

**The Sustainable Working Waterfronts Toolkit:**  
Connecting Decision-makers, Landowners, and Users with  
Information and Tools for Preserving and Enhancing our Nation's  
Working Waterfronts.



[www.WaterAccessUS.com](http://www.WaterAccessUS.com)

# The National Working Waterfront Network

## Mission:

Increase the capacity of communities to make decisions, balance diverse uses, ensure access and plan for the future.



## Objectives:

- Research, educate about, and celebrate WWFs;
- Provide access to information; and
- Strengthen a network of diverse partners.



Before I talk about the Toolkit, I wanted to start with a bit of background. First, what are these “working waterfronts” we are talking about? Working waterfronts are waterfront lands, waterfront infrastructure, and waterways that are used for a water-dependent activity, such as ports, small recreational boat harbors, fishing docks, and hundreds of other places across the country where people use and access the water.

The National Working Waterfront Network emerged from the discussions and activities of individuals and organizations working on waterfront access issues and participating in the the first two national Working Waterfronts and Waterways symposiums in 2007 in Norfolk, Virginia and in 2010 in Portland, Maine. A consensus was building that there was a need to engaged the issue on a national level. Working waterfront legislation was being introduced in Congress and participants wanted a mechanism for sharing information on tools and strategies for working waterfronts preservation. Although still operating informally, the NWWN is moving towards a more formal structure guided by the efforts of core group of organizations, including many Sea Grant programs. The NWWN’s mission is to increase the capacity of communities to make decisions, balance diverse uses, ensure access, and plan for the future.

To achieve this goal, the NWWN conducts research and raises awareness about working waterfront issues through a variety of activities. Most recently, the NWWN held its third symposium in Tacoma, Washington. In 2010, a subcommittee of the NWWN successfully compete for funding from the Economic Development Administration to develop a Sustainable Working Waterfronts Toolkit.

## Toolkit Project Team

Island Institute (PI) – Nick Battista and Caitlin Cleaver

CEI – Hugh Cowperthwaite and Richard Clime

Florida Sea Grant – Bob Swett

Maine Sea Grant – Natalie Springuel and Kristen Grant

National Sea Grant Law Center – Stephanie Showalter Otts

Virginia Sea Grant – Lisa Lawrence

Urban Harbors Institute – Jack Wiggin



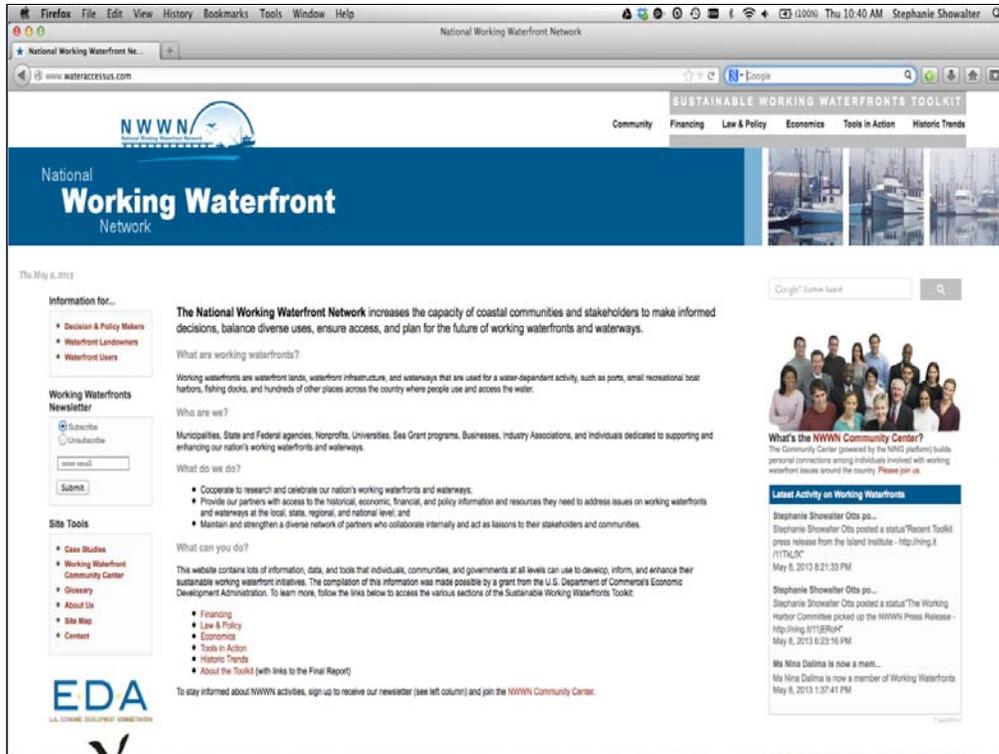
Recognize project partners.



Working waterfronts are vitally important on a local, regional, and national scale. They are places where people live, work, and play. They contribute to the economy by facilitating shipping, fishing, and other commercial activities and thereby supporting the associated jobs. In many communities, they are a link to the past – a place to learn about, experience and remember our heritage, be it New Bedford whaling, San Francisco gold mining, or Leland, Michigan fishing. Working waterfronts play an important role in our nation’s economy and in the culture of our nation’s coastal communities.

In addition, because water has always been a means of transportation, working waterfronts are often interconnected within larger, complex systems such as the global supply chain. The conversion of a working waterfront to a non-water-dependent use, and the associated loss of access, can have ripple effects through these systems. For instance, after Hurricane Katrina, the number of public docking facilities decreased significantly resulting in a shift in seafood landings from Mississippi to Alabama. This shift increased the operating costs of Mississippi fishermen who now had to spend more on fuel and deprived Mississippi of the revenue from those landings.

When working waterfronts decline, our ocean and coastal economy loses on multiple levels: our national GDP declines, businesses and activities dependent upon these waterfronts cannot succeed, jobs are lost, access to the water is eliminated, the critical connection to shore-side markets and infrastructure vanishes, and the character of the home community or port suffers.



This is a screen shot of the homepage of the NWWN website. In addition to the Sustainable Working Waterfronts Toolkit, the website contains the NWWN Community Center – a social networking site that is open to anyone interested in working waterfront issues.

## Who is the Toolkit for?

- **Decision and Policy Makers** interested in learning more about land use planning, financing, and regulatory tools that can be implemented on behalf of the public, private landowners, and waterfront users.
- **Waterfront Landowners** seeking to take advantage of tools and government programs to preserve the working status of their waterfront land.
- **Waterfront Users** interested in learning more about working waterfront initiatives and how to encourage communities to get involved.



When the project team began working on the Toolkit, we identified three groups who we believed were our primary audience – decision and policy makers, waterfronts landowners, and waterfront users. Why these three groups? Quite simply, we focused on the groups most likely to be impacted or with the ability, either through land ownership or governmental authority, to take action. We wanted the Toolkit to inform both private and public decision-making and provide a place to start for communities dealing with these issues.

## Toolkit Contents

- A **historic overview** of trends and **drivers of change** in working waterfronts and water-dependent industries over time and today;
- An **economic analysis** of the U.S. ocean economy;
- A database of **financing tools** and descriptions of **law and policy tools** to increase the capacity of communities to preserve working waterfronts;
- Guidance for implementation including **case studies** and related resources.



The Toolkit contains a wealth of information that can help individuals understand the economic importance of the waterfronts in their areas and the forces that are driving changes. A database of financing tools can help identify potential funding sources, and the law and policy pages provide ideas as to how laws, regulations, and policies can be used to support working waterfront initiatives. Finally, there are about twenty case studies that highlight how communities around the country have successfully implemented these tools to protect and enhance their working waterfronts.

We really envisioned the Toolkit was an educational tool. It's a place where people can come to learn about what's been done and make connections with people who have been successful, in order to make their vision a success. The case studies especially can be viewed as "road maps" to making things happen.

## How can the Toolkit be Used?



The continued sustainability of our working waterfronts is increasingly endangered by many factors including the following:

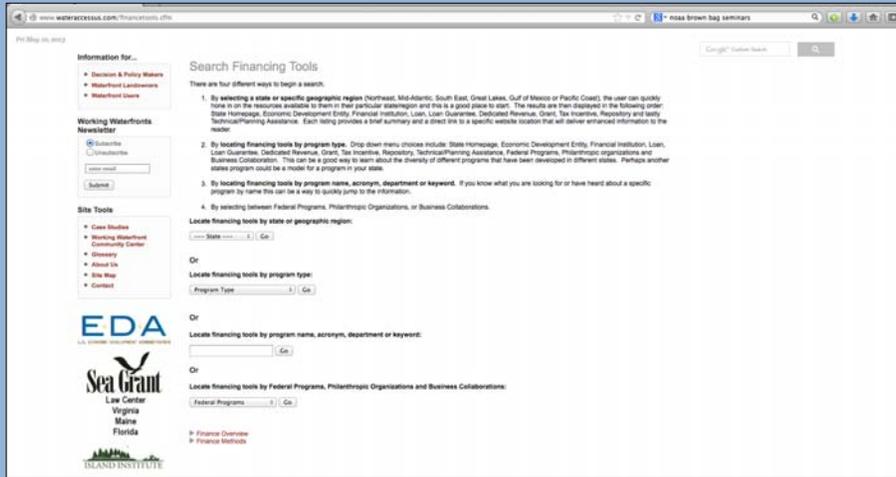
- Lack of community understanding of operational issues;
- Inadequate political support for necessary physical improvements, like dredging;
- Incessant pressure to convert waterfront property to non-water-dependent uses, residences, offices, stadiums, all of which generally have a far greater geographic range of locations than water-dependent uses; and
- Declining natural resources, such as certain fish stocks in some areas.

So, how can the Toolkit help?



Before launching a WWF initiative, and throughout its life, those involved need to know a lot about the working waterfronts in question to generate support for programs and to design effective policy and strategies. Knowledge of the economic value is essential to communicating the need to take action. To choose the right intervention, you need to know what national, regional, and local economic, social, environmental, and other forces are impacting a community's working waterfront. You need a legal and regulatory framework that is compatible with whatever strategy or policy you are trying to implement. The community, especially working waterfront landowners and users, must be aware of the issues and engaged in decision-making processes. Very few programs, whether public or private, can be implemented without money, so funding needs to be found somewhere.

# Tap into Funding Resources



Here are just some examples of how the Toolkit can be used to address information needs. Visitors can learn how to tap into funding resources by searching the Financial Tools database.

# Compile Facts About Your County's Ocean Economy

The screenshot displays the 'National Working Waterfront Network' website. The main heading is 'Working Waterfront Network'. Below the header, there are navigation links for 'Information for...' (Decision & Policy Makers, Stakeholder/Liaison/Networks, Stakeholder Links) and 'Working Waterfronts Newsletter' (Subscribe, Unsubscribe, Enter email, Submit). There are also 'Site Tools' (Case Studies, Working Waterfront Community Center, Glossary, About Us, Site Map, Contact).

The main content area is titled 'Tips for Accessing the Economic Data'. It includes a search bar and a list of facts about the ocean economy of Duval County, Florida. The facts are as follows:

- Ocean-related Gross Domestic Product (GDP) in Duval County was \$1,048 million in 2009 (Figure 8, Appendix 1), and there were 16,945 jobs in ocean-related businesses (Figure 9, Appendix 1).
- Ocean-related Gross Domestic Product (GDP) Ranked 25th nationwide in 2009 (Table 6).
- Tourism and recreation ranked 30th for predicted positive change, and is expected to increase by 114 percent from 2009 to 2020 (Table 11). In contrast, the minerals sector ranked 20th in the largest predicted negative change to 2020, and based on historical data, essentially is predicted to go out of existence (Table 12).
- Marine port shipments to Duval County increased by 40 percent from 9.1 million tons in 1987 to 12.8 million tons in 2010 (Table 14). Tonnage is predicted to increase to 17.6 million tons by 2020 (Table 14).
- Similarly, the dollar value of marine port shipments in Duval County increased by 38 percent from 1987 to 2010 (Table 15). The predicted value of port shipments in 2020 is \$20.3 billion.
- Commercial fish landings, on average, increased from 4.3 to 6.6 million pounds between 1999 and 2010 (Table 16).
- The dollar value of commercial fishing landings went from \$12.8 million in 1992 to \$11.0 million in 2010 (Table 17).
- Cruise ship passenger rights have been very stable since 2004 (Table 18). There was not enough data to predict a value for the year 2020.
- In 2009, there were 844,000 ocean-related establishments in Duval County that created 16,945 jobs. Wages were \$489 million and GDP for ocean-related industries in 2009 was \$1,048 billion (Appendix 1).
- Marine Construction - GDP was \$ 34.8 million in 2009. Living Resources was \$4.5 million, Minerals \$1.8 million, Ship and Boat Building \$144.4 million, Tourism and Recreation \$282.7 million, and Transportation was \$963.8 million (Appendix 2). Obviously, tourism and recreation are the dominant ocean-related industries.
- The estimated GDP contributions of these ocean-related industries for Duval County follow a similar pattern (Appendix 3). Contributions include the indirect and induced effects or impacts as the revenues and jobs generated by direct ocean-related industry activity as it ripples through the regional economy. Contributions of ocean-related sectors were estimated to be \$270 million for Construction in 2009, \$26 million for Living Resources, \$946 million for Ship and Boat Building, \$867 million for Tourism and Recreation, and \$2,279 for Marine Transportation. No value for the contribution for the Offshore Minerals sector in Duval County could be estimated due to data suppression on the State-level share of the Limestone, Sand and Gravel sector, and the Oil and Gas Exploration and Production sector for Florida, which comprised the minerals sector at the county level.

Logos for EDA (Economic Development Authority) and Sea Grant are visible at the bottom of the page.



Strengthen an argument for action by incorporating state- or county-specific economic data.

# Generate Ideas for Legal Reform

The screenshot displays the 'Working Waterfront Network' website. The main content area is titled 'Coastal Zone Management' and contains several paragraphs of text and a bulleted list of resources. On the left side, there are navigation menus for 'Information for...', 'Working Waterfronts Newsletter', and 'Site Tools'. At the bottom left of the screenshot is the logo for the National Working Waterfront Network (NWWN).

**Information for...**

- Decision & Policy Matters
- Waterfront Landmarks
- Waterfront Users

**Working Waterfronts Newsletter**

Subscribe

Unsubscribe

View email

Submit

**Site Tools**

- Case Studies
- Working Waterfront Community Center
- Directory
- About Us
- Site Map
- Contact

**Coastal Zone Management**

Water-dependent businesses, such as recreational boating companies, commercial fisheries, seafood processors, and charter boat operations, require infrastructure located on or adjacent to water to access the water. The working waterfronts necessary to support these industries, such as dock, landing facilities, or seafood processing plants, are often at risk of displacement by non-water-dependent uses, such as residential, hotels, or residential development. State and local governments can help preserve traditional working waterfronts by incorporating water-dependency definitions and requirements into laws, regulations, and policies.

The federal Coastal Zone Management Act (CZMA) provides a framework for state management of the lands and waters of the nation's coastal zone, including the Great Lakes. Nationally, the provisions of the CZMA are administered through NOAA's Office of Ocean and Coastal Resource Management. Thirty-four states and territories have approved coastal management programs that are implemented through various state laws and regulations.

The CZMA requires states to give priority consideration to "water-dependent uses." Congress, however, did not provide a definition to explain what such uses are. As a result, states and territories with federally approved coastal programs define "water-dependent uses" differently. In some states, coastal-dependent uses are defined narrowly to only encompass fisheries. In others the uses are broadly defined to include marinas, boat yards, seafood processing plants, or other businesses essential to maintaining healthy working waterfronts. The classification terminology also varies; the majority of states refer to such uses as "water-dependent," in addition, some states have secondary levels of water dependency and may refer to those lower priority uses as "water-related" or "water-enhanced" uses. For an overview of states' existing water-dependency definitions, see Appendix A in Working Waterfronts and the CZMA: Defining Water-Dependent Use.

Local governments interested in protecting working waterfronts and water-dependent uses can incorporate similar definitions and requirements into local land use plans and zoning ordinances. In fact, depending on their respective state's coastal management laws, state definitions may actually have to be reflected at the local level. For example:

- The Maine Mandatory Shoreland Zoning Act encourages municipalities "to give preference, when appropriate, to functionally water-dependent uses." To that end, several Maine municipalities have adopted water-dependent use definitions. For example, in Auburn "functionally dependent use" means "a use which cannot perform its intended purpose unless it is located or carried out in close proximity to water." The term "functionally dependent use" includes only "loading facilities, port facilities that are necessary for the loading and unloading of cargo or passengers, and structuring and pier water facilities, but does not include long-term storage or related manufacturing facilities." Auburn, Maine, Code of Ordinances § 60-602.
- The North Carolina Coastal Area Management Act requires each of the 20 coastal counties to have a local land-use plan in accordance with guidelines established by the Coastal Resources Commission. State law requires counties to address Areas of Environmental Concern. The state guidelines for areas of environmental concern establish water-dependent use standards. Local governments have also addressed water-dependent use. For example, in Wilmington development activities within the buffer zone are limited to water dependent structures. Examples of water dependent structures include "docks, piers, boat ramps, navigation markers, and access channels." Wilmington, North Carolina, Code of Ordinances § 16-347(a)(2)(c).
- The Washington Shoreline Management Act establishes a planning program and regulatory permit system, which is implemented at the local level. In implementing shoreline programs, many cities have implemented a water-dependent use definition based on the state definition. For example, Seattle defines water dependent use as "a use which cannot exist in other than a waterfront location and is dependent on the water by reason of the intrinsic nature of its operations. The following uses, and similar uses, are included: Ferry and passenger terminals, marine construction and repair, abutments, cargo terminals for marine commerce or industry, boat launch facilities, marinas, floating home moorings, boat yards, cruise ships, tug and barge operations, shoreline recreation, moorings, yacht clubs, limnological or oceanographic research facilities." Seattle, Washington, Code of Ordinances 22.230.040 (b).
- For more information on how states and local governments may use water dependency definitions to provide greater protection of working waterfronts, see Working Waterfronts and the CZMA: Defining Water-Dependent Use.

**Additional Resources**

- The Coastal Zone Management Act
- Conservation Clinic, University of Florida, Levin College of Law, Water-Dependent Use Definitions: A Tool to Protect and Preserve Recreational and Commercial Working Waterfronts (2006).
- Smythe, T. C. (2016). Can coastal management programs promote "water-dependent uses"? Coastal Management, 36(5), 688-695.

**EDA**  
U.S. ECONOMIC DEVELOPMENT ADMINISTRATION

**Sea Grant**  
Law Center  
Virginia  
Marine

**NWWN**  
National Working Waterfront Network

Provide ideas for legal reform, such as updating water dependency definitions.

# Find “How To” Resources

The screenshot shows a web browser window displaying the 'Implementation Resources' page on the NWWN website. The page is organized into several sections:

- Information for...:** Includes links for 'Deviation & Policy Matters', 'Waterfront Landowners', and 'Waterfront Users'.
- Working Waterfronts Newsletter:** A subscription form with a 'Subscribe' button and a 'Comments' section.
- Site Tools:** Includes links for 'Case Studies', 'Working Waterfront Community Center', 'Glossary', 'About Us', 'Site Map', and 'Contact'.
- Implementation Resources:** A main section with a 'Resource Keyword Search' box and a list of resources categorized by 'General', 'Community & Stakeholder Engagement', 'Financing', 'Land Conservation, Transfer, Acquisition', 'Mapping, Inventory, Study', and 'Planning'.

Logos for EDA (Economic Development Administration), Sea Grant Virginia Maine Florida, and Island Institute are visible on the left side of the page.



Find “how to” resources for engaging community members in working waterfront and similar initiatives.

## Stay Tuned for More!

- Webinars
- Tips for Using Economic Data
- Additional Case Studies
- Further Research
- Symposiums



The NWWN subcommittees are currently planning a number of activities, including webinars and tips on how to effectively use the economic data. We hope to continue to add case studies to the website, and find funding to conduct future research. And, we hope to host our fourth symposium in a couple of years.

**[www.WaterAccessUS.com](http://www.WaterAccessUS.com)**

*Learn More!*

*Join the Conversation!*

*Become a Member!*

*Join a Subcommittee!*

*Get Involved!*



Contact:  
(352) 392-6233  
rswett@ufl.edu



Thank you so much for taking time out of your day to learn more about the Toolkit. Please visit us on the web, join the NWWN and the Community Center, and get involved! I'm happy to answer any questions you might have.