

**AN INVESTMENT IN BOATING'S  
FUTURE: A REVIEW OF THE  
BOATING INFRASTRUCTURE  
GRANT PROGRAM 2000-2003**



**A REPORT OF THE SPORT FISHING AND  
BOATING PARTNERSHIP COUNCIL**



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## **REPORT PREPARED BY THE BOATING INFRASTRUCTURE GRANT PROGRAM REVIEW PANEL**

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## **ACKNOWLEDGEMENTS**

This report was edited by Andrew Loftus with assistance and contributions from a number of individuals. In particular, we would like to thank the membership of the States Organization for Boating Access (SOBA) for sharing their time and expertise as well as Larry Killien, Minnesota Department of Natural Resources and past president of SOBA, and Julie McQuade, Ohio Department of Natural Resources and current president of SOBA, for assistance in working with their members. Clare Wyngaard of BoatU.S. provided tremendous administrative support, particularly in distributing the questionnaires to SOBA members and BIG grant recipients, and compiling results as they were returned. Elizabeth Von Kolnitze, South Carolina Department of Natural Resources, provided substantial assistance with assembling the Charleston case study. Mark McElroy, Boating Access Coordinator, Louisiana Department of Wildlife and Fisheries, assisted with planning for the Review Panel's first meeting, in New Orleans, and made local arrangements for a Panel visit to a BIG project site in his state. The Service's Regional Federal Assistance Coordinators provided technical support and advice on the findings and recommendations. Phil Million, Doug Hobbs, and Laury Parramore of the U.S. Fish and Wildlife Service Division of Conservation Partnerships provided coordination and financial support for the assembly and printing of the report. The review was conducted under the auspices of the Sport Fishing and Boating Partnership Council chaired by Dr. William W. Taylor.



## FOREWORD

After a slow start following passage of the Sport Fishing and Boating Safety Act of 1998 that created it, the Boating Infrastructure Grant Program (BIG) successfully ran through its first four-year authorization, during federal fiscal years 2000-2003. As is likely in the implementation of any new program, particularly one with a competitive grant component like BIG, all parties — the federal administrators (in this case the U.S. Fish and Wildlife Service), partner agencies, grant applicants and the broader recreational boating community — had to go through a learning curve to put it into practice.

Nonetheless, from the very start, the BIG Program proved popular in both the public and private sectors — that's the good news. The program quickly became oversubscribed, however, with roughly just \$4 million available annually for the competitive Tier II projects. The total requests for funding in qualified grant applications far exceeded the money available in each year. Requests for BIG funding totaled as much as \$36 million in one year, bringing with them at least that much again in non-federal matching funds that would be dedicated to boating infrastructure improvements, if approved. Clearly, Congress had created another successful user-pay, user-benefit program.

As the BIG Program came up for reauthorization in Congress, the Director of the U.S. Fish and Wildlife Service asked the Sport Fishing and Boating Partnership Council to undertake a review of the program and offer recommendations for improvement. The task fell to the Boating Issues Committee of the Partnership Council, chaired by Mike Hough who then convened a Review Panel.

On the pages that follow are the findings of this Review Panel and the recommendations it believes would improve the administration and effectiveness of the BIG Program. These recommendations range from fine-tuning the applications process to clarifying the use of BIG funds for certain activities. You will find them highlighted in the Executive Summary, with elaboration in the sections that follow. We trust that these recommendations will prove useful in building an even stronger and more successful Boating Infrastructure Grant Program.

Ryck Lydecker, Chair  
Boating Infrastructure Grant Program Review Panel  
Sportfishing and Boating Partnership Council  
June, 2005



**THE PURPOSE OF THE SPORT FISHING AND BOATING PARTNERSHIP COUNCIL (SFBPC) IS TO:**

“conserve, restore, and enhance the quality, function, sustainable productivity, and distribution of aquatic resources that support and increase recreational fishing opportunities nationwide, and to increase public awareness of the importance of aquatic resources and the social and economic benefits of recreational fishing and boating.”

The Department of the Interior and the U.S. Fish and Wildlife Service believe that this can best be accomplished by seeking the advice of public and private sector entities through the establishment of an advisory committee. SFBPC is under the programmatic responsibilities of the Assistant Director for External Affairs, funded through the Federal Aid in Sport Fish Restoration Program.

Photo: Photodisc



## 2002 – 2004 Sport Fishing and Boating Partnership Council Members

Bill Anderson, President  
Westrec Marina Management Inc.

Jim Anderson, Executive Director  
Northwest Indian Fisheries Commission

C. Thomas Bennett, President  
International Association of Fish and Wildlife  
Agencies  
Commissioner Kentucky Department of Fish  
and Wildlife Resources

Doug Boyd, Board Member  
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Baker, Donelson, Bearman and Caldwell

William W. Taylor, Professor and Chair  
Department of Fisheries and Wildlife  
Michigan State University

Carl Wilgus, Administrator  
Division of Tourism  
Idaho Department of Commerce

(ex-officio)  
Director  
U.S. Fish and Wildlife Service



In December 2003, the Director of the U.S. Fish and Wildlife Service charged the Sport Fishing and Boating Partnership Council to conduct a comprehensive evaluation of the first period of Congressional authorization of the Boating Infrastructure Grant (BIG) Program for the following purposes:

- ⊗ Provide an assessment of the projects completed with BIG Tier II funds.
- ⊗ Provide an examination of the proposal review process.
- ⊗ Identify possible barriers to States' awareness of, and participation in, the BIG Tier II Program.
- ⊗ Provide recommendations on how to improve the administration of the Tier II component of the program to achieve maximum benefits for fishing and boating stakeholders and aquatic resources.

To accomplish this, the BIG Program Review Panel initially met with U.S. Fish and Wildlife Service (Service) Regional Federal Assistance coordinators to solicit input and develop a plan of work. Following this, the Review Panel, with the assistance of the States Organization for Boating Access (SOBA) distributed an evaluation questionnaire to state officials responsible for administering the BIG Program in their respective states.

Subsequently the reviewers distributed a similar questionnaire directly to Tier II grant recipients. This afforded the Review Panel an assessment of program effectiveness from the perspective of those most directly involved with at-the-waterfront implementation of the BIG Program. The Review Panel presented its initial findings and collected additional feedback from SOBA members at the organization's 2004 annual meeting.



**ACTIVITIES UNDER FIRST AUTHORIZATION**

Forty-four states and territories received Tier I funding totaling \$13.6 million in the initial four years (2000-2003) of the program. Fourteen states received 39 Tier II grants during this time for an additional \$17.5 million invested into improvements for transient recreational boaters.

**Summary of Tier I Activity**

<b>Fiscal Year</b>	<b># States/Territories</b>	<b>Average Grant</b>	<b>Total Awarded</b>
2000-2001	36	\$185,034 (\$92,517/yr)	\$6.6 million (2 years)
2002	37	\$95,534	\$3.5 million
2003	38	\$92,439	\$3.5 million
2004	32	\$94,149	\$3.0 million

**Table 2. Summary of Tier II Activity**

<b>Fiscal Year</b>	<b># States/Territories</b>	<b>Number of Projects</b>	<b>Average Award Per state</b>	<b>Total Awarded</b>
2000-2001	10	20	\$913,322 (\$456,666/yr)	\$9.1 million (2 years)
2002	8	9	\$549,389	\$4.4 million
2003	6	9	\$661,976	\$4.0 million
2004	6	7	\$986,430	\$5.9 million



### RECOMMENDATIONS AND FINDINGS

#### PROGRAM ADMINISTRATION

##### Findings

- ⊗ State administrators gave the Tier I grant process, including the application, review, and administrative procedures, an overall approval rating of 74% and the Tier II process a rating of 58%.
- ⊗ Features of the process that worked well include “cooperation and assistance from Service staff” and “the communication and assistance from local or state agencies.”

##### Recommendations

The Review Panel’s recommendations are incorporated within the sections below.

#### PROJECT APPLICATION, REVIEW AND SELECTION PROCESS

##### Findings

- ⊗ Seven of ten (70%) of state administrators felt that the Tier II project application process was worth the time, effort, and resources that they expended on it.
- ⊗ Eleven of fourteen (79%) of state administrators were satisfied with the review process.
- ⊗ Eight of thirteen (61%) of grant recipients believed that the time lag between application and project award was not reasonable.
- ⊗ Seven of eighteen (39%) of state administrators felt that the Tier I funding level of \$100,000 was too low to conduct worthwhile projects, or that the amount of paperwork was too burdensome for that level of funding.

*Note:* Delays in the Congressional appropriation and reauthorization processes resulted in the lengthening of the grant application period and the introduction of an element of doubt about the program’s continuation. This created a level of confusion and frustration among state partners and grant recipients. This was unfortunate but was found to be a factor beyond the control of the Service. The Review Panel commends the Service for keeping the program operational during such delays.

Also, the original application schedule caused some inconveniences for marina operators at peak times for their businesses. The Service modified the schedule in 2004 to accommodate this, a decision that the Review Panel also found commendable.



### Recommendations

- ④ Clarify the scoring and selection process for Tier II.
- ④ Streamline process/shorten time from application to approval to the degree feasible.
- ④ Provide a standardized federal application form for Tier II projects.
- ④ Pursue legislative mechanisms to streamline environmental review processes.
- ④ Construct grant agreements “contingent upon receiving environmental permits.”
- ④ Permanently move the application deadline to October 31 with final awards made by February 1 of the following year.

### BARRIERS TO AWARENESS AND PARTICIPATION: MARKETING, APPLICATION AND PROJECT SELECTION

#### Findings

- ④ Marketing the program benefited greatly from the network established by earlier Federal Assistance Programs (Sport Fish Restoration (SFR), Clean Vessel Act (CVA), etc.).
- ④ Only 44 states/territories, out of a total of 56 eligible, received Tier I grants in one or more years.
- ④ There are indications that marketing to private-sector marina facilities has been less successful than to publicly-owned facilities.
- ④ Some confusion existed concerning the legality of states to use BIG funds to market and promote the program to their marina constituencies.

#### Recommendations

- ④ The Service should establish clear, minimal funding levels that allow the state administrative agencies to promote the program and to solicit applications.
- ④ State administrative agencies should be encouraged to develop partnerships with existing outreach programs (such as Sea Grant Colleges or other Cooperative Extension services) and agencies designed to assist small businesses, in order to develop and disseminate information about the BIG Program to private and public marinas.



Photo: GREATgraphics!



### PROJECT EXECUTION AND REPORTING

#### Findings

- ⊗ Six of nine (67%) of state administrators were satisfied with the federal reporting and financial management requirements, as well as the tools that the Service has developed to assist with this.
- ⊗ State administrators are skeptical about the ability of states and the federal government to ensure a “20 year federal interest” in projects as described in the regulations.
- ⊗ Some grant recipients misinterpreted the three year requirement for obligating federal funds as a requirement to expend the funds within that period.

#### Recommendations

- ⊗ The Service should clarify the requirements of the 20 year federal interest in terms of: 1) long term reporting; 2) provisions for ensuring the maintenance and perpetuation of the use of the facilities by transient boaters; 3) responsibilities for tracking the financial aspects of facilities, and; 4) other aspects of marina operation and ownership that are affected by BIG funding.
- ⊗ Whenever possible, the Service should establish a single point of contact within each Region for each project site. This contact person would coordinate all federal grant programs (e.g., BIG, Clean Vessel Act, Sport Fish Restoration, etc.) that are providing funding at that site.
- ⊗ The Service needs to clarify for the benefit of grant recipients the meaning of the three year time frame for obligating funds as set out in the regulations.

Photo: Corpus Christi Convention and Visitors Bureau



## INVESTING IN BOATING'S FUTURE: A REVIEW OF THE BOATING INFRASTRUCTURE GRANT PROGRAM 2000-2003

### BACKGROUND

#### Introduction

Recreational boating is a significant leisure and economic activity in the United States. Seventy-two million people participated in recreational boating in 2003 and more than 17 million recreational boats (12.8 million registered) are in use nationwide. Collectively, these boaters spend nearly \$30 billion on boats, motors, accessories, and service<sup>1</sup>.

Recreational boaters do more than contribute to the economy. Through the federal excise tax on the fuels that they use, boaters also support fisheries conservation and boating safety programs as well as pay for development and maintenance of the facilities that support their activities. These include infrastructure such as docks, boat ramps, sewage pump-out stations, channel maintenance, navigational aids and other facilities, paid for by boaters.

More than 500,000, or approximately four percent of registered vessels, are 26 feet or more in length<sup>1</sup> and these are generally considered “non-trailerable” boats. By their very nature, these vessels are commonly used for extended, or at least overnight, excursions away from their homeport, such use being classified as “transient” boating.

The trend today in new boat ownership is toward larger vessels with greater cabin space, more amenities and improved equipment such as electronic navigation and safety gear. Servicing the demands of these large vessels, most often used for transient trips, requires public and private investment in infrastructure that meets their unique needs. This includes dredged channels to accommodate their deeper draft, berthing space that can safely accommodate larger vessels, and up-to-date support facilities like adequate dockside utilities (electricity, potable water and sewage service).

#### The Economics of Boating in the U.S.

- 17.5 million boats in use
- 12.8 million registered boats
- 72 million people participate in boating
- 12,000 marinas in operation (90% non-government)
- \$30 billion in total retail sales for boats, motors, and accessories

Source: NMMA 2004

<sup>1</sup>Recreational Boating Statistical Abstract. National Marine Manufacturer's Association, 2004.



Photo: Greater Miami Convention and Visitors Bureau





Photo: Oregon State Marine Board

There are approximately 12,000 marinas in the United States, ninety percent of which are commercial businesses, i.e., not government-owned and operated<sup>1</sup>. Whether public or private, many of today's marinas cannot provide adequate service for transient vessels. Prior to enactment of the Boating Infrastructure Grant Program (BIG), facilities for vessels of this class were quite limited or even non-existent in some popular boating destination areas. Thus, while the owners of these boats contributed a considerable amount of money to the Boating Access fund of the Sport Fish Restoration Account via Federal gasoline tax expenditures for the fuel they use, their needs were not being fully addressed. Although boats 26 feet and larger comprise approximately four percent of all vessels, they account for an estimated 15% of the total Federal fuel tax dollars that go into boating<sup>2</sup>. Recognizing this inequity, boating advocates conceived the BIG Program as a means to apply a portion of those dollars to provide facilities for this under-served segment of recreational boaters.

#### **What is the BIG Program?**

The Boating Infrastructure Grant Program is an extension of the exemplary "user-pay-user-benefit" structure of the Federal Aid in Sportfish Restoration Program created by Congress in 1950. Through it, taxes that recreational boaters pay on the gasoline that they use and on other items such as fishing tackle are reinvested in various ways to make their activities easier to undertake, safer, and more environmentally friendly which, in turn, supports the recreational boating industry, an important segment of the U.S. economy.

Thus, Congress designed the BIG Program to enhance transient boating and local tourism service economies while meeting specific needs of an under-served segment of recreational boaters.

Congress created the BIG Program in 1998 through passage of the Fishing and Boating Safety Act. It charged the U.S. Fish and Wildlife Service to implement the new program, which subsequently started in 2000. The program provides grants to states and the states, in turn, provide funds to local projects for the following goals:

- ⊗ Create dockage for transient recreational boats 26 feet or larger in order to provide access to recreational opportunities and safe harbors;
- ⊗ Provide navigational aids for transient boaters using these facilities;
- ⊗ Enhance access to recreational, historic, cultural, natural, and scenic resources;
- ⊗ Strengthen local ties to the boating community and its economic benefits;

<sup>1</sup>Recreational Boating Statistical Abstract. National Marine Manufacturer's Association, 2004.

<sup>2</sup>Price-Waterhouse. 1992. National Recreational Boating Survey. Prepared for the U.S. Fish and Wildlife Service and the U.S. Coast Guard, Contract #14-66-0009-90-06. Washington, D.C.



- ⊗ Promote public/private partnerships and entrepreneurial opportunities;
- ⊗ Provide continuity of public access to the water, and;
- ⊗ Promote awareness of transient boating opportunities.

Additionally, the legislation directed the U.S. Fish and Wildlife Service to conduct a national assessment of boating facilities for vessels of all sizes.

### **Program Structure**

To accomplish these goals, the BIG Program was designed with two levels of funding, designated Tier I and Tier II. Under Tier I, all states and territories can receive up to \$100,000 annually for eligible projects without having to compete against each other.

The Tier II portion of the BIG Program provides funding for larger projects but requires nationwide competition for available funding in order to ensure optimum use of the limited amount of monies available.

### **Legislative History<sup>3</sup>**

The genesis for federal involvement in developing boating infrastructure lies with the National Recreational Boating Safety and Facilities Improvement Act of 1980, also known as the Biaggi Act for its Congressional sponsor, New York Congressman Mario Biaggi. That legislation directed that a portion of federal excise taxes paid by recreational boaters on gasoline used in powerboats be used to fund the Recreational Boating Safety and Facilities Improvement Fund. This money, formerly retained in the Highway Trust Fund for road construction and improvement, could now be used by states for boating safety and facilities programs. Under the law, Congress still had to appropriate the money for this purpose but in subsequent years it only appropriated funds for the boating safety programs, not the facilities improvement portion.

In July 1984, Congress incorporated the Biaggi Act into an amendment to the Federal Aid in Sport Fish Restoration Act of 1950, creating a new trust fund, which became popularly known as the Wallop-Breaux Fund for its two sponsors, Wyoming Senator Malcolm Wallop and then-Congressman John Breaux of Louisiana. Formally named the Aquatic Resources Trust Fund, it divided the tax monies into two accounts, the Boat Safety Account and the Sport Fish Restoration Account, and Congress has appropriated funds for these purposes every year since. The Sport Fish Restoration Act mandated that states accepting these funds in the form of grants dedicate at least 10 percent to the development and maintenance of boating access sites such as launching ramps and related facilities for trailerable boats.

<sup>3</sup> Consult Appendix I for a more detailed history.



Photo: Santa Catalina Island Co.





Photo: BoatU.S.

*BIG uses fuel taxes paid by boaters to improve docking facilities and safety for boaters.*

Enhancements to the Sport Fish Restoration Act, in 1988 and 1990, increased the funding available for boating safety and thus, the amount available for access facilities. Then, in 1992, Congress passed the Clean Vessel Act to provide funds to the states — from boaters’ gasoline tax expenditures — to install and operate facilities to handle sewage from boats, primarily pump out stations at public and private marinas. Congress also increased to 12 1/2% (increased again to 15% in 1998) the amount of each state’s allocations that had to be invested in boating access projects.

Although the new funding for boating infrastructure stimulated tremendous improvements for boaters, most of the funds went to constructing and maintaining facilities that served primarily small, trailerable boats. Recognizing the need for facilities to serve larger vessels, when Congress passed the Sport Fishing and Boating Safety Act in 1998, it created the Boating Infrastructure Grant Program. In its initial four-year authorization, the period covered by this review, the BIG Program provided \$32 million in grants to the states for the purpose of constructing new berthing facilities or renovating outmoded facilities that would serve “non-trailerable,” transient recreational vessels, defined as boats 26 feet and longer.

#### What Are BIG Funds Used For?

BIG funds are used to construct, renovate, and maintain facilities for transient, nontrailerable boats, including:

- Mooring bouys
- Day docks
- Transient slips
- Safe harbor facilities for temporary use
- Piers and breakwaters
- Dinghy docks
- Restrooms, retaining walls, bulkheads
- Dockside utilities, pumpout stations, and recycling or trash receptacles
- Navigation aids
- Marine Fueling stations



## MILESTONES IN BOATING ACCESS PROGRAMS

- 1980** National Recreational Boating Safety and Facilities Improvement Act of 1980 (Biaggi Act). Allows federal excise tax on gasoline that is used by boaters to be used for boating facilities.
- 1984** Federal Aid in Sportfish Restoration Act amendments –incorporates the Biaggi Act, Creates the Aquatic Resources Trust Fund, and mandates that each state spend at least 10 percent of its annual apportionment on development and maintenance of boating access facilities.
- 1988** Reauthorization of Boat Safety Account of the Aquatic Resources Trust Fund; authorizes survey of the number and type of recreational vessels and the fuel used by them.
- 1990** Passes 2.5 cents of the newly approved 5 cent federal gasoline excise tax to be deposited in Highway Trust Fund (1.08 percent passed through to Aquatic Resources Trust Fund).
- 1992** Clean Vessel Act created; Increase in the mandatory percentage of state allocations that had to be invested into boating access programs to 12.5 percent by state or by Region.
- 1998** Sport Fishing and Boating Safety Act of 1998 – Creates the Boating Infrastructure Grant Program to improve facilities for large transient vessels; Mandates that states must spend 15% for boating access projects.; Reauthorizes the Clean Vessel Act; Increases the amount of fuel taxes paid by boaters that is transferred to the Aquatic Resources Trust Fund (although still short of full parity).



Photo: GREATgraphics!

Photo: GREATgraphics!





Photo: Tampa Parks and Recreation Department

## **BIG: A FEDERAL, STATE, AND USER PARTNERSHIP**

The BIG Program is authorized under the Federal Aid in Sportfish Restoration Act. The U.S. Fish and Wildlife Service administers all programs under this Act, with the exception of Recreational Boating Safety Program (which is administered by the U.S. Coast Guard) and the Louisiana Coastal Wetlands Program (which is administered by the U.S. Army Corp of Engineers). The programs administered by the Service include such boating-related activities as boating access projects, the Clean Vessel Act (CVA) and the Boating Infrastructure Improvement Act.

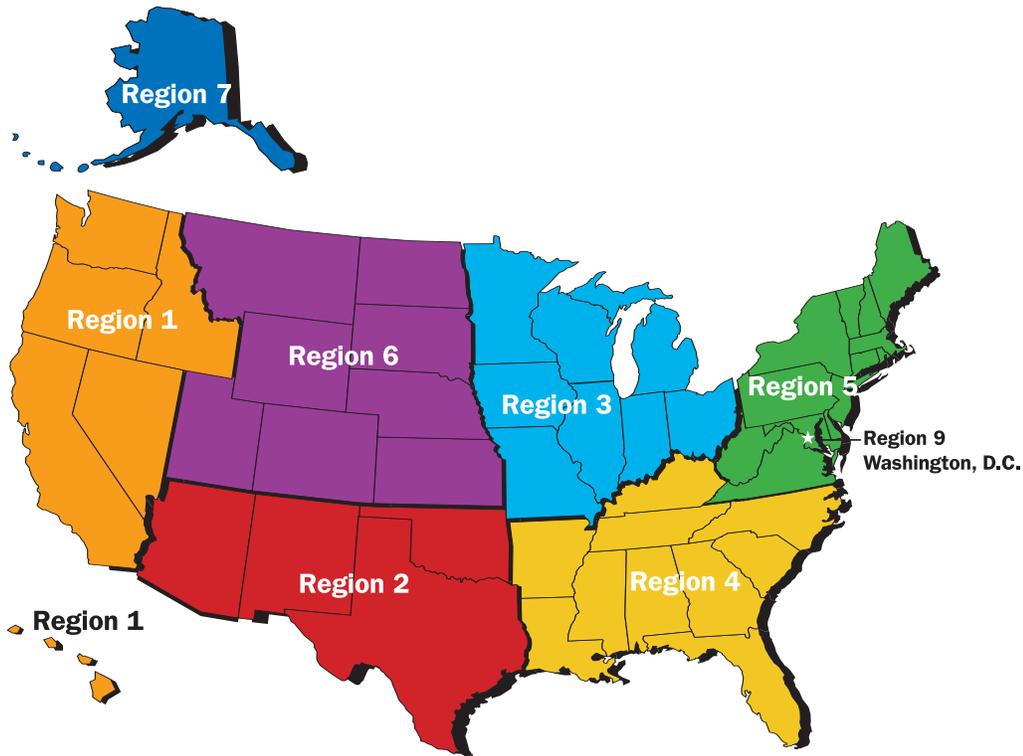
The mission of the U.S. Fish and Wildlife Service's Federal Assistance Program is to help conserve, develop, and enhance the Nation's fish and wildlife resources, and to protect the habitats of these resources for the continuing benefit of the American people. The Service's relationship with the states in cooperatively funding these programs dates back to creation of the Sportfish Restoration Program in 1950. With the addition of boating-related programs in 1984 (through the Wallop-Breaux amendments), the Service continued to develop strong partnerships with state agencies and with stakeholder groups. Thus, the Service was the obvious choice to administer the BIG Program in 1998 as well.

The Service receives funds for all of the programs under Sportfish Restoration, including the BIG Program, from excise taxes collected by the U.S. Treasury, and apportions the monies to the states and territories as specified by law. While the Service's Washington office provides overall program direction and coordination, the seven Regional offices provide direct interaction with the states and territories. In turn, each state/territory has a designated federal aid coordinator on staff to facilitate the transition of funds through each state's administrative structure.

The BIG Program is unique in that the authorizing legislation provides for both "competitive" and "noncompetitive" tiers of funding. However, for states/territories to receive funding under either tier, proposals must be submitted to and approved by the Service. To accomplish this, each year the Service issues a call for proposals. Proposals are sought from state, county or municipal governments that operate marinas or boat landings, as well as from private marinas. All applications are made through the state or territorial agency designated to administer the BIG Program (usually a state natural resource or parks agency). Grant applications are then submitted to the appropriate Regional office of the Service.



## US Fish and Wildlife Service Regions

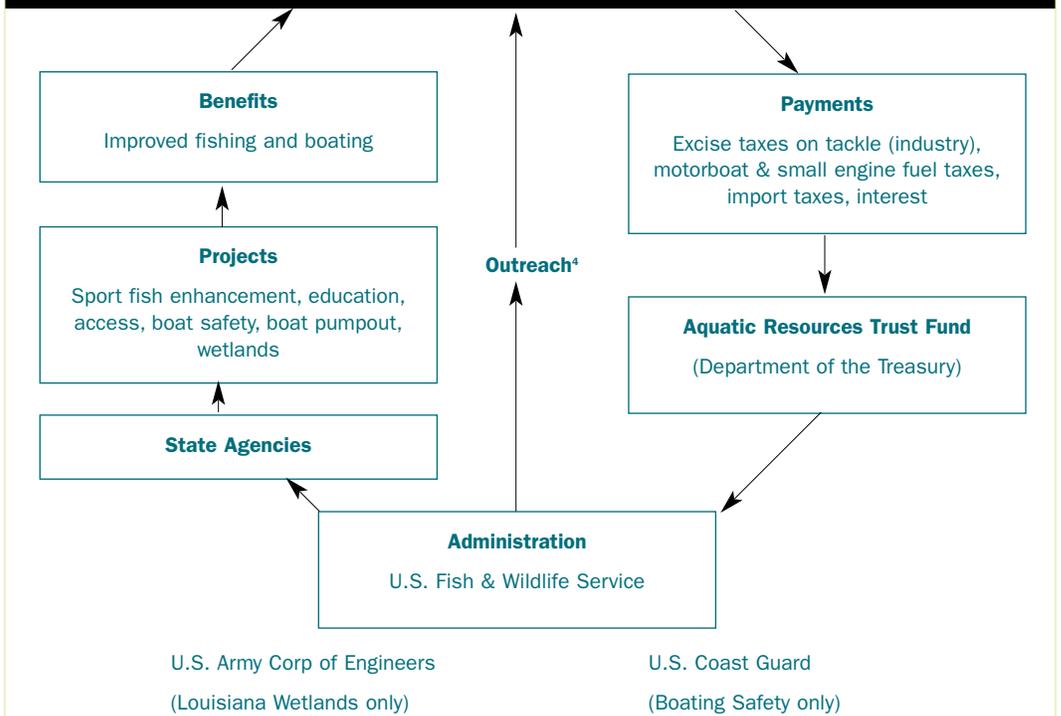


Tier II proposals are then reviewed and ranked by two panels, one composed of federal professional staff and the other convened by the Sport Fishing and Boating Partnership Council, a non-governmental advisory body to the Secretary of the Interior. Each panel independently reviews eligible proposals and ranks them according to prescribed criteria outlined in the Federal Register (Volume 66, No. 12, 2001 — see Appendix II). Scores of the two panels are averaged and recommendations are forwarded to the Director of the U.S. Fish and Wildlife Service. The Director then makes final decisions and once approved, funds for the individual projects are disbursed through the state agencies to the grant recipients.





**Anglers and Boaters**



<sup>4</sup> Recreational Boating and Fishing Foundation.



## BIG REVIEW

### REVIEW BACKGROUND

Recognizing the need for a comprehensive evaluation of the first four years of the BIG Program, in December 2003, the Director of the U.S. Fish and Wildlife Service charged the Sport Fishing and Boating Partnership Council to conduct a review for the following purposes:

- ④ Provide an assessment of the projects completed with BIG Tier II funds.
- ④ Provide an examination of the proposal review process.
- ④ Identify possible barriers to states' awareness of, and participation in, the BIG Tier II program.
- ④ Provide recommendations on how to improve the administration of Tier II funds to achieve maximum benefits for fishing and boating stakeholders and aquatic resources.

The Council appointed a panel of experts from the recreational boating community to conduct the review. The Boating Infrastructure Grant Program Review Panel consisted of:

Ryck Lydecker, BoatU.S., Panel Chairman  
Mike Hough, Past President, States Organization for Boating Access  
Jim Hardin, Compliance Manager, Grady-White Boats, Inc.  
Bill Anderson, President, Westrec Marina Management Inc.  
John Schwartz, Program Leader, Michigan Sea Grant Extension  
Doug Boyd, Board of Directors, Coastal Conservation Association

Exofficio Members:

Brian Bohnsack, U.S. Fish and Wildlife Service, Division of Federal Assistance  
Michael G. Sciulla, Vice President, BoatU.S.

### Review Process

To accomplish the task, the BIG Program Review Panel initially met with Service Regional Federal Assistance coordinators to develop a plan of work. Following this, the Panel, with the assistance of the States Organization for Boating Access (SOBA) distributed an evaluation questionnaire to state officials who are responsible for administering the BIG Program in their respective states. Subsequently the reviewers sent a similar evaluation form directly to Tier II grant recipients. That afforded an assessment of program effectiveness from the perspective of those most directly involved with at-the-waterfront implementation of the BIG Program. The Review Panel presented its initial findings and collected additional feedback from SOBA members at the organization's 2004 annual meeting.

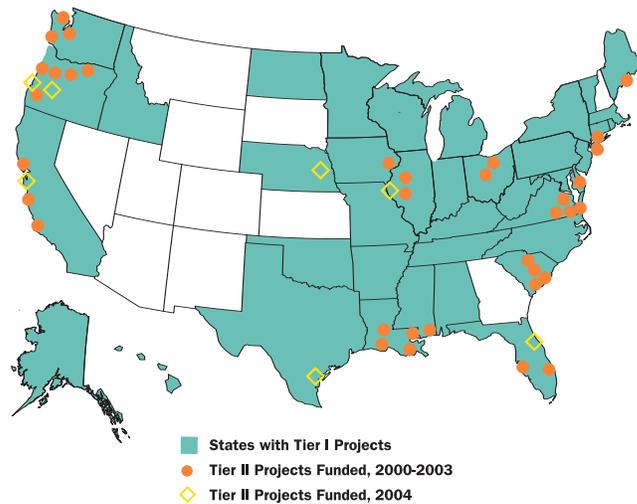


Photo: GREATgraphics!



### Activities Under First Authorization

Forty-four states and territories received Tier I funding totaling \$13.7 million in the initial four years (2000-2003) of the program<sup>5</sup> (Table 1 and Appendix III). Fourteen states have received 39 Tier II grants during this time for an additional \$17.5 million invested into improvements for transient recreational boaters (Table 2; Appendix IV and V).



**Table 1. Summary of Tier I Activity**

Fiscal Year	# States/Territories	Average Grant	Total Awarded
2000-2001	36	\$185,034 (\$92,517/yr)	\$6.6 million (2 years)
2002	37	\$95,534	\$3.5 million
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\* Activities not included in this review.

**Table 2. Summary of Tier II Activity**

Fiscal Year	# States/Territories	Number of Projects	Average Grant	Total Awarded
2000-2001	10	20	\$913,322 (\$456,666/yr)	\$9.1 million (2 years)
2002	8	9	\$549,389	\$4.4 million
2003	6	9	\$661,976	\$4.0 million
2004*	6	7	\$986,430	\$5.9 million

\* Activities not included in this review.

<sup>5</sup> Due to delays in formulation of final regulations, the Service combined two years' funding in the first grant cycle.



## REVIEW FINDINGS

### General Findings and Recommendations

Due to the relatively recent history of this program, it is too early to conduct a true “assessment” of the impact of BIG Tier II projects. Most projects did not receive any BIG funding until 2001 at the earliest. Given the extensive nature and size of these projects, few had actually been completed by the time of this review, particularly those funded in the later years (2002-2003). Eight of fifteen (53%) grant recipients responding to the questionnaire indicated that construction had begun on their projects. Six of fifteen (40%) of the respondents indicated that they have actually received BIG funds. At the end of the 2004 calendar year, four of fifteen (27%) of those projects were fully completed.

However, the questionnaires answered by state administrators and by individual grant recipients provide valuable information to examine the proposal review process, identify possible barriers to participation in the BIG Tier II Program, and make recommendations for improving administration.

Of the states and territories eligible to participate in the BIG Program, 20 responded to the questionnaire that was sent to them. Of those, two did not participate in any given year (they had no need for such facilities or had no staff to administer the program) while 18 received grants in each year (Tier I, Tier II, or both). Of those receiving grants, 16 had applied for Tier II funding, but only nine were successful.

Fifteen (of 35) Tier II grant *recipients* responded to the second questionnaire. These included state, municipal and commercial marina operators.

Response to the BIG Program from both state administrators and grant recipients is generally favorable, although there is room for improvement. State administrators rated the Tier I grant process, including the application, review, and administrative processes, an overall approval rating of 74% and the Tier II process a lower rating of 58%.

#### State Administrator's Satisfaction with the Federal Administrative Requirements of Tier I Only (Range of Scores = 2-5)

1 = Not Satisfied At All

Average = 3.7

5 = Very Satisfied

#### State Administrator's Satisfaction with the Federal Administrative Requirements of Tier II Only (Range of Scores = 1-5)

1 = Not Satisfied At All

Average = 2.9

5 = Very Satisfied



Photo: California Department of Boating and Waterways





Photo: GREATgraphics!

*Response to the BIG Program is generally favorable, although there is room for improvement.*

When state administrators and grant recipients were asked to identify features of the administrative process that worked well, both identified “cooperation and assistance from Service staff” most often. In addition, grant recipients identified “the communication and assistance from local or state agencies” as being a general feature of the grant process that worked well. Based on these responses, it appears that the relationship between the Service personnel and their constituents is a very positive asset to this program.

Included in the legislation that created the BIG Program was a provision requiring the Service to “adopt a national framework for a public boat access needs assessment which may be used by states to conduct surveys to determine the adequacy, number, location, and quality of facilities providing access to recreational waters for all sizes of recreational boats.” Although the Service developed and published such a framework in 2002 (*Federal Register Volume 67, Number 4*), the questions comprising it were not fully embraced by the states nor was the proposed methodology fully supported by the Office of Management and Budget (OMB). As structured, the framework may not be able to provide a comprehensive, comparable, national assessment of boating needs. At this time, this national boating needs assessment remains to be completed.

The national boating needs assessment must be completed. The Review Panel recommends that the Service seek funds for a national survey that provides comparable data on a national basis or revise the existing framework methodology and content to accommodate concerns of states and OMB while providing results that can be compiled and compared across the nation.

**PROJECT APPLICATION, REVIEW AND SELECTION PROCESS Summary**

The grant application cycle as instituted by the U.S. Fish and Wildlife Service was designed to conduct a relatively compressed application process of six months. Optimally, this time period would encompass every stage, from the announcement of funding availability through finalization of the grant agreements with the states.

<b>July 1</b> Announce funding availability	<b>September 30</b> Applications due to FWS Regions	<b>November 30</b> Proposal ranking completed	<b>December 31</b> Director gives final approval	<b>February 28</b> Grant agreements finalized with states
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However, during the first fiscal cycle of the program (2000) delays due to outlining the final rules for the program greatly extended this cycle. The proposed rule was originally published in the Federal Register on January 20, 2000 but the final rule incorporating public comments and changes was not published until a full year later (January 18, 2001). Thus, two years of funding (2000-2001) had to be combined in the first grant cycle.

As described previously, Tier II project applications are initially submitted annually to the Service Regional Offices for preliminary screening for completeness and adherence to guidelines. Qualified applications are then forwarded to the Washington office, which convenes a panel of its professional staff to review, rank, and recommend projects for funding. This panel includes representatives from the Service’s Washington, D.C., and each Regional Office. Tier II projects are also reviewed by a panel selected by the Sport Fishing and Boating Partnership Council, an advisory body of nongovernmental individuals that is chartered under the Federal Advisory Committee Act (FACA). The two panels then reconcile their rankings to produce a list of recommended projects, prioritized according to the amount of funds available that year.

Projects are ranked based on their adherence to general program requirements, and are assigned points according to the following criteria (see Appendix II for further elaboration on criteria):



Photo: BoatU.S.

Grant Scoring Criteria	Points
Construct, maintain, or renovate facilities based on a state survey of the need for such facilities	15
Developing public and private partnerships (5 points for each partner)	5-15
Use of innovative techniques	Up to 15
Use of private local matching funds	5-15
Cost efficiency	Up to 10
Provide waypoint linkage (one stop along a series of destinations)	5-15
Provide access to recreational, cultural, historic, natural or scenic opportunities	0-15
Provide significant economic impact	1-5
Multistate effort	5

**Findings**

There was some level of confusion and frustration among state partners and grant recipients regarding the sometimes lengthy delays between the application deadline and award decisions. As noted earlier, the initial year of funding (2000)

*The Review Panel commends the Service for keeping the BIG Program operational during funding delays.*





Photo: Tampa Parks and Recreation Department

*The grant approval process should be streamlined to minimize problems in the execution of a project.*

was delayed due to the requirements for developing, publicizing, and soliciting public comment about the proposed rules and finalizing the rule before the grant cycle could begin. However, a greater factor in delays in the later years was the hold up in the Congressional appropriation and reauthorization processes that resulted in the lengthening of the grant application process and the introduction of an element of doubt about the program’s continuation. This was unfortunate but was found to be a factor beyond the control of the Service. The Review Panel commends the Service for keeping the program operational during such delays.

Compounding these delays were those caused by various permitting processes that, according to respondents, were seemingly redundant. Permitting (environmental, engineering, etc.) is a necessary step in any construction project, but applicants were sometimes frustrated by the combination of delays caused by this and the application process delays.

Also, the original application schedule caused some inconveniences for marina operators at peak times for their businesses. As a result, the Service modified the schedule in 2004 to accommodate this, a decision that the Review Panel also found commendable.

Seven of ten (70%) of state *administrators* felt that the Tier II project application process was worth the time, effort, and resources that they expended on it. Eleven of fourteen (79%) of the state administrators were satisfied with the review process. However, eight of thirteen (61%) of grant *recipients* believed that the time lag between application and project award was unreasonable. Seven of the state administrators felt that the Tier I funding level of \$100,000 was too low, not enough to conduct worthwhile projects or that the amount of paperwork was too burdensome for that amount of money. Finally, some state administrators felt that the information provided to them on how projects were scored and ultimately selected was not sufficient. Several comments indicated that the point scoring process was not clear.

**Recommendations**

- ☉ **Clarify the scoring and selection process for Tier II** (see figure page 21 and Appendix II.) The review team recommends that the Service clarify such procedures, prepare a primer to assist in preparing applications, and provide direction to Regional personnel that can be disseminated directly to state administrators for such purposes.
- ☉ **Streamline process/shorten time from application to approval.** By far, this was the overwhelming consensus of both state administrators and grant recipients alike. Lengthy delays in the approval process can cause significant



problems in the execution of a project, including cost inflation from the time that original bids were solicited until funds are made available for project execution. However, it must be cautioned that the project review process by the Service is likely not the only contributing factor. Delays in obtaining needed state and federal permits for construction (discussed elsewhere in this report) appear to contribute significantly to these lengthy delays.

- ④ **Permanently move the application deadline** to October 31 with final awards made by February 1 of the following year.
- ④ **Provide a standardized Tier II application.** Several comments were made that applicants who could afford to hire “professional grant writers” seemingly held an advantage over those who could not in the final awarding of grants. To mitigate this advantage, the review team recommends that the Service provide a single, standardized grant application for these grants.
- ④ **Pursue legislative mechanisms to streamline environmental review processes.** Overlapping regulatory jurisdictions between multiple federal agencies can substantially increase the time for permits to be issued and for construction to begin. Both state administrators and grant recipients were strong in their opinion that mechanisms should be pursued to provide more coordination and consolidation of the multiple, but similar, processes by federal agencies (National Marine Fisheries Service, U.S. Army Corps of Engineers, U.S. EPA, etc.). Therefore, the review team recommends that the Service begin a process to review such overlap and, if feasible, seek legislative solutions to streamlining these processes without weakening their underlying purposes for environmental protection and maritime safety.
- ④ **Construct grant agreements “contingent upon receiving environmental permits.”** Some grant recipients suggested that “contingency agreements” be developed so that engineering and planning can proceed before permits are issued. In some cases, these procedures cannot begin until firm funding is in place, thereby creating a “Catch 22” situation. Allowing contingency agreements would facilitate their ability to move forward with the projects in a timely fashion and reduce the time from project inception to finalization.

*The Service should provide a single, standardized grant application.*

*Delays in obtaining multiple and overlapping state and federal permits appear to contribute to lengthy delays in project execution.*

Photo: GREATgraphics!



## **BARRIERS TO AWARENESS AND PARTICIPATION: MARKETING, GRANT APPLICATION AND PROJECT SELECTION SUMMARY**

The Service is divided into seven Regions (plus the Washington office), with each Region having its own Federal Assistance Program and a coordinator assigned to work with states in that Region (see map, page 15). In turn, all states have hired their own federal assistance coordinators to administer grants within their state. Thus, marketing a program such as BIG involves disseminating information through this long-established information pipeline. Additionally, the Service has begun efforts to increase the visibility of the program through the public web site, [www.Grants.Gov](http://www.Grants.Gov), designed to inform the American people about funding opportunities. This is particularly significant inasmuch as the BIG Program is open to private sector applicants, unlike most other programs under Sportfish Restoration.

### **Findings**

The marketing process of the BIG Program to states benefited greatly from the 55-year relationship between the states and federal government in administering other parts of the Sport Fish Restoration Program. Throughout this time, strong relationships between the program partners and the tools for administering the program had been developed and refined. Therefore, marketing this new program was a matter of tapping into the existing mechanisms.

Photo: GREATgraphics!



Supplementing this federal information network, organizations that advocated the program, such as the Boat Owners Association of The United States (BoatU.S.), States Organization for Boating Access (SOBA), the Association of Marina Industries (AMI), and others communicated to their members and the boating press the availability of these grants. This conduit of information played a unique role in reaching beyond the typical “government” audience.

One measure of the success in marketing is reflected in the number of applicants and the number of grants awarded. Since Tier I funds are automatically available to each state/territory (including the District of Columbia) upon submission of an allowable project proposal, the number of Tier I grants provides a good indication of the overall knowledge of the program. In the first four years, 44 states/territories, out of a total of 56 political entities eligible, received Tier I grants in one or more years. Many of the states/territories that did not receive such funding presumably have little opportunity to provide facilities for vessels of this size. There are notable exceptions in states and territories which have considerable large transient boating opportunities but few Tier I projects, notably Georgia (no Tier I projects) and the top state for licensed vessels, Michigan, which only received Tier I funding in two years (and no Tier II funds).

Although no formal studies have been conducted, there are indications that marketing the BIG Program to private-sector marina facilities has been limited. Comments made to members of the Review Panel suggest that not all marinas are aware that they may be eligible for funding. Some states do not provide funding to private facilities as a matter of policy, and therefore would not be expected to communicate with those private-sector facilities.

It was evident in the review that some states that utilized existing vehicles for information and outreach were very successful in obtaining Tier II grants. Two stand out: Oregon, through its state Marine Board, aggressively pursued BIG Program funding in partnership with county governments, municipalities and private entities, and the Virginia Sea Grant Advisory Program held workshops and related outreach to disseminate information about the BIG Program throughout the state. It should come as no surprise, then, that these two states also top the list in the number of competitive Tier II project grants awarded, Virginia with eight and Oregon with seven (through 2003).

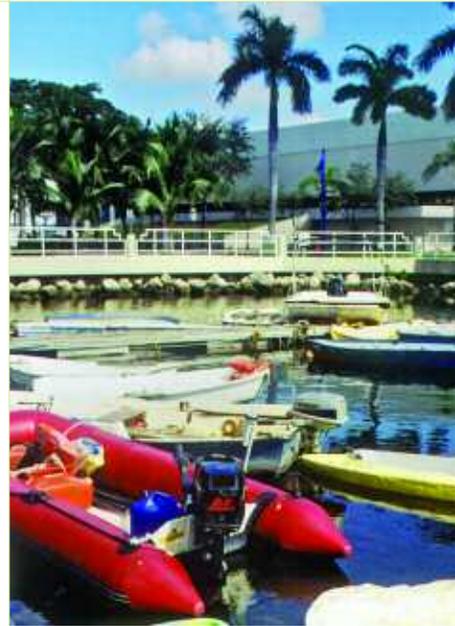


Photo: BoatU.S

*Some states do not provide funding to private facilities as a matter of policy.*



*State agencies should partner with extension programs such as Sea Grant Colleges and organizations designed to help small businesses.*

Although BIG funds can be used by states to increase the awareness of the program among their marina constituencies, some confusion existed about the legality of this. As reflected in responses to the questionnaire, some state administrators in fact held the belief that such use was explicitly prohibited. This likely could impact their ability to promote the program and ultimately limit the number of marinas that would seek BIG funding.

#### **Recommendations**

- ⊗ **The Service should establish clear, minimal funding levels that allow the state administrative agencies to promote the program** and to solicit applications.
- ⊗ **State administrative agencies should be encouraged to develop partnerships with existing extension outreach programs** (such as Sea Grant Colleges or other Cooperative Extension services) and agencies designed to assist small businesses, in order to develop and disseminate information about the BIG Program to private and public marinas more effectively.

Photo: BoatU.S.



## PROJECT EXECUTION AND REPORTING

### SUMMARY

Once projects are funded under the BIG Program, they must comply with certain reporting and financial management requirements. All grant recipients, both Tier I and Tier II, must submit an annual report and a final performance report. Additionally, Tier II projects require quarterly reports of progress. Reports must include the actual accomplishments compared to the objectives established for the period; reasons for any slippage if established objectives were not met; and any additional pertinent information including, when appropriate, analysis and explanation of cost overruns.

Additionally, in order to protect the public investment in facilities receiving BIG funds, grant recipients are required to “ensure a 20 year federal interest” in the project. Specifically, grant recipients “. . . must ensure that the design and installation of tie-up facilities provide for substantial structures that will have a significant longevity, at least 20 years. You must ensure that you operate, maintain, and use the tie-up facilities and features for the stated grant purpose. You must obtain prior written approval from the appropriate Service Regional Director before you can convert these tie-up facilities to other uses.”

### Findings

Six of nine (67%) of the state administrators were satisfied with the reporting and financial management requirements, as well as tools that the Service has developed to assist with this, although some sentiment was expressed that too much reporting was required. Positive features identified by state administrators include:

- ④ Grant training and training materials provided by the Service;
- ④ Prompt payment through the Smartlink/Payment Management System;
- ④ The similarity of the BIG requirements to other grant programs (boating access, CVA, Sport Fish Restoration, etc.) which facilitated administration;
- ④ Access to the electronic reporting system (Federal Aid Information Management System).

However, state administrators were skeptical about the ability of states and the federal government to ensure a “20 year federal interest” as prescribed in the regulations. This is particularly true for smaller projects that may be funded under the Tier I level of the BIG Program.

- ④ Some grant recipients misinterpreted the three year requirement for obligating federal funds as a requirement to expend the funds within that period. Currently, regulations state that “funds not obligated or expended after 3 fiscal years from the date of the award revert to the Secretary of



Photo: Grady-White Boats

*There is confusion about the three year requirement to obligate grant funds.*



*The Service should assign a single individual to administer all programs at a single project site.*

Transportation for use in state recreational boating safety programs, (50CFR86.73).

- ⊗ Some grant recipients alluded to delays presumably within the Service in obtaining the financial paperwork once the project was approved for funding. Comments were not specific enough to make any recommendations.

#### **Recommendations**

- ⊗ **Develop a single point of contact at the Service for each project site.**

The Service administers several programs through the Federal Aid Program, including the Clean Vessel Act (boat pump out facilities), BIG, and Sport Fish Restoration. A single site may be receiving funding from each of these programs. For example, a marina could receive BIG funds for transient docks for large vessels, Clean Vessel Act funds for common boat pump-out facilities, and Sport Fish Restoration funds for angler access projects. However, the Service may assign a different person in the Regional office to administer each of these programs. Thus, the Review Panel recommends that the Service assign a single individual, when possible, to administer all of these programs that are being conducted at a single project site. This would facilitate communication between states and the Service, streamline reporting and permitting processes, and generally improved the functionality of the grant programs.

- ⊗ **The Service needs to clarify for the benefit of grant recipients the meaning of the three year timeframe for obligating funds** that are set out in the regulations.

- ⊗ **The Service should clarify the requirements of the 20 year federal interest** in terms of: 1) long term reporting; 2) provisions for ensuring the maintenance and perpetuation of the use of the facilities, and; 3) responsibilities for tracking the financial aspects of facilities.

Photo: GREATgraphics!



## CONCLUSION

This review of the implementation and operation of the Boating Infrastructure Grant Program (BIG) during its initial four-year authorization clearly demonstrates that it is a successful addition to the user-pay, user-benefit concept embodied in the Federal Aid in Sport Fish Restoration Act during the past 55 years. Through BIG, more than \$31 million in federal gasoline tax monies generated by recreational boating have leveraged many millions more in state and local dollars, all invested to support the unique needs of large transient vessels, as Congress intended. Tier II funds have constructed or improved major berthing facilities at 35 locations throughout the United States, and 44 states have used Tier I funds to create or rebuild numerous more modest facilities.

Interest in the BIG Program from the states remains strong, and the demand for funds for otherwise qualified projects has exceeded available monies by well over two-to-one in each year. Overall, the U.S. Fish and Wildlife Service, at both the Washington, D.C. headquarters and regional office levels, enjoys favorable support from the states for its administration of the BIG Program. Nationally, the recreational boating industry and related boating consumer organizations continue to be strong voice in support of the program, as are state and local boating organizations.



Photo: BoatU.S.



In sum, the BIG Program got off to an admirable start, however, as might be expected with any new program, opportunities for improvement are evident. The Review Panel found, for example, that minor refinements to application and review procedures could create a more accessible, streamlined and equitable process for all applicants. Encouraging states to tap into existing mechanisms to reach waterfront communities with information and guidance about the BIG Program can translate into many more opportunities for facility improvements that will benefit cruising boaters and, in turn, these same communities. Finally, refining the reporting and permitting processes to the extent possible will facilitate the timely, cost-effective construction of such transient facilities and, in turn, support recreational boating well into the future.

This report does not delve into the mechanics of implementing the Review Panel's recommendations. That must be left to the administering agency, the U.S. Fish and Wildlife Service, to stakeholders and, possibly, to the Congress. The Sport Fishing and Boating Partnership Council, however, would welcome the opportunity to assist the Service in this process in order to build an even stronger and more successful Boating Infrastructure Grant Program.

Photo: GREATgraphics!



## APPENDIX I: DETAILED LEGISLATIVE HISTORY OF THE BOATING INFRASTRUCTURE GRANT PROGRAM<sup>6</sup>

The genesis for federal involvement in developing boating infrastructure lies with the National Recreational Boating Safety and Facilities Improvement Act of 1980, also known as the Biaggi Act. The legislation provided for a portion of federal excise tax receipts attributable to motorboat fuel use that formerly had been allocated to the Highway Trust Fund for road construction and improvement, to be transferred to the Recreational Boating Safety account. The Act authorized \$10 million from this account for boating safety programs and \$10 million for facilities construction and improvement. Although funds for facilities were authorized, Congress never appropriated money for this purpose.

In July 1984, through the leadership of Senator Malcolm Wallop and then Congressman John B. Breaux, the Biaggi Act was incorporated into an amendment to the Federal Aid in Sport Fish Restoration Act and was passed later that year as part of the Deficit Reduction Act of 1984. In recognition of Senator Wallop and Congressman Breaux, the Act took on their names and became known as the Wallop-Breaux Amendment. The major component established a new trust fund named the Aquatic Resources Trust Fund (the Wallop-Breaux Trust Fund) that was divided into two accounts: 1) the Boat Safety Account; and 2) the Sport Fish Restoration Account. Among other provisions, the Wallop-Breaux Amendment retained the collection of fuel tax revenues attributable to motorboats. The Amendment mandated that each state spend at least 10 percent of its annual apportionment on development and maintenance of boating access facilities. A broad range of access projects were eligible for funding, including construction of boat ramps and lifts, docking and marina facilities, breakwaters, fish cleaning stations, restrooms, and parking areas (Radonski 2000).

<sup>6</sup> Portions of this section are duplicated from: Radonski, G.C. 2000. *History of the Federal Aid in Sportfish Restoration Program*. In: Rassam, G., A. Loftus, and B. Tyler (eds). *Celebrating 50 years of the Sportfish Restoration Program*. Fisheries (25) 7 (supplement).



Photo: BoatU.S.





Photo: BoatU.S.

Provisions of the Wallop-Breaux Amendment required spending from the Boat Safety Account to undergo reauthorization after three years of enactment. Only the Sport Fish Restoration Account retained the “permanent appropriation” language of the original Sport Fish Restoration Act. Since motorboat fuel taxes collected in the Boat Safety Account that are in excess of the appropriated amount flow automatically into the Sport Fish Restoration Account, reauthorization affected the amount of money going to states for sport fishing and boating access projects. Unlike the Sport Fish Restoration Account, which is administered by the Service, the Boat Safety Account is administered by the U.S. Coast Guard.

The reauthorization bill was introduced into the House Merchant Marine and Fisheries Committee in early 1988. In order to expedite passage, the language was later incorporated into the 1988 Coast Guard appropriation bill, which passed and became law (P.L. 100-448) in September 1988. The new law increased the spending authorization for the Boat Safety Account from \$45 million to \$60 million for fiscal years 1989 and 1990, then to \$70 million for fiscal years 1991-1993.

Additionally, in order to verify the actual percentage of fuel taxes collected each year attributable to recreational motorboat usage, the 1988 amendments authorized the Secretary of Transportation and the Secretary of the Interior to jointly conduct a survey of 1) the number, size and primary uses of recreational vessels operating on the waters of the U.S.; and 2) the amount of types of fuel used by those vessels.

Two years later, the 1990 federal budget reconciliation process allowed for 2.5 cents of the newly approved 5 cents increase in federal fuel excise taxes to be deposited to the Highway Trust Fund. The Aquatic Resources Trust Fund, as in the past, received 1.08 percent of these new revenues.

In 1992, President George H. Bush signed the Oceans Act of 1992, which contained a number of environmental provisions. Title V of the Oceans Act was entitled the Clean Vessel Act, which included several modest changes to the Federal Aid in Sport Fish Restoration legislation. Among those changes were new distribution formulas to equitably distribute the additional motorboat fuel tax. The essential elements of this amendment created a new cost-share program that made money available for construction, maintenance, and operation of facilities to handle sewage from boats. The new amendment made \$5 million available for these purposes in FY 1993; \$7.5 million in FY 1994 and 1995; and \$10 million in FY 1996 and 1997. Additionally, an identical amount of spending authority was provided to enhance the state boat safety grants programs.



The amendments also increased the mandatory minimum percentage of state allocations that had to be invested in boating access and facilities projects from 10 percent to 12.5 percent for each state. Two changes were included to provide greater flexibility to states for their boating access and facilities projects. First, the act allowed an average state expenditure of 12.5 percent, measured across a Region. The states were also provided five years in which to obligate their 12.5 percent boating access and facilities monies, again to provide flexibility to accommodate the imposition of the additional planning and permitting burden associated with the development of boating access.

The new funding available since 1985 for boating infrastructure improvements allowed tremendous improvements for boaters. Despite this, most of the funds were applied to constructing and maintaining facilities such as boat launching ramps that serviced primarily small, trailerable boats. Recognizing the need to address facilities for larger vessels, in 1998, the U.S. Congress passed the Sport Fishing and Boating Safety Act of 1998 (16 U.S.C.777g) as part of the Transportation Equity Act for the 21st Century. This Act provided \$32 million over four years (\$8 million per fiscal year for 2000-2003 for the sole purpose of installing, renovating and maintaining tie-up facilities for recreational boats 26 feet and longer and to produce and distribute information and educational materials about the program. Additionally, the 1998 amendments increased the mandated amount that states must spend to 15% from 12.5% for boating access and facility repair. Significantly, the 1998 amendments reauthorized the Clean Vessel Act (boat pumpout provisions) originally incorporated in 1992. Finally, the new amendments began to correct what many considered an inequity in the transfer of the motorboat fuel taxes. Prior to the amendments, the Aquatic Resources Trust Fund received only 11.5 cents of every 18.3 cents in federal gas tax per gallon paid by boaters and anglers. The 1998 amendments increased this to 13.0 cents on October 1, 2001 and 13.5 cents on October 1, 2003.



Photo: BoatU.S.



## APPENDIX II: EXISTING CRITERIA FOR SELECTING BIG TIER II PROJECTS

The U.S. Fish and Wildlife Service’s Division of Federal Assistance convenes a panel of professional staff to review, rank, and recommend funding to the Service Director. This panel includes representatives from the Service’s Washington, D.C., and Regional Offices. The Director also convenes an advisory panel of nongovernmental organizations to advise and make recommendations to the Federal panel. The Service Director makes final project selections. Tier II proposals are ranked by the panels according to the following criteria:

Criteria	Possible Points
(1) Plan to construct, renovate, and maintain tie-up facilities for transient nontrailerable recreational vessels following priorities identified in each state’s program plan that the Secretary of the Interior has approved under section 7404(c) of the Sportfishing and Boating Safety Act.	15
(2) Provide for public/private and public/public partnership efforts to develop, renovate, and maintain tie-up facilities. These partners must be other than the Service and lead State agency.	One partner 5 Two partners 10 3 + partners 15
(3) Use innovative techniques to increase the availability of tie-up facilities for transient nontrailerable recreational vessels (includes education/information).	0-15
(4) Include private, local, or other State funds in addition to the non-Federal match.	16-35% 5 36-49% 10 50+% 15
(5) Are cost efficient. Proposals are cost efficient when the tie-up facility or access site’s features add a high value compared with the funds from the proposal, for example, where you construct a small feature such as a transient mooring dock within an existing harbor that adds high value and opportunity to existing features (restrooms, utilities, etc.). A proposal that requires installing all of the above features would add less value for the cost.	0-10
(6) Provide a significant link to prominent destination way points such as those near metropolitan population centers, cultural or natural areas, or that provide safe harbors from storms.	10
(7) Provide access to recreational, historic, cultural, natural, or scenic opportunities of national, Regional, or local significance. Projects that provide access to opportunities of national, Regional, or local significance receive 5 points for each.	Up to 15
(8) Provide significant positive economic impacts to a community. For example, a project that costs \$100,000 and attracts a number of boaters who altogether spend \$1 million a year in the community.	1-5
(9) Include multi-state efforts that result in coordinating location of tie-up facilities.	5
Total possible points	105



### APPENDIX III. TIER I GRANTS AWARDED BY STATE

State	FY 2000, 2001	FY 2002	FY 2003	FY 2004 <sup>7</sup>	Total
Alabama	\$200,000	\$100,000	\$100,000	\$100,000	\$500,000
Alaska	\$200,000	\$100,000	\$100,000	\$100,000	\$500,000
American Samoa	\$0	\$0	\$100,000	\$0	\$100,000
Arizona	\$0	\$0	\$0	\$0	\$0
Arkansas	\$200,000	\$100,000	\$100,000	\$100,000	\$500,000
California	\$200,000	\$94,260	\$100,000	\$100,000	\$494,260
Colorado	\$0	\$0	\$0	\$0	\$0
Connecticut	\$173,295	\$60,446	\$16,450	\$0	\$250,191
Delaware	\$200,000	\$0	\$100,000	\$0	\$300,000
Florida	\$200,000	\$100,000	\$39,882	\$100,000	\$439,882
Georgia	\$0	\$0	\$0	\$0	\$0
Guam	\$0	\$0	\$100,000	\$0	\$100,000
Hawaii	\$200,000	\$100,000	\$0	\$100,000	\$400,000
Idaho	\$200,000	\$75,000	\$100,000	\$0	\$375,000
Illinois	\$200,000	\$100,000	\$50,000	\$65,330	\$415,330
Indiana	\$129,375	\$75,000	\$100,000	\$100,000	\$404,375
Iowa	\$200,000	\$100,000	\$0	\$100,000	\$400,000
Kansas	\$0	\$0	\$0	\$0	\$0
Kentucky	\$200,000	\$100,000	\$100,000	\$100,000	\$500,000
Louisiana	\$72,774	\$99,975	\$99,843	\$100,000	\$372,592
Maine	\$200,000	\$100,000	\$100,000	\$100,000	\$500,000
Maryland	\$200,000	\$100,000	\$100,000	\$100,000	\$500,000
Massachusetts	\$200,000	\$89,791	\$91,082	\$90,375	\$471,248
Michigan	\$200,000	\$100,000	\$0	\$0	\$300,000
Minnesota	\$200,000	\$100,000	\$0	\$0	\$300,000
Mississippi	\$200,000	\$0	\$100,000	\$0	\$300,000
Missouri	\$200,000	\$86,700	\$99,000	\$99,675	\$485,375
Montana	\$0	\$0	\$0	\$0	\$0
Nebraska	\$0	\$0	\$100,000	\$0	\$100,000
Nevada	\$0	\$0	\$0	\$0	\$0
New Hampshire	\$0	\$0	\$0	\$0	\$0
New Jersey	\$0	\$99,946	\$100,000	\$100,000	\$299,946
New Mexico	\$0	\$0	\$0	\$0	\$0
New York	\$200,000	\$100,000	\$100,000	\$100,000	\$500,000
North Carolina	\$0	\$100,000	\$75,300	\$100,000	\$275,300
North Dakota	\$164,625	\$94,500	\$0	\$0	\$259,125
Northern Mariana Islands	\$0	\$100,000	\$100,000	\$100,000	\$300,000
Ohio	\$200,000	\$100,000	\$100,000	\$100,000	\$500,000
Oklahoma	\$200,000	\$100,000	\$100,000	\$100,000	\$500,000
Oregon	\$200,000	\$100,000	\$100,000	\$100,000	\$500,000
Pennsylvania	\$200,000	\$100,000	\$100,000	\$100,000	\$500,000
Puerto Rico	\$0	\$0	\$0	\$0	\$0



State	FY 2000, 2001	FY 2002	FY 2003	FY 2004 <sup>7</sup>	Total
Rhode Island	\$157,220	\$98,750	\$41,250	\$96,637	\$393,857
South Carolina	\$159,000	\$60,500	\$100,000	\$0	\$319,500
South Dakota	\$0	\$0	\$0	\$0	\$0
Tennessee	\$200,000	\$100,000	\$100,000	\$100,000	\$500,000
Texas	\$200,000	\$100,000	\$100,000	\$100,000	\$500,000
Utah	\$0	\$0	\$0	\$0	\$0
Vermont	\$200,000	\$100,000	\$100,000	\$100,000	\$500,000
Virgin Islands	\$0	\$0	\$100,000	\$100,000	\$200,000
Virginia	\$126,525	\$99,892	\$99,891	\$100,000	\$426,308
Washington	\$100,000	\$100,000	\$100,000	\$100,000	\$400,000
Washington, D.C.	\$178,415	\$0	\$0	\$0	\$178,415
West Virginia	\$0	\$100,000	\$100,000	\$0	\$200,000
Wisconsin	\$200,000	\$100,000	\$100,000	\$60,750	\$460,750
Wyoming	\$0	\$0	\$0	\$0	\$0
<b>Total</b>	<b>\$6,661,229</b>	<b>\$3,534,760</b>	<b>\$3,512,698</b>	<b>\$3,012,767</b>	<b>\$16,721,453</b>

<sup>7</sup> 2004 data not included in this review, but presented in this table for general information.

Photo: Oregon State Marine Board



## APPENDIX IV. TIER II GRANTS AWARDED BY STATE

State	FY 2000, 2001	FY 2002	FY 2003	FY 2004 <sup>8</sup>	Total
California	\$834,125	\$0	\$0	\$859,000	\$1,693,125
Florida	\$845,365	\$250,000	\$0	\$1,571,500	\$2,666,865
Illinois	\$1,397,968	\$0	\$0	\$996,000	\$2,393,968
Iowa	\$1,156,428	\$0	\$0	\$0	\$1,156,428
Louisiana	\$693,000	\$607,000	\$186,886	\$0	\$1,486,886
Maine	\$240,086	\$0	\$0	\$0	\$240,086
Mississippi	\$0	\$224,000	\$0	\$0	\$224,000
Nebraska	\$0	\$0	\$0	\$930,692	\$930,692
New Jersey	\$0	\$0	\$1,500,000	\$0	\$1,500,000
New York	\$0	\$0	\$247,000	\$0	\$247,000
Ohio	\$956,293	\$861,383	\$0	\$0	\$1,817,676
Oregon	\$1,475,625	\$354,750	\$0	\$1,111,388	\$2,941,763
South Carolina	\$928,125	\$1,198,000	\$652,238	\$0	\$2,778,363
Texas	\$0	\$0	\$0	\$450,000	\$450,000
Virginia	\$606,306	\$600,000	\$430,731	\$0	\$1,637,037
Washington	\$0	\$299,982	\$955,000	\$0	\$1,254,982
<b>Totals</b>	<b>\$9,133,321</b>	<b>\$4,395,115</b>	<b>\$3,971,855</b>	<b>\$5,918,580</b>	<b>\$23,418,871</b>

<sup>8</sup> 2004 data not included in this review, but presented in this table for general information.



Photo: BoatU.S.



## APPENDIX V. TIER II GRANTS FUNDED 2000-2003

State	Proposal Name	Awards	Year
CA	Moss Landing Phase I Construct three floating docks with a wheelchair accessible gangway for transient vessels in the North Harbor portion of Landing Harbor, Moss Landing, an area with no transient docks and inadequate facilities elsewhere in the harbor. The Moss Landing is an established waypoint for cruising between San Diego and Alaska. This project will create infrastructure to serve and attract many types of large, transient vessels.	\$616,000	2001
CA	Moss Landing Phase II Construct a floating dock with utilities for transient boats to include piles, gangway, and utility services for overnight stays. The Harbor District works in partnership with local entities, including the Elkhorn Yacht Club, local eco-tourism businesses to publicize these improvements and to disseminate educational materials about the program, adding value to existing and future businesses.	\$218,125	2001
CA	Pier 39, San Francisco Renovate docks to provide 17 new transient slips; dredge the marina to improve limited access; rebuild the existing wave baffle; install a waste recycling facility; upgrade and replace utilities and dock boxes. The renovated guest docks to provide easier access and much-needed guest facilities for transient vessels up to 60 feet. Pier 39 Marina, local sponsor of this grant, providing over \$1.6 million toward the total cost while other local sponsors provide \$72,000 in partnership contributions.	\$859,000	2004
FL	Marjorie Park Marina, Tampa Construct 760 linear feet of additional transient dockage in Seddon Channel, adjacent to the Marjorie Park Marina; provide new dock space to meet the need for overnight moorage and provide access for physically challenged boaters.	\$845,365	2001
FL	Tampa Convention Center, Tampa Construct 6,000 square foot wet-slip facility designed to serve transient non-trailerable boats, on a year round basis. Adjacent to the city's convention center, it is expected to serve 1,200 transients annually.	\$250,000	2002



<b>State</b>	<b>Proposal Name</b>	<b>Awards</b>	<b>Year</b>
FL	<b>Fernandina Harbor Marina</b> Add 1,560 linear feet for transient tie-up, renovate restrooms; bathhouse; laundry, and build a transient boater Welcome Center. Additionally, one time dredging of 25,000 cubic yards of silt, to provide access for transient boaters.	<b>\$1,571,500</b>	<b>2004</b>
IA	<b>City of Clinton</b> The Iowa DNR in third party agreement with the City of Clinton to construct a 50-slip transient boat marina with associated facilities, including sewage pumpout station and new fuel dock to serve transient boaters on the Mississippi River. Complements additional marina development across the river at Fulton, Illinois (see below).	<b>\$1,156,428</b>	<b>2001</b>
IL	<b>Intergovernment Marine Partnership, City of Fulton</b> Improve facilities at Fulton Marina on the Mississippi River in partnership with cross-river neighboring city, Clinton, Iowa. Includes installation of transient slips with electric and water hook-ups, service building, floating fuel building, pedestrian lighting, erosion control, and one-time dredging.	<b>\$898,768</b>	<b>2001</b>
IL	<b>Alton Marina, Alton</b> Improve transient facilities at the Alton Marina on the Mississippi River, including: construction of 36 transient slips at the existing marina, extension of an existing breakwater and upgrading the fuel facility.	<b>\$499,200</b>	<b>2001</b>
IL	<b>Grafton Harbor, Grafton</b> Develop transient boat slips and facilities as part of the city's development of a new marina for boaters along the Mississippi and Illinois Rivers.	<b>\$996,000</b>	<b>2004</b>
LA	<b>Bucktown Harbor Marina, Jefferson Parish</b> Construct and stabilize 715 linear feet of shoreline interface using sheet pile bulkhead and/or riprap. In association with shoreline work, construct a deck/platform, pathways and perform necessary grading for construction of a marine fueling station. The Lake Pontchartrain site provides boaters' access to New Orleans.	<b>\$693,000</b>	<b>2001</b>



<b>State</b>	<b>Proposal Name</b>	<b>Awards</b>	<b>Year</b>
LA	Cypress Cove, Venice	\$200,000	2002
	Increase transient dockage by constructing ADA-compliant fixed docking facilities. This will consist of a concrete walkway and fixed finger piers held in place with appropriate shoreline stabilization and tie-off piles as well as an ADA accessible gangway to a 12 foot wide landing float. To accommodate up to 20 boats, depending on length.		
LA	Bucktown Harbor Marina, Jefferson Parish	\$407,000	2002
	Construct a floating dock facility that will accommodate up to 15 transient boats with an ADA-accessible gangway, 10 foot wide float, and additional float for berthing/staging as part of a larger new marina development on Lake Pontchartrain.		
LA	Bucktown Harbor Marina, Jefferson Parish	\$186,886	2003
	Construct additional tie-up pier to accommodate 10 to 16 boats between 26 and 40 feet, along with six 40 foot slips, one 30 foot slip and one 51 foot slip, resulting berthing for up to 25 boats, depending upon length. This ADA compliant facility to provide access to New Orleans attractions for cruising boaters.		
ME	South Portland	\$240,086	2001
	Build a docking facility at Thomas Knight Park in South Portland. Specifically: install deck walkway with railing across existing historic granite pier footings, install precast concrete floats and aluminum gangway down to the floats, as well as light poles, sewage pumpout stations, electrical service and utilities. Includes installation of navigational aids to mark safe channel depths.		
MS	J.P Coleman State Park, Ikua	\$224,000	2002
	Repair harbor dike and add safety features, including solar powered navigational aids and other safety features, for recreational vessels cruising the Tennessee River. Repair and extend the rock dike that protects recreational boats that dock at the marina.		
NE	Dodge Park Marina, Omaha	\$930,692	2004
	Provide docking facilities for up to 40 transient boats on the Missouri River as part of a larger marina project being constructed by the city.		



<b>State</b>	<b>Proposal Name</b>	<b>Awards</b>	<b>Year</b>
NJ	<b>Belmar Municipal Marina, Belmar</b> Construct/ install three concrete floating docks in the north portion of the existing marina on the Shark River to provide 57 transient slips with electricity, water, and telephone services on each floating dock. The project provides facilities for recreational vessels transiting the northern New Jersey coast and cruising to and from New York City.	\$1,500,000	2003
NY	<b>Village Marina, Nyack</b> Construct 10 new slips for transients as well as 40 new mooring sites, allowing boaters access to this historic village on the lower Hudson River with a day's cruise of New York City.	\$247,000	2003
OH	<b>Middle Bass State Park Middle Bass Island, Lake Erie</b> Provide consulting marina engineering design services for harbor enlargement via removal of upland peninsula fill material for installation of 30 transient docks (60 slips) with electric service, plus replacement of the South Harbor Vertical Wall, to help satisfy demand for transient dockage at this popular Lake Erie Islands cruising destination.	\$956,293	2001
OH	<b>Middle Bass State Park</b> Second phase of the above project.	\$861,383	2002
OR	<b>Courthouse Docks, St. Helens</b> ADA-accessible dockage constructed at an existing facility on the Columbia River at Mile 86. Piles repositioned to open space for additional larger boats. Provides a link to historic city center with supplies readily available to transient boaters.	\$420,750	2001
OR	<b>Rainier Tie-Up, Rainier</b> New transient tie-up facilities with pumpout and electricity on 12 foot wide floats to replace deteriorated, unsafe dockage as part of downtown revitalization at this Columbia River community.	\$231,000	2001
OR	<b>Bartlett Landing</b> Replace transient tie-ups on the Columbia operated by Oregon State Parks at River Mile 116. Construct more substantial and larger floating structure with new 300 foot section of concrete floats to provide safe ADA accessibility to the shore and its outstanding natural and scenic attributes for larger boats cruising to and from the Portland/Vancouver, Washington area.	\$326,250	2001



<b>State</b>	<b>Proposal Name</b>	<b>Awards</b>	<b>Year</b>
OR	<b>The Dalles</b> Tie-ups reconfigured at existing marina at the Port of The Dalles, Columbia River Mile 189, to provide much-needed marine fuel station and pumpout services and to make them more easily accessed by the large boats. This tie-up site provides access to the Historic City (The Dalles) Center, the End of the Overland Portion of the Oregon Trail, and visitor center to the Columbia Gorge National Scenic Area. This tie-up is also a part of the National Lewis and Clark River Trail system.	\$135,000	2001
OR	<b>Eighth Street Tie-Up, Oregon City</b> A tie-up dock on the Willamette River, at Mile 26, at City of Oregon City, providing an access to the historic downtown area for transient boaters traveling along the Willamette River, designated an American Heritage River, Site is near the Willamette Falls and Locks viewpoint and shuttle service to the Historic End of the Oregon Trail visitor center.	\$237,000	2001
OR	<b>Arlington Tie-Up, Arlington</b> Replace existing large boat tie-ups in Arlington Boat Basin, Columbia River Mile 243, with slips that can accommodate large boats and withstand the high winds common in this area. Wave attenuator was installed, designed to provide adequate protection during high wind periods.	\$125,625	2001
OR	<b>Port of Astoria, Astoria</b> Replace and upgrade an existing docking area in “West Basin” and “Pier 3.” West Basin project includes 200 feet of broadside tie-ups, five slips, and a new ADA-gangway. Pier 3 project includes relocation of the existing marine fuel/pump out station, addition of a new gangway plus a small floating breakwater. Area serves as a key harbor of refuge for boats cruising on the Pacific Ocean and is the principal port for boats plying the Columbia River system.	\$354,750	2002
OR	<b>Sandy Beach</b> Project to develop a 520 foot concrete breakwater and docking facility for transient boaters along the Columbia River.	\$749,138	2004
OR	<b>Lake Oswego Foothills Park</b> This project will provide transient facilities in Lake Oswego Foothills Park.	\$362,250	2004



<b>State</b>	<b>Proposal Name</b>	<b>Awards</b>	<b>Year</b>
SC	<b>Cooper River Marina, Charleston</b>	<b>\$928,125</b>	<b>2001</b>
	Improve transient tie-up facilities to accommodate 42 additional vessels at Cooper River Marina by relocation of the breakwater addition of 18 slips for 35 foot vessels and 12 slips for 40 foot vessels. Add 360 feet of side tie docking to accommodate up to 12 vessels with an average length of 30 feet.		
SC	<b>Charleston City Dock, Charleston</b>	<b>\$1,198,000</b>	<b>2002</b>
	This project on the Ashley River includes the Installation of 11 single-point moorings and construction of a 10-slip floating dock tree equipped with standard utilities, 2) construction of an additional 10-slip floating dock tree equipped with standard utilities and 3) construction of a “MegaDock” which includes 1,280 linear feet of side-tie docking equipped with standard utilities.		
SC	<b>Harborwalk Marina, Georgetown</b>	<b>\$328,488</b>	<b>2003</b>
	Remove existing, unsuitable fixed pier to install 13 slips to serve recreational vessels cruising the Intracoastal Waterway. Provides access to historic downtown plus adds a harbor of refuge to popular cruising area.		
SC	<b>Charleston Maritime Center, Charleston</b>	<b>\$323,750</b>	<b>2003</b>
	Install 14' x 175' floating dock for side tie docking to accommodate up to 10 vessels; Replace existing fuel dock with 10' x 88' floating dock/wave attenuator; Connect the two docks with a 75 foot floating dock and 40-ft. finger pier (which can accommodate 4 vessels @ 40' or 2 vessels greater than 40'); Also install 48 foot floating dock/wave attenuator and gangways.		
TX	<b>Corpus Christi Municipal Marina Corpus Christi</b>	<b>\$450,000</b>	<b>2004</b>
	Develop 48 transient boat slips to provide access to the area for off-shore fishing tournaments, special events, and regattas.		
VA	<b>York River</b>	<b>\$147,018</b>	<b>2001</b>
	Increase number of tie-up floating docks by 780 lineal feet in a highly flexible configuration. Includes removal of five existing fixed piers.		



<b>State</b>	<b>Proposal Name</b>	<b>Awards</b>	<b>Year</b>
VA	Belle Isle State Park, Rappahanock	\$120,000	2001
	Channel dredging to allow deep-draft recreational vessels access to state park marina; project includes shoreline stabilization, mooring field and navigation marking and signage. ( <i>Note:</i> project cancelled after project award.)		
VA	Chincoteague	\$100,000	2001
	Repair bulkhead and construct five finger piers with docking space for boats 26 feet and over, increasing the town's ability to service transient vessels on the Chesapeake Bay.		
VA	Urbanna	\$161,707	2001
	Convert 17 existing boat slips into transient facilities at this historic port town on the Rappahannock River. Rebuild decaying docks, piles, piers, add floating dinghy dock and modernize facility to include essential services for transients and also upgrade restroom and shower facilities to handicap accessibility and add basic laundry services.		
VA	Yorktown	\$600,000	2002
	Mooring facilities for transient vessels that provide boater access to Virginia's Historic Triangle (Yorktown, Jamestown, and Williamsburg) with addition of 220 foot fixed concrete pier connecting to 600 foot floating breakwater.		
VA	Bay Creek Villages Marina,	\$250,000	2003
	Construct floating piers for transient boaters as a portion of a much larger marina renovation project for a total of 49 slips for vessels visiting the southern Eastern Shore of Virginia near the mouth of the Chesapeake Bay.		
VA	Colonial Beach Yacht Club, Colonial Beach	\$138,304	2003
	Construction of 723 feet of dock space with up to date utilities plus a new fuel dock to serve transients on the Potomac River.		
VA	Washington Sailing Marina, Alexandria	\$42,427	2003
	Construct floating wave attenuator that will also serve as a docking platform for eight transient boats allowing access to Washington, D.C. area attractions and services.		



State	Proposal Name	Awards	Year
WA	Hanford Reach	\$258,570	2002
	<p>Transient tie-up installation with 150-ft moorage dock providing shore access via ADA-accessible ramp at existing park within the City of Richland near its central business district. Associated amenities include utilities, boater information kiosks and signage about the Columbia River. (Demand for moorage in this area is increasing rapidly with the heightened public interest in exploring the nearby Hanford Reach National Monument).</p>		
WA	Port of Bremerton Marina Bremerton	\$955,000	2003
	<p>Construct 1,200 ft breakwater that also provides transient dockage. Project includes repositioning historic decommissioned Navy destroyer, <i>USS Turner Joy</i> as added marina breakwater.</p>		

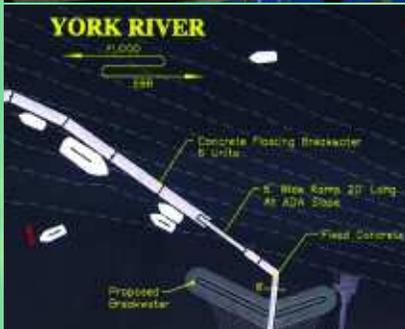


Photo: BoatU.S.





## BOATING INFRASTRUCTURE GRANT PROGRAM CASE STUDIES



2000-2003



## CASE STUDIES

**Project Location:**

Middle Bass Island, Ohio

Rainier, Oregon

Tampa, Florida

Mississippi River Clinton, Iowa and Fulton, Illinois

Yorktown, Virginia

Charleston, South Carolina

Corpus Christi, Texas



**Project Location:** Middle Bass Island, Ohio  
**Grant Recipient:** State of Ohio, Department of Natural Resources  
**Unique Feature:** State operated facility  
**BIG Funds:** \$1.8 million  
**Partner Funds:** More the \$1 million in Ohio Waterways Safety Funds

**Project Description:**

Middle Bass Island State Park is located 11 miles north of Port Clinton, in the western basin of Lake Erie. In February, 2001 Ohio completed acquisition of Middle Bass Island from private ownership. It is the newest addition to Ohio’s state park system and provides nearly 124 acres of lake front access, including a mile of pristine shoreline. Although a marina existed on the property at the time of acquisition, it was insufficient to meet the needs of the Lake Erie boating community. Therefore, the Ohio Department of Natural Resources (ODNR) sought and acquired BIG funds to improve the infrastructure to provide expanded and safer tie-up facilities for larger transient vessels. The ODNR will use the funds to partially remove the center peninsula at the marina, install 60 new docks with electrical service to accommodate 120 boats, and renovate the marina’s seawalls. Ultimately, 225 boat slips will be available for public use at the Middle Bass Island State Park marina. This infrastructure improvement was consistent with the guiding principles for the management of Middle Bass Island, which include a focus on a family atmosphere; providing amenities that are economically viable to develop, manage and maintain; serving as a destination park; protecting, showcasing and providing the public the opportunity to interact with the natural and cultural environment while providing recreation.



BIG funds will expand and upgrade this transient docking area at Middle Bass Island State Park on Lake Erie. Photo: Ohio Department of Natural Resources

*In developing the Boating on Ohio Waterways Plan, the Division of Watercraft asked Ohio boaters what they would like to see accomplished by the Ohio Boating Program. Boating participants in focus groups . . . stressed the need for more transient tie up opportunities on Lake Erie, almost to the exclusion of all other access issues.*

— Grant application narrative  
 City of Toledo, Ohio





Rainier transient docks.  
Photo: Oregon State Marine Board.

**Project Location:** Rainier, Oregon  
**Grant Recipient:** Oregon State Marine Board  
**Partners:** City of Rainier, Columbia River Yachting Association  
**Unique Feature:** The transient dock and adjacent Rainier City Marina form a key element of an entire downtown riverfront revitalization project. Additionally, this facility is the first in the nation to be completed using federal Boating Infrastructure Grant dollars.

**Project Completion:** May 2003  
**Total Budget:** \$416,000  
**BIG Funds:** \$308,000  
**Partner Funds:** \$54,400  
**Clean Vessel Act Funds:** \$53,600

**Project Description:**

This project provides new transient tie-up facilities, sewage pumpouts, 12 foot wide floats and wheel-chair accessible aluminum gangways connecting the facilities to the community. The project is one of 25 stop-over facilities planned for the Columbia River to provide larger vessels with transient dockage and safe harbor at appropriate intervals. Rainier has become a stopping point for recreational vessels traveling on the river.

*We used to have to chase boats away because the pier was so unsafe. Now, come Friday afternoon through Monday morning, all our transient spaces are filled up. Some of the boats are so big you can see the masts above the buildings from blocks away and that's a good feeling. It means our stores and restaurants are getting new business and boaters are discovering what a great little town we have here.*

— Jerry Cole, Mayor  
Rainier, Oregon



**Project Location:** Tampa, Florida  
**Grant Recipient:** City of Tampa  
**Partners:** City of Tampa, Chamber of Commerce, and Tampa Bay Convention and Visitors Bureau.  
**Unique Feature:** Integrated into the city’s new convention center—a selling point used by the Tampa Bay Convention and Visitors Bureau to promote Tampa as a destination for the boating community.  
**Project Completion:** January 2004  
**Total Budget:** \$500,000  
**BIG Funds:** \$250,000  
**Partner Funds:** \$250,000

**Project Description:**

The Tampa Convention Center Boating Facility provides twenty-six transient boat slips and over 6,000 square feet of dock space. As its name suggests, the facility is located adjacent to a new \$140 million convention center, thereby linking boaters to a significant attraction in the city. The facility is part of Tampa’s efforts to “provide public marina facilities that continue Tampa’s maritime tradition” and to “promote Tampa as a destination for visiting mariners.” Previously, transient boaters may have had a hard time finding dockage as the city-operated marinas currently have a ten year waiting list for slips. The transient facility is expected to serve 1,200 visiting boats annually.

*Previously, transient boaters may have had a hard time finding dockage because marinas operated by the City of Tampa had a waiting list for slips. The transient facility is expected to serve hundreds of visiting boats annually.*

— Karen Palus  
Director, City of Tampa Parks and Recreation Department



Photo: Tampa Parks and Recreation Department.





Mississippi boaters approaching stopover facilities at Clinton, Iowa. Photo: Clinton Area Chamber of Commerce.

**Project Location:** Mississippi River Clinton, Iowa and Fulton, Illinois  
**Grant Recipient:** Cities of Clinton and Fulton.  
**Partners:** Illinois DNR, Gateway Area Foundation, Iowa DNR, Vision Iowa, Clinton County Community Development Association.  
**Unique Feature:** Two states coordinating projects to improve overall facilities for Mississippi River boaters.  
**Total Budget:** \$6,900,000  
**BIG Funds:** \$2,055,196  
(Fulton \$898,768; Clinton \$1,156,428)

**Project Description:**

The cities of Clinton, Iowa and Fulton, Illinois, neighboring towns separated by the Mississippi River, coordinated projects to enhance boating facilities for transient vessels along the Mississippi. Their combined grants totaled over \$2 million and provide 50 boat slips on the Illinois side and 25 boat slips on the Iowa side for large transient vessels plying these waters. Facility upgrades including dredging, electric and water service, fuel dock, sewage pump-out, walkways, service building upgrades, and associated amenities to enhance the safety and usability of these facilities for boaters. Over \$22 million additional funds will be spent upgrading the park and marina area surrounding the Clinton Marina.

*This community would never have pursued the \$5 million marina renovation and riverfront restoration project we now have underway without the BIG grant. It became a springboard for us, on both sides of the river, and primed the pump for the kind of cooperative, interstate project that we've talked about for years.*

*Sure, we're building infrastructure for visiting boaters, but we've built lasting, cross-river "community infrastructure," too.*

Dennis Lauver  
President, Clinton Area Chamber of Commerce



**Project Location:** Yorktown, Virginia  
**Grant Recipient:** York County, Virginia  
**Partners:** York County Board of Supervisors; Jamestown/Yorktown Foundation; National Park Service; Watermen’s Museum; Yorktown Trustees; Virginia Department of Transportation.  
**Unique Feature:** Integrated into national historic site and tourism-related economy.  
**Project Completion:** February 2007  
**Total Budget:** \$1,200,000  
**BIG Funds:** \$600,000  
**Partner Funds:** \$600,000

**Project Description:**

Yorktown Harbor will provide boating access to the Yorktown Waterfront and Battlefield, the National Park Service Visitor’s Center, the Jamestown/Yorktown Foundation Victory Center and the historic village. With the construction of state of the art mooring facilities, service will be enhanced to transient boaters on the York River. Offering a safe harbor on the south shore, it will provide access to attractions within the Historic Triangle of the Middle Peninsula. The BIG project is just one element of the comprehensive plan designed to re-establish the waterfront as a focal point of activity in Yorktown. The project consists of 220 foot long fixed concrete pier which will traverse the beach and shallow shoreline area, connecting to a 600 foot long floating breakwater outfitted with cleats, rub-rail and provisions for power pedestals.

*The economic impact of transient boat activity starts with attracting larger cruising boats to stay in Virginia longer, thereby generating additional local tourist spending. The Boating Infrastructure Grant Program allows waterfront communities to provide docking facilities and shore side amenities that measure up to today’s standards. The increased convenience that Virginia’s ports afford to out-of-state boaters initiates more activity at area boat yards and marinas, and all the related service businesses that boat owners need to support the operation of larger watercraft.*

*In short, the BIG Program stimulates real economic development by helping Virginia turn its coastal natural and cultural resources into economic assets.*

— Thomas J. Murray  
 Sea Grant Marine Economist, Virginia Institute of Marine Science  
 Gloucester Point, Virginia



Photo: Vanasse Hangen Brustlin, Inc.





The "MegaDock" at the Charleston City Marina.  
Photo: Charleston City Marina.

**Project Location:** Charleston, South Carolina  
**Grant Recipients:** Charleston City Marina, the Charleston Maritime Center and the Cooper River Marina. (3 sites, 5 grants).  
**Total Budget:** \$4,555,000  
**BIG Funds:** \$2,601,375  
**Partner Funds:** \$1,953,625  
**Partners:** Local governments  
**Unique Feature:** Infrastructure improvement throughout the community capitalizing on its Atlantic Intracoastal Waterway location.  
**Project Completion:** 2006

**Project Description:**

Charleston is a primary boating destination in the Southeast and serves as a midpoint along the Atlantic Intracoastal Waterway between New York and Miami. The BIG Program has provided funds to three marinas in the Charleston area to increase the availability of berthing space to transient boaters visiting the Charleston area: the Charleston City Marina, the Charleston Maritime Center and the Cooper River Marina.

**The Charleston City Marina**

The Charleston City Marina, along the Ashley River, is owned by the City of Charleston and operated by a private management company. The marina was awarded three BIG grants totaling \$1,357,000 that were matched with \$1,328,000 local funds to improve existing facilities. Projects included: 1) installation of 11 single-point moorings and construction of a 10-slip floating dock tree equipped with standard utilities, 2) construction of an additional 10-slip floating dock tree equipped with standard utilities and 3) construction of a "MegaDock" which includes 1,280 linear feet of side-tie docking equipped with standard utilities. These projects have been completed and are available for use by transient vessels 26 feet in length or greater.

**The Cooper River Marina**

The Cooper River Marina, is located along the Cooper River is owned and managed by the Charleston County Parks and Recreation Commission. It received BIG funds totaling \$928,125 that were matched with \$309,375 in local funds for facility improvement to accommodate a total of 42 transient vessels. This project will install 900 linear feet of side-tie docking and 13 new wet slips, all complete with standard utilities. This facility improvement project is expected to be completed by the autumn of 2005.



### The Charleston Maritime Center

The Charleston Maritime Center, owned and managed by the City of Charleston, is located on the Cooper River, adjacent to the city's aquarium and a few blocks walk to the Historic District. A BIG award totaling \$316,250 and matched with \$316,250 in local funds is allowing the Center to install nearly 300 feet of floating dock to accommodate 12-14 vessels over 26 feet. This project will also create a more stable docking situation for fueling and provide additional protection to berthed vessels from wave action.

*More boat slips are slated for Charleston's Maritime Center along the Cooper River. Plans call for the city to spend more than \$1.5 million to add 14 boat slips and expand the Harborwalk pathway. The extra boat slips could bring an estimated \$50,000 increase in annual rental fees, plus the ability to host larger yachts. City hospitality fees and a \$316,000 federal grant that was funded with boat taxes would be used to pay for the project.*

— WIS TV, Channel 10, Columbia, S.C.  
April 26, 2005





Corpus Christi Municipal Marina.  
Photo: Peter Davidson

**Project Location:** Corpus Christi, Texas  
**Grant Recipient:** City of Corpus Christi  
**Total Budget:** \$6,000,000  
**BIG Funds:** \$650,000  
**Partner Funds:** \$3,000,000  
**Partners:** City government, Texas General Land Office, Coastal Bend Bays and Estuaries Program, Texas Commission on Environmental Quality, Texas A&M University-Corpus Christi, Texas Sea Grant College.

**Unique Feature:** Two BIG grants for infrastructure to serve transient boaters provided impetus to leverage funding to move ahead with a \$6 million marina improvement project that capitalizes on the city’s Gulf Intracoastal Waterway location.

**Project Completion:** 2006

**Project Description:**

BIG funding allowed Corpus Christi Municipal Marina to add 48 transient slips and construct two dedicated boater services buildings with bathrooms, showers and laundries plus meeting facilities for boater education classes and public meetings. The buildings include 24-hour weather stations, chart plotting computers and boaters’ libraries, all designed to serve the 850 transients that visit Corpus Christi each year while being made available to resident slip holders as well.

The marina, which is serviced by water taxi, is within walking distance of the city’s downtown shopping, hotels, restaurants and visitor attractions, including the *USS Lexington* Museum, the city convention center and a new 10,000-seat waterfront entertainment arena as well as a baseball stadium that opened in the spring of 2005.

*A \$450,000 grant from the “U.S. Fish and Wildlife Service announced Monday will enhance the city’s ability to add new boat slips at the Corpus Christi Marina,” said Marina Superintendent Peter Davidson. “Now that we have received the grant, I am hoping it will create sufficient funding to fulfill the entire project,” he said. “It means we will be able to become a 21st century marina and destination.”*

Caller-Times Corpus Christi, Texas  
September 14, 2004









**SPORT FISHING AND BOATING PARTNERSHIP COUNCIL**

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