a competitive advantage over many other similarly positioned states in the Great Lakes region.

In 2017 the state of Illinois shipped 91.1 million tons of goods through its waterway systems with a total commodity value of \$32.9 billion.²² Much of the cargo was moved along the Mississippi, Illinois, and Ohio rivers, but over 23 million short tons were moved through its two Great Lakes ports.²³ The largest commodities moved through the system were breakbulk cargo such as gravel, sand, cement, and concrete. The estimated economic impact in Illinois was \$830 million, supporting 2,943 direct jobs and generating \$202 million in federal, state, and local taxes.²⁴

STATE ASSISTANCE

In Illinois, Port Districts are created through individual public acts. For instance, the Illinois International Port District was created in the Illinois International Port District Act (70 ILCS 1810) by the Illinois General Assembly in 1951.²⁵ Port districts are created as political subdivisions with rights given to municipal corporations with tax-exempt status, and the authority to issue bonds or raise taxes on a district by district basis.²⁶

Department of Commerce and Economic Opportunity

There are state-level loan opportunities for Port Districts in Illinois through the Department of Commerce and Economic Opportunity from the Port Development Revolving Loan Fund Program. This fund was created by Public Act 90-0785 in 2006, and provides loans to ports from an initial investment of \$3 million. The money is awarded to port districts for projects that "facilitate and enhance the utilization of Illinois' navigable waterways or the development of inland intermodal freight facilities."²⁷ The loans are competitive, and restricted to the funds available through state appropriations. The fund can be used to pay for up to 50% of a project's total cost and comes with a 5% interest rate. An additional \$1 million was added to the Port Development Revolving Loan Fund in 2019.²⁸

Illinois Competitive Freight Program

The Illinois Department of Transportation focuses its efforts and funding on the road and highway system with very little support to Port Districts. In IDOT's Illinois State Freight Plan, the relationship between ports and IDOT is stated as, "Although port development generally involves private industry, IDOT supports freight movement to and from port facilities by providing access and maintenance of state-maintained roadways."

While the department does not specifically earmark state revenue to ports, it does allocate federal funding to Port Districts. In February of 2018 the state announced the Illinois Competitive Freight Program, an application based competitive grant program to allocate the \$225 million of National Highway Freight Program funds the state would

receive from the FAST Act.²⁹ Through this program, IDOT distributed over \$13 million in federal funds to ports for infrastructure improvements. The Cook County Department of Transportation and Highways sponsored applications for the Illinois International Port District that received almost \$11 million.

TECHNICAL ASSISTANCE

In 2019, IDOT funded the “Illinois Marine Transportation System Plan and Economic Impact Analysis Study.”³⁰ The study will conduct stakeholder analysis in developing port, waterway and system-level identification of needs and make programmatic recommendations for action. In the Fall Planning Conference in October of 2019, preliminary themes that had been identified through stakeholder analysis included lack of designated state funding and grant assistance.³¹

HIGHLIGHTED PORT - ILLINOIS INTERNATIONAL PORT DISTRICT

The Illinois International Port District (IIPD), also referred to as the Port of Chicago, is home to two terminals for maritime commercial activity within the city limits of Chicago, Illinois. The Iroquois Landing terminal, operated by the North America Stevedoring Company, is located at the mouth of the Calumet River on Lake Michigan. It is a 190-acre, open paved terminal with 3,000 linear feet of ship and barge berthing space and a navigation depth of 27 feet. The Lake Calumet facility, much larger at 1,600 acres, is located inland at the junction of the Grand and Little Calumet Rivers. The Lake Calumet facility has unique access to six of the seven North American Class I railroads.

The Port is able to issue bonds, but has no taxing authority to raise revenue. In 2017, the IIPD handled 17.4 million short tons of cargo through its docks. The IIPD is a landlord port and operates Federal Trade Zone 22, a dedicated geographic area where goods are considered to be outside the customs territory. The FTZ program provides benefits for tenants at the port to store for distribution and perform some production activities on the IIPD grounds with varying levels of duty exemption and deferral. The port has also benefited from the Tax Increment Financing (TIF) program in Chicago, a financial tool that the city uses to spur economic development in designated neighborhoods.³²

The IIPD does not currently receive funding from the state, but in November of 2017, the State of Illinois signed into law Public Act 100-0546 which forgave a loan of over \$14 million that the Illinois International Port District had taken out nearly 40 years prior to improve the capacity of the Iroquois Landing port facilities. The loan had no money ever repaid to it, as the port district was never profitable enough to have to make a repayment according to the terms of the loan.



INFRASTRUCTURE

Indiana waterways make up an approximately 400-mile maritime transportation system. These waterways include Lake Michigan and the Ohio River. The system incorporates three publicly-owned ports including Burns Harbor (Indiana's International Port), Jeffersonville (Clark Maritime Centre), and Mount Vernon (Southwind Maritime Centre). The Ports of Indiana (also known as the Indiana Port Commission) oversees these three public port locations and serves as a state-wide port authority. The Commission manages responsibilities related to construction, maintenance, and operations at the three public ports. The Ports of Indiana at Jeffersonville and Mount Vernon are located on the Ohio River, while the Port of Indiana at Burns Harbor is located on Lake Michigan.³³ Ports not included within the Indiana Port Commission are generally privately owned and operated with the exception of some local-level ports under the jurisdiction of local port authorities and municipal governments.³⁴

In 2017, approximately 30.3 million tons of cargo, valued at \$6.12 billion, were handled through Lake Michigan terminals, of the state's 61.5 million total tons. Top commodities included iron/steel, coal, and aggregates.³⁵ The maritime industry in Indiana supports 66,158 total jobs in Indiana as of 2018.³⁶ Self-reported estimates from the Ports of Indiana suggest that the public ports generate approximately \$13 billion in direct economic activity at the Ports of Indiana.³⁷ Additional estimates from 2015 cite total economic impact of maritime activity in Indiana at approximately \$21.5 billion.³⁸

STATE ASSISTANCE

To support the maritime industry, the Indiana General Assembly created the Ports of Indiana in 1961 through Indiana Code, Title 8, Article 10.³⁹ This legislation supports the authority of the Ports of Indiana as a governing body over state-owned maritime properties, and describes the general structure and regulations within the state-wide port system.⁴⁰ This state-level port authority follows similar models to state port authorities in the mid-Atlantic and southern states.

State Appropriations

Initially, the Ports of Indiana received funding appropriated by the state to purchase land and construct the public ports. The Indiana General Assembly appropriated initial funding of \$15 million in 1965, and an additional \$10 million over the next two years via cigarette tax revenue to construct a port on Lake Michigan. In 1971, the Indiana General Assembly also appropriated a \$1 million grant for construction of port infrastructure on the Ohio River.⁴¹ Previous practice allowed the Port Commission to lobby for state funding on an annual basis (however this practice was discontinued in the early 2000s).⁴² In total, state appropriations for public ports was approximately \$90 million.⁴³

The Ports of Indiana are currently self-funded.⁴⁴ In the last 15 years, no funding has been allocated to the Ports of Indiana by the Indiana Department of Transportation (INDOT) or other state-level public sources. Through additional legislation passed in 2003, the Ports of Indiana does have authority to issue revenue bonds to finance costs associated with port-related projects. These bonds are payable from port revenue.^{45,46} The Ports of Indiana does

not hold any authority to levy taxes directly, nor does it use tax dollars as part of its operating revenue.⁴⁷

TECHNICAL ASSISTANCE

There appears to be some collaboration between the INDOT and the Ports of Indiana as demonstrated through inclusion of ports and waterways in the Indiana Freight Plan. However, INDOT does not allocate significant staff or resources to ports and waterways given the current model implemented with the Ports of Indiana.⁴⁸

HIGHLIGHTED PORT - BURNS HARBOR (INDIANA’S INTERNATIONAL PORT)

The Port of Indiana-Burns Harbor is located on Lake Michigan, and represents Indiana’s only publicly-owned port on the Great Lakes. The port has multimodal access to highways (I-80, I-94, I-65, I-57, Indiana 12, Indiana 20) and Class I rail. It includes approximately 600-acres of property with 125,000 tons of liquid storage space, 90,000 square feet of indoor storage for bulk cargo, four on-dock warehouses (330,000 sq. feet), 55 acres of paved lay-down area, seven cranes, a Ro-Ro dock, and is a London Metal Exchange approved facility.⁴⁹ The port also serves 30 on-site tenants. Approximately 8.7 million tons were moved through Burns Harbor in 2017.⁵⁰ Most commonly moved commodities include coal, limestone, iron ore, steel, grain, petroleum products, and general cargo.⁵¹ Recent estimates suggest the port supports approximately 29,825 direct jobs.⁵² In total, economic activity for the Ports of Indiana at Burns Harbor is estimated at approximately \$4.9 billion.

Under the Ports of Indiana, Burns Harbor is generally self-funded. As such, the Port of Indiana-Burns Harbor has not utilized state-level funding or levied taxes.⁵³ State audits for the Ports of Indiana report operating revenues for all three public ports at approximately \$13.5 million. Additional revenue sources include federal appropriations.⁵⁴ With respect to capital projects, the Ports of Indiana maintains a pool of potential projects selected based on customers, maintenance, and other need-based considerations. Generally, the Port Commission utilizes its own capital as the major source of funding for investment projects. Sources at the Ports of Indiana also identified federal-level sources as potential funding depending on the project. Currently, the Ports of Indiana has approximately \$40 million worth of ongoing infrastructure projects. They are roughly 55% self-funded, with the balance coming from federal sources.⁵⁵ The Port of Indiana-Burns Harbor has \$9.85 million in funding from the FAST Act for a \$20 million infrastructure project to expand the port, for example.⁵⁶ While the Ports of Indiana does not seek public funding at the state-level, it does pursue private sector partnerships and investment for capital projects depending on beneficiaries.⁵⁷



INFRASTRUCTURE

The maritime transportation system in Minnesota consists of two primary systems, the Mississippi River System and the Saint Lawrence Seaway. This system includes 183.8 miles of the Mississippi River, 24.5 miles of the Saint Croix River, and 14.7 miles of the Minnesota River. The Saint Lawrence system includes 189 miles of shoreline on Lake Superior, with four ports.⁵⁸ It is estimated that approximately 80% of Minnesota's tonnage moved through ports on Lake Superior in 2016. The remaining 20% of tonnage occurred through the river ports.⁵⁹ Approximately 47.4 million tons were moved through Minnesota ports in 2017, with 32.8 million tons moved specifically through Lake Superior. The top three commodities moved through this system include iron/steel, grains, and aggregates. Overall, cargoes are typically dry-bulk or non-containerized.⁶⁰ This activity generated approximately 12,045 Minnesota jobs and an estimated \$1 billion in direct business revenue.⁶¹

To support this system, ports and related infrastructure involve a combination of private and public entities. Public entities are responsible for system-wide maintenance and security activities. Notable state-level public entities include the Duluth Seaway Port Authority and the St. Paul Port Authority. These port authorities own land and terminals as well as conduct economic development activities. Other notable stakeholders include the applicable municipal governments that own the surrounding land and terminals. These include additional municipal governments in Minneapolis, Red Wing, and Winona. The port authorities and municipal governments mentioned above typically lease out terminal operations to private companies through leasing agreements and other contracts. These private entities generally oversee daily operations occurring within the terminals. Generally, port locations beyond the ones mentioned above are owned and operated by private entities.⁶²

STATE ASSISTANCE

In Minnesota, there are a number of methods in which the state provides public assistance to the maritime industry, and specifically public ports. Municipal governments and port authorities are granted a number of legislative powers to promote the maritime industry and public ports. Minnesota port authorities may issue bonds, and have the ability to make requests to the respective municipal government to levy additional taxes via Minnesota Statutes Section 469.053 Subd. 4a.⁶³ Additionally, seaway port authorities have legislative power to levy taxes directly as special taxing districts through Minnesota Statute 275.066⁶⁴. State-level funding opportunities and grant programs are also generally available for ports through the Minnesota Department of Transportation (MnDOT) and the Minnesota Department of Employment and Economic Development (DEED).

MnDOT Port Development Assistance Program

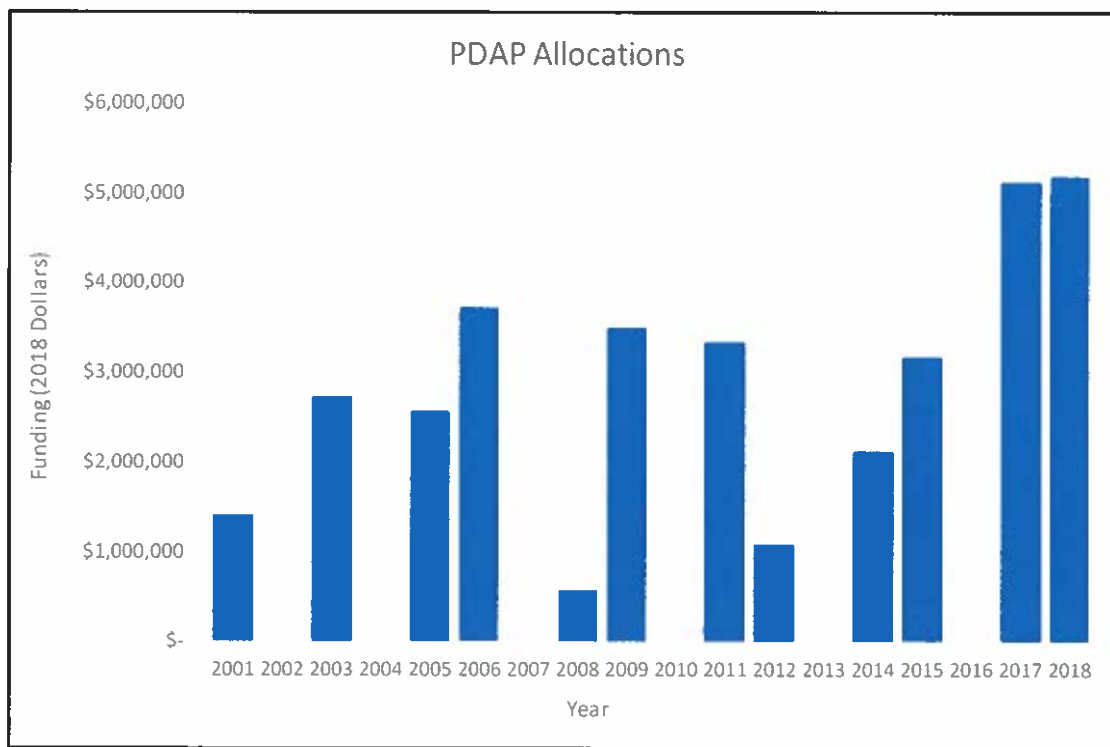
Public support of the port system in Minnesota primarily operates through the Port Development Assistance Program (PDAP).⁶⁵ To support port infrastructure, port authorities and MnDOT convene twice annually to develop infrastructure planning and priorities. This priority list is submitted to the Minnesota Legislature for funding consideration. PDAP was originally developed in 1991 through Minnesota Statute 457A.01-457A.06 to provide funding to port authorities for facility and infrastructure improvement projects at public ports. The program does not cover projects related to ongoing maintenance of infrastructure nor can the funding be used for private terminals/

facilities. The funding may contribute to up to 80 percent of the project budget and requires local matching of at least 20 percent.⁶⁶

MnDOT allocates this funding from a revolving fund to recipients via grants or loans. PDAP is generally bond funded, however the program has also received funding through General Funds in some cases. Loans are disseminated for projects that are associated with an increase in revenue at the port. Grants are allocated for projects where no revenue increase is projected to result. As of 2018, PDAP has exclusively issued grants under the program.⁶⁷ The amount allocated for PDAP generally ranges from \$3-5 million every bonding year.⁶⁸ Criteria for funding in PDAP considers the following factors: 1) the amount of cargo moved through the port; 2) enhancement of boat construction and repairs; 3) associated economic development benefits of the project; 4) associated local and regional benefits of the project; 5) the entity's ability to repay the loan (if applicable).⁶⁹

Since 1994, MnDOT has granted a total of \$40.2 million in funding via PDAP.⁷⁰ The projects generally involved improvements related to dredging in dock areas, dock wall construction, storage facility expansion, facility and road rehabilitation, and land access projects. In 2018, \$5.3 million was awarded in funding. Previous total funding allocations are enumerated in the table below.^{71,72,73}

Figure 1



Minnesota Department of Employment and Economic Development (DEED)

In addition to opportunities available through MnDOT, state legislation allows port authorities eligibility for funding opportunities through DEED. These funding programs include the Redevelopment Grant Program, the Minnesota Investment Fund, the Transportation Economic Development program, as well as other opportunities.⁷⁴

The Redevelopment Grant Program provides funding opportunities for redevelopment projects related to industrial or commercial sites. Grant funding is allowed to finance up to half of project costs with a 50 percent matching option. Projects competing for Redevelopment Grant funding must demonstrate either an increase in the tax base or job creation. These criteria generally limit the types of projects that may be eligible at a port.⁷⁵ Historically, the

St. Paul Port Authority is the only maritime entity that has leveraged this funding opportunity for amounts up to \$2.3 million (2001) per grant.⁷⁶ These projects have generally focused on industrial redevelopment rather than infrastructure improvements. Through a partnership with the MnDOT, DEED also facilitates a Transportation Economic Development program that existing documentation has identified as a potential source of funding for ports in the future. DEED also oversees the Contamination Cleanup and Investigation Grant Program. However, this grant program may fall outside the scope of this study given its assistance to ports is not necessarily infrastructure focused.⁷⁷

TECHNICAL ASSISTANCE

From a policy perspective, the Minnesota Department of Transportation (MnDOT) demonstrates support for ports and waterway systems through the inclusion of ports in the Minnesota Statewide Freight System Plan, and emphasis on multimodal systems. Inclusion of ports and waterway systems on the Transportation Advisory Board also supports this prioritization of maritime transportation. The Minnesota Department of Transportation's Office of Freight and Commercial Vehicle Operations created a Ports and Waterways Plan in 2013. The report outlines existing infrastructure, coordination for future infrastructure planning, funding sources, as well as a number of recommendations and strategies for maritime infrastructure through 2030.⁷⁸

HIGHLIGHTED PORT -PORT OF DULUTH

The Port of Duluth is located on Lake Superior, and includes 20 privately owned docks. The Port also has a general cargo terminal, fueling depot, and tug/barge services.⁷⁹ The Port of Duluth-Superior supported 7,881 total jobs⁸⁰ and moved 9.5 million tons in 2017.⁸¹ The biggest commodities moved through the Port included iron ore and coal. Port business generated an economic impact of approximately \$1.357 billion in 2017.⁸² To support operations at the Port of Duluth, the Duluth Seaway Port Authority (DSPA) oversees management activities and has utilized state-level assistance programs as follows.

First, DSPA utilizes funding via taxes levied on an annual basis. As a seaway port authority, DSPA has the authority to levy taxes directly as a revenue source. In 2019, this tax revenue was used for community outreach and engagement, capital projects, and maintenance work. A majority of revenue from property taxes is generally invested directly into the terminal and capital projects.⁸³ Since 2017, DSPA has received approximately \$1 million in revenue annually from property taxes (roughly 20% of total revenue).⁸⁴

Second, DSPA identifies PDAP as a critical funding opportunity for infrastructure improvement and expansion projects. Between 1999 and 2017, DSPA utilized approximately \$14.5 million in PDAP funding.⁸⁵ On average, DSPA maintains a pool of projects eligible for PDAP funding. The current pool of projects includes \$10-15 million of infrastructure work (of which a fraction is able to be funded). Typically, PDAP funds make up roughly 40% of a total budget for large-scale infrastructure projects at the Port of Duluth. Sourcing from DSPA also suggests that PDAP funds play a critical role in leveraging additional project funding.⁸⁶ In 2018, DSPA was awarded \$2.3 million in funding via PDAP. The \$4.4 million project largely involved adding an additional mooring and storage area, dredging, dock repairs, and supporting the Duluth Intermodal Terminal.⁸⁷ This funding appears to be part of Phase I of DSPA's revitalization and expansion work. The Duluth Port Logistics Hub 2020 Revitalization & Expansion project also uses funding sources such as MARAD PIDP and committed DSPA funds.⁸⁸

To fund capital projects, DSPA typically monitors a pool of projects that could be initiated depending on the available opportunities for funding. These projects are prioritized based on available funding opportunities and needs. Estimated project budgets are generated prior to pursuing funding opportunities. Depending on the project and opportunities available, DSPA will generally pursue either state or federal funding programs first in order to leverage additional funding. This process highlights the importance of state funding opportunities through direct impact as well as their role in leveraging additional funding.⁸⁹



INFRASTRUCTURE

The Maritime Transportation System in Ohio utilizes two main waterways—Lake Erie and the Ohio River, though these two systems generally operate separately.⁹⁰ The system was responsible for moving 83 million tons of cargo in 2017, supporting 33,168 jobs and generating \$3.7 billion in economic activity.⁹¹

There are eight principal ports on the state’s 312 miles of Lake Erie, the two most important of which are Cleveland and Toledo.⁹² These ports handled more than 13 million and 9 million tons of cargo in 2017, respectively.⁹³ When taken together, this accounts for about 60% of the 36 million tons moved on Lake Erie that year.⁹⁴ There are also private docks in and around both ports, and elsewhere on Lake Erie.⁹⁵ Ohio’s Lake Erie ports handle primarily bulk and secondarily breakbulk cargoes.⁹⁶

There are 118 terminals on the state’s portion of the Ohio River. These terminals are mostly privately owned and do not provide general cargo service.⁹⁷

Section 4582 of the Ohio Revised Code governs Port Authorities in Ohio. Ohio Port Authorities are independent local government units that can perform a wide range of activities and need not be associated with a seaport or maritime transportation.⁹⁸ Among their increased funding capabilities, Ohio ports may issue bonds or ask voters to approve the levying of a property tax.⁹⁹ There are 61 such Port Authorities in Ohio, most of which have an economic development focus. Twenty-seven have water proximity, yet some of these perform only economic development related functions.¹⁰⁰ The below consideration of funding for ports focuses on those that perform some maritime transportation function.

STATE ASSISTANCE

In the state of Ohio, the Maritime Assistance Program is the primary infrastructure investment funding source available to ports. Secondarily, Ohio Rail Development Commission grants, the State Infrastructure Bank and JobOhio funding may be available. The Ohio Department of Transportation also provides technical assistance to ports and conducts maritime research and planning.

Maritime Assistance Program (MAP)

Ohio’s Maritime Assistance Program is a new program established through the State’s biennial budget, HB 166. Administered by the Ohio Department of Transportation (ODOT), the Maritime Assistance Program is a grant program requiring a 50% match from grantee entities. It is capitalized by Ohio’s General Revenue Fund, providing a total of \$23 Million—\$11 Million in fiscal year 2020, and \$12 Million in fiscal year 2021. An ODOT official estimated this funding to make up about 80% of the public investment in maritime ports’ infrastructure improvements in the state.

The program is governed by a number of eligibility, application, and use criteria. First, the recipient must be a port authority, with an active marine cargo terminal located within a federal qualified opportunity zone on the Ohio

River, Lake Erie, or a Lake Erie tributary. Applicants must also show a business justification, and how the investment will impact the efficiency or capacity of cargo operations. Importantly, if the proposed project does not fulfill a supply chain need or result in new or increased cargo, it is ineligible for the program. Finally, there are several possible ways ports could use the funds. An ODOT official involved with the program characterized it as “anything the ports could want to spend money on.”

Ohio Rail Development Commission (ORDC)

The Ohio Rail Development Commission can award grants to any project with a ‘rail nexus,’ including projects at maritime ports. A Commission Official could not name a project that occurred within the last 10 years, but asserted that such projects had occurred in the past. One such example involved a terminal project at the Port of Cleveland connecting Class 1 rail.

State Infrastructure Bank (SIB)

The State Infrastructure Bank in Ohio is a direct loan and bond financing program administered by ODOT and authorized by Chapter 5531 of the Ohio Revised Code. The SIB is designed to be a method of funding highway, rail, intermodal and other transportation facility projects that will produce revenue and advance Ohio’s transportation system connectivity and competitiveness. The SIB is a revolving-loan program. Loan funds repaid to ODOT are loaned to new projects.¹⁰¹

The SIB was originally capitalized with \$40 million from the state’s general revenue fund, \$10 million from state fuel taxes and \$87 million in Title 23 Federal Highway funds. As of June 2019, the SIB had \$14,020,950 available for federal-eligible projects and \$4,596,720 available for state-eligible projects.¹⁰²

JobsOhio

JobsOhio, Ohio’s economic development corporation, can also help to fund some infrastructure projects at Ohio ports. JobsOhio has a job creation focus, and will work with the Jobs and Commerce department within ODOT to assist with projects designed to overcome infrastructure challenges inhibiting business development and job creation. These are surface-transportation focused and, where ports are involved, serve land-side connectivity interests.

TECHNICAL ASSISTANCE

The Ohio Department of Transportation provides technical assistance to maritime ports in Ohio, through statewide research and planning, facilitating stakeholder involvement, and intergovernmental relations.

ODOT devotes a small portion of its budget to statewide maritime research and planning. As with most state DOTs, ODOT’s budget is sourced heavily by federal highway aid passed down to the state. Federal law dictates the state set aside 2% of this aid apportionment for statewide planning and research.¹⁰³ A quarter of this set aside must be used for research purposes which can include transportation alternatives and intermodal system research, but most of these projects are highway focused.¹⁰⁴ To illustrate, ODOT has just one employee that works on maritime transportation, on which he spends about half of his time.

Research products related to the Ohio Maritime System include economic impact studies, the Ohio Maritime Strategy, and the Ohio Maritime Study.¹⁰⁵ The Ohio Maritime Study ran from September 2016 to February 2018,¹⁰⁶ and, importantly, helped bring about the Maritime Assistance Program in the 2019 Ohio Budget.¹⁰⁷

ODOT has facilitated the interaction of key stakeholders and helped ports to organize associations where there are common interests and activities better undertaken together. Such examples include assisting ports in engaging with the legislature and promoting education of the maritime industry among policymakers and business leaders. The Department has also helped ports persuade the U.S. Army Corps of Engineers to move boundaries of their statistical reporting areas to more accurately cover ports. This data is important because the ports, ODOT, and other stakeholders use it to lobby Congress and for grant applications.

HIGHLIGHTED PORTS – PORT OF CLEVELAND AND PORT OF TOLEDO

Cleveland:

The Port of Cleveland maintains seaway draft terminals and a 45-acre bulk terminal. The Port has immediate access to I-90 and is serviced by two Class 1 Railroads: CSX & Norfolk Southern. Through Spliethoff's Cleveland – Europe Express, Cleveland is the only port on the Great Lakes with a dedicated container service. However, the containerized cargoes are typically industrial goods, rather than consumer packaged goods that comprise containerized cargo at the coastal ports.

The Port's public investment dollars come primarily in the form of federal grants. Some funding for projects comes from JobsOhio as well. The Port says it plans to utilize the Maritime Assistance Program. In addition, the Port raises about 3.1 million, or one-third of their operating budget from a county-wide millage, levied at 0.13 mills.¹⁰⁸

In February 2020, it was announced that the Port will be receiving an \$11 million dollar grant from the U.S Department of Transportation.¹⁰⁹ The funds will be used to repair the port's docks, rehabilitate a rail spur, and complete other port modernization projects. The grant will be matched with \$5.9 million in local funds.

Toledo:

The Port of Toledo consists of 15 terminals, has on dock class 1 rail, and access to I-75. The Toledo-Lucas County Port Authority does impose a millage of .40 mills, which generates around \$2.4 million for the port. However, the funds are used for investment, debt service, and economic development programs, not seaport operations. Of this amount, \$350,000 is contributed to community grants, while the remainder is used for debt service and infrastructure development.

In February 2020, it was announced that the Port will be receiving an \$16 million dollar grant from the US Department of Transportation.¹¹⁰ The funding will be used to repair the dock wall at Facility 1, the Port's general cargo Terminal. The USDOT funding will be matched with \$4 million in local funds. The Port expects to procure these funds from the state through Ohio's Maritime Assistance Program. If they are unable to procure MAP funding, the Port will utilize its own funds and split the expense with its terminal operator, Midwest Terminals.



INFRASTRUCTURE

The maritime transportation system in Wisconsin consists of multiple bodies of water, including the Mississippi River, and over 1000 shore-miles on the Great Lakes Michigan and Superior.¹¹¹ The system was responsible for moving 33 million tons of cargo in 2017, supporting 7,484 jobs, and generating \$1.4 billion in economic activity.¹¹² Nearly 31 million of Wisconsin's 33 million tons of cargo were moved on the Great Lakes.¹¹³

The Wisconsin Commercial Ports Association identifies seven commercial freight ports in the state, the tonnage leaders of which are Superior and Milwaukee.¹¹⁴ The Port of Superior, Wisconsin, located at the western end of Lake Superior, is considered a 'twin port' with the Port of Duluth, Minnesota and is thus known as the Port of Duluth-Superior. The port is responsible for about 35 million tons of bulk and breakbulk cargo annually.¹¹⁵ Duluth-Superior is highlighted in the Minnesota section on page 14. Port Milwaukee is located on Lake Michigan's southwest shore and handles more than 2.5 million tons of cargo annually.¹¹⁶

STATE ASSISTANCE

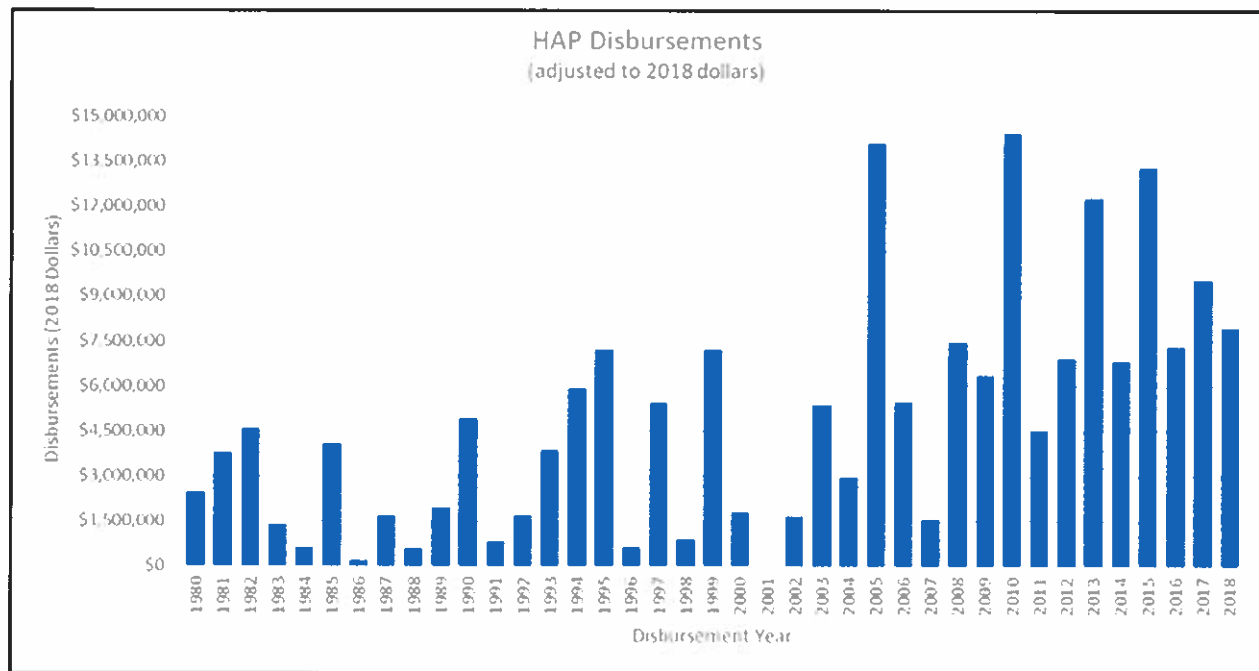
The Wisconsin Department of Transportation (WisDOT) has a number of programs that are available to provide ports with funding for infrastructure improvements and capital needs.¹¹⁷ In order to receive any state grant assistance, ports must provide a three-year improvement plan with their grant application. These plans often serve as the planning document for port facilities in the state.

Harbor Assistance Program (HAP)

The Harbor Assistance Program, created in 1979, is designed to improve and maintain waterborne commerce in Wisconsin's harbor communities along the Great Lakes and Mississippi river. The funds are not restricted to commercial ports that move cargo, but are also available to shipbuilding, commercial fishing and ferry service ports. Both public and private port facilities are eligible to sponsor a grant application under the program. The Wisconsin Department of Transportation has identified 29 eligible communities for funding under HAP.¹¹⁸ From 1980-2018, 22 of these have made use of these funds through 114 grants totaling \$147,082,515.¹¹⁹ HAP Grants can be used to cover up to 80% of project costs or 50% of local project costs where federal funding through USACE is involved.¹²⁰

Projects that may be funded by HAP include dockwall construction or maintenance, dredging and dredged material disposal, or for other improvements "related to the physical needs of a port" that will maintain or improve the port's cargo or passenger transportation capabilities.¹²¹ Projects must pass a cost-benefit analysis, and be a part of the port's three year development plan.¹²²

Figure 2



Transportation Economic Assistance (TEA)

The Transportation Economic Assistance program provides 50% matching grants to governing bodies and private businesses for road, rail, port, or airport transportation improvement projects that will attract or retain businesses to Wisconsin. TEA program projects must begin within three years of project agreement, be endorsed by the local government, and carry public benefits.

The TEA program is capitalized with \$3.4 million each fiscal year. Program grants can be for up to \$1 million, and the recipient 50% match can come from any variety of federal, local government, or private sources or in-kind services.¹²³

While theoretically open to use by ports, through August 2019 just one TEA program grant has been awarded for maritime purposes. In 2002, K&K Warehousing was awarded \$152,814 to dredge a 700' x 100' section of the Fox River in Green Bay to a depth of 24 feet to provide necessary draft for ocean going vessels.¹²⁴

Multimodal Local Supplement (MLS)

The 2019-2021 biennial budget includes a one-time \$75 million dollar allotment of general purpose revenue funding. The program is not subject to any specific statutory parameters. Funding through the MLS is intended for new projects involving roads, bridges, railroads, harbors, transit capital and facility projects, or bicycle and pedestrian accommodations. Both local and tribal governments may receive the matching MLS grants, which can cover up to 90% of eligible project costs. For ports, funding is available for harbor dredging, infrastructure expansion and repair of dock walls.¹²⁵

Freight Railroad Infrastructure Improvement Program (FRIIP)

The Freight Railroad Infrastructure Improvement Program was created in 1977 to help avoid freight rail service interruptions in a time characterized by railroad bankruptcies.¹²⁶ While ports' use of FRIIP is not common, the Port of Milwaukee has received a total of \$6,889,624 in grants over the years 2006, 2015, 2017 and 2019 for track installation and repair.¹²⁷

Wisconsin State Infrastructure Bank (SIB)

The State Infrastructure Bank program is another potential source of funding for ports in Wisconsin. The SIB is a revolving loan program for infrastructure improvements initially capitalized with \$1.5 million in federal funds and \$375,000 in state funds. SIB loans have subsidized interest rates that typically beat market rates. As of December 2019, the program has approximately \$3 million in assets between current loans and cash on hand.¹²⁸

Wisconsin Economic Development Corporation (WEDC)

Finally, the Wisconsin Economic Development Corporation is a potential source of funding for maritime infrastructure projects that advance economic and job growth in the state. WEDC is able to provide funding through a number of methods, including bonds, grants, loans, investor credits and tax credits. In 2013, WEDC awarded a \$50,000 grant to the Port of Milwaukee to support a Foreign Trade Zone program.¹²⁹ WEDC funding in the maritime sector has also gone toward promoting shipbuilding operations.¹³⁰

TECHNICAL ASSISTANCE

The Wisconsin Department of Transportation houses the Bureau of Transit, Local Roads, Railroads & Harbors which can support ports with technical assistance.¹³¹ The Bureau employs a ports and waterways specialist. WisDOT contributes to port research and planning, though it is supplemented by the Port Development Initiative of the Wisconsin Commercial Ports Association (WCPA).¹³² The WCPA has been working with the Center for Freight Infrastructure Research and Education (CFIRE) since 2013 to assess and develop a strategic plan for Wisconsin's commercial ports. The Center has worked in partnership with several state agencies and other stakeholders, like WisDOT, WEDC, and State Universities.¹³³

HIGHLIGHTED PORT - MILWAUKEE

Port Milwaukee, located on Lake Michigan's Southwest shore, has 16 berths at maximum seaway draft, and 2 dedicated barge berths. The Port has direct access to I-94/794, and two class I railroads, Union Pacific, and Canadian Pacific. The Port has access to the Mississippi river system via the Illinois river.¹³⁴

Port Milwaukee is a Department within the City of Milwaukee government.¹³⁵ The Port does not receive any of its operating budget or any tax millage from the city. Rather, Port Milwaukee's excess revenues are contributed to the City's tax stabilization fund.¹³⁶ However, the city does contribute to capital improvements at the Port.

The Port has received a number of grants from the above state sources, including HAP, FRIIP and WEDC. The Port may make use of these and other public sources to make repairs to their facilities damaged by an "unprecedented" storm the weekend of January 11, 2020.¹³⁷ Most of the damage sustained was to the Port's rail infrastructure.¹³⁸ In addition, the Port is planning improvements to its rail infrastructure and hopes to make use of state grants, and rail programs like FRIIP.

In February 2020, it was announced that the Port will be receiving a \$15.9 million federal PIDP grant to construct an agricultural commodity transload facility to export bulk shipments of grain.¹³⁹ The funds will be matched with \$4.9 million in state funds from the Harbor Assistance Program, a \$4.3 million local match from the Port, and \$6.2 million from the agriculture company DeLong.¹⁴⁰



INFRASTRUCTURE

The State of Florida has fourteen independent deep-water seaports along 8,436 miles of ocean shoreline. Florida ports have two unique operational models.¹⁴¹ The landlord/tenant model refers to a port that owns the land and water of that port and collects rent from tenants that operate at the port. Conversely, ports employing the operational business model operate the equipment at the port and are responsible for moving cargo. Florida has strong trade partners due in part to its positioning near Central America, South America, and the Caribbean. Waterborne trade is the leading vehicle of the state's total trade at 55.3%.¹⁴² The total economic value of activity at Florida seaports is estimated at nearly \$117.6 billion.¹⁴³

STATE ASSISTANCE

The State of Florida's deep-water seaports are all independent public-private entities and compete with one another in the trade market. Therefore, the State of Florida does not have a centralized port authority. Instead, the ports jointly created the Florida Ports Council. The Florida Ports Council is an independent non-governmental lobbying firm that works with the state government. The council is paid for by dues provided by each port, with dues varying by volume and revenue at specific ports.¹⁴⁴ A massive state commitment has been made over the last decade to prioritize freight and passenger mobility projects as Florida works to develop cargo and cruise terminals to enhance the state's global competitiveness. This has resulted in state government investments in Florida ports that surpass \$1.4 billion.¹⁴⁵

Florida Seaport Transportation and Economic Development Program (FSTED)

The Florida Seaport Transportation and Economic Development Program (FSTED) is carried out by a council comprised of representatives from Florida seaport's, Florida Department of Economic Opportunity (FDEO) and Florida Department of Transportation (FDOT). The council evaluates projects submitted by Florida Seaports based on a local commitment to meet the community's strategic objectives. The program allocates a minimum of \$25 million annually for seaport improvements, requiring a 50% match by ports. An additional sub-program allocates \$1 million for seaport security projects.¹⁴⁶ Projects that are directly related to water, like improvements to a berth, are 75/25 matches (government 75%, port 25%). Upland projects, like increased storage for containers, are always 50/50 matches.

Strategic Port Investment Initiative (SPII)

The Strategic Port Investment Initiative (SPII) is an FDOT-managed fund that began in fiscal year 2012-2013. A minimum of \$35 million is available annually from the State Transportation Trust Fund to fund the SPII. The funds are set aside for projects that meet the state's economic development goals of becoming a hub for trade, logistics, and export-oriented activities.¹⁴⁷ The state funds are matched by the local port in a 50/50 match requirement.

Strategic Intermodal System (SIS) Funding Strategy

The Strategic Intermodal System encompasses all of the transportation facilities of the state significant to inter-regional, interstate, and international travel. A pool of funding administered by FDOT is used to fund strategic infrastructure improvements through their SIS Funding Strategy. In the adopted 5-year plan for FY2020-FY2025, the Strategic Intermodal System will contribute over \$285 million to seaport capacity improvements, matched by \$193 million in local funds.¹⁴⁸

Intermodal Logistics Center (ILC)

The Intermodal Logistics Center is an FDOT-managed grant allocating \$5 million annually to a facility or group of facilities, that serve as a point of transfer for freight in a specific area whose services are designed to support or be supported by conveyance or shipping through one or more Florida seaports. There is a maximum award of \$2.5 million per entity.

State Infrastructure Bank (SIB)

The State Infrastructure Bank (SIB) is a loan and credit enhancement program administered by FDOT and consisting of two separate accounts – the federally-funded account which is capitalized by federal money matched with state money and the state-funded account which is capitalized by state money and bond proceeds.

TECHNICAL ASSISTANCE

Florida's Department of Transportation is very active in the state's maritime operations. FDOT has a dedicated office reserved for seaport operations with a staff of nine people.¹⁴⁹ The office works with ports in the state and assists with planning and funding strategic seaport projects, and assists with seaport-related issues. The office is responsible for statewide seaport system planning, coordinating with statewide freight planning, project management, and coordinating seaport infrastructure projects with the seaports in Florida.¹⁵⁰

HIGHLIGHTED PORT - PORT OF PALM BEACH

Palm Beach is a port on the east coast of Florida with access to the Atlantic Ocean. It is a landlord port and has over 30 active tenants. The Port of Palm Beach and its tenants contribute \$260 million in business revenue and \$12 million in state and federal tax revenues.¹⁵¹ The Port of Palm Beach is classified as a deep-water port and usage of the port for maritime activities is prioritized over other uses unrelated to waterborne commerce.¹⁵²

The Port of Palm Beach serves as an intermodal connection to Central Florida and the Treasure Coast. It is the fourth busiest container port within the State of Florida and the eighteenth busiest in the Continental United States.¹⁵³ The Port is within Foreign Trade Zone #135 and has on dock rail linked to six miles of port-owned track.¹⁵⁴ In Fiscal year 2019, the port handled 292,304 Twenty-foot Equivalent Units (TEUs), the standard unit for measuring containerized cargo. Tropical Shipping is the largest tenant of the Port of Palm Beach and provides intermodal transportation services to the Bahamas and the Caribbean through Palm Beach.

Other commodities that the Port of Palm Beach handles includes sugar, molasses, cement, fuels, water, produce, as well as break bulk items. In FY2019, the port handled 1.5 million tons of general cargo as well as 1 million tons of bulk and dry cargo.

The Port of Palm Beach's Master Plan 2012-2022 (last amended April 2017) embodies the port commission's vision for the next five and ten-year horizons. The Port of Palm Beach outlines future improvements in its Master Plan. The inclusion of these future projects makes it easier for the port to leverage funding. These future improvements include expansion of cargo laydown area, harbor and channel improvements, as well as increasing support for passengers utilizing the Port of Palm Beach's cruise terminal.¹⁵⁵



VIRGINIA

INFRASTRUCTURE

Virginia has 3,315 miles of coastline on the Atlantic Ocean and utilizes the natural harbor in Hampton Roads to center maritime operations. Major cities like Newport, Norfolk, Hampton, and Chesapeake are within the Hampton Roads area. Other waterways in the state include the James River and Elizabeth River. Port operations in the State of Virginia are directed by the Virginia Port Authority, which operates the Port of Virginia (POV). The Port of Virginia has the distinction of being a hub port, with over 30 international shipping lines offering services to and from Virginia providing connections to over 200 countries around the world.¹⁵⁶ In 2018, the Hampton roads harbor handled over 21 million short tons of general cargo, 189,000 short tons of breakbulk cargo, and 2,855,904 TEUs. The TEU figure from the POV accounted for 12.9% of the East Coast market share.¹⁵⁷ The POV operates six container terminals in Virginia, and identifies two general cargo terminals, three coal terminals, one refrigerated facility, four dry bulk and grain facilities, and six oil storage and handling facilities that are utilized in calculating the tonnage figures. Nearly 10 percent of the state's workforce are linked to activity at the POV's terminals, generating \$17.5 billion in annual compensation and \$1.4 billion in state and local taxes.

STATE ASSISTANCE

The Virginia General Assembly created the Virginia Port Authority (VPA) in 1952 as a political subdivision of the Commonwealth of Virginia to coordinate all port operations within the state. The VPA performs essential governmental functions that are intended to foster and stimulate cargoes and commerce through Virginia's ports. Virginia International Terminals (VIT) operates terminals and is a component of the VPA. The VPA is authorized to issue revenue bonds that are payable solely from the revenues of the port facilities for the purpose of paying some or all of the cost of any project that the VPA undertakes as it relates to acquisition, construction, reconstruction, or control of port facilities in Virginia.¹⁵⁸ Most of the funding available to the VPA comes from operations at terminals, with capital improvements being funded through long term debt and allocations of certain revenues collected by the Commonwealth. In FY2019, less than 1% of the VPA's operating revenue came from federal and state grants.

The VPA has received funding from the Virginia General Assembly in the form of one-time appropriations. In 2016, \$350 million was appropriated by the General Assembly to fund capital improvement projects at Norfolk International Terminals, and allocated another \$350 million in 2018 towards the Wider, Deeper, Safer dredging project.

Commonwealth Port Fund (CPF)

The Commonwealth Port Fund was established in 1986 by the Virginia General Assembly in order to support the capital needs of all ocean, river, or tributary ports within the Commonwealth.¹⁵⁹ The CPF is a scheduled allocation from the Commonwealth of Virginia's Transportation Trust Fund (VTTF). Revenues for the VTTF are primarily generated by state motor vehicle fuel and sales taxes. An aggregate of 4.2% from the VTTF is put forward to the CPF, with allocations contributing \$43.1 million in FY2019. Contributions from this fund are typically restricted to enhancement and major maintenance of VPA's terminal facilities through direct reimbursement or service of debt supported by CPF allocation. The VPA does not control the funds received from the CPF as they are subject to the economic conditions from which they are generated.

Port Opportunity Fund

The Port Opportunity Fund was created by the Virginia General Assembly in 2012 as a sub-fund of the Commonwealth Port Fund.¹⁶⁰ If the VPA's revenues from terminal operations during a fiscal year exceed terminal operating expenditures for that year by at least 5%, then the VPA can request that the Commonwealth transfer an amount equal to 5% of revenues from the given fiscal year's terminal operation. Money within this fund is used for the development and implementation of a national and international marketing program. The fund also provides incentives for expanding the use of Virginia Port Authority facilities for the import and export of containerized and non-containerized cargoes. Since the introduction of this fund, the requirements for transfers have been revised to an amount not exceeding \$2 million.

Port of Virginia Economic and Infrastructure Development Grant Fund & Program

The Port of Virginia Economic and Infrastructure Development Grant provides funds to qualified companies to locate new maritime-related employment centers or expand existing centers in specific localities in order to encourage and facilitate the growth of the Port of Virginia.¹⁶¹ These grants are administered by the Port of Virginia.¹⁶² The maximum amount of grant allowable per qualified company is \$500,000, while the maximum amount of Port of Virginia Grant allowed between qualified companies in a given fiscal year is \$5 million.

Virginia Waterway Maintenance Program

The Virginia General Assembly established the Virginia Waterway Maintenance Fund in May 2018 with the goal of supporting shallow draft dredging projects throughout the Commonwealth of Virginia.¹⁶³ Once each fiscal year, the Virginia Port Authority awards funds to support dredging projects that have been approved by the VPA.¹⁶⁴ The Virginia Waterway Maintenance Fund does not require any level of matching funds from the applicants.

TECHNICAL ASSISTANCE

Virginia's distinction as a state-wide port authority eliminates the need for competition within the state for federal and state funds. The VPA is able to operate from terminal revenues and the consistent allocation from the Commonwealth Port Fund and has received appropriations from the General Assembly, when needed. The VPA collaborates with the Virginia Maritime Association, which is a group that advocates for the maritime industry in Virginia. The VMA was established in 1920 with the goal to promote, protect, and encourage international and domestic trade through the ports of Virginia. The VMA seeks and advocates for the continued growth of Virginia's maritime industries and plays a significant leadership role to ensure that Virginia remains competitive as it relates to waterborne commerce.

HIGHLIGHTED PORT - RICHMOND MARINE TERMINAL

The Richmond Marine Terminal is the western terminus for commercial navigation on the James River and the westernmost commercial maritime port on the North Atlantic Coast.¹⁶⁵ The terminal offers 300,105 square feet of warehouse space, and 1,570 feet of wharfage.

In October 2016, the Port of Virginia entered into a 40-year lease with the City of Richmond which allowed the POV to rebrand Richmond's facilities as the Richmond Marine Terminal (RMT). The duration of the lease allowed the POV to take on a long-term perspective and make strategic investments that would ensure the sustainability of the terminal.

The POV's strategic plan for the inland terminals involved moving cargo closer to customers, extending the port's reach, and serving as a catalyst for economic development.¹⁶⁶ The utilization of the RMT and other inland terminals operated by the POV became more viable for both motor carriers and shippers with the mandated requirement

that all motor carriers utilize Electronic Logging Devices, as outlined in the Electronic Device Law. The mandatory usage of ELDs allows the POV to target customers within the reach of their inland ports. Motor carriers can reduce the amount of distance travelled and maximize the number of containers delivered during hours of service by taking advantage of inland port facilities operated by the POV. Utilizing available on-terminal space and facilities to provide value-added services to customers has also been a tool for attracting new business. The POV has used economic growth as a way to attract new customers and speculative development from outside the region or state to the Richmond Marine Terminal.

Critical to the success of the RMT is the Marine Highway Program. The goal of this Maritime Administration program is to expand the use of navigable waterways within the United States by developing maritime routes as alternatives to landside transportation, especially in situations where the most logical mode of transportation is water-based.¹⁶⁷ Richmond's Marine Highway efforts revolve around the James River Barge Service, which offers weekly container on barge services from Hampton Roads to Richmond, providing an alternative to Interstate Highway 64 by transporting containers to Richmond via barge, removing truck traffic from local roads and highways. Significant improvements have been made to RMT and the barge itself that has led the Maritime Administration to declare the Richmond Marine Terminal as the most successful marine highway operation in the United States.¹⁶⁸ The POV's goal to use economic growth to entice new customers and further development to Richmond has been achieved, as businesses are choosing to position new distribution centers near the terminal.¹⁶⁹ In the calendar year of 2019, the James River Barge service moved over 37,700 containers, and cargo moving through the RMT was up 19.5% from the previous year.¹⁷⁰

Significant funding for the RMT has come from America's Marine Highway Program, with other sources from the local, state, and federal level.¹⁷¹ The most recent funding contributed to the RMT was a Marine Highway Grant awarded in January 2019. The federal grant of \$189,840 will be put towards the purchase of a power generator that will be able to power several reefer (refrigerated) containers at a time while the barge is in transit between locations. Other equipment included in this grant are steel bins that will store equipment used to secure containers, and a specialized rack to store and transport the bins themselves. The POV contributed \$47,460 in matching funds for the grant.¹⁷²



An important consideration of this study is that there are a wide range of state-level maritime funding models and support systems present in the Great Lakes. The findings of this report suggest that these variations may be attributable to a state’s economic environment, geographic features, policy priorities, and other factors. Further examination of the case studies ultimately distinguished two types of roles taken by state actors. These include active state roles and passive state roles. For the purpose of this analysis, an active role included state actors providing dedicated programs, resources, or personnel to support public commercial ports in attracting funding for infrastructure projects in a consistent or recurring manner. In contrast, a passive role included states using indirect assistance programs, ad hoc support, or support activities occurring in the private sector.

To identify whether a respective state falls into the active or passive role designation, this analysis evaluates tools used to support public commercial port infrastructure. The tools identified through the case study examination include state-level department of transportation (DOT) funded grants, economic development department grants, loans, technical assistance, bonding and taxing authority, and other forms of financial assistance. State tools have been categorized as Weak, Moderate, or Strong depending on the nature of the programs as evaluated by the criteria discussed in the sections below. A full list of criteria can be found in the Appendix.

Table 2

	Dedicated State-Level Grant Program for Ports	Economic Development Department Grants	Loan Programs	Technical Assistance	Tax & Bond Authority
<i>Illinois</i>	Yellow	Red	White	White	Yellow
<i>Indiana</i>	Red	Red	Red	Red	Yellow
<i>Michigan</i>	Red	White	Red	Red	Yellow
<i>Minnesota</i>	White	Yellow	Yellow	White	White
<i>Ohio</i>	White	Yellow	Yellow	White	White
<i>Wisconsin</i>	White	Yellow	White	Yellow	White
<i>Florida</i>	White	Yellow	White	White	Yellow
<i>Virginia</i>	Red	Yellow	White	White	White

Light Green	Strong
Yellow	Moderate
Red	Weak

DEDICATED STATE-LEVEL GRANT PROGRAM FOR PORTS

States were assessed on the availability of DOT funds and requirements for funding awards. Minnesota (PDAP), Ohio (MAP), and Wisconsin (HAP) all operate maritime assistance programs to support commercial ports. States may provide a varying amount of the project funds, ranging from up to 50% of the project costs in Ohio, to 80% in Minnesota and Wisconsin. Illinois has issued money to ports for development, but the money has been passed through from federal funding the state received. Neither Michigan nor Indiana have had any related DOT-funded program for ports.

ECONOMIC DEVELOPMENT DEPARTMENT GRANTS

Many economic development departments will make funding available to commercial ports if the project meets the stated goals of the program. These include low to no-interest loans or grants for projects that are intended to spur economic development in the region. States were assessed based on the frequency, difficulty, and total amount available for commercial ports through these grants. In Michigan, a one-time grant was given to the Port of Monroe. States like Wisconsin and Minnesota have systems in place that provide consistent funding, like DEED grants, that ports can apply for on a more regular basis.

LOAN PROGRAMS

Apart from grants, loans are available to commercial ports from certain state-level departments. Some loan programs are strong in that they are able to boast a 0% interest rate when certain project conditions are satisfied. Other programs have a significantly limited amount of funds, or the funds are on a very limited availability for commercial ports. Several states do not have any loan programs with funds available to or accessed by commercial ports.

TECHNICAL ASSISTANCE

Technical assistance refers to the non-monetary support that the state gives to commercial ports, typically from a transportation department. States with a strong rating demonstrate a significant amount of support through funding of research projects and sponsoring ports with their applications for federal funding. States with a moderate rating have sponsored a comprehensive study. A weak level of assistance refers to a state that provides non-financial sponsorship for applications to federal funding.

TAX & BOND AUTHORITY

In the creation of ports through legislation, states assign varying levels of rights to collect taxes or issue bonds to raise necessary funding to maintain and expand port operations. Ports are categorized based on their tax and bond authority as established by the state legislation, and the relationship needed with a local entity to establish those funding mechanisms that may make the use of these mechanisms more or less politically feasible. In Michigan, the Port of Monroe does have those bonding and taxing authorities through their Port Commission, while the Port of Detroit does not. In Indiana, port districts do not have taxing authority but do have a bond authority. In Illinois, all port districts have a taxing authority except for the Port of Chicago. In the state of Ohio, 55% of the port authorities have no proximity to water, but rather are created for their taxing ability to spur economic development in a region. Minnesota port authorities may leverage both bond and taxing authorities to varying degrees based on the port authority.

OTHER STATE FUNDING

There are events or agreements that states have that would provide funding to commercial ports outside of the previously mentioned categories that should be acknowledged. MDOT provides operating support for one of the

two public ports of Michigan and the State of Illinois forgave a \$14 million loan to the Illinois International Port District in 2017. The Ports of Indiana received around \$90 million in state investment to build out the port infrastructure and capacity from the 1960s to the early 2000s.

IDENTIFYING ACTIVE AND PASSIVE STATES

Based on findings included in the case studies as well as results illustrated in the above chart, states taking on an active role in supporting public commercial port infrastructure include Minnesota, Wisconsin, and Ohio. States taking passive roles include Indiana, Illinois, and Michigan. With respect to Great Lakes states, the distinction between active and passive roles was based on the presence of dedicated tools for ports to use in raising capital, consistency of support year over year, as well as coordination present among state actors.

For active states, the most prominent dedicated tool for raising capital included a strong grant program specifically for port infrastructure assistance. The Harbor Assistance Program (Wisconsin), Port Development Assistance Program (Minnesota), and Maritime Assistance Program (Ohio) all demonstrate recurring funding opportunities that public commercial ports may pursue for infrastructure projects at the state-level. Active states (Minnesota, Wisconsin, and Ohio) also demonstrated strong taxing and bonding authorities derived from state legislation to generate revenue. States such as Minnesota and Ohio also allow some port authorities to levy taxes directly. Consistency of these funding resources occur annually or biannually. In addition to consistent and dedicated public funding options, active states' support may also be characterized by the coordination across state agencies and local partners. In some cases, coordination activities appeared within technical assistance programs or joint agency funding opportunities.

In contrast, states taking on passive roles (Indiana, Illinois, Michigan) generally did not demonstrate dedicated or consistent public funding programs for ports. Instead, revenue generation relied on maritime or terminal operations or other private-public partnerships. Generally, states taking on a passive role demonstrated a strong presence of private industry. For example, the steel industry contributes to Indiana's self-funded model on the Great Lakes. While ports in passive-role states were generally self-funded in current years, historic data highlights that these ports typically required substantial one-time appropriations from state legislatures. The Ports of Indiana required approximately \$90 million in state appropriations between 1965 and the early 2000's. The State of Illinois appropriated \$14 million to the Illinois International Port District in the 1960's to improve the Iroquois Landing Terminal.



CONCLUSION

There are a breadth of programs that attempt to address the funding of commercial port infrastructure projects in the Great Lakes and nationally. States establish ports on a spectrum of public and private companionship. Ports range in revenue generation through either lessor/tenant model or an operating model, and are given varying ability to tax or issue bonds by the state. The strategies for funding range from many state-funded grant and loan programs like in Minnesota or Wisconsin, to an entire absence of dedicated programs in states like Indiana and Michigan.

Despite these differences, the importance of having a broad toolkit available to ports is apparent. When ports have many programs upon which they can draw, they are able to plan and execute multiple projects at one time. Ports in states with multiple funding sources have greater flexibility to compete for highly sought-after federal grants, bringing large investments into the local and state economy. Meeting the local match requirements for such grants becomes easier with state assistance. This broadens the range of feasible projects.

Beyond helping to bring federal investment to their ports, states with an active role in port infrastructure investment may help spur private investment as well. In Wisconsin, for example, a \$31.3 million agricultural transload facility is being built at the Port of Milwaukee. The project combines federal, state, and local port funding in addition to \$6.2 million from the agriculture company, DeLong Co.

HOW DOES MICHIGAN STACK UP?

Michigan is not a state with a vast toolkit. Without a change in policy, improvements in port infrastructure must come from the private sector. This is unlikely to happen on its own. Ports in Indiana may be successful today without state-level assistance, but this was not always the case. Initially, the state contributed heavily to its ports, to the tune of more than \$90 million (nominal).

Due in part to the lack of state-level assistance, Michigan's ports are underutilized. A dedicated port infrastructure grant program administered through MDOT would provide ports with more robust support and bolster their ability to match federal grant funds. A state-level grant program would increase the utility of the state's ports and help to attract new business to the state.

Additionally, having funds consistently available from state and federal sources enable ports to develop long-term plans for their operations and facility expansion. Without such certainty, Michigan ports are forced to live in the short term, focusing on one grant program or project at a time in an attempt to improve their infrastructure. Finding a local match is difficult for Michigan ports. And even if a match is found, Michigan ports are competing with ports in other states with more resources.

To illustrate, consider the divergent experience of two ports discussed in this report that are both located on federally-designated marine highways. The Port of Monroe, Michigan applied for a marine highway program grant in 2019 to acquire a new crane. While it was eventually awarded a \$1.1 million grant to purchase the crane, Monroe struggled to find a local match of about \$600,000. The local match was eventually found, but it had to come internally from the Port's own funds and the terminal operator, DRM.

As a Michigan port, Monroe has a limited number of funding tools at its disposal and can only feasibly undertake one improvement project at a time. The new crane will improve the Port's capacity to handle more and different types of cargo, but not by as much as if they were able to make other improvements to their facilities in tandem with the project.

The Port of Virginia's Richmond Marine Terminal (RMT) has had a different experience. After years of inactivity, the Richmond Marine Terminal as it is now known has enjoyed a roaring comeback. Cargo handling at the RMT has skyrocketed on the back of sustained federal, state and local investments. The public commitment to the RMT has not gone unnoticed, either—private companies are investing in new facilities close to the expanding terminal. The Terminal's experience illustrates the both importance and success of sustained public investment into port infrastructure.

With a commitment from the state, Michigan ports could share similar growth stories. This report recounts the ways in which states within the Great Lakes region and beyond contribute to their ports' advancement. It also recounts the successes of these strategies to promote development, attract federal and private investment and spur economic advancement for port communities and their region. Establishing a port grant program to be administered by MDOT could be a first step in bringing Michigan up to par with its peers.





CRITERIA FOR ANALYSIS METHODOLOGY

Criteria	Grant Program	Econ Dev	Loan Program	Tech Assistance	Tax/Bond Authority
Strong	DOT supports commercial ports with grant programs.	Economic development arm actively supports commercial ports through grants	Significant amount of loans available with competitive terms	Has sponsored a comprehensive study to benefit commercial ports	Has both bonding and taxing authority either directly or through municipal government, used towards infrastructure improvement projects
Moderate	Department of Transportation grant programs for commercial ports only include passthrough of federal funding	Infrequent or difficult to qualify for economic development grants from commercial port perspective	Limited amount of loan availability and/or uncompetitive loan terms	A comprehensive study is sponsored by a non-state organization	Have either taxing or bonding authority, limited use toward infrastructure improvement projects
Weak	There is no grant program for commercial ports from the Department of Transportation	There are no grants available for commercial ports from the economic development arm of the state.	State does not support commercial ports with access to loans	They have a Freight Plan; Will sponsor Federal Grants : otherwise the bare minimum expected of a DOT	Have neither bonding or taxing authority for Port Authorities and don't use authority through the associated municipal government

INTERVIEWS (Individual(s), Position, Organization, Date(s))

Carl Baker, Director of Planning & Development, Port of Palm Beach, November 22, 2019

Clayton Harris, Executive Director, Illinois International Port District, January 22, 2020

Dan FitzPatrick, Seaport Office Manager, FDOT, January 9, 2020

David Guthiel, Chief Commercial Officer, Port of Cleveland, December 4, 2019

Deb DeLuca, Executive Director, Duluth Seaway Port Authority, January 13, 2020

Dennis Yaccarino, Budget & Management Director, City of Milwaukee, January 16, 2020

Elisha Wulff and Larry Karnes, Transportation Planner and Transportation Planning Manager, Michigan Department of Transportation, December 16, 2019

Gregg Ward, President, Detroit-Windsor Truck Ferry, February 7, 2020

Joe Cappel, Vice President of Business Development, Toledo-Lucas County Port Authority, February 13, 2020; February 27 2020

Mark Locker, Manager, Freight, Maritime & Logistics, ODOT Office of Statewide Planning & Research, November 7, 2019; November 19, 2019

Paul Braun, Harbor Master, Port of Manitowoc. February 7, 2020

Thomas Burns, Project Development Manager, Ohio Rail Development Commission, January 9, 2020

Vanta E. Coda II, Chief Executive Officer, Ports of Indiana, January 14, 2020

REFERENCED FEDERAL GRANTS

Port Infrastructure Development Program: The Port Infrastructure Development Program provides capital financing and project management assistance to improve port capacity and efficiency. Funds for the Port Infrastructure Development Program are awarded as discretionary grants on a competitive basis for projects that will improve the safety, efficiency, or reliability of the movement of goods into, out of, around, or within a coastal seaport. In FY 2019, \$280 million in PIDP grants were awarded to ports. The minimum award size for this program was previously \$10 million. For FY 2020, the minimum award size was reduced to \$1 million. There is no maximum award size. \$225 million has been allocated to the PIDP in FY 2020. At least \$200 million of the total amount will be for grants to coastal seaports or Great Lakes ports. The federal match for PIDP is not to exceed 80% of the total project costs. The Trump Administration's proposed 2021 budget would eliminate this program moving forward.

America's Marine Highways: The Marine Highway program was established in 2007 and is intended to reduce landside congestion by expanding the use of America's navigable waters by designating marine highway routes. Currently there are 25 marine highway routes in the United States that serve as extensions of the country's surface transportation system. In order to be eligible for this funding, a Marine Highway designation must already be secured. Marine Highway route designations can be accepted by USDOT at any time and the route in turn must be designated by the Secretary of Transportation. Marine Highway grants are to be awarded to previously designated Marine Highway Projects that support the development and expansion of documented vessels, or port and landside infrastructure. The Maritime Administration seeks to award funds to as many projects as possible but MARAD

reserves the right to award all funds to one project. An applicant must match at least 20% of the project's total cost. \$7.5 million was awarded to 9 projects in the most recent round of funding for this program.

Better Utilizing Investments to Leverage Development Transportation Discretionary Grant Program (BUILD):

BUILD grants allows for funding to be obtained and put forward to multi modal projects that may be more complex to support through other DOT programs. The BUILD program was previously known as the Transportation Investment Generating Economic Recovery, or TIGER Grant program. \$1 billion is available to be awarded to projects by USDOT in fiscal year 2020. The projects for BUILD grants eligibility may not be less than \$5 million and not greater than \$25 million. Projects located in rural areas have a minimum award size of \$1 million. Total awards are intended to be split 50/50 between projects located in rural and urban areas, with roughly \$500 million being made available to rural projects and \$500 million being made available to urban projects. The federal match for the total project cost may not exceed 80 percent for a project located in an urban area. The match for a project in a rural area may exceed 80 percent. Eligible projects for BUILD Transportation grants include surface transportation capital projects, as well as planning projects involving a future surface transportation capital project.

Infrastructure for Rebuilding America (INFRA) Grant Program:

The Fixing America's Surface Transportation (FAST) Act has provided five years of funding certainty for infrastructure planning and investment at over \$305 billion for fiscal years 2016 through 2020. The act provides \$226.3 billion for highways over the five-year period. The funds are provided from sources that do not include increasing transportation user fees. The FAST Act authorizes the INFRA program (formerly FASTLANE) for this five-year period. Grants are to be awarded by USDOT on a competitive basis to projects of national or regional significance that meet statutory requirements. The total amount of funds available for the INFRA program from FY 2016 to FY 2020 is \$4.5 billion. In FY 2020, \$906 million in INFRA funds were available for awards to both large and small projects, with the large project minimum being \$25 million and the small project minimum being \$5 million. For each fiscal year that the INFRA funds are available, 90 percent of the funds are to be directed towards large projects, and the remaining 10 percent to small projects. The FAST Act specifies that not more than \$500 million in aggregate of the \$4.5 billion authorized for INFRA grants between FY 2016 and FY 2020 may be used for grants related to freight projects involving rail and water, including ports, or other intermodal freight projects that make significant improvements to freight movement on the national highway network. INFRA grants may be used for up to 60 percent of the future eligible costs for a project. There are other federal assistance methods that can satisfy the non-Federal share requirement for an INFRA grant, but the total federal assistance for an INFRA grant project may not exceed 80 percent of the total project costs.

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