

A Marine Resource Management Internship Report

FIVE MONTHS AS A COASTAL PORT MANAGER

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by

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FIVE MONTHS AS A COASTAL PORT MANAGER

I. WHAT IS A PORT?

A port is a legal entity.

A port is a geographical entity.

A port is a political entity.

A port is a community.

A port is a physical entity.

A port is a historical entity.

A port is a future entity.

A port is its resources.

A port is a unique creature not easily defined. Each port on the Oregon coast will consist of a unique mix of political, geographical, physical, social, historical, and legal elements, each contributing to the character and potential of the individual port.

Traditionally, a port was either a harbor allowing ships to take refuge from a storm or a harbor allowing ships to load and off load wares or merchandise. As major centers of commerce established themselves around these harbors, the word port became synonymous with the support facilities and towns directly adjacent to the harbor. But today in Oregon, a port encompasses an even greater geographical area, is not limited to maritime commerce, and can in fact be far removed from a harbor or even water access, as in the case of the proposed dry land port of Malhuer County, Oregon.

Oregon ports are created and empowered by the Oregon legislature, chiefly under Chapter 777 of the Oregon Revised Statutes (ORS). The legislative authority and powers granted to a port district have been outlined recently in several publications and will not be presented in detail here except to illustrate the diversity of function allowed Oregon ports. For a more detailed presentation please consult Oyala and Parks (1979), or the Oregon State University Extension Service, Circulars 971, 976, and 979.

A port is a local unit of government directed by five locally elected, non-partisan commissioners. While specific functions vary, the port's primary responsibility is to stimulate economic development, facilitating the commercial interests within the district boundaries. W. E. Schmissuer (1979) has identified five primary types of activities in which port districts engage:

- 1) facilitating commerce and shipping;
- 2) operating or facilitating recreational enterprises;
- 3) encouraging industrial development;
- 4) facilitating commercial fishing;
- 5) maintaining channels.

As a local unit of government ports may assess, levy, and collect taxes; borrow money; issue bonds; and charge for service. Ports may also acquire, by condemnation or purchase, real or personal property and they may sell any of the ports' real or personal property.

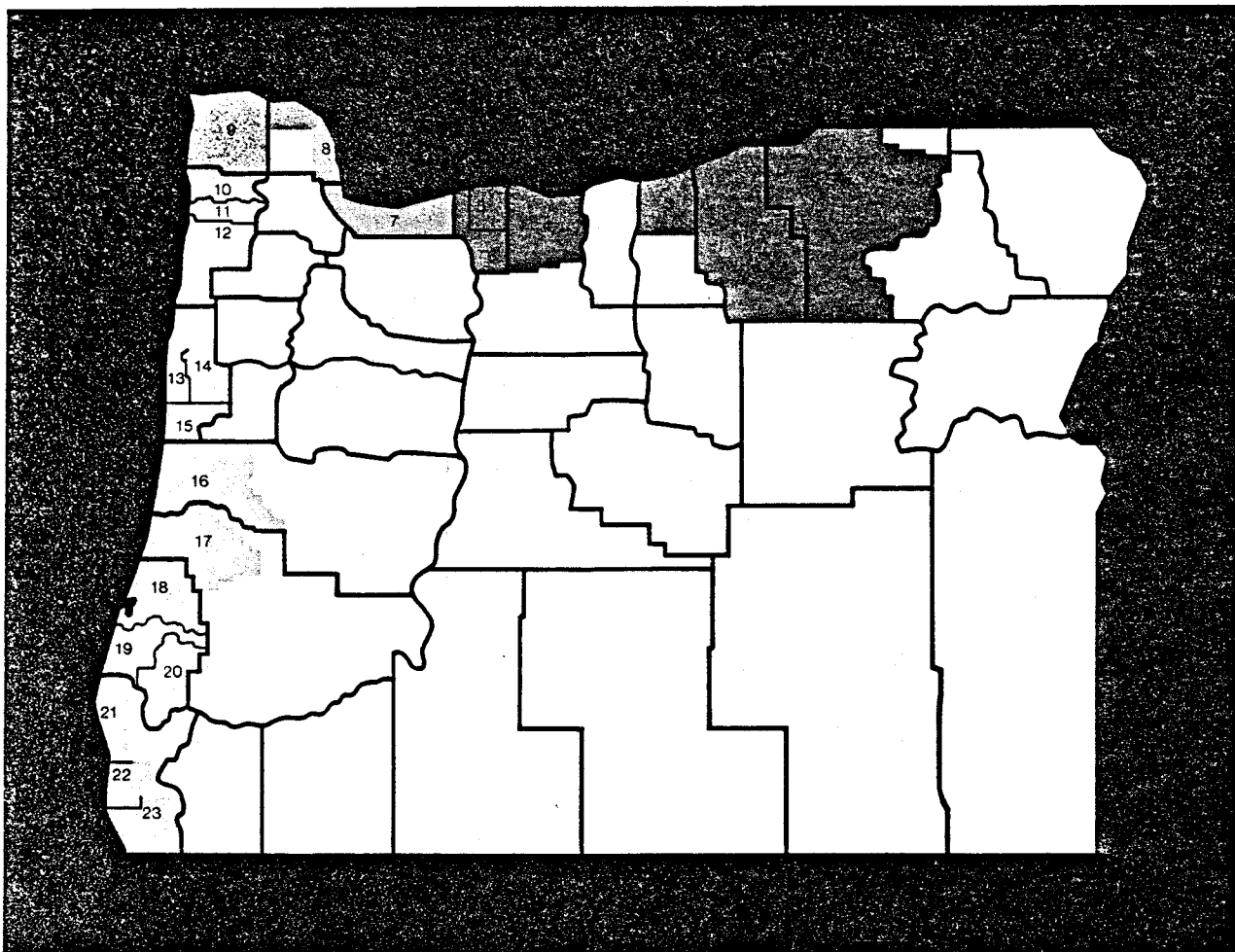
The Port as a Geographical Entity

There are twenty-three port districts in Oregon, bordering approximately ninety percent of Oregon's share of the Pacific Ocean

and Columbia River (Fig. 1). While the bordering waterway may dominate a port's character and activities, each Oregon port is made up of hundreds of square miles of land area, only a small portion of which interface with the Pacific Ocean and its rivers. This geographic area and its resources are as much a part of the port as the more visible docks and piers directly operated by the port at the water's edge. Such assorted factors as timber and mineral resources, availability of migration water, transportation modes, recreational opportunities, zoning regulations, population density, availability of industrial land and topography are characteristics of the geographical area called a port, characteristics which are, in turn, resources for the port.

The Port as a Political Entity

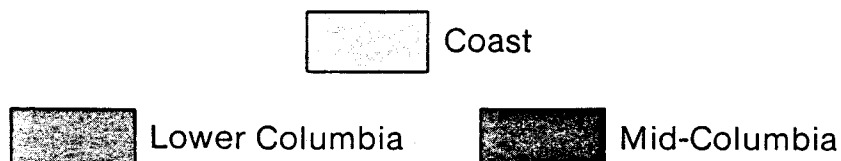
As mentioned previously, ports are directed by a Commission composed of five locally elected, non partisan officers. Elected every four years, ports commissioners are visible in the community, and are politically responsive to the needs and suggestions of their constituency. Port commissioners have legislative authority within their port districts to formulate and implement port related policies. In order to finance port activities, commissioners make politically influenced decisions concerning the levy of taxes, borrowing money, issuing voter approved general obligation bonds, issuing industrial revenue bonds, and charging for port services.



OREGON PORT DISTRICTS

- | | |
|---------------------------|----------------------------|
| 1. Port of Umatilla | 13. Port of Newport |
| 2. Port of Morrow | 14. Port of Toledo |
| 3. Port of Arlington | 15. Port of Alsea |
| 4. Port of The Dalles | 16. Port of Siuslaw |
| 5. Port of Hood River | 17. Port of Umpqua |
| 6. Port of Cascade Locks | 18. Port of Coos Bay |
| 7. Port of Portland | 19. Port of Bandon |
| 8. Port of St. Helens | 20. Port of Coquille River |
| 9. Port of Astoria | 21. Port of Port Orford |
| 10. Port of Nehalem | 22. Port of Gold Beach |
| 11. Port of Bay City | 23. Port of Brookings |
| 12. Port of Tillamook Bay | |

PORT REGIONAL TASK FORCES



The Port as a Community

The port is a community of people made up of commissioners, port staff, port tenants and the public. The public includes a mix of city, county, and state officials, retired residents, school age children, laborers, housewives, businessmen, and professionals. The daily interaction of the port's groups and communities is part of the port's character. People are important resources of the port. Each commissioner brings to his elected position a background and expertise unique to his fellow commissioners. Each commissioner is a port resource. Port staff are resources used daily - in planning, operating, and maintaining port activities and functions. Port tenants, with a key interest in port policy and actions, are valuable resources of information and expertise. Finally, the port's public, with its blend of people and background, is a measureless resource to be tapped in the port's interest.

The Port as a Physical Entity

The port can also be considered as the actual real and personal property owned, leased, rented or used by the port authority. These are very tangible resources directly available to the port. As might be expected, the port as a physical entity might include a port office, docks, piers, marinas, and storage yards. But it could also include a grain elevator, an airport, a railroad, a power generating system, an interstate bridge, an industrial park, a fish processing facility, a dredge or a park.

The Port as a Historical Entity

Each port has a history, a general history of its people and the area, and a history of the port specifically. Past activities and decisions have a direct bearing on what the port is doing today and the potential of the port tomorrow. The cultural and economic history of the community has created priorities in function and activities to which the port consciously or unconsciously adheres. A port's history may play a subtle or a more vocal role, but its importance as a resource cannot be over emphasized.

The Port as a Future Entity

A port's potential, or future, is dependent on the use and management of its tangible and intangible resources. A port's future is influenced by decisions made today and in the past with regard to the best use of the port's resources; the future cannot be separated from the present or from the past. But, changes can be made; directions can be altered. A port is not a static beast. As port managers become more aware of their resources, as the needs of the port community change with time and the economy, a port can mold and temper itself to fit the requirements of the community. The port itself is a resource to be used by its people.

II. WHAT IS A PORT MANAGER?

A manager is someone who is responsible for the allocation of resources. A port manager, then, is a person responsible for the allocation of port resources, be they port staff, facilities, natural

resources, or public constituents.

Peter F. Drucker (1974) writes that a manager has two specific tasks. The first is a creation of a true whole that is larger than the sum of its parts, a productive entity that turns out more than the sum of the resources put into it. The manager must make effective whatever strengths there are in her resources and neutralize whatever there is of weakness. The second specific task referred to by Drucker is to harmonize in every decision and action the requirements of the immediate and long-range future. The manager thus lives in two time dimensions where she must calculate the sacrifice she imposes on the long range future of the port in order to project its immediate interests, or the sacrifices she makes today for the sake of tomorrow. She must limit either sacrifice as much as possible, and she must repair as soon as possible the damage its inflicts.

A manager has two major responsibilities. She is responsible for the performance of the port and she is responsible for her own component in the performance. The difference in responsibility is seen by partitioning the performances. A manager's contribution and responsibility to her job, in effect, her performance, affects the performance of the port as a whole, yet the two are separate and possibly measurable.

There are eight general operations in the work of a port manager:

A manager sets objectives.

A manager organizes.

A manager gathers information.

A manager makes decisions.

A manager implements decisions.

A manager evaluates and measures performance.

A manager communicates.

A manager develops his resources.

A port manager has two major roles in establishing goals and objectives. First, while it is the major responsibility of the port commissioners to establish goals and objectives for the port, they will often need the assistance, resources, and expertise of the manager to do so. Thus, the port manager has an integral part in establishing the overall goals under which she will work. Secondly, the manager will need to establish goals and objectives at a level below the commissioner's attention, goals and objectives important in the day to day operations of the port. These might include routine sorts of goals, such as finishing the month's payroll by the day's end, repairing a leaky faucet in the marina, or preparing a committee report for the next estuary task force planning meeting. The goals might also include the development of an information source or analyzing a problem not yet brought to the commissioners attention.

A manager must organize. The ability to organize is a key to success or failure as a port manager. The level of performance is affected by the amount of energy wasted in chasing loose or dead ends. A manager organizes her day, the next port meeting, a report, a project.

A manger organizes her staff, it's time and activities. In organizing, priorities are established, elements that might be forgotten in a hurried moment are jotted down to be remembered.

A port manager gathers information. This may be a manager's primary function in the eyes of the commissioners. In those instances where decisions are made by the port commission, commissioners rely on two major sources of information, their own personal expertise, whatever the level in the area, and the information provided by the manager and her staff. If information is provided to the commission from a third party with a vested interest in the decision at hand, the manager is often called upon to verify its accuracy. And of course, a manager must gather her own information when the decisions are made at the manager level.

As noted above, a manager makes decisions. Port Commissions will make major policy and expenditure decisions monthly but on a day to day activity level the port manager is continuously called upon in the decision making role. She will decide which individual to hire for a vacant staff position, or whether an additional garbage can is needed for the public boat ramp. Emergency repairs may require her immediate authorization without time to consult the commission members. Use of budgeted travel money may be limited by vague guidelines established by the Commission but the ultimate decision on its allocation will be recommended by the manager. Even a recommendation by the manager is a decision. She has decided that a given course of action is the best in a given situation and makes

a recommendation to the commission based on that decision. An individual unable to make decisions can not function long as a manager.

A decision made means nothing until it is implemented (except for those decisions to do nothing). It often falls to the manager to implement port commission decisions, whether the manager personally agrees or disagrees with the decision made. A decision to dredge the boat basin, made by the commissioners, involves a long implementation process to be carried out by the manager. Application for permits must be made, a dredge spoils disposal site must be located, marine dredging contractors must be notified, public bid announcements must be submitted to the newspaper, bid proposals must be reviewed, etc. A decision to fire a staff member for incompetency, a difficult decision to make, may be even more difficult to carry out. Making a decision is by no means an end in itself; it is the beginning.

Measurement and evaluation of performance are tasks easily ignored or forgotten. Yet if success, failure, or the varying degrees between are not recognized, methods that did not work may be repeated in the future, while successful procedures or decisions may be forgotten never to be used again. It was mentioned earlier that a port is not a static beast. In order for this to be true the port manager must be constantly aware of the port community's needs, measuring and evaluating the port's ability to meet these needs so that adjustments or changes in direction can be made when necessary.

One of the manager's most important and sometimes, most difficult tasks is communication. While the port commissioners are often politically visible and have contacts with their constituents, it is the port manager who is the major contact person for the public when port-related business or questions arise. The port manager, in essence, is a two way funnel. She keeps the Commission informed as to the needs and requests of the staff and the public while informing, supporting, and explaining Commission policy and decisions to the public and staff. The port manager's ability to communicate is important in her role as a public relations officer for the port. She will be expected to soothe the irate emotions of a displaced boat owner due to unforeseen heavy use of the moorage facility. She will be expected to court business interests, enticing them to use port facilities and land. In addition to commercial fishermen and entrepreneurs, a port manager must be able to communicate with bankers, regulatory agencies, engineers, school groups, local residents, port tenants, lawyers, technicians, tourists, and the list goes on. Communication is vital to a port manager's performance.

People can be viewed as a port's greatest resource and the ability to communicate is the key to this resource's development. Other resources must also be identified before they can be utilized. A port manager needs to develop a feel for recognizing resources. To some, dredge spoils might be a nuisance to dispose of quickly while a port manager would consider them a resource, possibly to be used in filling some industrial land or as backfill behind a bulkhead. A citizen

persistent in hounding the Commission to authorize money for snag removal might be asked by the manager to chair a committee to evaluate the most cost-effective method for long term snag removal. A port manager might recognize the existence of skilled boat builders within the port district but too few employers for this skilled labor supply. She could implement a program to attract a boat building firm to the port, utilizing the labor resource while strengthening the port and local economy.

And finally, "most managers spend most of their time on things that are not 'managing'" (Drucker, 1973). A port manager repairs broken water pipes, makes soundings with a lead line from a row-boat, chats with a local fisherman in the coffee shop, attends a city council or planning meeting, talks shop with other managers, and jockeys fishing boats in the marina. Considerable time is spent in the spring putting together the yearly proposed budget for the Commission's approval. Mail must be sorted and read, some of which must be photocopied and remailed to each commissioner. Letters must not only be written, but typed, and in a one-man office the task lies with the port manager. Phones are answered and calls are returned.

In attempting to answer the question of what is a port manager?, an attempt has been made to outline the functions of such a manager. Perhaps the question, what does a port manager do?, has been answered instead. But, referring back to an initial statement, a port manager is a person who is responsible for allocating the resources of the port. In order to do that the port manager functions as described above.

A port manager requires organizational skill, communication skills, analytical ability, managerial aptitude, an understanding of the marine environment, and an interest in the position.

III. THE EVOLUTION OF AN INTERNSHIP

On July 1, 1979, a new Port of Toledo Commission assumed public office. Under the State of Oregon statutes (ORS 777) port commissions consist of five commissioners serving overlapping four year terms. No limit is placed on the number of terms served, and one half of the positions are open to election every 2 years. In the spring of 1979, two Port of Toledo commissioners chose not to seek re-election, while a death of one commissioner and the resignation of a fourth with an unexpired term caused four new members to be added to the Board on the July 1 date. The fifth commissioner had only joined the board two years previously. None of the members had had previous public office experience, but all were active in the community structure and three of the five members had resided within the community for periods in excess of 10 years.

In August of the same year, Toledo Port Commissioner Roy Criswell contracted Mr. Ed Condon, extension oceanographer and advisor to the Marine Resource Management program in the School of Oceanography. Mr. Criswell was interested in obtaining for the Toledo Port Commission, any information the university might have pertaining to a port manager job description and salary range. For the past several years a team of marine advisory extension specialists, under the Oregon State

University Sea Grant program had been visiting Oregon's ports and when possible, had provided assistance and advice to port managers and commissions. Mr. Condon had been a member of the team and thus had had previous contact with the Toledo Port Commission.

Several telephone conversations established that the new Port of Toledo commissioners were interested in developing the potential of their port. Being new to their positions, however, the commissioners were unsure of the resources and methods of development available for this purpose. Hiring a port manager had been suggested at each of their first two monthly meetings, but never having had such a position in the Port's history, the commissioners were not certain that this was the best use of the Port's resources.

Mr. Condon suggested at this time that the port consider hiring as a port manager on a temporary basis, a graduate student from the marine resource management program under the School of Oceanography, at Oregon State University. Such an arrangement would serve a three-fold purpose.

Hiring a student intern would allow the port commission to experiment with the idea of hiring a port manager on a more permanent basis without having to make an initial long term commitment. At low cost to the port, the port commission could establish just how much work was available for a port manager to do in Toledo and what a job description could be expected to consist of for a small coastal port.

The internship as a port manager with the Port of Toledo would benefit the graduate student in marine resource management by providing an environment in which marine resource management theory could be applied to practice. The student would be working in a coastal community with a political and physical entity requiring sound use of marine resources, a potentially invaluable experience.

And finally, Mr. Condon noted that the Port of Toledo - student internship arrangement would benefit Oregon State University in providing a direct source of information on coastal port management related problems for the university, while allowing the port greater access to the resources of the University through the student's contacts there.

In October of 1979 the Port Commission held a special work session during which the potential student intern was introduced by Mr. Condon to the port commissioners. Several options were discussed at this meeting, including hiring a permanent manager or retaining the status quo, but subsequently, the commissioners decided to hire the intern for a five month period, reviewing their alternatives again at the end of that time. Thus, it came to pass that on November 1, 1979, I officially became the Toledo port manager as a student intern.

IV. THE PORT OF TOLEDO

General History

The Port of Toledo was organized in 1911 by local entrepreneurs with lumber connections during a period when the city of Toledo was

the major population and commercial center on the Yaquina River and central Oregon coast. Intent on opening new markets for their lumber and seeing transportation as the key to this development, the local businessmen hoped to open the Yaquina River to ocean shipping. Two major obstacles hindered this aim. The first was the notoriously bad bar conditions at the river's mouth, making it impossible for lumber laden vessels to cross, often even under the best of conditions. The second impedance was the lack of deep water upriver to Toledo, the center of lumber activity for the estuary then, as it is today. In forming a port district, local residents hoped to be able to attack these two problems using financial and political resources not available at the individual level of endeavor.

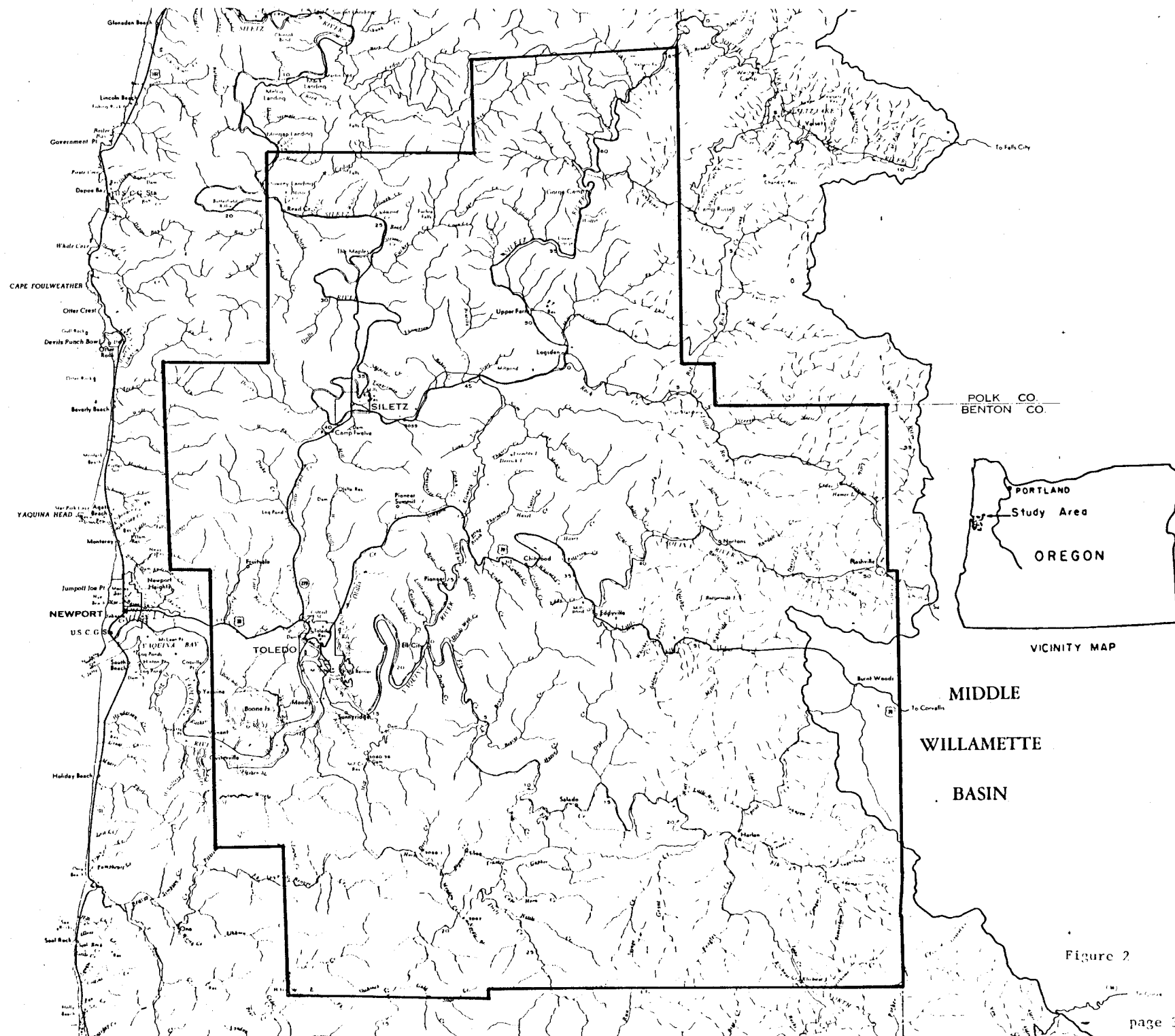
The combined efforts of the Ports of Toledo and Newport established the need for bar improvements and over a period of years, with the assistance of the Army Corps of Engineers, the north and south jetties were added and improved. A maintenance dredging program of the river channel has resulted in a maintained minimum channel depth of 30 feet in the Newport area of the bay. River depth to Toledo, however, is maintained at only 10 feet, six to eight feet less than the Toledo based lobbying efforts had struggled for even as late as the 1960's. A deep draft ocean shipping base as far inland as Toledo never became a reality, and today's lumber products are resigned to consignment by ocean going barges or by rail (Price, 1977).

General Background

The Toledo port district spans an area just less than 500 square miles, encompassing the major cities of Toledo and Siletz, stretching as far as Burnt Woods and Nashville to the east, embracing the settlements of Salado and Harlan to the south, and including much of the upper Siletz River to the north. To the west, the Toledo port district abuts the Port of Newport; the two ports divide the Yaquina River Estuary at Oysterville (Fig. 2).

The city of Toledo, historically the center for port activities, has retained this central role for the port district. The town, with a 1979 population of 3450, is still economically dependent on the wood products industry, with four major wood products manufacturing enterprises located within the city limits. Products include pulp, paper, lumber, and plywood, and combined, the firms hire some 820 employees, 48.7% of the port district estimated total, work force of 1690 full time equivalent positions.

While the wood products industry dominates the local economy, other industries provide minor reinforcement to the district economic base. Boat building and repair are highly visible industries located in Toledo and along the Yaquina River banks. This industry currently employs 33 people within the port district. Aquaculture, primarily oyster-culture at the far west boundary of the port district, employs approximately 17 people with two full time state employees operating the Siletz salmon hatchery. And, although the numbers are unavailable, the tourist industry, mostly in the



form of recreational fishermen and weekend hikers, is of some importance to the port district (Rohrberg, unpublished report, 1980)

The River Systems

The district possesses two major rivers, the Yaquina River and the Siletz River, as mentioned previously. Both rivers are important habitats for migrating chum, coho, and chinook salmon and the Siletz is especially noted for its winter steelhead runs. As noted previously the rivers are used by many recreational fishermen. It is important to note that the emigration period for juvenile salmonids through the two river systems is concentrated during the spring and summer months, thereby limiting dredging in the Yaquina system to the months of November-March (personal communication, Oregon Dept. of Fish & Wildlife, Newport Branch, February, 1980).

SALMONID USE & EMIGRATION PATTERNS - Yaquina & Siletz Rivers

A) Period of Adult Salmonid Use and Migration Through Yaquina Bay:

<u>Species</u>	<u>Period</u>
Chinook	July - November
Coho	July - December
Chum	October - November
Steelhead	November - March

B) Emigration Periods for Juvenile Salmonids Through Yaquina Bay:

<u>Species</u>	<u>Period</u>
Chinook	May - July
Coho	April - June
Chum	January - May
Steelhead	April - June

The Yaquina River, as part of the Yaquina Estuary, is also an important habitat for oysters and benthic bivalves. Oysters are grown commercially at the extreme western edge of the port boundary while hardshell clams are harvested for recreational and personal use along the shores and tidal flats upriver to mile 11.5.

The Yaquina River is also of primary importance to the Toledo area wood products operations and to the boat building and repair enterprises. For the wood products firms, the river serves both as a mode of transportation and as a storage facility for logs. With the exception of pulp and paper, virtually all manufactured wood products (lumber and plywood) are shipped out by ocean going barges supplied by Sause Bros. Ocean Towing Co. The remaining 10-15%, as well as all paper products, leave Toledo via Southern Pacific Railroad. Access to a navigable river has allowed boat manufacturing firms and two major fishing boat repair facilities to establish themselves within the port district, easy river access available to the Newport based commercial fishing fleet.

Port Property and Facilities

Salt Marsh. The port owns 27.35 acres of salt marsh located at approximately river mile 10.8 on the north side of the river, bordered to the north by the Yaquina Bay road, and lying west of the city limits by 1-1/2 miles. The land lies with management unit 27 of the Yaquina Bay Task Force Estuary Management Plan which will be designated a natural management unit. Such a designation will disallow all but the lowest intensity use. The property was purchased

in 1970 with the intention that it would be used for a dredge spoils disposal site followed by water commercial development. The property is now virtually undevelopable and thus would be difficult to sell. The port retains ownership with a vague notion that the property may possibly be of some use in the future should bartering with State agencies be required for port projects elsewhere on the estuary, possibly to be used in a mitigation procedure.

Boat Ramp. Directly north of the Toledo airport and one mile southwest of the city by road, the port owns 2.5 acres of property fronting the south bank of Yaquina River at approximately river mile 11.4. In 1969 a public boat ramp was installed at this location and a 50' x 4' floating dock was built to assist the boaters in loading and unloading their boats. At the time of the boat ramp installation, plans were also prepared for the construction of a small recreational boat marina with a capacity for twenty-five to thirty boats. Funds for such construction were not available at that time and when it was reconsidered some five years later two factors were cited as reasons to abandon the project. First, the boat ramp is located in an isolated, relatively unpopulated area where security of a marina facility would be of some concern. Secondly, with the initial stages of the South Beach Marina project underway in Newport, serious questions arose over the demand for such a facility in the Toledo area.

Industrial Property. In 1974 the Port purchased from the city a 2.4 acre parcel of industrially zoned property located behind the city shops and northwest of the city athletic field, with the

understanding that the port would develop the property for industrial use. If, at the end of a five year period, the port had not attracted any industrial interest in the property, the city would have an option to repurchase the property at its original price plus the cost of improvements. Subsequently, the port spent in excess of \$17,000 filling the site and negotiated with two locally based businesses, a wood products firm and a trucking firm, for its use. Neither firm remained interested in the property, which has access to "A" street only by right of way across property on which the city of Toledo shops are located. The port then ignored the property for a two year period until the fall of 1979 at which time the city alluded to the five year option agreement, suggesting the possibility that the city would repurchase the property. The port is currently again negotiating with interested undustrial businesses.

Port Docks Area. The most actively utilized of the port's property is the port docks area at the base of Main street, in Toledo. Here the port owns approximately three acres of land fronting the southeast corner of Depot Slough. Included with the property is a 400' x 5' dock in poor state of repair providing moorage for 8-15 boats, depending on vessel length. The port has two tenants on this property who share the use of a 50' x 200' pile dock. The tenants are Yaquina Boat Works, specializing in commercial fishing boat metal equipment fabrication and outfitting, and Fairline Marine, a boat repair yard specializing in dryhauling and wood repair and also interior outfitting of new commercial fishing boats.

The pile dock is also shared by Guy Roberts Lumber Company, who uses the dock for lumber shipment by barge. The port receives \$0.85/ board foot for this service and in 1978-79, \$13,075 of port revenues was generated in this manner.

This is the extent of the property actually owned by the port of Toledo.

Port Finances. See Appendix I

V. FIVE MONTHS AS A COASTAL PORT MANAGER

On November 1, with borrowed desk and chair, I moved my typewriter into 359 N. Main, Toledo, the Toledo Chamber of Commerce office that I was to share for the next five months. Clearing away travel folders for my particle board-cement brick bookshelves and newly installed telephone, the port of Toledo office came into existence.

A normal daily routine began with a walk down Main Street to the port dock area where I would inventory the moored boats, checking to see if anyone had come in during the previous evening. A quick check of the mooring lines and a testing of the water pipes and I would head back up Main Street to the Port Attorney's office to pick up the morning mail. Until the arrival of a port manager, the town's only attorney, and attorney for the port, had served as a clearing house for all mail and port related telephone calls. The attorney would daily sort the port's mail for the commissioners. While the post office box remained the same, the task was now mine. Taking the mail back up the street to my office I made it a habit to stop at the local cafe for coffee and the local town gossip. I felt it

was important to be visible in the community and in the morning the cafe was the center for the town affairs. It was not unusual to stop and talk with one of the port commissioners, the local newspaper reporter, or the Toledo city manager. And, it also gave me a chance to chat with local residents, sounding out what they perceived the port's role to be in their community.

Arriving back at the office I would tackle the day's business. During the month of January and early February it became almost a daily routine to repair the PVC water pipe supplying water to the boat moorage. Despite every precaution due to poor system design, it was continuously breaking in the cold weather. Late in the afternoon I would again visit the dock area to inventory the boats, leaving the day's mail at the post office on the way down the street.

Typical of the projects I handled during my five month tenure as a port manager was the installation of a sewer along the port dock property. In the spring of 1979 the owner of Fairline Marine, a tenant of the Port, was informed by the Workmen's Compensation Board for the State of Oregon, that he would be required to install toilet facilities for his employees. The port's lease with the tenant stated that any such improvements to the property would be at the expense of the tenant. However, at the November meeting of the Port of Toledo, the port commissioners agreed to finance the sewer installation initially, which Fairline Marine would repay to the port, at no interest charge, over the next five years. Since the cost of such a project was estimated by the city engineers to exceed \$5,000,

and since the port would be paying for the installation, a public bidding process was required. Using design specifications supplied by the city engineer, invitations to bid were published in the local newspaper and sealed bids were received and opened at the port office. A review of the bids was required to assure the design specifications would be met. I become acquainted with ABS-vs-PVC arguments, minimum slope requirements for 4 inch, 6 inch, and 8 inch pipe, and the process of padding government bids. The minimum bid for an estimated \$5,500 project was more than \$3,000 over the estimate. The Commission rejected the bids and with minor alterations in the design specifications the process was repeated, complete with public announcements and formal bid openings. In January a bid was accepted by the Commission and in February the contractor arrived to begin a two day project, which I was to oversee. Within an hour the first complication arose. Four feet beneath the surface of an old timber roadbed, dating back to the early 1900's, and forgotten by all, halted work until a larger backhoe could be rented. Extremely cold temperatures that next night froze the equipment so that work did not begin again until the following afternoon. In the meantime Yaquina Boat Works was expecting a semi-truck full of supplies which they would have to unload in an eight foot ditch blocking their driveway. Soothing tempers, other arrangements were made and four days later the ditch was dug, the pipe laid, an life was almost back to normal. Unfortunately, the local asphalt plant does not operate during the winter months so that the asphalt driveway cut by the ditch

could not be repaved until later in the spring. Several telephone calls were required to insure adequate gravel would be available to fill the ditch as it compacted under use. The Sause Bros. barge, the Nestucca was to arrive that weekend for two days of loading lumber from Guy Rovers Lumber company, a process requiring numerous traverses of the newly dug ditch with lumber laden Hyster fork-lifts. Shovel in hand and hard-hat on head, I stood by to insure that no time would be lost in loading the barge due to problems with the ditch. Time is of the essence in barging lumber from Toledo. With a maximum 10 foot channel, all movements are governed by the tides and an hour delay in loading could cause a 12 to 24 hour delay in leaving the dock, causing Guy Roberts and Sause Bros. considerable dollar losses. When the barge comes into the port on a monthly or twice monthly basis, the outfitting work of the two port tenants is halted as they must move the boats they are outfitting to allow room for the barge at the dock. Thus, any delay of the barge at the dock results in dollar losses to these two firms as well.

One evening in January the president of the Port Commission called to inform me that he had just gotten a phone call from a steelhead fisherman with the information that a large Douglas fir tree , three to four feet in diameter, had washed down the Siletz River, only to snag at a point completely blocking the river. Despite the weather, fishing was good, and the snag was a very real hazard to the fishermen in steelhead drift boats. I was out the next morning to post warning signs at the major ramps used by the fishermen

upstream from the snag, and spent the rest of the morning on the phone to discern the Port's responsibility in removing the snag. Finding out that it would be extremely dangerous to try and remove the snag under the present high water condition, we were lucky when even more rain the next week washed the snag out and on down the river without further incident.

Other projects included surveying Depot Slough in the area of the port docks with a lead line and a rowboat on the only day Toledo had snow that winter. The commissioners were interested in improving the boat moorage facility and it was obvious that with depths of only 2' to 3' along the dock at mean low water, dredging would be required. While other improvement plans were not finalized, an application for dredging this area was submitted to the Army Corps of Engineers and the Division of State Lands. (See Appendix 2). Possible improvements to the moorage facility suggested by a marine contractor included the construction of a bulkhead along 600' of the Depot Slough bank. When research indicated that this would cost \$600 to \$700 a linear foot under normal bulkhead construction methods the Commissioner's vision of an improved facility faded slightly.

VI. IMPRESSIONS

I have not attempted to outline in detail my five months of port management work and experience. Rather my intention was to give a flavor of what port management consists of for a small coastal port such as the Port of Toledo.

Reflecting back over five months of experience several thoughts come to mind that I would like to add. The first is that, although requested, I received little or no direction from the Port Commission in my first two months. There are several explanations but the most important reason was that the Commissioners, also new to their positions, did not have any direction to provide. I wrote my own job description and went from there (Appendix 3). Other coastal port managers, particularly the staff with the Port of Newport, provided the most valuable assistance, information and encouragement.

My understanding of port management was an evolutionary process. I learned by doing. I learned from personal experience that local politics is part of the job. I learned that often it is the role of the manager to give the Commission direction and not the other way around. I learned the importance of organization and developed an ability to make decisions without fear. I learned where to find information sources and when to use them. And finally, I learned that even in marine resource management, people are one of the marine environment's most valuable resources.

My apprenticeship as the Toledo Port Manager was an unique and valuable internship experience. Uncertain though I am of the direction my career will take in the coming years, my understanding of the management process, my familiarity with the integrated or total coastal environment, and the management decisions I will make, will have benefitted from my five months as a port manager.

In conclusion, after five months trial, error, and hopefully, some gain, the Port of Toledo Commission met and reviewed their five

month experiment with a port manager. Their decision to hire a port manager on a permanent, full-time basis I hope is a reflection on the mutual benefits received from this experience.

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APPENDIX I

Port Finances

RESOURCES

FORM LB-20

GENERAL

PORT OF TOLEDO

FUND

(MUNICIPAL CORPORATION)

HISTORICAL DATA				RESOURCE DESCRIPTION	BUDGET FOR NEXT YEAR 1980-81			
ACTUAL		ADOPTED BUDGET THIS YEAR 79-80	PROPOSED BY BUDGET OFFICER		APPROVED BY BUDGET COMMITTEE	ADOPTED BY GOVERNING BODY		
SECOND PRECEDING YEAR 77-78	FIRST PRECEDING YEAR 78-79							
1				Beginning Fund Balance:				1
2	23,044	38,488	49,178	* Available Cash on Hand (Cash Basis), or	57,132	57,132	57,132	2
3	-			* Net Working Capital (Accrual Basis)				3
4	1,387	1,370	1,500	Previously Levied Taxes Estimated to be Received	1,000	1,000	1,000	4
5	868	2,228	2,500	Interest	2,000	2,000	2,000	5
6				OTHER RESOURCES				6
7	2,900	4,535	4,800	Rental	4,800	4,800	4,800	7
8	4,678	13,075	10,000	Wharfage	10,000	10,000	10,000	8
9	1,375	2,967	2,500	Moorage	3,000	3,000	3,000	9
10	5,059	-	-	Transfer from Capital Improvement	-	-	-	10
11	7,201	7,879	5,000	County Tax Offsets	5,000	5,000	5,000	11
12								12
13								13
14								14
15								15
16								16
17								17
18								18
19								19
20								20
21								21
22								22
23								23
24								24
25								25
26								26
27								27
28								28
29								29
30	46,512	70,542	75,478	Total Resources, Except Taxes to be Levied	82,932	82,932	82,932	30
31			12,507	Taxes Necessary to Balance Budget	14,115	14,115	14,115	31
32	11,969	9,506		Taxes Collected In Year Levied				32
	58,481	80,048	87,985	TOTAL RESOURCES	97,047	97,047	97,047	

EXPENDITURE SUMMARY

BY FUND, ORGANIZATIONAL UNIT OR PROGRAM

FORM LB-30

GENERAL

PORT OF TOLEDO

ORGANIZATIONAL UNIT—FUND

(MUNICIPAL CORPORATION)

HISTORICAL DATA				EXPENDITURE DESCRIPTION	BUDGET FOR NEXT YEAR 1980-81			
ACTUAL		ADOPTED BUDGET THIS YEAR 79-80	PROPOSED BY BUDGET OFFICER		APPROVED BY BUDGET COMMITTEE	ADOPTED BY GOVERNING BODY		
SECOND PRECEDING YEAR 77-78	FIRST PRECEDING YEAR 78-79							
1				PERSONAL SERVICES:				1
2	985	1,100	1,175	Auditor	1,350	1,350	1,350	2
3	4,725	8,190	8,000	Attorney	5,000	5,000	5,000	3
4	1,200	1,200	1,800	Clerk	2,400	2,400	2,400	4
5	1,200	1,200	1,300	Dockmaster	-	-	-	5
6	-	752	3,500	Port Consultant	1,500	1,500	1,500	6
7	-	-	-	Port Manager	12,000	12,000	12,000	7
8				Total Personal Services				8
9				MATERIALS AND SERVICES:				9
10	161	59	200	Operating materials & supplies	200	200	200	10
11	11,722	19,000	18,600	Contractual services	47,269	47,269	47,269	11
12								12
13								13
14								14
15								15
16				Total Materials and Services				16
17				CAPITAL OUTLAY:				17
18	-	2,363	50,000	Land and Improvements to Land	22,000	22,000	22,000	18
19								19
20								20
21								21
22								22
23								23
24				Total Capital Outlay				24
25				GENERAL OPERATING CONTINGENCY				25
26				TRANSFERRED TO OTHER FUNDS				26
27								27
28								28
29								29
30								30
31	19,993	33,864	85,075	TOTAL EXPENDITURES	91,719	91,719	91,719	31
32	38,488	46,184	2,910	UNAPPROPRIATED ENDING FUND BALANCE	5,328	5,328	5,328	32
	58,481	80,048	87,985	TOTAL	97,047	97,047	97,047	

DETAILED EXPENDITURES

GENERAL FUND
CONTRACTUAL SERVICES

PORT OF TOLEDO

FORM LB-31

ORGANIZATIONAL UNIT--FUND

(MUNICIPAL CORPORATION)

HISTORICAL DATA			NO. OF EMPS.	EXPENDITURE DESCRIPTION	R A N G E	BUDGET FOR NEXT YEAR 1980-81			
ACTUAL		ADOPTED BUDGET THIS YEAR 79-80				PROPOSED BY BUDGET OFFICER	APPROVED BY BUDGET COMMITTEE	ADOPTED BY GOVERNING BODY	
SECOND PRECEDING YEAR 77-78	FIRST PRECEDING YEAR 78-79								
350	350	350		Treasurers Bond		350	350	350	1
1,490	1,239	1,500		Insurance Premiums		3,800	3,800	3,800	2
1,913	9,426	1,500		Main. Docks, Roads & Buildings		2,000	2,000	2,000	3
5,361	3,530	8,000		Main. Rivers & Channels		30,000	30,000	30,000	4
326	-	1,000		Travel & Incidentals		1,000	1,000	1,000	5
467	349	400		Miscellaneous		400	400	400	6
-	-	2,000		Operating Contingencies		2,000	2,000	2,000	7
735	1,255	1,000		Publication & Association Dues		1050	1,050	1,050	8
181	190	250		Advertising		250	250	250	9
90	247	250		Promotional Advertising		200	200	200	10
201	287	300		Electricity		500	500	500	11
128	148	150		Water		175	175	175	12
75	78	100		Garbage		100	100	100	13
405	960	600		Office Expense		600	600	600	14
-	941	1,200		Election Expense		1,000	1,000	1,000	15
-	-	-		Port Office Rent		1,200	1,200	1,200	16
-	-	-		Payroll Taxes		1,000	1,000	1,000	17
-	-	-		Port Office Supplies		354	354	354	18
-	-	-		Telephone Expense		540	540	540	19
-	-	-		Port Office Equipment		750	750	750	20
									21
									22
									23
									24
									25
									26
									27
									28
									29
									30
11,722	19,000	18,600		TOTAL EXPENDITURES					31
				UNAPPROPRIATED ENDING FUND BALANCE					32
				TOTAL		47,269	47,269	47,269	

SPECIAL FUND

RESOURCES AND EXPENDITURES

FORM LB-10

CAPITAL IMPROVEMENT

FUND

PORT OF TOLEDO

(MUNICIPAL CORPORATION)

HISTORICAL DATA			ITEM	BUDGET FOR NEXT YEAR 1980-81		
ACTUAL		ADOPTED BUDGET THIS YEAR 79-80		PROPOSED BY BUDGET OFFICER	APPROVED BY BUDGET COMMITTEE	ADOPTED BY GOVERNING BODY
SECOND PRECEDING YEAR 77-78	FIRST PRECEDING YEAR 78-79					
			RESOURCES			
12,000	7,373	5,948	Beginning Fund Balance	8,912	8,912	8,912
			Available Cash on Hand (Cash Basis), or Net Working Capital (Accrual Basis)			
			Previously Levied Taxes Estimated to be Received			
			Earnings from Temporary Investments			
			Transferred from Other Funds			
432	868	500	Interest	223	223	223
12,432	8,241	6,448	Total Resources, Except Taxes to be Levied	9,135	9,135	9,135
			Taxes Necessary to Balance			
			Taxes Collected in Year Levied			
12,432	8,241	6,448	TOTAL RESOURCES	9,135	9,135	9,135
			EXPENDITURES			
5,059	-	-	Transfer to General Fund	-	-	-

APPENDIX II

Port Manager Job Description



PORT OF TOLEDO

Post Office Box F
Toledo, Oregon 97391

November 6, 1979

JOB DESCRIPTION PORT MANAGER POSITION

General Statement of Duties and Responsibilities:

1. To carry out the policies for the management of the Port as described and directed by the Commission.
2. To keep the Commission informed and make recommendations for changes as to the operation of Port activities.
3. To supervise the operation and maintenance of Port docks, yards, and property.
4. To investigate and make recommendations to the Commission for the maximum economic use of Port facilities.
5. To establish and maintain effective communications and harmonious working relationships with:
 - a. Port commission
 - b. Port tenants
 - c. Local public
 - d. Local governments and agencies
 - e. State and federal agencies
 - f. Other ports in the general geographical area
6. To act as spokesperson for the Port under general direction of the Commission.
7. To prepare the annual budget for Commissioner's approval
8. To operate the Port within the approved budget.

APPENDIX III

Dredging Permit Application

Depot Slough



DEPARTMENT OF THE ARMY
PORTLAND DISTRICT, CORPS OF ENGINEERS
P. O. BOX 2946
PORTLAND, OREGON 97208

JUN 2, 1980

NPPND-RF-1

29 May 1980

PUBLIC NOTICE

Expiration Date: 30 June 1980
Reference No: 071-OYA-1-003614
(Depot Slough - Dredging)

Interested parties are hereby notified that application has been received for Department of the Army permit to perform certain work in navigable waters of this Engineer District.

Applicable Statutory Authority or Authorities:

(X) Perform work in or affecting navigable waters of the United States, upon the recommendation of the Chief of Engineers, pursuant to Section 10 of the Rivers and Harbors Act of March 3, 1899 (33 U.S.C. 403):

() Discharge dredged or fill material into waters of the United States upon the issuance of a permit from the Secretary of the Army acting through the Chief of Engineers pursuant to Section 404 of the Clean Water Act of 1977 (P.L. 95-217):

() Transport dredged material for the purpose of dumping it into ocean waters upon the issuance of a permit from the Secretary of the Army acting through the Chief of Engineers pursuant to Section 103 of the Marine Protection, Research and Sanctuaries Act of 1972 (86 Stat. 1052; P.L. 92-532):

Applicant: Port of Toledo
P.O. Box F
Toledo, Oregon 97391
Telephone (503) 336-5207

Location of Work: Depot Slough, Mile 0.2, in Lincoln County at Toledo, Oregon.

Description of Work: The applicant proposes to remove approximately 4,000 cubic yards of sand and silt by clamshell dredge to re-establish a maximum operating depth of -8.0' MLLW in front of the Port's floating dock. All dredged materials will be removed by barge to an existing authorized disposal area as shown on the attached drawings marked 003614 (Depot Slough-Dredging).

Purpose and Intended Use: The project is intended to allow continued commercial and recreational use of an existing publicly-owned moorage.

Additional Information: Additional information may be obtained from Vicki Rohrberg, Port of Toledo, P.O. Box F, Toledo, Oregon 97391, telephone (503) 336-5207, or Sid Stecker, Permit Coordinator, U.S. Army Corps of Engineers, P.O. Box 2946, Portland, Oregon 97208, telephone (503) 221-6995.

Special Conditions: The requested permit, if issued, will be subject in part to the following conditions:

a. Slope of riprap, bank, or excavation, etc., will be no steeper than 3 foot horizontal to 1 foot vertical.

b. Work in the waterway will be done so as to minimize turbidity increases in the water, which tend to degrade water quality and damage aquatic life.

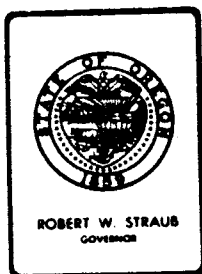
c. Land disposal of dredged material will be accomplished behind adequately maintained protective berms, which will prevent the material from returning to the waterway.

d. If a bucket dredge of any type, including but not limited to, grab or clamshell, dipper, dragline, or backhaul bucket is used, all digging passes of the bucket shall be completed without any material, once in the bucket, being returned to the wetted area, except as approved.

→ The disposal area, method of disposal, or method of dredging will not be changed without prior written approval of the District Engineer.

Water Quality Certification: A permit for the described work will not be issued until certification, as required under Section 401 of the Clean Water Act of 1977 (P.L. 95-217), has been received from the certifying state.

Coastal Zone Management Act Certification: Section 307(c)(3) of the Coastal Zone Management Act of 1972 as amended by 16 USC 1456(c)(3) requires certification that the described activity affecting land or water uses in the Coastal Zone complies with the applicable State Coastal Zone Management Program. Attached to this Public Notice is a notice of application for Certification of Consistency for the applicable State Coastal Zone Management Program.



Department of Land Conservation and Development

1175 COURT STREET N.E., SALEM, OREGON 97310 PHONE (503) 378-4926

Notice of Certification of Consistency with the Oregon Coastal Management Program

Notice is hereby given that a certification has been filed with the Department of Land Conservation and Development, as provided in Section 307(c)(3) of the Coastal Zone Management Act, that the project described in the Corps of Engineers Public Notice No. 003614, will comply with the Oregon Coastal Management Program and that the project will be conducted in a manner consistent with that Program.

Any person desiring to present views or considerations pertaining to the project's compliance or consistency with the Oregon Coastal Management Program may do so by providing his views in writing to the Division of State Lands, 1445 State Street, Salem, OR 97310; within twenty days of publication of this notice.

REVIEW CRITERIA

Comments should address consistency with the applicable elements of Oregon's Coastal Management Program. These include:

- Acknowledged Local Comprehensive Plans
- Statewide Planning Goals
- Fill and Removal Law (when a state permit is required)

ADEQUATE INFORMATION?

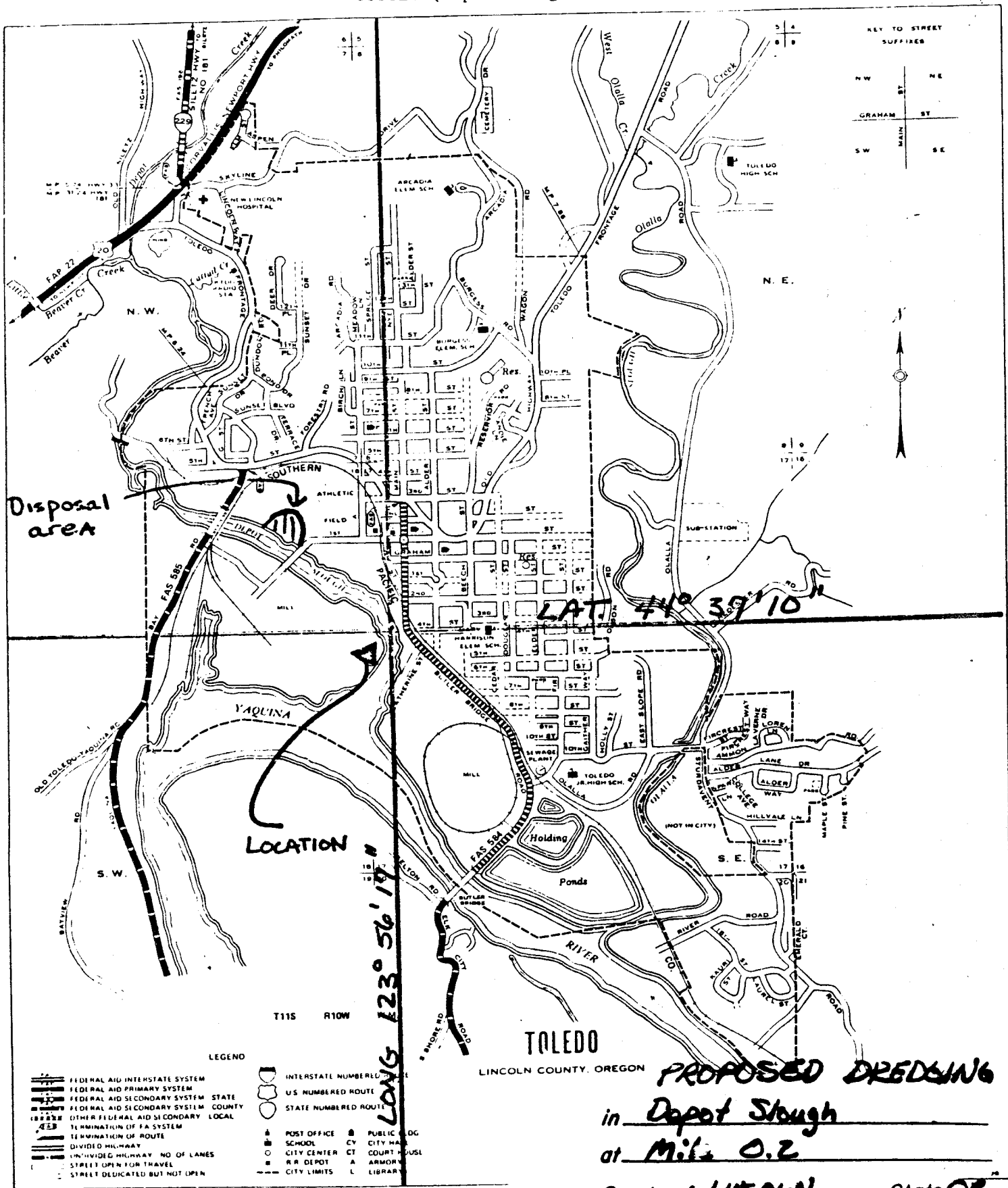
A copy of the applicant's consistency certification and information supporting the certification are available through the Department of Land Conservation and Development. If you believe additional information is needed to make a decision on this application, please indicate this as soon as possible. Requests for additional information must describe why more information is needed to make the consistency decision.

If following a written request the applicant fails to provide information needed to make a consistency decision, the permit may be found inconsistent.

INCONSISTENT?

If you believe this project is inconsistent with the Oregon Coastal Management Program, you should list the relevant policy (i.e., goal requirement or plan policy) and explain briefly why you believe the project is inconsistent. You should also describe how the project could be modified to make it consistent, if this is possible.

BC:ka/MC
12/26/78



Vicinity Map

Sheet 2 of 2

Endangered Species: Preliminarily, the described activity will not affect an endangered species, or their critical habitat designated as endangered or threatened, pursuant to the Endangered Species Act of 1973 (87 Stat. 844). Formal consultation pursuant to Section 7 of the Act with the Department of the Interior is not required for the described activity.

Floodplain Management: Evaluation of the proposed activity will include: conformance with appropriate State or local floodplain standards; consideration of alternative sites and methods of accomplishment; and weighing of the positive, concentrated and dispersed, and short- and long-term impacts on the floodplain.


Cultural Resources: The property described is not a registered property in the latest published version of the National Register of Historic Places, nor is it eligible for inclusion in the Register. This District is not aware of the presence of any cultural resources at the described worksite.

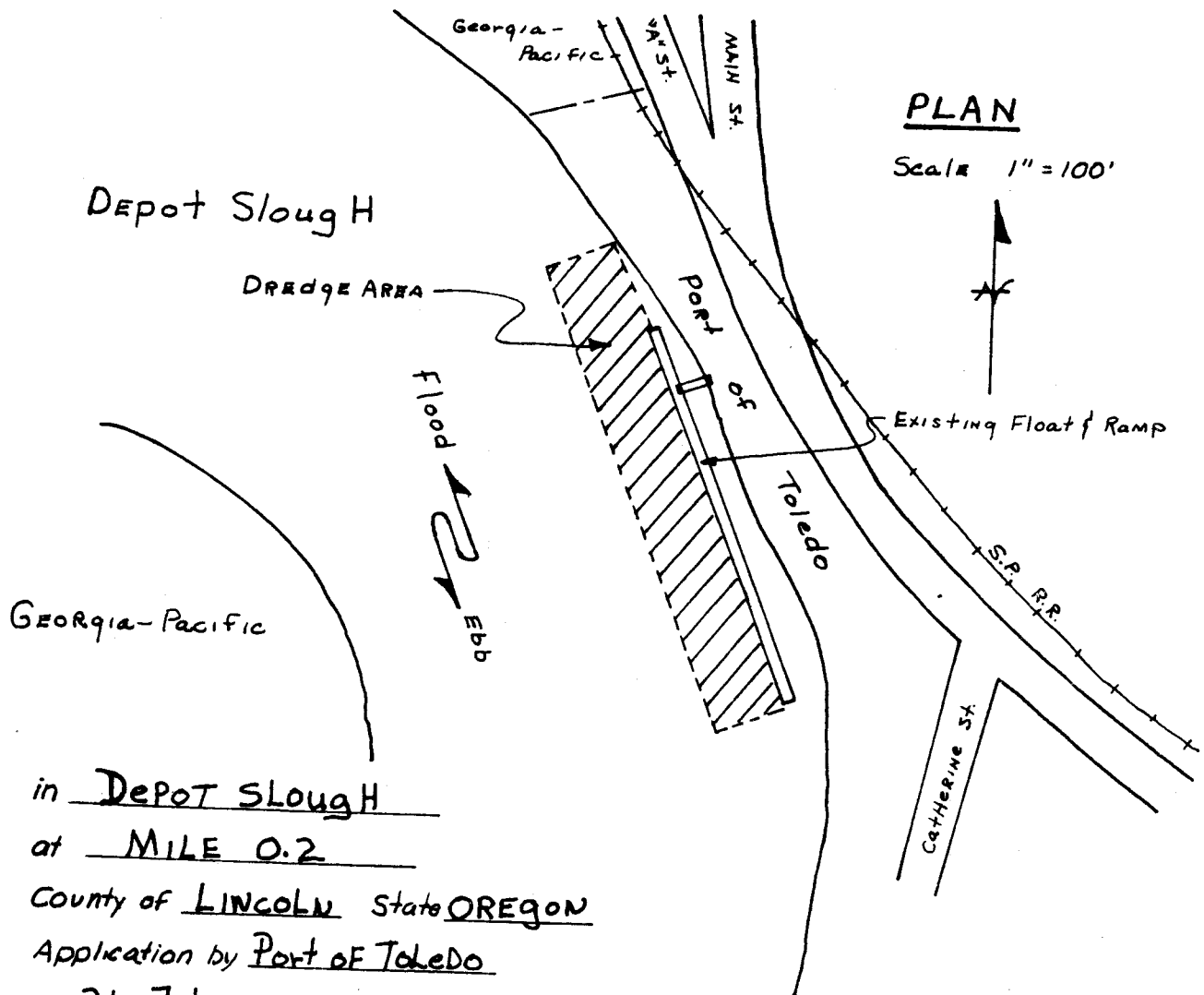
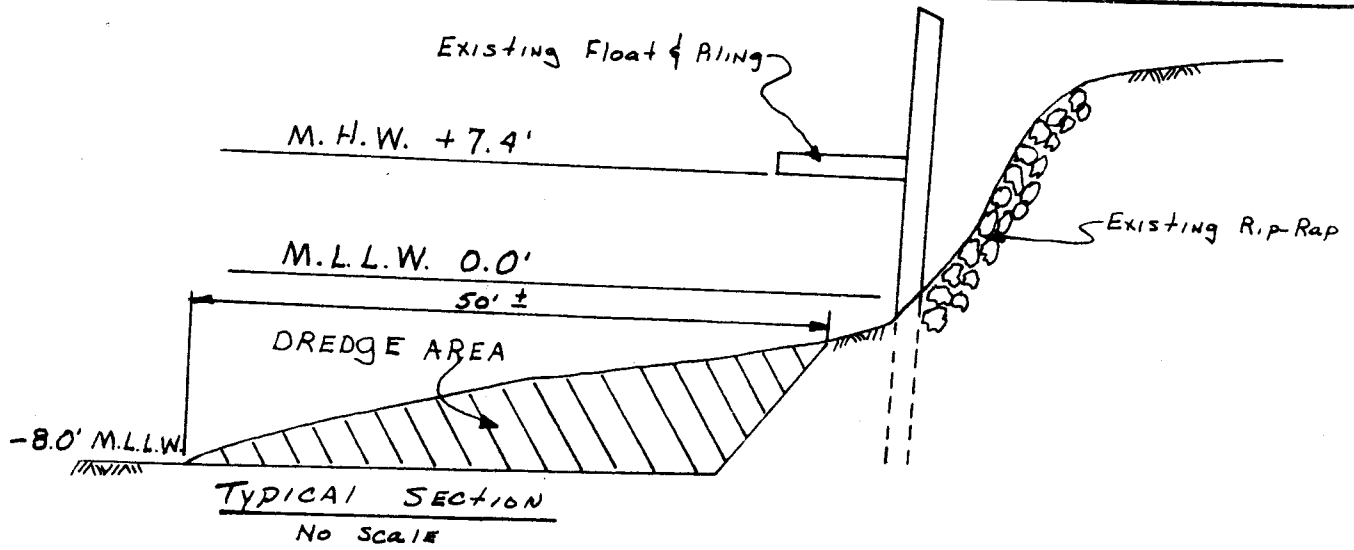
Environmental Impact Statement Determination: A preliminary determination has been made that an Environmental Impact Statement is not currently required for the described work.

Public Interest Review: The decision whether to issue a permit will be based upon an evaluation of the probable impact of the described activity on the public interest. That decision will reflect the national concern for both protection and utilization of important resources. The benefit which reasonably may be expected to accrue from the proposal must be balanced against its reasonably foreseeable detriments. All factors which may be relevant to the proposal will be considered; among these are conservation, economics, aesthetics, general environmental concerns, historic values, fish and wildlife values, flood damage prevention, land use, navigation, recreation, water supply, water quality, energy needs, safety, food production, and, in general, the needs and welfare of the people.

Additional Requirements: State law requires that leases, easements, or permits be obtained for certain works or activity in the described waters. These State requirements must be met, where applicable, and a Department of the Army permit must be obtained before any work within the applicable Statutory Authority, previously indicated, may be accomplished. Other local governmental agencies may also have ordinances or requirements which must be satisfied before the work is accomplished.

Comments on the described work should reach this office not later than expiration date of this Public Notice.


A. J. HEINEMAN
Chief, Navigation Division



in DEPOT SLOUGH
 at MILE 0.2
 County of LINCOLN State OREGON
 Application by Port of Toledo

26 FEBRUARY 1980

Datum: Mean Lower Low Water 0.0'
 Purpose: Public Maintenance Dredging