



WCPA
STRATEGIC
PLAN

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1. Wisconsin Commercial Ports

Wisconsin ports provide an important transportation alternative that many states simply cannot offer to their manufacturers, shippers and suppliers. Wisconsin has 15 commercial ports geographically fortunate to be surrounded on three sides by two commercially navigable waterway systems: the Mississippi River and the Great Lakes-St. Lawrence Seaway. Wisconsin Ports are located along Lake Superior, Lake Michigan and the Mississippi River. Wisconsin is very fortunate to have access to the two navigable waterway systems that access world markets.

Wisconsin's ports serve as hubs of economic activity for manufacturing, shipbuilding, cargo handling, passenger ferry service, transportation logistics, commercial fishing, and as recreational centers. Each year, the ports of Wisconsin transport over 44 million metric tons of cargo. The cargo consists of coal, grain, cement, steel, iron ore, liquid asphalt, limestone, pig iron, salt, fuel oil, wood pulp and many other important commodities that are valued at over \$7 billion dollars each year. The ports of Wisconsin support over 11,000 jobs and have an annual economic impact of \$1.3 billion and result in nearly \$277 million in personal income from wages, salaries and proprietor incomes.

Wisconsin ports are critical to our state's transportation system and serve as multi-modal links for moving cargo throughout the state. Wisconsin as a whole benefits from the port industry. Commodities moved through ports are essential for our state's power plants, paper mills, manufacturers, farmers, governments and consumers.

Waterborne transportation is the safest and most environmentally friendly means of transporting cargo. Fuel consumption and emissions are substantially reduced when transported by ship rather than rail or truck. A modal shift from water to trucks or railcars would alter our quality of life in Wisconsin.

For example, at least 16 million tons of coal per year is loaded onto ships at Superior for transport to eastern Great Lakes ports. This avoids many trainloads of coal destined for Detroit Edison facilities that would otherwise travel rail routes through Wisconsin. Transporting via water avoids the consumption of an estimated 32 million gallons of fuel and the release of 5,120 tons of exhaust emissions. Additionally, waterborne transportation reduces the number of at-grade railroad crossing events with cars and trucks.

Even though ports are an economical and environmentally responsible mode of transportation, there is an immediate need for long-range sustainability planning. Land use surrounding existing ports has shifted from predominately industrial and commercial uses to conflicting residential and recreational uses that threaten or impede the operation of port facilities. As a result, many coastal communities no longer serve as operating commercial ports.

The overall loss of commercial ports increases Wisconsin's dependency on our remaining ports and other mode of transportation. These other ports must be commercially active if our state is to maintain its economic stability. For the reasons previously mention, the Wisconsin Commercial Ports Association has determined the creation of a strategic plan was necessary to address existing and future issues.

2. Overview of Wisconsin Commercial Ports Association

The Wisconsin Commercial Ports Association (WCPA) was created in 2001 by the municipal commercial ports of Wisconsin. Since then the membership has grown to include privately operated terminals with the commercial ports of Wisconsin and port related service providers including engineering firms, construction companies, state and federal government agencies, port services, other modes of transportation and more. The purpose of WCPA shall be to provide a medium for exchange of ideas, methods, information, and experiences as they relate to port management; promote and encourage legislation and regulation on all levels for the good of Wisconsin ports and shipping; promote and encourage the public's understanding of the value of shipping and the port to the community; and cooperate with all governmental agencies and industry organizations having a primary goal of " Growing Waterborne Transportation in Wisconsin".

WCPA maintains a business office for the transaction of business and the receipt of communications between meetings of the members of the Association or its officers, the location of which is designated by the President of the Association. WCPA has maintained a principal office in Brown County (Port of Green Bay) since 2001. The future address and location of WCPA may change from time to time by action of the Board of Directors. In the absence of such designation, the business office of the Association shall be the same as the business office of the Secretary of the Association or should the President and Secretary so agree, the business office of the President of the Association may be such business office.

3. Components of the Strategic Plan

A strategic plan is a comprehensive document created to guide the WCPA into the future. A strategic plan identifies where the WCPA wants to be in five, ten, or twenty-five years. A strategic plan must have the consensus of the key decision-makers to buy into the WCPA's plans and realize its identified goals.

A strategic plan identifies ways in which the WCPA gets ready to deal quickly and effectively with a variety of potential futures. Strategic planning takes into account the many internal and external factors that may have an impact upon the WCPA's future. Strategic planning and management keeps the WCPA's leadership constantly aware of and ready to react to both crisis and opportunity.

The first phase of strategic planning is to review the mission statement. Then a desired vision is created and these elements provide the direction for the development of the strategic plan. The strategic plan will analyze the strengths, weaknesses, opportunities and threats (SWOT Analysis) of the WCPA. The opportunities and threats are then used to identify issues that can be expected to have a significant impact upon the performance of the WCPA. At this point, goals are developed to deal with the strategic issues. Objectives are then created to accomplish each goal. In addition, a targeted time frame for completing each objective is identified. Finally, a method of measurement is developed for each objective.

After the Strategic Plan is formally adopted and implemented by the WCPA Executive Board, a monitoring program needs to be developed. The plan will be regularly monitored and an annual update of the progress of the plan will be conducted by the Executive Board at its annual meeting. In addition, every five (5) years the Strategic Plan will be comprehensively reviewed and modified by its Officers any modification will need approval by the Executive Board to incorporate any necessary changes.

4. Mission Statement

A mission statement is a broadly-defined enduring statement of the organization's purpose that distinguishes it from other organizations of its type, identifies the scope of operations, and reflects the values and priorities of its decision-makers. The mission statement should provide direction and motivation to employees and constituents to accomplish the organization's mission. The mission statement should answer; who the WCPA is, what we do, who we serve, why is it important to serve them, and how do we serve them?

The existing mission statement, from which this Strategic Plan will be developed for the Wisconsin Commercial Ports Association reads...**"The purpose of the Wisconsin Commercial Ports Association is to promote and grow Wisconsin's waterborne transportation"**.

In pursuing its mission, WCPA will complete the following objectives:

The purpose of this Association shall be to:

- A. Provide a medium for exchange of ideas, methods, information, and experiences as they relate to port management;
- B. Promote and encourage legislation and regulation on all levels for the good of Wisconsin ports and shipping;
- C. Promote and encourage the public's understanding of the value of shipping and the port to the community; and

- D. Cooperate with all governmental agencies and industry organizations having a primary goal of "Growing Wisconsin Waterborne Transportation".
- E. Maintain Wisconsin ports as viable transportation and distribution center for Northeastern Wisconsin.
- F. Work with terminal operators to provide modern, safe, and efficient facilities and navigable waterways.
- G. Maintain sufficient dredge material disposal capacity to ensure federal maintenance of the Wisconsin Ports.
- H. Develop and maintain effective communication with public and private constituents of the Port Industry.
- I. Provide maritime, logistics and transportation expertise to the public potential shippers and existing users of Wisconsin ports.
- J. Market the Wisconsin ports to attract new business while retaining existing users.
- K. Work with other modes of transportation, related services and customers to achieve a balanced transportation and distribution system.

Monitor land use within the Ports of Wisconsin to maximize commercial usage of existing and potential Port properties.

5. Vision

A vision is a view of where decision-makers want the WCPA to be in the next five (5) years. It is created to generate enthusiasm and serve as a goal to strive for. An effective vision needs to be clear, concise and reflective of the WCPA. The vision for the WCPA is...**"WCPA will become increasingly visible and become the main resource on any port or waterborne transportation related issue in Wisconsin by the public, legislature, and port industry"**

6. Strategic Issues

A strategic issue is an opportunity or threat that will directly affect the ability of WCPA to achieve its mission; requires the attention of senior management and significant resources to resolve or implement. Strategic issues are not current problems or crises nor are they easily resolved. Strategic issues can be expected to have a significant impact on the WCPA. Strategic issues can be events that have the potential to make it difficult or impossible to accomplish cost-effective basic objectives. Strategic issues can

be technology, financial, employment, management or political choices that are unstable for achievement of basic objectives.

Strategic issues are fundamental policy questions involving:

1. Mission, mandates, philosophy, and values;
2. Products or service:
 - level and mix
 - client/user (i.e. target groups)
 - cost and/or financing
 - management and/or organization

STRATEGIC ISSUES FOR WCPA

1. Funding levels and eligibility requirement changes to the WDOT Harbor Assistance Program impact ports ability to make infrastructure improvements.
2. Competing land uses and downtown redevelopment significantly impact on port activities and opportunities.
3. New revenue-generating opportunities must be secured to finance any WCPA's interest in expanding operations.
4. Economic Development of the Wisconsin ports requires diversity of bulk and break-bulk cargo.
5. Maintain Wisconsin's existing port property in exclusive port use through encouraging public acquisition.
6. Wisconsin ports must maintain sufficient dredge material disposal capacity and pursue beneficial reuse opportunities for navigation channel maintenance.
7. Port security will impact terminal operators in the Wisconsin.

Key messages

1. Investment in Wisconsin Port's and associated transportation infrastructure is vital to the future growth of Wisconsin's economy
2. A strong waterborne transportation network is the most economical and environmentally friendly mode of transportation for bulk commodities.
3. Waterborne transportation of people and cargo significantly relieve road and rail congestions.
4. Wisconsin's shipbuilding has been identified as cluster industry that is important to the economy and Wisconsin's future.
5. A strong waterborne transportation network that reach world markets creates and maintains jobs by encouraging businesses to expand or locate in port cities
6. A strong multi-modal transportation network boosts competition by allowing WI industries to market and ship products worldwide.
7. Demand for transportation services in Wisconsin has grown much faster than capacity.
8. WCPA encourages policy makers for state and federal agencies make waterborne transportation and multi-modal transportation funding a high priority.

7. SWOT Analysis

A SWOT analysis is an examination of the WCPA's Strengths, Weaknesses, Opportunities and Threats. A SWOT analysis was used to determine strengths, weaknesses, opportunities and threats as they presently exist for WCPA.

Strengths were determined to be internal characteristics of WCPA that could emphasize and build upon to improve its existing and future performance. Strengths can be the availability of unique or special competencies, competitive advantages such as price, location, quality, service and others.

Weaknesses are determined to be internal characteristics which WCPA needs to mitigate or alleviate to improve performance. Weaknesses can be barriers to service, lack of sufficient quality or quantity, poor management, infrastructure or organization, duplication or service overlaps, and others.

Opportunities are determined to be external factors that provide WCPA with the chance to improve performance. Opportunities can be new revenue sources, emerging technologies, inter-agency arrangements, and others.

Threats are external factors that can potentially impede WCPA's performance. Threats could be the loss of funding, market conditions, shortages, constraining regulations, and others.

STRENGTHS

1. Established working relationships with industry, municipal, and State/Federal Agencies.
2. Long-established working relationships with local, state and federal elected officials.
3. Wisconsin's access to world market on three sides of its borders. Lake Michigan Lake Superior and Mississippi River.
4. Wisconsin's financial commitment to the construction of a new Soo Lock.
5. Federal commitment to upgrading the Mississippi locks.
6. Wisconsin's shipbuilding industry
7. Wisconsin's five ferry operations
8. Port growth and expansion opportunities and possibilities
9. Wisconsin highway infrastructure.
10. Environmental advantages of waterborne shipping.
11. Water transportation relieves road and rail congestion.
12. WCPA speaks with a common voice on behalf of WI industry
13. Economic and environmental advantages of waterborne bulk commodity shipping versus truck or rail transportation.

14. Availability of Wisconsin Department of Transportation, Commerce and Administration grant opportunities.
15. Organization and involvement in Wisconsin Economic Development Association, Wisconsin Transportation Development Association and Wisconsin Harbor Towns Association.
16. Support and resources from other Great Lakes Ports, American Great Lakes Ports Association, Association of American Port Authorities, St. Lawrence Seaway Development Corporation, U.S. Department of Transportation, Maritime Administration, U.S. Coast Guard, U.S. Army Corps of Engineers and others.
17. Common voice speaks loudly to agencies

WEAKNESSES

1. WCPA is new organization.
2. Financial limitations of the WCPA capabilities.
3. Changes in the WDOT Harbor Assistance Program results in no new future lease payments from terminal operators to public ports because private entities are now directly eligible for WDOT grant assistance.
4. Great Lakes pilotage fees, agent fees, and Canadian tolls restrict competition with the coastal ports, Mississippi River system and other modes of transportation (i.e. trucks and railroads).
5. The Jones Act restricts movement of cargo from one U.S. port to another for U.S. flag ships. The Jones Act law eliminates lower cost foreign vessel operators from carrying any of these domestic cargoes. Some domestic cargo moved by other modes of transportation may move by lower cost shipping transportation if some foreign vessels were allowed to carry this cargo.
6. The Cargo Preference laws reserve the transport of U.S. government cargoes on U.S. flag ships. Most of this cargo is shipped for the U.S. Department of Defense or Agriculture. These laws clearly disadvantage all Great Lakes ports. None of the companies that own or operate these specific U.S. flag ships provide service to the Great Lakes, thus none of these cargoes can be handled by Great Lakes ports. Many military and agricultural cargoes originate in the upper Midwest and are natural constituent cargoes for Great Lakes ports, but the Cargo Preference laws cause these cargoes to be transported to coastal ports where the necessary U.S. flag ship service exists.
7. Lack lobby supporters
8. Winter ice conditions close the Wisconsin's waterborne shipping industry on the Great Lakes ports and the Great Lakes St. Lawrence Seaway and Upper Mississippi River System January through March.
9. Area planning department and agencies presently do not show an interest and/or desire to plan for freight transportation needs.
10. Great Lakes Ports have excess capacity and thus compete with each other for cargoes]

OPPORTUNITIES

1. The WCPA ability to expand membership and develop other new revenue streams that could pay for expanding operations.
2. Federal regulatory changes that may allow smaller ships to regularly move between U.S. ports without paying prohibitive taxes. This initiative is called Short Sea Shipping.
3. Expanded disposal capacity opportunities especially beneficial reuse.
4. HAP changes increase eligibility may increase lobbying activities for more program funding.
5. Influencing legislation.
6. Shipbuilding boom in Marinette and Sturgeon Bay.
7. Governor's recognition and commitment to increase funding in Wisconsin's ports.
8. Proposed legislation on Port Development Zones offering tax advantages to capital investment in ports.

THREATS

1. Continued decreases in U.S. Army Corps of Engineer's annual Operations and Maintenance budget responsible for dredging ports.
2. Changing governmental regulations and their affect on existing and future port programs.
3. Wisconsin ports not being an integral part of their City's economic development and management decisions.
4. Age and physical limitations of the Great Lakes/St. Lawrence Seaway System and Upper Mississippi River System.
5. Inability of the Great Lakes Port industry to further prevent introduction of invasive species by effectively managing saltwater ships ballast water.
6. Missouri River water diversion debate
7. Terrorist incident/Port Security issues and new cost of doing business.

8. Goals and Objectives

Goals are broad-reaching targets to strive for using specific incremental steps (objectives) to reach the goal. Goals need to be realistic, yet not as broad as the vision.

Goal #1: Advocate increased WCPA visibility and the importance of Wisconsin shipping and ports. Raise the public's profile of Wisconsin Ports and what ports do for their communities.

Note: Public includes political leaders at the state level (elected, appointed, civil service gatekeepers). Community leaders in each port community including elected, business and social leaders. General public (taxpayers). Prospective WCPA members. National elected and appointed officials, policy makers, influencers and gatekeepers.

Objectives

1. Create a marketing brochure as part of a marketing program to promote Wisconsin ports, Great Lakes/St. Lawrence Seaway and Mississippi River System to targeted national, regional and local shippers. Annually contact Wisconsin manufacturers, shippers, agents, barges, trucks and railroads to solicit possible increased interest in using Wisconsin Ports. (*Implementation Plan: 2006*)
2. Maintain an interactive professional WCPA web. (*Implementation Plan: 2005*)
3. Consider participation in Wisconsin Dept. of Commerce's and in St. Lawrence Seaway Development Corporation's trade missions that have established or have an interest in Wisconsin business relationships. (*Implementation Plan: 2008*)
4. Develop and maintain effective e-communication with public and private constituents of the Port Industry. Continue to prepare and distribute electronic update to port-related local and regional industries, government agencies and constituents. (*Implementation Plan: On-going*)
5. Consider implementing other WCPA events or ceremonies. Consider an annual awards program eligible to a port person or port that best achieved WCPA's goals and objectives (*Implementation Plan: 2006*)
6. Educate city, county and regional planners to promote the importance of freight transportation in the metropolitan planning process. (*Implementation Plan: 2006*).
7. Identify WCPA members able and willing to advance WCPA message to key audiences. (*Implementation Plan: 2006*).
8. Continue active participation of WCPA members in other state and regional organizations like the Wisconsin Harbor Towns Association, Great Lakes Ports Association, American Association of Port Authorities, Wisconsin Transportation Development Association, Wisconsin Economic Development Association to stay on the leading edge of port opportunities and threats. (*Implementation Plan: On-going*)
9. Continue actively pursuing speaking engagements to area colleges, schools, civic organizations and others to promote and increase the awareness and history of Wisconsin's waterborne transportation. (*Implementation Plan: On-going*)
10. Implement a local school program and curriculum in port cities that promotes and increases the awareness and history of Wisconsin's waterborne transportation. (*Implementation Plan: 2007*)
11. Consider generating two issue papers/year by members on relative topics and disseminate to distributions lists. (*Implementation Plan: 2007*).
12. Continue holding annual WCPA meeting, presentations and events. Consider hosting additional events that may include a "Madison Day" involving legislative office visits and meetings with key policy makers. A "Washington D.C. Day" could also be considered if a particular issue dictates the need. (*Implementation Plan: 2008*).
13. Continue to build media relationships. Generate awareness of Port issues through increased media coverage. Inform public and policy makers of economic and social importance of Ports. Issue press releases, hold editorial meetings and

- conduct interviews. Increase frequency and effectiveness of existing media relations effort. Proactively contact and establish relationships with key editorial contacts statewide and nationally. (Implementation Plan: On-going)
14. Grass Roots Advocacy. Develop and distribute electronic form letters for members and stakeholder groups to send to legislators and other officials. Use other associations like TDA and WEDA to increase support for issues.
 15. Increase reach and effectiveness of e-communication efforts by improving format and effectiveness to drive more people to WCPA website including creating a quarterly newsletter or regular notices. (Implementation Plan: 2006)
 16. Testify WCPA interests before legislature. Provide credible information on Port issues and needs. (Implementation Plan: On-going)
 17. Purchase tabletop display and exhibit at conferences. (Implementation Plan: 2006)

Goal #2: WCPA must continue to increase revenue generating opportunities in order to provide the necessary resources to operate as a successful association and obtain other goals and objectives.

Objectives

1. Pursue all available grant opportunities. Grants could be used to conduct research, create marketing pieces, or other activities. (*Implementation Plan: 2008*)
2. Continue efforts to promote beneficially reuse of dredged materials. Possibly market dredge material by-products at a profit, or at a minimum getting rid of the material at less than the cost of disposal. This increases the life capacity of the confined disposal facilities. (*Implementation Plan: 2010*)
3. Recruit new members with an emphasis on waterborne transportation affiliated users. 5 new members/year. Use media/print/promotional materials to increase awareness of WCPA and grow membership. (*Implementation Plan: 2006*)
4. Sell web space or other marketable items. (*Implementation Plan: 2007*)
5. Hold 1 or 2 day educational opportunities with good topics and speakers for WCPA members and others that might generate some revenue. (*Implementation Plan: 2009*)
6. Pursue corporate sponsorships or events and activities. (*Implementation Plan: 2008*)

Goal #3: Promote legislation and rules & regulations supportive of waterborne transportation and other port related activities.

Objectives

1. Attend trade missions along with Department of Commerce and other WCPA members to market and sell the Wisconsin Ports (*Implementation Plan: 2010*)
2. Write WDOT and State legislators to increase the funding level of the Harbor Assistance Program. (*Implementation Plan: 2006*)
3. Promote positive vision for Wisconsin's ports and connecting transportation networks that provide many economic and social benefits to taxpayer and businesses. (*Implementation Plan: On-going*)
4. Encourage policy makers and opinion leaders to reinvest in Wisconsin Ports. Added investment will provide economic growth. (*Implementation Plan: On-going*)
5. Regularly educate policy makers of legislative and regulatory changes necessary for the betterment of the Wisconsin ports, its terminal operators and overall business climate in Wisconsin. (*Implementation Plan: On-going*)
6. Support efforts increasing transportation funding, especially Port-related funding. (*Implementation Plan: On-going*)
7. Publicly support highway projects which will improve access to and from the Ports of Wisconsin, including highway improvement, upgrading the design standards, and increase state aid to municipalities using connecting highways. (*Implementation plan: On-going*)
8. Publicly support additional rail access projects by different railroads that will increase rail competition in Wisconsin ports. (*Implementation Plan: On-going*)
9. Support re-establishing of intermodal yards in Wisconsin. (*Implementation Plan: On-going*)
10. Support efforts to maintain and improve state transportation network, especially waterborne. (*Implementation Plan: On-going*)
11. Support federal Soo Lock construction. (*Implementation Plan: On-going*)
12. Support federal Mississippi River lock and navigation improvements. (*Implementation Plan: On-going*)
13. Support Great Lakes/St. Lawrence Seaway Navigation Study. (*Implementation Plan: On-going*)
14. Support establishing federal ballast water regulations to eliminate new aquatic invasive species introductions. (*Implementation Plan: On-going*)
15. Support elimination of Canadian Seaway Tolls on Great Lakes. (*Implementation Plan: On-going*)
16. Support strong oversight of U.S. pilotage authorities that results in regulation and adoption of more cost effective pilotage system. (*Implementation Plan: On-going*)
17. Support American Great Lakes Port Association's policy positions. (*Implementation Plan: On-going*)

18. Support Bi-national Great Lakes system run by one joint governmental organization rather than run by two governments. (*Implementation Plan: On-going*)

Goal #4: Advocate for improved Port Infrastructure and efforts to expand and diversify cargo

Objectives

1. Continue to encourage State support for funding it's agreed upon share of the Soo Lock replacement project. (*Implementation Plan: On-going*)
2. Support and assist Representative Wieckert's proposed Port Development Zones legislation that provide tax breaks on port investment. (*Implementation Plan: 2006*)
3. Continue to work with other Great Lakes ports and associations to influence the development of a national dredging policy that balances transportation and environmental goals. (*Implementation Plan: 2007*)
4. Streamlining WDNR decision making process and increased flexibility of receiving permit approvals for beneficial reuse of dredge material, upland disposal of dredge material permits and others. (*Implementation Plan: On-going*)
5. Continue to research and identify water-dependent and transportation-dependent industries in Wisconsin. Research terminal operators and users at other Great Lakes ports that might be interested in doing business in Wisconsin. Contact State of Wisconsin agencies involved with economic development and identify major private sector industrial development firms regarding potential industries able to use the Port. (*Implementation Plan: On-going*)
6. Pursue Short Sea Shipping initiatives that would require development of sister port relationships in the State of Wisconsin or elsewhere. Short Sea shipping initiative needs to be implemented. Federal government must remove Harbor Maintenance Taxes and other costs that result in double taxation to allow movement of cargo between U.S. ports. This will alleviate rail and road congestion. (*Implementation Plan: 2008*)
7. Analyze shipper-specific opportunities by identifying major importers, exporters, and intra-lake shippers and their current transportation systems and evaluate their potential to divert current traffic flows to the Wisconsin Ports, including facility, transportation and cost requirements. (*Implementation Plan: On-going*)
8. Mass distribute marketing brochure for WCPA which gives an overview of the Ports, defines opportunities, describes potential benefits and gives steps for companies to use the waterborne transportation. (*Implementation Plan: 2007*)
9. Establish and maintain carrier partnerships with regional truck and rail companies. (*Implementation Plan: On-going*)
10. Support lengthening and widening Mississippi River lock system. (*Implementation Plan: On-going*)
11. Support managing Missouri River water levels to maintain adequate draft to move cargo. (*Implementation Plan: On-going*)

12. Continue dredging and consider deepening navigational draft on Mississippi River System. (*Implementation Plan: On-going*)
13. Support modernization of Great Lakes/St. Lawrence Seaway System. Modernization to include widening, lengthening and deepening locks and connecting channels to accommodate at least 25% of the world's fleet. Support Deepen ports to accommodate modernization of Great Lakes/St. Lawrence Seaway System. (*Implementation Plan: On-going*)
14. Support elimination of user fees on Great Lakes. User fees are too high and lessen competition with the inland river system. Support Bi-national Great Lakes system run by one joint governmental organization rather than run by two governments. (*Implementation Plan: On-going*)
15. WDOT HAP needs increased funding and other funding programs that are accessible to Ports for improving infrastructure. Wisconsin Ports need to better compete for utilization of state assets. Support Bi-national Great Lakes system run by one joint governmental organization rather than run by two governments. (*Implementation Plan: On-going*)