117TH CONGRESS 1ST SESSION

H. R. 3160

To amend the Coastal Zone Management Act of 1972 to establish a Working Waterfront Task Force and a working waterfronts grant program, and for other purposes.

IN THE HOUSE OF REPRESENTATIVES

May 12, 2021

Ms. PINGREE (for herself, Mr. WITTMAN, Mr. HUFFMAN, Mr. KILMER, Mrs. Luria, Mr. Carbajal, Mr. Pallone, and Mr. Keating) introduced the following bill; which was referred to the Committee on Natural Resources

A BILL

To amend the Coastal Zone Management Act of 1972 to establish a Working Waterfront Task Force and a working waterfronts grant program, and for other purposes.

- 1 Be it enacted by the Senate and House of Representa-
- 2 tives of the United States of America in Congress assembled,
- 3 SECTION 1. SHORT TITLE.
- 4 This Act may be cited as the "Keep America's Water-
- 5 fronts Working Act".
- 6 SEC. 2. WORKING WATERFRONTS GRANT PROGRAM.
- 7 The Coastal Zone Management Act of 1972 (16
- 8 U.S.C. 1451 et seq.) is amended by adding at the end
- 9 the following:

1 "SEC. 320. WORKING WATERFRONTS GRANT PROGRAM.

2	"(a) Working Waterfront Task Force.—
3	"(1) ESTABLISHMENT AND FUNCTIONS.—The
4	Secretary of Commerce shall establish a task force
5	to work directly with coastal States, user groups,
6	and coastal stakeholders to identify and address crit-
7	ical needs with respect to working waterfronts.
8	"(2) Membership.—The members of the task
9	force shall be appointed by the Secretary of Com-
10	merce, and shall include—
11	"(A) experts in the unique economic, so-
12	cial, cultural, ecological, geographic, and re-
13	source concerns of working waterfronts; and
14	"(B) representatives from the National
15	Oceanic and Atmospheric Administration's Of-
16	fice of Coastal Management, the United States
17	Fish and Wildlife Service, the Department of
18	Agriculture, the Environmental Protection
19	Agency, the United States Geological Survey,
20	the Navy, the National Marine Fisheries Serv-
21	ice, the Economic Development Agency, and
22	such other Federal agencies as the Secretary
23	considers appropriate.
24	"(3) Functions.—The task force shall—
25	"(A) identify and prioritize critical needs
26	with respect to working waterfronts in States

1	that have a management program approved by
2	the Secretary of Commerce pursuant to section
3	306, in the areas of—
4	"(i) economic and cultural importance
5	of working waterfronts to communities;
6	"(ii) changing environments and
7	threats working waterfronts face from en-
8	vironment changes, trade barriers, sea level
9	rise, extreme weather events, ocean acidifi-
10	cation, and harmful algal blooms; and
11	"(iii) identifying working waterfronts
12	and highlighting them within communities;
13	"(B) outline options, in coordination with
14	coastal States and local stakeholders, to address
15	such critical needs, including adaptation and
16	mitigation where applicable;
17	"(C) identify Federal agencies that are re-
18	sponsible under existing law for addressing such
19	critical needs; and
20	"(D) recommend Federal agencies best
21	suited to address any critical needs for which
22	no agency is responsible under existing law.
23	"(4) Information to be considered.—In
24	identifying and prioritizing policy gaps pursuant to
25	paragraph (3), the task force shall consider the find-

- ings and recommendations contained in section VI of the report entitled 'The Sustainable Working Waterfronts Toolkit: Final Report', dated March 2013.
 - "(5) Report.—Not later than 18 months after the date of the enactment of this section, the task force shall submit a report to Congress on its findings.
 - "(6) IMPLEMENTATION.—The head of each Federal agency identified in the report pursuant to paragraph (3)(C) shall take such action as is necessary to implement the recommendations contained in the report by not later than 1 year after the date of the issuance of the report.
 - "(b) Working Waterfront Grant Program.—
 - "(1) The Secretary shall establish a Working Waterfront Grant Program, in cooperation with appropriate State, regional, and other units of government, under which the Secretary may make a grant to any coastal State for the purpose of implementing a working waterfront plan approved by the Secretary under subsection (c).
 - "(2) Subject to the availability of appropriations, the Secretary shall award matching grants under the Working Waterfronts Grant Program to coastal States with approved working waterfront

1	plans through a regionally equitable, competitive
2	funding process in accordance with the following:
3	"(A) The Governor, or the lead agency
4	designated by the Governor for coordinating the
5	implementation of this section, where appro-
6	priate in consultation with the appropriate local
7	government, shall determine that the applica-
8	tion is consistent with the State's or territory's
9	approved coastal zone plan, program, and poli-
10	cies prior to submission to the Secretary.
11	"(B) In developing guidelines under this
12	section, the Secretary shall consult with coasta
13	States, other Federal agencies, and other inter-
14	ested stakeholders with expertise in working
15	waterfront planning.
16	"(C) Coastal States may allocate grants to
17	local governments, Indian Tribes, agencies, or
18	nongovernmental organizations eligible for as-
19	sistance under this section.
20	"(3) In awarding a grant to a coastal State, the
21	Secretary shall consider—
22	"(A) the economic, cultural, and historical
23	significance of working waterfront to the coast-
24	al State;

"(B) the demonstrated working waterfront needs of the coastal State as outlined by a working waterfront plan approved for the coastal State under subsection (c), and the value of the proposed project for the implementation of such plan;

- "(C) the ability to successfully leverage funds among participating entities, including Federal programs, regional organizations, State and other government units, landowners, corporations, or private organizations;
- "(D) the potential for rapid turnover in the ownership of working waterfront in the coastal State, and where applicable the need for coastal States to respond quickly when properties in existing or potential working waterfront areas or public access areas as identified in the working waterfront plan submitted by the coastal State come under threat or become available; and
- "(E) the impact of the working waterfront plan approved for the coastal State under subsection (c) on the coastal ecosystem and the users of the coastal ecosystem.

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1	"(4) The Secretary shall approve or reject an
2	application for such a grant within 60 days after re-
3	ceiving an application for the grant.
4	"(c) Working Waterfront Plans.—
5	"(1) To be eligible for a grant under subsection
6	(b), a coastal State must submit and have approved
7	by the Secretary a comprehensive working water-
8	front plan in accordance with this subsection, or be
9	in the process of developing such a plan and have an
10	established working waterfront program at the State
11	or local level, or the Secretary determines that an
12	existing coastal land use plan for that State is in ac-
13	cordance with this subsection.
14	"(2) Such plan—
15	"(A) must provide for preservation and ex-
16	pansion of access to coastal waters to persons
17	engaged in commercial fishing, recreational
18	fishing and boating businesses, aquaculture,
19	boatbuilding, or other water-dependent, coastal-
20	related business;
21	"(B) shall include one or more of—
22	"(i) an assessment of the economic,
23	social, cultural, and historic value of work-
24	ing waterfront to the coastal State;

1	"(ii) a description of relevant State
2	and local laws and regulations affecting
3	working waterfront in the geographic areas
4	identified in the working waterfront plan;
5	"(iii) identification of geographic
6	areas where working waterfronts are cur-
7	rently under threat of conversion to uses
8	incompatible with commercial and rec-
9	reational fishing, recreational fishing and
10	boating businesses, aquaculture,
11	boatbuilding, or other water-dependent,
12	coastal-related business, and the level of
13	that threat;
14	"(iv) identification of geographic areas
15	with a historic connection to working wa-
16	terfronts where working waterfronts are
17	not currently available, and, where appro-
18	priate, an assessment of the environmental
19	impacts of any expansion or new develop-
20	ment of working waterfronts on the coastal
21	ecosystem;
22	"(v) identification of other working
23	waterfront needs including improvements
24	to existing working waterfronts and work-
25	ing waterfront areas;

1	"(vi) a strategic and prioritized plan
2	for the preservation, expansion, and im-
3	provement of working waterfronts in the
4	coastal State;
5	"(vii) for areas identified under
6	clauses (iii), (iv), (v), and (vi), identifica-
7	tion of current availability and potential
8	for expansion of public access to coastal
9	waters;
10	"(viii) a description of the degree of
11	community support for such strategic plan;
12	and
13	"(ix) a contingency plan for properties
14	that revert to the coastal State pursuant to
15	determinations made by the coastal State
16	under subsection (g)(4)(C);
17	"(C) may include detailed environmental
18	impacts on working waterfronts, including haz-
19	ards, sea level rise, inundation exposure, and
20	other resiliency issues;
21	"(D) may be part of the management pro-
22	gram approved under section 306;
23	"(E) shall utilize to the maximum extent
24	practicable existing information contained in
25	relevant surveys, plans, or other strategies to

1	fulfill the information requirements under this
2	paragraph; and
3	"(F) shall incorporate the policies and reg-
4	ulations adopted by communities under local
5	working waterfront plans or strategies in exist-
6	ence before the date of the enactment of this
7	section.
8	"(3) A working waterfront plan—
9	"(A) shall be effective for purposes of this
10	section for the 5-year period beginning on the
11	date it is approved by the Secretary;
12	"(B) must be updated and re-approved by
13	the Secretary before the end of such period; and
14	"(C) shall be complimentary to and incor-
15	porate the policies and objectives of regional or
16	local working waterfront plans as in effect be-
17	fore the date of enactment of this section or as
18	subsequently revised.
19	"(4) The Secretary may—
20	"(A) award planning grants to coastal
21	States for the purpose of developing or revising
22	comprehensive working waterfront plans; and
23	"(B) award grants consistent with the pur-
24	poses of this section to States undertaking the
25	working waterfront planning process under this

1	section, for the purpose of preserving and pro-
2	tecting working waterfronts during such proc-
3	ess.
4	"(5) Any coastal State applying for a working
5	waterfront grant under this title shall—
6	"(A) develop a working waterfront plan,
7	using a process that involves the public and
8	those with an interest in the coastal zone;
9	"(B) coordinate development and imple-
10	mentation of such a plan with other coastal
11	management programs, regulations, and activi-
12	ties of the coastal State; and
13	"(C) if the coastal State allows qualified
14	holders (other than the coastal State) to enter
15	into working waterfront covenants, provide as
16	part of the working waterfront plan under this
17	subsection a mechanism or procedure to ensure
18	that the qualified holders are complying their
19	duties to enforce the working waterfront cov-
20	enant.
21	"(d) Uses, Terms, and Conditions.—
22	"(1) Each grant made by the Secretary under
23	this section shall be subject to such terms and condi-
24	tions as may be appropriate to ensure that the grant
25	is used for purposes consistent with this section.

1	"(2) A grant under this section may be used—
2	"(A) to acquire a working waterfront, or
3	an interest in a working waterfront;
4	"(B) to make improvements to a working
5	waterfront, including the construction or repair
6	of wharfs, boat ramps, or related facilities; or
7	"(C) for necessary climate adaptation miti-
8	gation.
9	"(e) Public Access Requirement.—A working
10	waterfront project funded by grants made under this sec-
11	tion must provide for expansion, improvement, or preser-
12	vation of reasonable and appropriate public access to
13	coastal waters at or in the vicinity of a working water-
14	front, except for commercial fishing or other industrial ac-
15	cess points where the coastal State determines that public
16	access would be unsafe.
17	"(f) Limitations.—
18	"(1) Except as provided in paragraph (2), a
19	grant awarded under this section may be used to
20	purchase working waterfront or an interest in work-
21	ing waterfront, including an easement, only from a
22	willing seller and at fair market value.
23	"(2) A grant awarded under this section may
24	be used to acquire working waterfront or an interest
25	in working waterfront at less than fair market value

- only if the owner certifies to the Secretary that the sale is being entered into willingly and without coercion.
- "(3) No Federal, State, or local entity may exercise the power of eminent domain to secure title to any property or facilities in connection with a project carried out under this section.
- 8 "(g) Allocation of Grants to Local Govern-9 ments and Other Entities.—
- "(1) The Secretary shall encourage coastal

 States to broadly allocate amounts received as

 grants under this section among working water
 fronts identified in working waterfront plans ap
 proved under subsection (c).
 - "(2) Subject to the approval of the Secretary, a coastal State may, as part of an approved working waterfront plan, designate as a qualified holder any unit of State or local government or nongovernmental organization, if the coastal State is ultimately responsible for ensuring that the property will be managed in a manner that is consistent with the purposes for which the land entered into the program.
- 24 "(3) A coastal State or a qualified holder des-25 ignated by a coastal State may allocate to a unit of

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1 nongovernmental organization, local government, 2 fishing cooperative, or other entity, a portion of any 3 grant made under this section for the purpose of 4 carrying out this section, except that such an alloca-5 tion shall not relieve the coastal State of the respon-6 sibility for ensuring that any funds so allocated are 7 applied in furtherance of the coastal State's ap-8 proved working waterfront plan. 9

- "(4) A qualified holder may hold title to or interest in property acquired under this section, except that—
 - "(A) all persons holding title to or interest in working waterfront affected by a grant under this section, including a qualified holder, private citizen, private business, nonprofit organization, fishing cooperative, or other entity, shall enter into a working waterfront covenant;
 - "(B) such covenant shall be held by the coastal State or a qualified holder designated under paragraph (2);
 - "(C) if the coastal State determines, on the record after an opportunity for a hearing, that the working waterfront covenant has been violated—

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1	"(i) all right, title, and interest in and
2	to the working waterfront covered by such
3	covenant shall, except as provided in sub-
4	paragraph (D), revert to the coastal State;
5	and
6	"(ii) the coastal State shall have the
7	right of immediate entry onto the working
8	waterfront;
9	"(D) if a coastal State makes a determina-
10	tion under subparagraph (C), the coastal State
11	may convey or authorize the qualified holder to
12	convey the working waterfront or interest in
13	working waterfront to another qualified holder;
14	and
15	"(E) nothing in this subsection waives any
16	legal requirement under any Federal or State
17	law.
18	"(h) Matching Contributions.—
19	"(1) Except as provided in paragraph (2), the
20	Secretary shall require that each coastal State that
21	receives a grant under this section, or a qualified
22	holder designated by that coastal State under sub-
23	section (g), shall provide matching funds in an
24	amount equal to at least 25 percent of the total cost
25	of the project carried out with the grant.

- "(2) The Secretary may waive the application of paragraph (1) for any qualified holder that is an underserved community, a community that has an inability to draw on other sources of funding because of the small population or low income of the community, or for other reasons the Secretary considers appropriate.
 - "(3) A local community designated as a qualified holder under subsection (g) may utilize funds or other in-kind contributions donated by a nongovernmental partner to satisfy the matching funds requirement under this subsection.
 - "(4) As a condition of receipt of a grant under this section, the Secretary shall require that a coastal State provide to the Secretary such assurances as the Secretary determines are sufficient to demonstrate that the share of the cost of each eligible project that is not funded by the grant awarded under this section has been secured.
 - "(5) If financial assistance under this section represents only a portion of the total cost of a project, funding from other Federal sources may be applied to the cost of the project. Each portion shall be subject to match requirements under the applicable provision of law.

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"(6) The Secretary shall treat as non-Federal match the value of a working waterfront or interest in a working waterfront, including conservation and other easements, that is held in perpetuity by a qualified holder, if the working waterfront or interest is identified in the application for the grant and acquired by the qualified holder within 3 years of the grant award date, or within 3 years after the submission of the application and before the end of the grant award period. Such value shall be determined by an appraisal performed at such time before the award of the grant as the Secretary considers appropriate.

"(7) The Secretary shall treat as non-Federal match the costs associated with acquisition of a working waterfront or an interest in a working waterfront, and the costs of restoration, enhancement, or other improvement to a working waterfront, if the activities are identified in the project application and the costs are incurred within the period of the grant award, or, for working waterfront described in paragraph (6), within the same time limits described in that paragraph. These costs may include either cash or in-kind contributions.

1	"(i) Limit on Administrative Costs.—No more
2	than 5 percent of the funds made available to the Sec-
3	retary under this section may be used by the Secretary
4	for planning or administration of the program under this
5	section.
6	"(j) OTHER TECHNICAL AND FINANCIAL ASSIST-
7	ANCE.—
8	"(1) Up to 5 percent of the funds appropriated
9	under this section may be used by the Secretary for
10	purposes of providing technical assistance as de-
11	scribed in this subsection.
12	"(2) The Secretary shall—
13	"(A) provide technical assistance to coastal
14	States and local governments in identifying and
15	obtaining other sources of available Federal
16	technical and financial assistance for the devel-
17	opment and revision of a working waterfront
18	plan and the implementation of an approved
19	working waterfront plan;
20	"(B) provide technical assistance to States
21	and local governments for the development, im-
22	plementation, and revision of comprehensive
23	working waterfront plans, which may include,
24	subject to the availability of appropriations,
25	planning grants and assistance, pilot projects,

1	feasibility studies, research, and other projects
2	necessary to further the purposes of this sec-
3	tion;
4	"(C) assist States in developing other tools
5	to protect working waterfronts;
6	"(D) collect and disseminate to States
7	guidance for best storm water management
8	practices in regards to working waterfronts;
9	"(E) provide technical assistance to States
10	and local governments on integrating resilience
11	planning into working waterfront preservation
12	efforts; and
13	"(F) collect and disseminate best practices
14	on working waterfronts and resilience planning.
15	"(k) Reports.—
16	"(1) The Secretary shall—
17	"(A) develop performance measures to
18	evaluate and report on the effectiveness of the
19	program under this section in accomplishing the
20	purpose of this section; and
21	"(B) submit to Congress a biennial report
22	that includes such evaluations, an account of all
23	expenditures, and descriptions of all projects
24	carried out using grants awarded under this
25	section.

- 1 "(2) The Secretary may submit the biennial re-2 port under paragraph (1)(B) by including it in the 3 biennial report required under section 316.
- 4 "(1) Definitions.—In this section:

- "(1) The term 'qualified holder' means a coastal State or a unit of local or coastal State government or a non-State organization designated by a coastal State under subsection (g).
 - "(2) The term 'Secretary' means the Secretary, acting through the National Oceanic and Atmospheric Administration.
 - "(3) The term 'working waterfront' means real property (including support structures over water and other facilities) that provides access to coastal waters to persons engaged in commercial and recreational fishing, recreational fishing and boating businesses, boatbuilding, aquaculture, or other water-dependent, coastal-related business and is used for, or that supports, commercial and recreational fishing, recreational fishing and boating businesses, boatbuilding, aquaculture, or other water-dependent, coastal-related business.
 - "(4) The term 'working waterfront covenant' means an agreement in recordable form between the owner of working waterfront and one or more quali-

1	fied holders, that provides such assurances as the
2	Secretary may require that—
3	"(A) the title to or interest in the working
4	waterfront will be held by a grant recipient or
5	qualified holder in perpetuity, except as pro-
6	vided in subparagraph (C);
7	"(B) the working waterfront will be man-
8	aged in a manner that is consistent with the
9	purposes for which the property is acquired
10	pursuant to this section, and the property will
11	not be converted to any use that is inconsistent
12	with the purpose of this section;
13	"(C) if the title to or interest in the work-
14	ing waterfront is sold or otherwise exchanged—
15	"(i) all working waterfront owners
16	and qualified holders involved in such sale
17	or exchange shall accede to such agree-
18	ment; and
19	"(ii) funds equal to the fair market
20	value of the working waterfront or interest
21	in working waterfront shall be paid to the
22	Secretary by parties to the sale or ex-
23	change, and such funds shall, at the dis-
24	cretion of the Secretary, be paid to the
25	coastal State in which the working water-

1	front is located for use in the implementa-
2	tion of the working waterfront plan of the
3	State approved by the Secretary under this
4	section; and
5	"(D) such covenant is subject to enforce-
6	ment and oversight by the coastal State or by
7	another person as determined appropriate by
8	the Secretary.
9	"(m) Authorization of Appropriations.—There
10	is authorized to be appropriated to the Grant Program
11	\$15,000,000.".
12	SEC. 3. WORKING WATERFRONTS PRESERVATION FUND
13	GRANTS.
14	The Coastal Zone Management Act of 1972 (16
15	U.S.C. 1451 et seq.) is further amended by adding at the
16	end the following:
17	"SEC. 321. WORKING WATERFRONTS PRESERVATION LOAN
18	FUND.
19	"(a) Fund.—There is established in the Treasury a
20	separate account that shall be known as the 'Working Wa-
21	terfronts Preservation Loan Fund' (in this section re-
22	ferred to as the 'Fund').
23	"(b) Use.—
24	"(1) Subject to the availability of appropria-

- 1 retary to make loans to coastal States for the pur-
- 2 pose of implementing a working waterfront plan ap-
- 3 proved by the Secretary under section 320(c)
- 4 through preservation, improvement, restoration, re-
- 5 habilitation, acquisition of working waterfront prop-
- 6 erties under criteria established by the Secretary.
- 7 "(2) Upon enactment of this section, the Sec-8 retary of Commerce shall conduct a feasibility study 9 on the administration of the development and man-10 agement of a Working Waterfronts Preservation
- 11 Loan Fund.
- "(3) Upon the completion of the study under paragraph (2), the Secretary shall establish a fund in accordance with the results of that study, and establish such criteria as referenced in subsection (c) in consultation with States that have a management program approved by the Secretary of Commerce pursuant to section 306 and local government coast-
- 20 "(c) AWARD CRITERIA.—The Secretary shall award

al management programs.

- 21 loans under this section through a regionally equitable,
- 22 competitive funding process, and in accordance with the
- 23 following:

- 24 "(1) The Governor, or the lead agency des-
- 25 ignated by the Governor for coordinating the imple-

1	mentation of this section, where appropriate in con-
2	sultation with the appropriate local government,
3	shall determine that an application for a loan is con-
4	sistent with the State's approved coastal zone plan,
5	program, and policies prior to submission to the Sec-
6	retary.
7	"(2) In developing guidelines under this section,
8	the Secretary shall consult with coastal States, other
9	Federal agencies, and other interested stakeholders
10	with expertise in working waterfront planning.
11	"(3) Coastal States may allocate amounts
12	loaned under this section to local governments, In-
13	dian Tribes, agencies, or nongovernmental organiza-
14	tions eligible for loans under this section.
15	"(4) In awarding a loan for activities in a
16	coastal State, the Secretary shall consider—
17	"(A) the economic and cultural significance
18	of working waterfront to the coastal State;
19	"(B) the demonstrated working waterfront
20	needs of the coastal State as outlined by a
21	working waterfront plan approved for the coast-
22	al State under section 320(c), and the value of

the proposed loan for the implementation of

such plan;

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1	"(C) the ability to successfully leverage
2	loan funds among participating entities, includ-
3	ing Federal programs, regional organizations,
4	State and other government units, landowners,
5	corporations, or private organizations;
6	"(D) the potential for rapid turnover in
7	the ownership of working waterfront in the
8	coastal State, and where applicable the need for
9	coastal States to respond quickly when prop-
10	erties in existing or potential working water-
11	front areas or public access areas as identified
12	in the working waterfront plan submitted by
13	the coastal State come under threat or become
14	available;
15	"(E) the impact of the loan on the coastal
16	ecosystem and the users of the coastal eco-
17	system; and
18	"(F) the extent of the historic connection
19	between working waterfronts for which the loan
20	will be used and the local communities within
21	the coastal State.
22	"(d) Loan Amount and Terms.—
23	"(1) The amount of a loan under this section—
24	"(A) shall be not less than \$100,000; and

1	"(B) shall not exceed 15 percent of the
2	amount in the Fund as of July 1 of the fiscal
3	year in which the loan is made.
4	"(2) The interest rate for a loan under this sec-
5	tion shall not exceed 4 percent.
6	"(3) The repayment term for a loan under this
7	section shall not exceed 20 years.
8	"(e) Deadline for Approval.—The Secretary
9	shall approve or reject an application for a loan under this
10	section within 60 days after receiving an application for
11	the loan.
12	"(f) Limit on Administrative Costs.—No more
13	than 5 percent of the funds made available to the Sec-
14	retary under this section may be used by the Secretary
15	for planning or administration of the program under this

- 17 "(g) Definitions.—The definitions in section 320(l)
- 18 shall apply to this section.
- 19 "(h) AUTHORIZATION OF APPROPRIATIONS.—There
- 20 is authorized to be appropriated to the Fund
- 21 \$15,000,000.".

16 section.

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