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## Port Activities Educational Issues Forum

Kathryn W. Hexter  
*Cleveland State University*, [k.hexter@csuohio.edu](mailto:k.hexter@csuohio.edu)

Matthew Harrison Grabenstein

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MAXINE GOODMAN LEVIN  
COLLEGE OF URBAN AFFAIRS

Cleveland State University

Prepared for:  
**Cleveland Lakefront Partners**

Prepared by:  
Kathryn Wertheim Hexter  
Matthew Harrison Grabenstein

May 2003

2121 Euclid Avenue Cleveland, Ohio  
44115

<http://urban.csuohio.edu>

**Port  
Activities  
Educational  
Issues  
Forum**

**Levin College  
Forum**

**UUP**  
The Ohio Urban University Program

**PORT ACTIVITIES  
EDUCATIONAL ISSUES FORUM  
OCTOBER 22, 2002**

Part of  
**NORTHEAST OHIO'S WATERWAYS  
LAKEFRONT PLANNING ISSUE FORUMS**

Prepared for:  
**CLEVELAND LAKEFRONT PARTNERS  
(CITY OF CLEVELAND, GREATER CLEVELAND GROWTH ASSOCIATION, CLEVELAND  
TOMORROW, AND CLEVELAND NEIGHBORHOOD DEVELOPMENT COALITION)**

By:  
Kathryn Wertheim Hexter, Project Director  
Matthew Harrison Grabenstein, Graduate Assistant  
Maxine Goodman Levin College of Urban Affairs

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## **INTRODUCTION**

On October 22, 2002, the Maxine Goodman Levin College of Urban Affairs, Cleveland State University, and the Cleveland Lakefront Partners (the city of Cleveland, the Greater Cleveland Growth Association, Cleveland Tomorrow, and the Cleveland Neighborhood Development Coalition) sponsored a public forum on the activities of the Port of Cleveland. The forum was the third in a series of four intended to deepen the community's understanding of some of the issues related to the plans for the Cleveland lakefront. It was part of the Levin College Forum Program's two-year Northeast Ohio's Waterways forum series, which is focusing public attention on development of a comprehensive vision for all of Northeast Ohio's waterways. The purpose of the Port Activities Forum was to inform the public about the nature of the public and private infrastructure used for port activities and how that will affect plans for the Cleveland lakefront.

The issue forums are an important part of an ongoing process by the Lakefront Partners to involve the public in lakefront planning. The issues addressed in these forums emerged from the first round of city-sponsored public meetings in spring 2002 and from the February 2002 kick-off event of the Levin College Waterways series. More than 1,500 people attended the events and hundreds of comments were submitted. Summaries of the comments and proceedings can be found on the following web sites:

<http://planning.city.cleveland.oh.us/lakefront/cpc.html>

<http://urban.csuohio.edu/waterways/proceedings/feb902.htm>

Although opinions differed over strategies, the overwhelming consensus of these public meetings and comments can be summed up in one word: *access*.

Citizens of Greater Cleveland want greater access to its most unique asset, its waterways. After years of use and abuse, Clevelanders want to reclaim their waterways and usher in the next economic revolution, one that capitalizes on the region's natural environment beyond its traditional industrial use. Citizens want to make Cleveland a better place for natives to live and work and for newcomers to settle; they understand that this may be accomplished by respecting and enjoying the region's unique lakes, rivers, and valleys. The Port Activities Forum is the third in a series that was designed to help Clevelanders better understand the factors that influence decisions affecting their waterways so that the citizenry may serve as educated participants in the planning process.

## **BACKGROUND**

The Cleveland harbor is protected by six miles of breakwater and has a 27-foot deep shipping channel that allows it to accommodate all ships that can pass through the locks of the St. Lawrence Seaway. Sand and other materials are routinely dredged from the lake and river bottom to maintain the depth of the shipping channel. The dredged materials are currently deposited at a site on the northern edge of Burke Lakefront Airport called Dike 10B. The shipping facilities at the Port of Cleveland include the Cleveland Bulk Terminal on Whiskey Island, west of the mouth of the Cuyahoga River; Docks 20 to 32, which extend immediately east of the mouth of the Cuyahoga River to North Coast Harbor (see map); and 25 privately owned dock facilities along the Cuyahoga River and the Old River Channel.

On the west side of the river, the Cleveland Bulk Terminal is owned by the Cleveland-Cuyahoga County Port Authority and used to store iron ore pellets brought to Cleveland by 1,000-foot long lake carriers to transfer the pellets to smaller ships or rail carriers. The facility has 1,850 linear feet of open dock space and 45 acres of open bulk storage area. On the east side of the river, the Cleveland-Cuyahoga Port Authority holds 58 acres. It also occupies another 39 adjacent acres owned by the city of Cleveland. Docks 20 to 32 extend from the Cuyahoga River to North Coast Harbor on the lakefront, including over 417,000 square feet of warehouse facilities used to store steel and machinery cargoes. The Port Authority or contracted operators manage shipping activity on these docks. The docks, which include over 7,500 linear feet of space, are used for the storage of cement (Dock 20) and bulk materials that can be stored outside and steel and machinery cargoes that depend on the facility's 417,000 square feet of warehouse space. The privately owned dock facilities are located on the Cuyahoga River along 6.7 miles of navigable shipping channels from Lake Erie to the ISG Steel facility south of I-490.

The Port of Cleveland is a destination port, with 90 percent of all its cargo being delivered within 50 miles of the city. It is also a designated Foreign Trade Zone, which allows importers to bring in foreign merchandise without paying customs, duties, or excise tax while the merchandise is in port. Primary cargoes arriving by ship include steel, heavy machinery, and dry-bulk cargo such as iron ore, cement, and sand. Cargoes shipped from Cleveland include machinery, steel, and salt. The industry experienced steady growth in tonnage shipped during the 1990s but has seen a period of decline since its 1998 peak of 17.1 million tons.

## **BRIEF HISTORY**

Water-based transportation has played an integral role in Cleveland's development since Moses Cleaveland sailed from Buffalo in 1796 to establish a new lakefront city at the confluence of the Cuyahoga River and Lake Erie. From its beginning, people, goods, and materials have traveled by boat and ship to Cleveland's harbor. From the construction of the canal system that linked the Port of Cleveland to the Ohio and Mississippi Rivers to the docks that allowed ships to bring iron ore from Lake Superior for conversion into steel, the port has nurtured and sustained an immense regional economy. Today, the Port of Cleveland is an international maritime center with the St. Lawrence Seaway providing access to markets worldwide.

In 1818 the first steamboat on Lake Erie arrived in Cleveland and sparked the industrial revolution that would consume Cleveland for the next 150 years. To improve shipping between the Great Lakes and the recently constructed Ohio & Erie Canal, the current mouth of the Cuyahoga River was cut in 1828 to allow the river to flow directly into the lake. In 1849, a pier was built at the foot of Water Street (West 9<sup>th</sup> Street), and in 1851 the Cleveland, Columbus & Cincinnati Railroad opened the first Cleveland depot at the site. As rail replaced the canals as the preferred method for land transportation, the first shipments of iron ore began arriving by steamship into the Port of Cleveland for smelting into steel.

Construction of a breakwater began in the 1870s to protect Cleveland's harbor area and by 1912 the New York, Pennsylvania & Ohio Railroad had opened an ore dock on the north side of Whiskey Island to handle iron ore for Cleveland's flourishing steel industry. Passenger ferry service was also begun to provide transportation to Detroit and Buffalo from the East 9<sup>th</sup> Street Pier. Port activity skyrocketed as Cleveland's industrial machine provided munitions to supply the allied efforts during World War I.

In 1940, the United States Coast Guard opened a station on the eastern end of Whiskey Island. The Coast Guard would prove to be an invaluable resource for helping ships navigate along the turbulent and icy waters of Lake Erie. As the war years wore on, the amount of tonnage shipped through the Port of Cleveland continued to increase, and by 1959 ocean vessels had access to the port through the completed St. Lawrence Seaway.

In order to operate Cleveland's public lakefront docks more efficiently, the Cleveland-Cuyahoga County Port Authority was established in 1968. The Port Authority is a quasi-governmental body that is governed by nine appointed commissioners (the mayor of Cleveland appoints six members and the county commissioners appoint three members). The Port Authority "maintains and operates port authority facilities; maintains and improves all waterways

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necessary in the development of the facilities of such port; encourages importers and exporters to utilize its facilities; and enhances creation and preservation of employment within county limits.”<sup>1</sup>

During the 1970s, the Port Authority purchased land from several entities between the mouth of the Cuyahoga River and West 3<sup>rd</sup> Street in anticipation of an ore dock that was ultimately built in Lorain, Ohio. Shipping tonnage plateaued during the 1980s due primarily to the decline of Cleveland’s steel industry.

In an effort to attract recreational uses to the Cleveland Lakefront, the state of Ohio and the city of Cleveland began construction of a 17-acre inner harbor between Dock 32 and East 9<sup>th</sup> Street. This site would become the home of the Rock and Roll Hall of Fame and Museum and the Great Lakes Science Center and included an additional deep water slip on Dock 32 for the Port Authority. Most recently, in order to ensure the continued availability of ore deliveries at the lowest cost for local steel making operations, the Port Authority purchased the ore dock on Whiskey Island from Conrail Corporation.

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<sup>1</sup>Cleveland-Cuyahoga County Port Authority, [www.cuyahoga.oh.us/bocc/boards/portauthority.htm](http://www.cuyahoga.oh.us/bocc/boards/portauthority.htm)

## **PANEL DISCUSSION**

### **Introduction: The Honorable Albert S. Jaquez, Administrator of the Saint Lawrence Seaway Development Corporation (SLSDC)**

The Port Activities Forum was held on October 2, 2002 at Cleveland Browns Stadium. The discussion was moderated by Albert Jaquez of the SLSDC. The SLSDC is an agency of the United States Department of Transportation that, in cooperation with Canada, is responsible for operations and maintenance of the St. Lawrence Seaway System. The SLSDC also promotes the development of international trade throughout the seaway. Mr. Jaquez has over 17 years of international trade, finance, and transportation policy experience and has led the SLSDC since January 1999.

The forum began as Mr. Jaquez welcomed the audience on behalf of the Levin College Forum Program and the Cleveland Lakefront Partners. He described the Port Activities Forum as the third of four lakefront planning issue forums within the Northeast Ohio's Waterways Series and explained that the forums are intended to deepen the community's understanding of issues related to lakefront planning.

Before introducing the panelists, Mr. Jaquez offered some background on the Great Lakes Seaway System in order to place the Port of Cleveland within its larger transportation system context. The bi-national seaway is the largest waterway in the world, extending more than 2,300 miles from the Gulf of St. Lawrence to the head of the Great Lakes and Lake Superior at the ports of Duluth, Minnesota and Thunder Bay, Ontario. Tug barges link the Great Lakes Seaway System to the U.S. Inland Waterway and the Gulf of Mexico. The seaway is used by a variety of commercial vessels, including ocean ships and bulk carriers up to 1,000 feet in length that call on 15 major ports in the U.S. and Canada. Approximately 40 provincial and interstate highways and 30 rail lines link the ports to industries and consumers all over North America. The annual economic impact of the seaway on the U.S. is 150,000 jobs, \$3 billion in revenue, and \$2.3 billion in federal, state, and local taxes.

Mr. Jaquez explained that the purpose of the Port Activities Forum was to address the Port of Cleveland and related shipping activities along Lake Erie and the Cuyahoga River Valley. For the purposes of the discussion, Mr. Jaquez defined port activities as the maritime operations and facilities of the Cleveland-Cuyahoga County Port Authority and private waterborne cargo handlers. He explained that maritime activities have been an important part of Cleveland's economy since its founding and that they play a vital role in lakefront planning. As

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with the other lakefront planning forums, the Port Activities Forum is intended to “begin the conversation” of how such activities may be incorporated into a comprehensive plan. He added that over the next year the city would be hosting a number of community meetings to further explore options for the lakefront.

The forum panel was comprised of five speakers: Gary Failor of the Cleveland-Cuyahoga Port Authority, Glen Nekvasil of the Lake Carriers Association, Ziona Austrian of the Center for Economic Development at the Maxine Goodman Levin College, Tim Donovan of the Ohio Canal Corridor, and Steve Thorp of the Great Lakes Commission. Mr. Jaquez introduced all of the panelists before inviting the first, Gary Failor, to the podium.

### **Gary L. Failor, Executive Director of the Cleveland-Cuyahoga County Port Authority**

Mr. Failor oversees the Port Authority’s Maritime, Development Finance, Strategic Development, and Administration Groups. He began his presentation by emphasizing Cleveland’s historical role as a port city and explained that the Cleveland-Cuyahoga County Port Authority was created in 1968 to manage the city owned docks and provide advocacy for the entire Port of Cleveland.

In Mr. Failor’s view, a port needs three things to exist: deep water, the best highway and rail connections possible, and land available to manage the cargo and transfer it between ship, train, and truck. The Port of Cleveland has sufficient water depth and excellent rail and road connections but lacks abundant land to handle the cargo. This fact must be considered when conceiving land use plans for the lakefront.

The major benefit of water transportation, Mr. Failor explained, is its cost- effectiveness. A ship coming into the Port of Cleveland from overseas can carry up to 20,000 tons of cargo, the equivalent of 1,000 truck loads, and a lake freighter can carry up to 60,000 tons of iron ore, the equivalent of 685 hopper cars or one 6.5 mile long train. The per-ton cost of water transportation is a fraction of the cost of land transportation.

Cleveland is a destination port. This means that 90 percent of all the cargo leaving from or arriving at the Port of Cleveland is either consumed or produced within 50 miles of the city. This is a benefit because the jobs related to the port are realized in Greater Cleveland rather than in cities outside the region. Non-destination port cities such as Toledo do not benefit as much from their port because most of the materials and goods that move through the port are or

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were manufactured outside of the region. Mr. Failor expressed the view that the benefits of destination ports add value to the community.

Mr. Failor concluded his presentation by describing the responsibility of the Port Authority with respect to planning and future uses of the port. Although the city of Cleveland has the ultimate authority in planning decisions, the Port Authority may submit its own plan for the port based on feasibility studies conducted with the goal of determining how to increase jobs and reduce the cost of transportation. A recent example is a study conducted to determine the feasibility of a ferry line between Cleveland and Canada. Mr. Failor added that any plans to consolidate or relocate the port facilities should consider the three necessities: water, transportation infrastructure, and land, as well as the impact on the community in terms of cost and future growth opportunities.

### **Glen Nekvasil, Vice President of Corporate Communications with the Cleveland-headquartered Lake Carriers Association (LCA)**

The LCA represents U.S. flag-flying vessels on the Great Lakes that transport raw materials such as iron ore, coal, stone, salt, cement, and grain. Each year, the LCA moves over 10 million tons of cargo out of the Port of Cleveland and over 100 million tons of cargo throughout the Great Lakes. Mr. Nekvasil began by acknowledging that 2001 was a slow year for shipping, but maintained that the industry is healthy and the future promising.

Mr. Nekvasil reported that Cleveland has long been considered the capital of the Great Lakes shipping industry and is home to the largest fleet of ships. The U.S. Coast Guard for the Great Lakes is also based in Cleveland and provides invaluable navigational assistance. Iron ore is still the number one cargo in Cleveland and the hope is that with International Steel Group's acquisition of LTV's former facility, the steel industry will rebound. Stone is the next largest cargo followed by cement, salt, coke, and gasoline. Mr. Nekvasil estimates 5,000-6,000 jobs in the city of Cleveland can be attributed to the port.

Mr. Nekvasil reiterated the cost-effectiveness of water transportation. He estimated that the cost to move one ton of iron from Minnesota to Cleveland on a 1,000-foot vessel is less than a meal at McDonald's, and added that ships move cargo in the most environmentally friendly manner, burning less fuel per ton of cargo than trains and not adversely affecting automobile traffic.

Mr. Nekvasil concluded his presentation by commenting that while recreational and commercial uses can coexist on the river and lakefront (he cited the Flats as an example), careful cooperation is necessary to achieve success. The shipping industry is very important to

Cleveland and, in order to remain competitive, certain conditions must continue to exist. Any redevelopment plans must ensure that large ships can continue to navigate the river and must consider the tremendous cost of moving any major facilities. With these factors in mind, the waterfront can be shared in a way that most effectively benefits Greater Cleveland.

**Ziona Austrian, Director of the Center for Economic Development at the Maxine Goodman Levin College of Urban Affairs, Cleveland State University**

Dr. Austrian conducted a study that measures the economic impact of the Port of Cleveland's port industry on Northeast Ohio. The Port of Cleveland includes all of the public and private docks, which handle international and interlake shipments, respectively. The study uses the U.S. Maritime Administration's definition of the port industry, which includes economic activity directly related or linked to the movement of water-borne cargo such as loading or unloading ships, financing of maritime shipments, warehousing, and insurance. Port dependent industries, such as steel production, were not measured but the transportation of materials and goods to and from the port and factories were. Northeast Ohio is defined as the eight counties in the Cleveland and Akron metropolitan areas, and Dr. Austrian emphasized the regional importance of Cleveland's status as a destination port.

The first indicator of the port's importance is the total amount of cargo shipped through the Port of Cleveland. After a late 1980s average of 14 million tons per year, the number of tons increased to over 18 million by 1998. From 1998 through 2001 this trend reversed, but estimates for 2002 project a 15-to-20 percent increase in international shipments with interlake shipments holding steady.

Dr. Austrian explained that the economic impact studies are actually a summation of three types of impacts: direct impact, indirect impact, and induced impact. Direct impact, or first-round impact, is all of the activities that support the port industry or the companies that are in the port industry. Indirect impacts include the spending and jobs that are created by companies that supply the direct activities. Workers, as consumers in the local economy, create induced impact. The businesses that are generated to meet the demand for goods and services that the paid jobs create are a result of induced impact. Dr. Austrian's study employs a tailored version of the Regional Science Research Corporation Model, which has been used to estimate the impact of ports on Pacific coastal regions.

The model uses four variables to measure economic impacts: jobs, regional output, income, and taxes. The study estimated that in 1998, 4,800 jobs were created due to the port

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activities in Northeast Ohio. Of these jobs, 2,600 were created through direct impact and 2,200 were created through indirect and induced impact. Spending impact, the value of goods and services that have been produced in Northeast Ohio because of the port activities, were estimated at \$441 million in 1998. Of this, \$273 million was a result of direct impact and \$168 million was a result of indirect and induced impact. Income impact, the additional earnings by employees in Northeast Ohio as a result of port activities, was estimated at \$156 million in 1998. Of this amount, \$98 million was earned through direct impact and \$58 million was earned as a result of indirect and induced impact. The total tax impact of port activities in 1998 was \$66 million, \$10 million of which was paid to local governments and \$11 million of which was paid to the state of Ohio. All of the impacts occur each year that the port is in operation and increase or decrease depending on the total amount of cargo shipped per year.

Dr. Austrian's study had three conclusions. First, maritime operations make an ongoing contribution to the regional economy. Second, local port activities have played a strategic role in the regional development of businesses. Third, local benefits occur in three phases: 1) businesses that are dependent on water transportation services capitalize on the competitive advantage of Cleveland; 2) companies outside of the port industry broaden their markets by supplying goods and services to the port industry; and 3) the general community benefits as households enjoy the benefits of income and tax dollars that the port activities generate.

### **Tim Donovan, Director of the Ohio Canal Corridor**

Mr. Donovan led the efforts to capture three federal designations for the corridor: the Ohio and Erie Canal National Heritage Corridor (1996); the Cuyahoga American Heritage River (1999); and the CanalWay Ohio National Scenic Byway (2000). He began his presentation by explaining that his role on the panel is to make some observations on what he believes to be an unprecedented opportunity to begin a plan for the lakefront and the Cuyahoga River Valley. In Mr. Donovan's view, Greater Cleveland's most significant asset is the water of the Great Lakes and the Cuyahoga River.

The success of the Flats in integrating commercial and recreational water use can be attributed to the efforts to clean both the river and Lake Erie. Whatever decisions are made for the waterfront must include assurances that the water quality will continue to improve. Future federal regulations will begin to address water pollution created by runoff from properties adjacent to streams, rivers, and lakes. These regulations will be initially burdensome to riverfront industries but will also create opportunities for more efficient handling and storage of

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bulk materials. Waterfront property is a community's most valuable property, and special care must be taken when making decisions that affect its use.

Although Mr. Donovan recognized the advantages of water transportation and its importance to Greater Cleveland's economy, he does not expect the shipping industry to grow significantly in the future. Rather, he sees growth opportunities in the recreational uses of the Cuyahoga River Valley, particularly unused areas between the south end of the Flats and the north end of the Cuyahoga Valley National Park. In his view, productive industrial areas in the valley would remain productive, co-existing with newer commercial and recreational uses. The recently added Cleveland Area Metroparks' *Ohio and Erie Canal Reservation* and dedicated trail and towpaths have added to the value of adjacent properties. For example, new houses in Tremont have sold for \$440,000 in anticipation of additional trails.

Mr. Donovan also pointed out some of the inefficiencies of the Port of Cleveland. He offered a contrasting opinion to Mr. Failor's remarks about Cleveland's excellent road connections by pointing out that on the west bank of the Flats, trucks do not have established routes to the freeway and often traverse circuitously through the Cuyahoga Valley. He also proposed consolidating some of the docks and relocating them to the west side of the river, near the former LTV Steel plant where the innerbelt study has recently suggested placing a direct access freeway ramp. With a nod to the Quiet Crisis series, Mr. Donovan made a call for Cleveland to reinvent itself and to use the re-greening of the Cuyahoga Valley to create interesting places to live within an exciting city. He concluded by suggesting that a river development authority be organized to help create and implement plans.

### **Steve Thorp, Program Manager for Transportation and Sustainable Development with the Great Lakes Commission**

The Great Lakes Commission is an interstate agency representing the eight Great Lakes states with the provinces of Quebec and Ontario as associate members. Mr. Thorp is their program manager for transportation and sustainable development. He also serves as planning commissioner for the city of Ann Arbor, Michigan. Mr. Thorp prefaced his presentation by stating that, in contrast to the local perspective of the other panelists, he would offer a regional perspective.

He began with some historical background: When Europeans began exploration and trade along the Great Lakes in the 1600s, water was the most important factor in settling the region and establishing an economy. The water routes and canals expedited territorial

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expansion and fostered agricultural and industrial development. By the late 1800s, the Great Lakes basin had become the centerpiece of a major agricultural and industrial region. Today, the two countries that border the Great Lakes basin, the U.S. and Canada, are each other's largest trading partners at more than \$1 billion per day.

Population centers in the Great Lakes basin were once concentrated in cities with major ports-of-call, but as manufacturing facilities have left the central cities and truck transportation increased, the population has decentralized. Now, 80 percent of the basin's population resides within 17 metropolitan regions as the abandonment of the industrial waterfronts continues. Water usage in manufacturing is on a downward trend due to declines in production levels for particular products and technological changes in manufacturing, processing, and cost reduction efforts in compliance with environmental regulations. Although the long-range prospect of an increase in Great Lakes shipping holds some promise, Mr. Thorp is doubtful that the industry will rebound any time soon.

As Great Lakes cities make the transition to a "post-industrial" age, they have an opportunity to develop alternative uses for their waterfronts including economic revitalization and environmental restoration. As U.S. and Canadian communities "take back their waterfronts," former industrial lands are being converted to residential and open green space. Environmental conditions have improved as planners seek to strike a balance between commercial and recreational uses of the waterfront. Urban populations have also increased as developers have seized the opportunity to construct attractive living spaces near the water's edge. Cities such as Duluth, Minnesota and Superior, Wisconsin serve as examples of this recent trend.

The primary tools that local governments have at their disposal to control land use are zoning and development controls. Local and port officials, however, must work in cooperation to create ordinances that efficiently balance traditional and alternative land uses along the waterfront. In some cases, it may be appropriate to allow "port compatible" uses in areas zoned strictly for port use. Massachusetts and Rhode Island, for example, have developed innovative approaches to waterfront zoning that have accommodated a variety of uses.

Mr. Thorp concluded his discussion by commending the city of Cleveland for engaging the community in a participatory planning approach evidenced by public meetings such as the Port Activities forum. In his opinion, citizen involvement is the most important factor in making sound planning decisions.

## **QUESTIONS AND DISCUSSION**

Moderator Albert Jaquez returned to the podium and prefaced the question and answer portion of the forum with a few observations about the panelists' presentations. First, he recognized a consensus among the panelists with respect to the port's importance and its positive economic impact to the community. Second, he identified the evening's most prominent theme: how to best utilize valuable waterfront property. Lastly, he emphasized the importance of cooperative use of the waterfront and the characteristics a port needs to remain viable and competitive.

The forum allowed an hour for members of the audience to pose questions to the panel. Mr. Jaquez invited attendees so inclined to approach the microphones, state their name and organization, and address their question to a panelist or the panel as a whole. So that as many questions as possible could be voiced, Mr. Jaquez asked each questioner to limit themselves to one question and not to use the session as an opportunity to make a speech.

The first question, directed to Gary Failor, was in regards to the metrics and current utilization of the port facilities. Mr. Failor acknowledged that the facilities were currently underutilized, with several empty warehouses, but added that Cleveland's situation was not unique, as ports in Toledo, New York, and Charleston have also been negatively affected by the lackluster economy. Mr. Failor also answered the next question concerning the proposed Lake Erie ferry service. Although all of the specifics have not yet been worked out, it was stated that the ferry vessels would be capable of transporting automobiles and that the 63 mile voyage to Port Stanley, Ontario would take approximately two hours.

On the subject of port tourism and the success of Duluth, Minnesota and Superior, Wisconsin, Mr. Thorp indicated that it came about through the efforts of the city governments, the port authority, and the concerned efforts of the citizenry.

Ray Saikus, a representative of the *Friends of the Huletts and the William G. Mather* organization, presented a slide suggesting a location for the now disassembled Huletts, historic ore unloaders. Mr. Failor indicated that the Port Authority is poised to conduct a new capacity study of the port facilities and that Mr. Saikus' suggestion of where to potentially relocate the Huletts and the Mather may be helpful to the city.

In response to a question regarding the possible consolidation of the port facilities on the west side of the former LTV steel facility, Mr. Failor said that Mr. Donovan's suggestion may have great value to the lake and river trade because of the close proximity to the freeway. Ocean vessels, however, because of their inability to navigate the Cuyahoga River, would not benefit from such a relocation. Mr. Failor also addressed a question about the lack of truck

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access on the west side of the river by indicating that a study is underway to resolve this very important issue.

On the subject of recreational uses, Mr. Donovan was asked whether it was possible or even planned to link the Heritage Corridor's towpath trail to the lakefront. He said it was possible but that a plan has not yet been finalized because the lakefront plan has not yet been defined in sufficient detail. In response to a question about the economic impact of parks along the waterfront, Mr. Donovan was confident that green spaces add value to adjacent property and attract the kind of people who drive the new, knowledge-based economy that Cleveland must foster to be successful. Mr. Nekvasil offered a cautionary addendum to Mr. Donovan's comment in his response to a question about rail competition by reiterating that Great Lakes shipping is still tremendously important to Cleveland's economy and that the industry has the potential for growth. In Mr. Nekvasil's view, without available commercial land around the waterways, ships will not be able to unload and manage cargo. Any plans for additional lake or riverfront green space, therefore, must consider the consequences for the shipping industry.

Mr. Thorp was asked whether he knew of an example of a waterfront development authority as suggested by Mr. Donovan. Mr. Thorp was not aware of an American example but said that such examples can be found on the Canadian side where many of the ports are owned by their federal government.

Jim Cox, Director of the Flats Industry Association, asked Mr. Failor why the Port Authority was not involved in the city of Cleveland's plans to make part of the Detroit-Superior Bridge a bikeway, a decision that will affect the trucking industry. Mr. Failor replied that the Port Authority was not involved because such plans have a direct relationship to the trucking industry, not the port.

The remaining questions of the evening concerned Cleveland's industrial heritage and the fate of the controversial Hulett's, two of which have remained in storage since their dismantling in 2000. Mr. Failor fielded questions that ranged from whether the Port Authority would allow inspections of the Hulett's in storage to the city's industrial heritage preservation efforts. He assured the questioner that the Hulett's are in good condition and that inspection would be possible with the consent of the tenant that is currently housing them. He indicated that the city is very open to plans for the lakefront that would include the Hulett's and the Mather but that funds are currently being levied for maritime capital improvements. Holly Holcomb of the Mather Museum closed the question and answer period by clarifying that the Mather Museum, the nonprofit organization that directs tours of the docked steamship, is a separate and distinct organization from the *Friends of the Hulett's and the William G. Mather*. Ms.

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Holcomb indicated that while the museum is not necessarily opposed to the ideas presented by their representative, Ray Saikus, they did not participate in the creation of the visual renderings being displayed.

## **PANELIST BIOGRAPHIES**

**Albert S. Jacquez (Moderator)**  
**Administrator**  
**St. Lawrence Seaway Development Corporation**

Albert S. Jacquez became the eighth administrator of the U.S. Saint Lawrence Seaway Development Corporation (SLSDC) on Jan. 4, 1999, when he was sworn into office. His appointment to a seven-year term was confirmed by the U.S. Senate on July 1, 1999. As Administrator, Jacquez heads the U.S. agency that is responsible for operating and maintaining the St. Lawrence Seaway in cooperation with Canada, and for developing international trade throughout the Great Lakes Seaway System.

He has over 17 years of international trade, finance and transportation policy experience. As chief of staff for Congressman Torres, he provided oversight and guidance for all Appropriations Committee work, including the Transportation and Foreign Operations and Export Financing Subcommittees.

Mr. Jacquez holds a Bachelor of Arts degree from Whittier College and a master of public affairs degree from the Lyndon B. Johnson School of Public Affairs at the University of Texas at Austin. He recently completed studies in international shipping at the Seatrade Academy at the Cambridge Academy of Transport, Cambridge University in Cambridge, U.K.

**Gary L. Failor**  
**Executive Director**  
**Cleveland-Cuyahoga County Port Authority**

Gary Failor is executive director of the Cleveland-Cuyahoga County Port Authority and oversees the Port Authority's Maritime, Development Finance, Strategic Development, and Administration Groups. Prior to arriving in Cleveland, Mr. Failor spent more than 18 years with the Toledo-Lucas County Port Authority. During his five years as president and CEO, Mr. Failor oversaw maritime and airport operations, and engineered the creation of that Port Authority's development finance programs which helped private industry retain or create more than 13,000 jobs. Mr. Failor is a past chairman of the board of the American Association of Port Authorities, a past president and former director of the International Association of Great Lakes Ports, and is certified as a Professional Port Manager.

**Glen Nekvasil**  
**Vice President of Corporate Communications**  
**Lake Carriers Association**

Glen G. Nekvasil is Vice President of Corporate Communications for the Lake Carriers' Association, which represents U.S.-Flag vessel operators on the Great Lakes. Prior to joining LCA in 1983, he was a communications assistant for Pickands Mather & Co., then operator of the Interlake Steamship Company. He received his Bachelor of Arts Degree in Political Science from Westminster College in 1976.

**Ziona Austrian, Ph.D.**  
**Director**  
**Center for Economic Development**  
**Maxine Goodman Levin College of Urban Affairs**  
**Cleveland State University**

Dr. Austrian is the director of the Center for Economic Development and a College Fellow at the Maxine Goodman Levin College of Urban Affairs, Cleveland State University. Her areas of expertise include urban and regional economics, economic development, industrial clusters, and economic impact. Dr. Austrian also directs a statewide network of urban and rural universities, which develops, maintains, and utilizes ES202 data.

Prior to coming to the Levin College, Dr. Austrian was the Associate Director for Community Analysis at the Center for Regional Economic Issues at the Weatherhead School of Management, Case Western Reserve University. Prior to that, Dr. Austrian worked as an Economic Analyst in the Research Department of the Federal Reserve Bank of Cleveland. She holds a Ph.D. in Economics from Case Western Reserve University.

**Tim Donovan**  
**Director**  
**Ohio Canal Corridor**  
**(no bio provided)**

**Stephen J. Thorp**  
**Program Manager**  
**Transportation and Sustainable Development**  
**Great Lakes Commission**

Mr. Thorp is program manager for transportation and sustainable development at the Great Lakes Commission, an interstate agency representing the eight Great Lakes states with the provinces of Quebec and Ontario as associate members. Prior to joining the Commission in 1982, he was a transportation planner with the Minnesota Department of Transportation where he concentrated on Great Lakes and Mississippi River commercial navigation issues. He has also held positions in regional and city planning. He holds bachelor and master degrees from the University of Minnesota.

## **APPENDIX**

### **Cleveland Lakefront Map**

#### **Map Key**