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INTRODUCTION

Coastal and River Communities

Coastal and river communities are vital to the citizens of Oregon. Here are found many of the state’s principal industries: timber, agriculture, tourism and seafood. Here also are found the dreams of native Oregonians as well as recent immigrants: dreams of a place near the sea, a place to enjoy retirement years, a peaceful and safe place to raise a family, and a place for self-discovery.

But there are many challenges. Many of Oregon’s coastal and river communities are experiencing rapid population growth, while others see only an ageing population. Demands for services are on the increase, but public finances are constrained. Natural resource-based employment is eroding. City governments, already overburdened, are asked to respond to new state and federal mandates.

The Extension Sea Grant Program

The Oregon Sea Grant College program supports teaching, research and Extension activities which contribute to the health and welfare of coastal communities and to improved coastal resource stewardship. Comprehensive management and growth studies (COMAGS) of coastal and Columbia River communities are one of the principal activities of the Oregon State University Extension Sea Grant Program (ESG).

ESG includes faculty with specialties in community economic development, resource management, tourism, public marine education, communications, maritime commerce, aquaculture, engineering, seafood and fisheries.

The Comprehensive Management and Growth Study Method

The management study method has been used extensively by private industry and academic institutions. This method has been modified by ESG and applied to private as well as public enterprises more than 35 times since 1976. Examples of private and public organizations that have benefitted from ESG’s comprehensive management study method are listed in Appendix A.

COMAGS STUDY PROCEDURES

Phase 1

Community Selection Communities to be studied are selected jointly by the local extension faculty and on-campus specialist. Local extension faculty initiate contacts with community officials, establish liaison between ESG and the community, and continue in this role throughout the process.

*The author is an marine economist with the OSU Extension Sea Grant Program and a Professor of Agricultural and Resource Economics at Oregon State University.
**Agreement**  Following study theme identification, ESG faculty obtains a study agreement with the community. This agreement includes study themes, dates for the on-site portion of the study, a proposed budget and proposed study team composition.

**Study Team**  The study team composition is based upon study themes. The team usually includes four to six academics and two to four practicing community administrators, attorneys, or community leaders from other areas. At least one of these non-academic members is an administrator from communities or organizations previously studied. In this manner, communities or organizations previously studied can, in part, repay the contributions that have been made to them through previous COMAGS and administrators can learn even more as study team members.

**Phase 2**

Four to six weeks prior to the on-site portion of the study (phase 3), documents are obtained from the community. These include budgets, audit reports, planning documents, organization charts, job descriptions, previous studies done in and for the community, and eight to ten months of city council meeting minutes.

Background materials are gathered from publications, promotional pieces, statistical reports and from local extension personnel. A subscription to the local paper is obtained for each study team member. Summaries of all background material and portions of the documents provided by the community are distributed to team members for study during phase 2.

**Phase 3**

**Interviews**  On-site, the study team devotes maximum energy to interviews of community administrators, staff, local business persons, community leaders, other government officials and the “person-on-the-street”. During this four- to five-day period, up to 150 persons may be interviewed and 80 documents reviewed. In addition, the team observes people and the community “in action”.

**Brainstorming/Debriefing**  Each day during phase 3, the study team meets for a two- to three-hour brainstorming session where discoveries and ideas are shared. Team member expertise is integrated with new information being gathered on-site and the report to the community takes shape. The brainstorming sessions also help team members focus on important issues and pursue valuable new information.

**Oral Report**  When the on-site portion of the study is completed the study team presents an oral report which includes preliminary study results. During this time there is an active exchange between community leaders and team members.

**Written Report**  Four to six weeks later a more comprehensive written report is provided to the community. This report is not an official OSU publication. It is the community’s responsibility to utilize and distribute it as needed. Examples of report content are illustrated later in this document.

**Phase 4**

The local marine extension agent continues close contact with the community during the next 3-4 months until study team members return to discuss written report contents. Questions regarding clarity, information sources and procedures are dealt with at this meeting. Also discussed are some of the major findings and how opportunities for improvement might be implemented. One year after phase 1, study team members return for an evaluation of the COMAGS process, COMAGS recommendations and community progress. The written report is used as a guide in this evaluation.
COMPONENTS OF A MANAGEMENT STUDY

While communities differ, the COMAGS focus is quite consistent. Following is a detailed list of themes typically included:

Management and Administration

- personnel management
- staffing/responsibilities
- personnel/material resources
- evaluation, promotion and motivation
- professional development
- city manager/administration relationship
- city manager/staff relationship
- time, space and material efficiency
- interaction with public
- quality and quantity of public services
- business, strategic and tactical planning
- structure and organization
- community plans and goals
- land use planning
- disabled access
- policy making
- decision making
- office space and facilities
- intergovernmental relations

Citizen Participation and Policy Making

- administrative body composition
- election participation
- administrative participation
- citizen participation
- citizen representation
- administrative decision making process
- efficiency and performance of administration
- administration and community relationship
- administrative planning process
- administration's vision of community

Economic Development Opportunities

- community resource base
- community economic base
- comparative advantage
- relationship to surrounding communities and areas
- entrepreneurship and risk-taking character
- markets
- special skills, settings and interests
- waterfront development
- facilities development
- business development
- community infrastructure improvements
- industrial development
- recreational services development
- economic diversity, stability and comparative advantage
Finances

- accounting
- budgets
- revenue base
- debt
- revenue potential
- cost reduction potential
- sources outside community
- administrative understanding of finances
- quality of financial information
- fee structure
- Ballot Measure 5
- taxes and tax base
- grants and loans

Appearance and Atmosphere

- general impression of entire community to visitors
- condition and impression of waterfront
- condition of infrastructure
- condition of services
- quality and quantity of promotion
- characteristics of residents and greeters
- appropriateness of services

Changes in Business and Resident Characteristics

- changes in public services
- changes in resident characteristics
- private enterprise trends
- changes in economic base
- land use trends, planning and control
- changes in community services
- future of economic base, taxation and finance

Tourism Entrepreneurship

- tourist opportunities
- innovative marine tourism opportunities
- existing enterprises
- markets
- infrastructure needs
- public promotion and assistance opportunities
- history-based tourism

Intergovernmental Relations

- city, county, state and federal relations
- knowledge of other agency rules and regulations
- ability to handle and implement rules and regulations
- ability to utilize services of other agencies
- participation in professional organizations

Natural Resources Management

- Columbia River issues
- coastal resources issues
- forestry issues
REPORT CONTENT

A typical report will contain the following:

Executive Summary: a two- to three-page summary of the major strengths and assets as well as opportunities for improvement.

Introduction

Study Procedures

Methodology: a brief review of the study methodology
Team Assignments: a list of team members and their responsibilities
Interviews and Documents: a listing of the kinds of people interviewed, the number of people interviewed and the documents read. For example:

"The study team interviewed a total of 88 people including all council members, all department heads, a majority of community leaders, a majority of all other related government agency people, and leading local business persons. These included:
- fourteen city staff
- five city commissioners
- fifteen community leaders
- twenty-one business leaders
- fifteen citizens "on-the-street"
- ten agency people
- six consultants.
The study team also looked at 108 different documents including a complete year of minutes from both the Warrenton commission meetings and the Hammond town council meetings. The study team also looked at all financial documents, planning documents, ordinances, office procedures manuals, minutes of the planning commission, minutes of the budget committee, minutes of the business license sub-committee and a variety of other documents typically found in city offices."

The Community of _______ : a two- or three-paragraph general description of the community.

Use of This Report: an explanation of how the report is distributed.

Major Community Strengths and Assets: a list of the major community features and bases for improvement.

Opportunities for Improvement: A detailed discussion, in a positive and encouraging style, emphasizing opportunities for improvement. For example, most paragraphs begin with a specific recommendation. The same style and format is used under all themes and sub-heads throughout the report. Following are examples for each report subheading:

Administration

"There is an opportunity to improve council focus on policy by setting council meeting agendas that eliminate or downgrade operational matters and explicitly include policy matters."

Management

"There is an opportunity to improve staff efficiency by installing DOS software on office computers and contracting for training in its use. Two staff have high capability in using computers effectively, especially in the accounting process and forms management, yet they must share the single computer with the secretary who uses it principally for word processing. The purchase of two 386 computers and appropriate software will greatly increase the efficiency of these two staff, assuming they receive three weeks of training."
Planning

"Comprehensive planning will require and implies a totally new approach by the community to economic development. There needs to be a much more proactive anticipation of the goals and objectives and preparation for problems that are bound to occur. Community development will be much more to everybody's liking if the community takes charge of the process through planning and goes beyond accommodating anybody who wants to come."

Revenue and Finances

"There is an opportunity to implement systems development charges on any and all new projects. These charges should contribute to a fund for future additions to water treatment, water supply, streets, traffic lights, sidewalks, garbage collection, and other demands on services."

Community Development

"For example, the harbormaster's ideas for developing boating service facilities along the east bank of the River and boat basin would compliment current boating activities, would diversify the local economy and would increase the tax base. There is an opportunity to specialize this development for commercial fishermen in one area and for charter fishing enterprises in another area. The charter fishing customer has different service needs that can be best served separately from commercial fishermen. Special assistance in this development can be obtained from Oregon State University's Extension Sea Grant program."

Citizen Involvement

"There is an opportunity for city administration to be much more proactive in informing citizens about what it is doing, about what is going on and about what will happen in the future. Citizens should be actively informed about progress on wetlands planning, the fairgrounds move, the factory outlet mall, this study, and about the new planning process about to begin."

Appendices: The appendices include demographic data on the community, a listing of management studies completed to date and a list of references. Reference materials include publications which support the opportunities for improvement suggested in the report. Normally, books on planning, negotiation, conduct of meetings, responsibilities for city council and managers, and finance will be included. In addition, several of these references may be provided directly to the community along with the COMAGS report.

STUDY TEAM

The COMAGS study team is comprised of academics as well as experienced administrators and leaders from previously studied communities. They are selected on the basis of their expertise and study community needs.

In addition to regular members of the study team, local extension faculty frequently participate part-time in the process. They provide an excellent source of information since they are intimately familiar with the community.

A list of typical study team members with their affiliation and assignments for a particular study is illustrated in Appendix C.
BUDGET

The National Sea Grant Program and the Oregon Legislature provide funding for ESG faculty salaries. The salaries of non-academic members of the study team are covered by their respective municipalities, or in some cases time is volunteered without cost. The study community is responsible for covering all out-of-pocket expenses for the study team. A budget for this is included in the agreement with the community and city administrators approve this budget when they approve the agreement.

A typical budget is illustrated below:

<table>
<thead>
<tr>
<th>Item</th>
<th>Amount</th>
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<tbody>
<tr>
<td>Travel</td>
<td>$565</td>
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<tr>
<td>Housing</td>
<td>$1280</td>
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<tr>
<td>Per Diem</td>
<td>$1060</td>
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<tr>
<td>Miscellaneous</td>
<td>$190</td>
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<tr>
<td><strong>TOTAL</strong></td>
<td><strong>$3095</strong></td>
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</table>

Such budgets are estimates only. The community agrees to pay actual costs. Each study team member submits actual expenses to Oregon State University using the State guidelines for reimbursement. Oregon State University then bills the total amount to the study community based upon the billings received by each study team member.

FOLLOW-UP AND EVALUATION

Preliminary Follow-up

The preliminary follow-up does not include the entire study team. It helps clarify the report, explains the bases for findings, or addresses any other items which will help the community implement opportunities for improvement. This preliminary follow-up may occur during one visit or may be continuous, using telephone, mail, electronic or other communication methods.

Evaluation

After one year, the study team returns to evaluate progress by the community and the quality of study results. Study team members participate in a workshop environment with community administrators and leaders where they review the major opportunities for improvement found in the report and discuss progress made, or not made. Reasons for progress or lack of progress are also addressed and include mis-specification or misidentification of opportunities by the study team. This is the basis for a written evaluation of the overall study and for improvements in future studies.

Continuous Involvement

ESG faculty continues working with the study community as opportunities for improvement identified in the study report are implemented.
Appendix A
Example Report Cover and Table of Contents

COMPREHENSIVE MANAGEMENT AND GROWTH STUDY
a special report to the
COMMUNITY OF WARRENTON

by

Richard AuFranc
Justice of the Peace and Attorney
Curry County

James Bergeron
Marine Extension Agent
Oregon State University

Pat Corcoran
Community Economics Specialist
Oregon State University

Don Giles
Marine Tourism Specialist
Oregon State University

James Good
Coastal Resources Specialist
Oregon State University

Phil Hutchinson
Executive Director
Greater Newport Chamber of Commerce

Frederick Smith
Marine Economist
Oregon State University

Nolan Young
City Administrator
City of Reedsport

January, 1992
The Oregon State University Extension Sea Grant Program
Corvallis, Oregon
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<td>Develop Waterfront</td>
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Appendix B
Management Studies Completed To-Date

Following is a list of comprehensive management studies completed by Extension Sea Grant since 1976. All are Oregon unless otherwise noted.

Eureka Fisheries, Inc., Eureka, California, October 1976
Oregon Aqua Foods, Newport, February 1977
Bill’s Boat Shop, Newport, March 1977
Port of Cascade Locks, May 1979
Englund Marine Supply, Astoria, June 1979
Port of Siuslaw, June 1979
Port of Newport, September 1979
Port of Brookings, November 1979
Port of Gold Beach, November 1979
Port of Lewiston, Idaho, December 1979
Mid-Coast Marine, Inc., Coos Bay, February 1980
Port of Toledo, December 1981
Port of Brookings, October 1982
Humboldt Harbor Conservation and Recreation District, California, August 1983
Port of Tillamook Bay, March 1984
Port of Skamania County, Washington, July 1984
Port of Bandon, August, 1985
Port of Port Orford, May 1986
Port of Morrow, July 1986
Crescent City Harbor District, California, October 1986
Port of Gold Beach, June 1987
Port of Siuslaw, June 1987
Port of Arlington, July 1987
Seafood Producers Cooperative, Inc., Bellingham, Washington, August 1987
Port of Sacramento, California, September 1987
Port of Hood River, July 1988
Port Manchac, Lousiana, June 1989
Port of Cascade Locks, June 1989
Port of Astoria, February, 1989
Noyo Harbor District, California, June 1990
Port of Garibaldi, January 1991
Port of Umpqua, May 1991
Cities of Warrenton and Hammond, November 1991
City of The Dalles, June 1992
Richmond Bay Marina, California, June 1992
City of Reedsport, November 1992
Appendix C
Example of a Study Team and Its Assignments

Gib Carter, Columbia River Marine Extension Agent, OSU
- Economic development (port development, port management, port dredging, airport development, airport management)
- Columbia River issues (Columbia Gorge commission, Columbia Gorge plan, history based tourism)
- Community in transition (community views, demographic mix)
- Business development (business services, downtown revitalization)

Flaxen Conway, Project Coordinator, Timber Communities Project, OSU
- Economic development (community infrastructure, timber industry, aluminum industry, agriculture industry)
- Community services (human services, employment, education, crime control, fire protection, library, health care, retirement care)
- Community appearance
- Demographic changes

Bruce DeYoung, Extension Sea Grant Program Leader, OSU
- Business development (business services, downtown revitalization, tourism, recreation, Chamber of Commerce, convention and visitors bureau)
- Intergovernmental relations (county-city, city-federal agency, city-state agency)
- Waterfront development (sailboarding, boating, commerce, historic)

David Ervin, Head, Department of Agricultural and Resource Economics, OSU
- Natural resources (agriculture, Columbia River)
- Economic development (diversity, stability, comparative advantage)
- Columbia River issues (endangered salmon, Indian fisheries, Columbia Gorge legislation)

Gil Gramson, Administrator, City of Warrenton
- Administration (planning, structure and organization, staffing, community relations, mission, charter)
- Management (finance, personnel, services, fees, office, space, land use plans)

R.C. Hinman, Reedsport and Florence Marine and Community Development Agent, OSU
- Economic development (port development, commercial projects, community services, business services, organization of economic development activities)
- Community government (disabled access, fee structure, community relations, land use)

Fred Smith, Marine Economist, OSU
- Administration (policy making, finance, planning, community relations, decision making, performance)
- Management (personnel, finance, services, fees, office, space)

John Weber, Port Commissioner, Hood River
- Community government (charter, community relations, intergovernmental relations, planning, Ballot Measure 5, master plans)
- Community in transition (future economic base, socio-political future, governmental structure, future taxation and finance)
Appendix D
Reading and Reference Materials


For additional copies of this publication, write:

Frederick J. Smith  
Extension Marine Economist  
Department of Agricultural and Resource Economics  
Oregon State University  
Ballard Extension Hall  
Corvallis, OR 97331-3601

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