

# **PORT OF GRAYS HARBOR TERMINAL 4 EXPANSION & REDEVELOPMENT**

## **Public Outreach Plan**

Draft November 18,2022



## How to Comment

You may submit comments to the T4 Expansion and Redevelopment Project by:

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[T4project@portgrays.org](mailto:T4project@portgrays.org)

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### For more information

Visit the website [www.Portofgraysharbor.com/T4project](http://www.Portofgraysharbor.com/T4project)



### Staff contact

Kayla Dunlap, [t4project@portgrays.org](mailto:t4project@portgrays.org) or [kdunlap@portgrays.org](mailto:kdunlap@portgrays.org), 360-533-9590

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## EXECUTIVE SUMMARY

The Port of Grays Harbor (Port) is proposing the Terminal 4 Expansion and Redevelopment Project (Port project) to expand rail and shipping capacity in the cities of Hoquiam and Aberdeen, Washington, to accommodate growth of dry bulk, breakbulk, and roll-on/roll-off cargos. Existing Terminal 2 customer, Ag Processing, Inc. (AGP), is proposing a \$123 million expansion of its soymeal export operation at Terminal 4 (AGP project). Together, the Port and AGP projects are referred to as the Project.

The Port was awarded a \$25.5 million Port Infrastructure Development Program grant from the United States Department of Transportation Maritime Administration (MARAD) for the project. The grant will be matched by \$21.35 million in non-federal funds that could include Port funds, Washington State Capital Budget funds, Tax Increment Financing (TIF) and other sources.

This multimodal project uses the existing, dual-berth Terminal 4 and adjacent, port-owned uplands to improve cargo flow into and through the international shipping complex. Critical construction elements of the project include:

- Construction of an additional 50,245 feet of rail for efficient unit train offloading, railcar storage, and unit train assembly,
- Repurposing a 50-acre brownfield into cargo laydown area for breakbulk cargo yard relocation adjacent to the breakbulk/ro-ro berth at Terminal 4A,
- Secured site access and roadway improvements for the safe, secure and efficient flow of vehicles into and through the site,
- Marine terminal fendering system upgrades and related site improvements

### Purpose and Need

The purpose of the proposed Project is to improve the operational efficiency of the Port's infrastructure to support increased growth and economic opportunities, including the expansion of AGP's export facilities.

The proposed Project is needed to upgrade the Port's facilities, including expanding the rail loop and upgrading the existing Terminal 4 dock, which will allow AGP, the Port's tenant, to accommodate increased throughput of soybean crush and other bulk commodities to meet market demand.

### Objective of Public Participation Plan

The Public Participation Plan explains the approach and tools that will be used to empower members of the community to be engaged in this project.

Figure 1: Project Timeline

2022	2023				2023	2024
<b>Fall</b> Project Kick Off	<b>Winter</b> Existing Conditions/ Design	<b>Spring</b> SEPA Submittal	<b>Summer</b> NEPA Submittal	<b>Fall</b> Design Refinements	<b>Environmental Review /Permitting</b>	<b>Construction</b>

Source: Data points from T4 Master project schedule as of 11/11/22

Source: Data points from T4 Master project schedule as of 11/11/22

The process will be guided by the Port Commission, Port Leadership and Public Outreach Best Practices.

Everyone in Grays Harbor County is encouraged to participate in the public outreach process. Below is a list of tools that will be used to solicit input.

- **Website** – A new webpage will be dedicated to the T4 Expansion and Redevelopment Project and materials will be posted for public review.
- **Events Calendar** – Upcoming meetings dates, times and locations will be posted online.
- **Email** – An email list of interested persons will be created and periodic project updates will be sent, including links to online surveys and the calendar.
- **Social Media/Newspaper** – Information about the project and ways to participate will be shared via existing social media platforms and the local newspaper.
- **Radio** –Staff will issue Press Releases for announcement on the Radio and will advertise open house(s) and any other public comments opportunities
- **Commission Meeting** – Staff will brief the Port Commission on on-going public outreach activities during the Pre-Construction and Project Implementation Processes.
- **Community Meetings** - Staff will attend existing community meetings to provide information and will host project-specific community meetings to gather public feedback on the project.

Printed Documents and the Website will be in English and Spanish – Accommodations including Interpretation at Meetings can be requested at least 7 days prior to the meeting by submitting requests to the Port. Last minute requests will be accepted but may not be possible to fill.

# Chapter 1: INTRODUCTION & CONTEXT

## A. What is Public Participation

Public participation / outreach is a process to ensure that community members and interested parties have a meaningful role in the discussions, deliberations, decision-making, and implementation of projects affecting them and their community. Leaders, including the government, have a responsibility to engage and empower the community throughout the planning process.

Public participation takes many forms and can be viewed as a spectrum ranging from informing the community about projects or plans, to fully collaborating with the community to develop the project or plan (Figure 1). As the planning process for Project takes place, each community member is encouraged to self-select the level of involvement they would like to have.

Figure 2: Public Participation Spectrum



## B. Public Participation Principles

The principles, below, represent a framework to guide Port staff in establishing consistent, effective and high-quality community engagement.

**Partnership:** Community members have a right to be involved in decisions that affect them. Participants can influence decision-making and receive feedback on how their input was used. The public can recommend issues for government consideration.

**Early Involvement:** Public involvement is an early and integral part of issue and opportunity identification, concept development, design, and implementation projects.

**Building Relationships and Community Capacity:** Public involvement processes invest in and develop long-term, collaborative working relationships and learning opportunities with community partners and stakeholders.

**Inclusiveness and Equity:** Public dialogue and decision-making processes identify, reach out to, and encourage participation of the community in its full diversity. Processes respect a range of values and interests and the knowledge of those involved. Historically excluded individuals and groups are included authentically in processes, activities, and decision- and policy-making. Impacts, including costs and benefits, are identified and distributed fairly.

**Good Quality Process Design and Implementation:** Public involvement processes and techniques are well-designed to appropriately fit the scope, character, and impact of a policy, program or project. Processes adapt to changing needs and issues as they move forward.

**Transparency:** Public decision-making processes are accessible, open, honest, and understandable. Members of the public receive the information they need, and with enough lead time, to participate effectively.

**Accountability:** Port leaders and staff are accountable for ensuring meaningful public involvement in the work of Port activities.

## C. Why is Public Participation Important?

Public participation increases the visibility and understanding of issues and empowers people to collaborate on decisions that affect their lives, neighborhood and community. There are many benefits of effective public participation:

- Builds cohesive communities
- Leads to better outcomes
- Drives social transformation
- Promotes sustainable results
- Provides access to decision makers

## D. Public Participation Process

The goal of public participation for this planning process is to collaborate with the community in the development of the Port project.

Below is a general schedule for the T4 Expansion and Redevelopment Project. As described in the next chapters, public participation will occur at every step and will take many forms so the public can choose how they would like to participate.

Table 1: T4 Expansion and Redevelopment Project General Schedule

T4 Expansion & Redevelopment Construction Schedule	2022				2023				2024				2025				2026		
	1 Q	2 Q	3 Q	4 Q	1 Q	2 Q	3 Q	4 Q	1 Q	2 Q	3 Q	4 Q	1 Q	2 Q	3 Q	4 Q	1 Q	2 Q	3 Q
Site Plan PE 30%	■	■																	
Engineering 60%			■	■															
Award announcement				■															
Environmental Review					■	■	■	■											
FE & Permitting					■	■	■	■	■	■									
Obligation					■	■	■	■	■	■									
Construction rail & marine expansion								■	■	■	■	■	■	■	■	■		■	■
Construction cargo yard redevelopment										■	■	■	■	■	■	■	■	■	■
Close Out Contract																			■

Source: Port of Grays Harbor T4 PIDP Grant Application, May 14,2022

While the public is encouraged to participate throughout the process, there are key roles in decision making that will lead to the final project:

Port Commissioners – The Port Commission is the elected decision-making body who, upon the recommendation of the Port Staff, votes to approve Annual Budgets, Capital Plans, Comprehensive Harbor Scheme Improvements Plan, Contracts, and policies related to Port assets.

In addition to opportunities for the public to participate during the planning process, there will also be at least four formal public meetings/ comment periods –

- the first one will be the Comprehensive Harbor Improvement Scheme Update, anticipated in December 2022,
- one in Spring 2023 during design phase,
- one after the submittal of the SEPA document to the State- anticipated comment period is 5/18/23 to 6/2/23,



- one upon the release of the Draft Environmental Assessment of Project anticipated in July 2023.

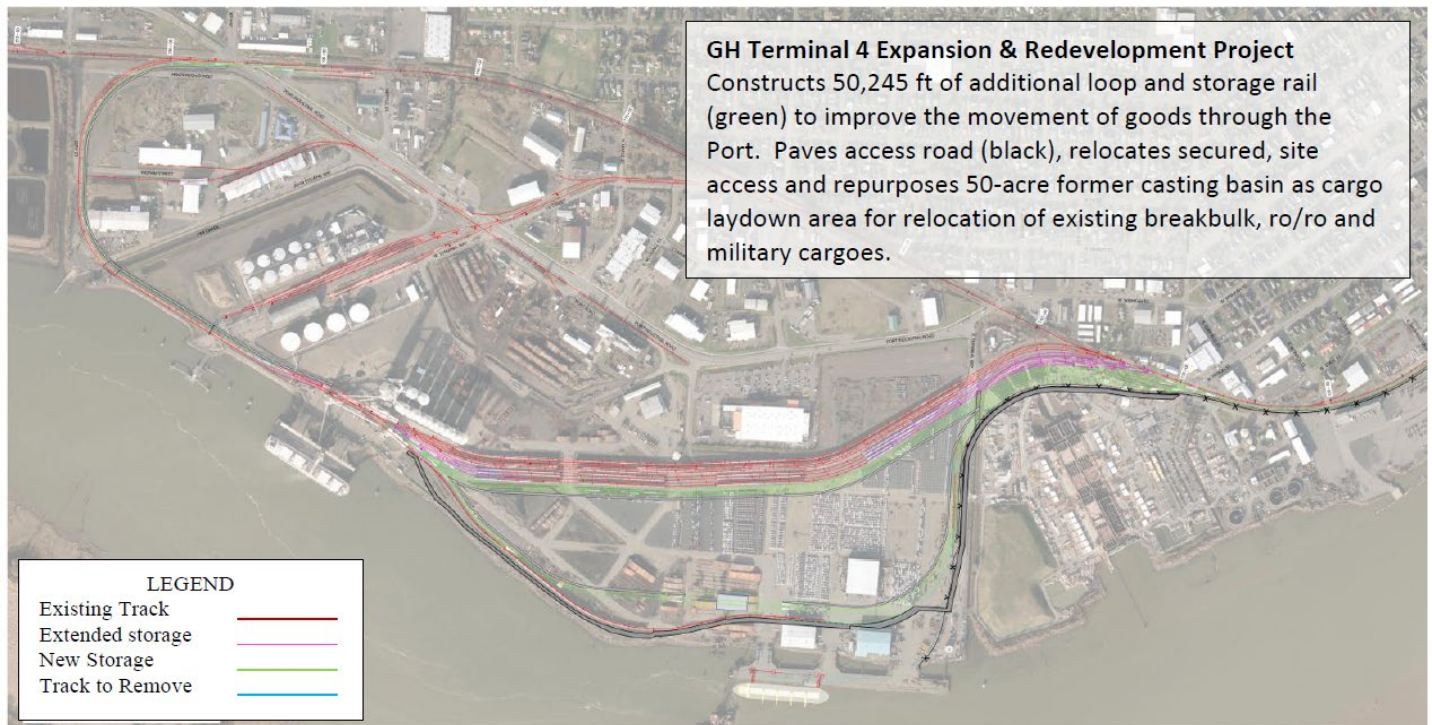
Each of these meetings will offer the public an opportunity to submit comments about any aspect of the Project or process.

Map 1: Terminal 4 Expansion and Redevelopment Area



Source: Port of Grays Harbor T4 PIDP Grant Application, May 14,2022

Map 2: Terminal 4 Expansion and Redevelopment Project



Source: Port of Grays Harbor T4 PIDP Grant Application, May 14,2022

## Chapter 2: Community Stakeholders

Any plan that creates a project or policies, or changes development regulations, will have a direct impact on people in the community. These people are called “stakeholders” because they have a stake in the outcome of the plan. Under federal and state guidance, the goal is to not adversely affect any stakeholder. But in reality, any choice made during the development of this project may have positive or negative impacts on different individuals. Part of the planning process is uncovering who benefits and who is burdened by decisions made in the plan and if mitigation opportunities can be developed to minimize any negative impacts.

### A. Equitable Engagement

Equitable engagement means that the process is designed to ensure that those most impacted from decisions have an opportunity to meaningfully participate and influence the outcomes. Equitable engagement also means that all groups of people shall be heard during the process and no group shall bear a disproportionate share of the negative consequences resulting from decisions made. Port of Grays Harbor staff and leadership are committed to non-discriminatory public participation and will engage with all community members, including low-income, women, minorities, people with disabilities, people with Limited English Proficiency, seniors and youth populations during the planning process and decision-making.

### B. Community Stakeholders

Below is a list of the types of community stakeholders in Grays Harbor County. Some individuals may fall within more than one group. There is no hierarchy to the list; every stakeholder is equally important, and their voice needs to be included in the process.

Staff will work with each group to identify potential positive and negative impacts of different choices, as well as mitigation measures to reduce negative impacts. It is incumbent on staff to make sure marginalized voices have an opportunity to clearly state potential impacts without fear of retribution.

This list is not exhaustive and for that reason it will be continuously updated during the planning process. Groups added will receive special consideration to make sure they are empowered to participate, even if coming to the table later in the process.

Port Stakeholders:

- Homeowners
- Renters
- Business Owners
- Employees (may live outside of Grays Harbor County)
- Local Governments
- State and Federal Agencies
- MARAD
- Railroads
- Developers
- Port Tenants and Vendors
- People of Color
- Low income
- Unemployed
- People with Limited English Proficiency
- Communities with Disabilities
- Fire Department
- Police Department
- Water/Sewer Districts

**C. Tribal Engagement**

The Port recognizes the importance of input from sovereign Tribal nations and will follow best practices to engage with Tribes as appropriate. It is recognized that MARAD will lead federal consultation under Section 106 of the National Historic Preservation Act that will in part include consultation with potentially affected Tribes. Federally recognized Tribes may also seek government-to-government consultation with MARAD should there be concerns with treaty-protected rights. The Port will support MARAD throughout the NEPA and Section 106 process, This includes conducting early outreach to potentially affected Tribes to ensure the Project aligns with Port and Tribal goals with the intention to exceed State and Federal requirements.

**D. Agency Consultation**

The Port will enter Agency Consultations during the Environmental Review and Permitting Process.

**E. Community Demographics**

The goal of Public Outreach to be as inclusive as possible of all individuals potentially affected by the Project. Thus, information on the demographics of the community around the Project needs to be collected. Once this information is available, the Port is able design the Public Participation Plan to achieve as much inclusivity of all community members as possible. This is done by having knowledge of who lives and works near the Project. Best Practices are to collect Census Data using tools that have recently been developed by federal agencies to quickly get an overview of the demographic profile of the Project Area and then compare the Project demographics to the demographics of larger geographical areas in which the Project is located. This Information provides background information as to where a Project area demographics varies for the State's average and the National average. With this information, the Port can formulate outreach plans to target under representative voices within the community for which extra effort needs to be made to ensure that the underrepresented community has the tools available to express their

thoughts and opinions on the Project.

In order to achieve this goal, Community Demographics have been collected from EJSCREEN, a tool that EPA has developed to measure a community's Demographic characteristics compared to the respective State and US as a whole.

See <https://ejscreen.epa.gov/mapper> for more information on the tool.

To calculate a single EJ Index, EJSCREEN uses a formula to combine a single environmental factor with the demographic indicator. It considers how much the local demographics are above the national average. It does this by looking at the difference between the demographic composition of the block group, as measured by the Demographic Index, and the national average (which is approximately 35%). It also considers the population size of the block group, although most block groups are similar in population size.

EJSCREEN calculates the EJ Index by multiplying together three items:

EJ Index =

(The Environmental Indicator)

X (Demographic Index for Block Group – Demographic Index for US)

X (Population count for Block Group)

### **Demographics in the EJ Index**

The demographic portions of the EJ Index can be thought of as the additional number of susceptible individuals in the block group, beyond what you would expect for a block group with this size total population. The terms "susceptible" or "potentially susceptible individuals" are used informally in these examples, as a way to think of the Demographic Index times the population count in a block group. This is essentially the average of the count of minorities and count of low-income individuals. It is easiest to think of the average of these counts as "the susceptible individuals" in these examples.

The number of potentially susceptible individuals (Demographic. Index times population count) of course is typically less than the actual number who are minority, low-income or both. The demographic breakdown is not reported by block group –the ACS does not provide that level of resolution on the overlaps.

### **Overview of Demographic Indicators in EJSCREEN**

EJSCREEN uses demographic factors as very general indicators of a community's potential susceptibility to the types of environmental factors included in this screening tool, as explained further in the EJSCREEN Technical Documentation. EJSCREEN has been designed in the context of EPA's EJ policies, including EPA's Final Guidance on Considering Environmental Justice During the Development of an Action (U.S. EPA, 2010). That guidance document explained EPA's focus on demographics as an indicator of potential susceptibility to environmental pollution.

There are six demographic indicators:

#### **Percent Low-Income:**

The percent of a block group's population in households where the household income is less than

or equal to twice the federal "poverty level."

**Percent People of Color:**

The percent of individuals in a block group who list their racial status as a race other than white alone and/or list their ethnicity as Hispanic or Latino. That is, all people other than non-Hispanic white-alone individuals. The word "alone" in this case indicates that the person is of a single race, not multiracial.

**Less than high school education:**

Percent of people age 25 or older in a block group whose education is short of a high school diploma.

**Linguistic isolation:**

Percent of people in a block group living in linguistically isolated households. A household in which all members age 14 years and over speak a non-English language and also speak English less than "very well" (have difficulty with English) is linguistically isolated.

**Individuals under age 5:**

Percent of people in a block group under the age of 5.

**Individuals over age 64:**

Percent of people in a block group over the age of 64.

EJSCREEN includes an index that is based on the above demographic indicators.

A Demographic Index is based on the average of two demographic indicators: Percent Low-Income and Percent Minority.

**Demographic Index**

The area within the 1-mile buffer with a Demographic Index of 40% is in the 79 percentile of the State of WA and the 64 percentile of the US.

People of Color Index at 30% is closer to the State demographic mix, so is in the 56 percentile for the State, and 50 percentile for the US.

For low income, this area of 49% is in the 87 percentile of the State of WA and the 83 percentile of the US.

Based upon these observations, it appears the Low-Income demographics is the primary driver for the Demographic Index. Thus, it will be important to consider any elements of the Project that will have an undue impact on the area's low-income population.

Table 2: Comparison of Project Area Demographics to State and National Averages

Comparison	Area within 1 mile Buffer				
	Value of Buffered Area	WA State		US	
		Average	Percentile	Average	Percentile
Demographic Index	40%	28%	79	35%	64
People of Color	30%	33%	56	40%	50
Low Income	49%	24%	89	30%	79
Unemployment Rate	10%	5%	87	5%	83
Limited English Speaking	7%	4%	81	5%	80
Less Than High School Education	14%	8%	80	12%	68
Under Age 5	7%	6%	65	6%	65
Over Age 64	15%	15%	52	16%	48

Source: EJSscreen 11/10/22

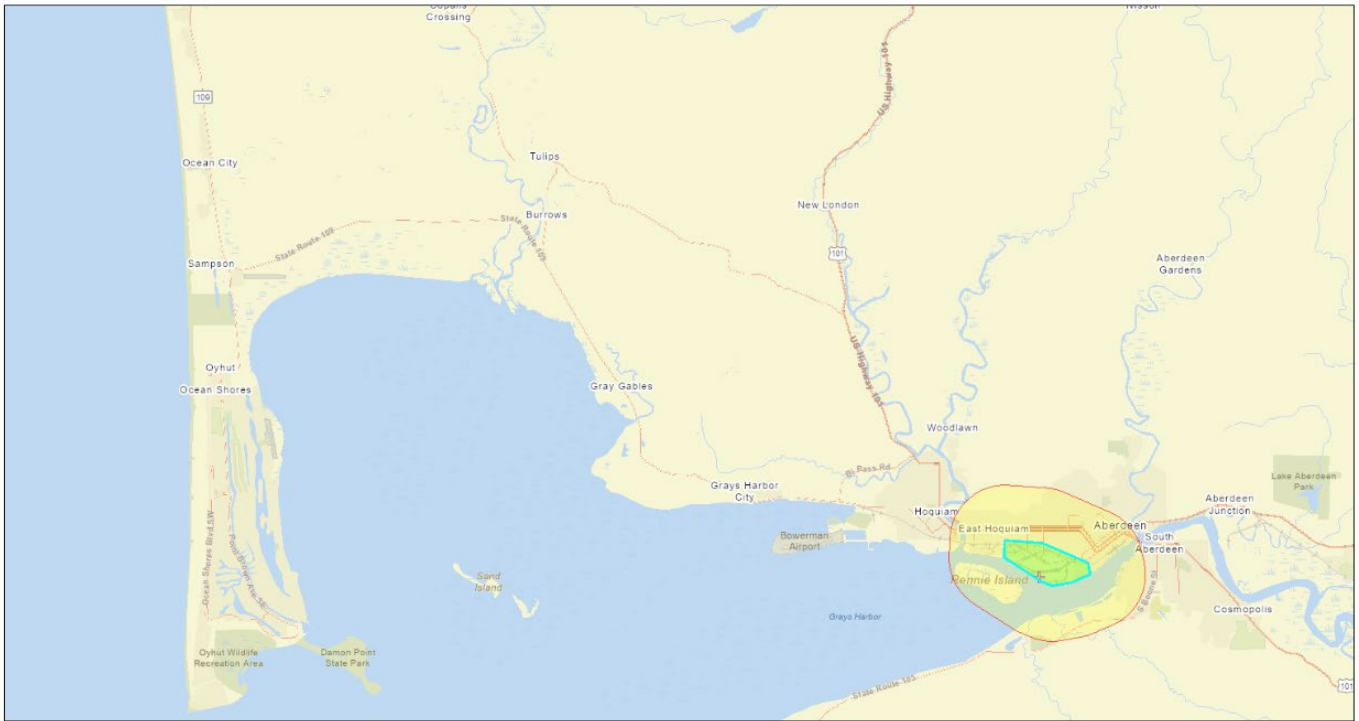
Legend

	Below US Average
	Above US Average
	Double or more than the US Average

It should be noted that the Census Tract reflects a slightly high concentration of low income and minority residents within the 1-mile buffer. This may be because the Project is in an Industrial area that does not have many homes as well as since the Project is on the waterfront with approximately one quarter of the buffer being water. So, to look at the area in the buffer only may be very mis-leading when a Project sponsor is attempting to understand the nature of the surrounding neighborhoods.

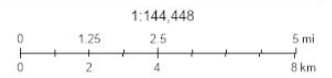


Map 3: EJSCREEN Buffer Area around T4 Project



November 10, 2022

- T4 Project Area
- Search Result (point)



Source: EJSCREEN 11/10/22

# Chapter 3: PARTICIPATION STRATEGY

## A. Desired Outcomes of Participation

To develop an effective strategy for public participation, the desired outcomes must first be understood.

The Port desired outcomes for public participation in this Project include the following:

- Be transparent throughout all phases of the planning process.
- Include diverse perspectives.
- Promote civil/civic conversation to seek common ground whenever possible.
- Provide multiple and meaningful ways to participate including interactive meeting formats, web-based educational materials, and
- Strengthen community understanding of planning terms and processes.
- Develop long term relationships that will help implement the project.

## B. Participation Strategies

Each step in the process is addressed below, including the types of participation and tools that will be used. The tools are further described in Chapter 4.

### 1. Project Kick Off

The goal of the project kick-off is to let as many community stakeholders know about the project as possible and make sure they understand how and when they can participate. Kick off will occur December 2022 - February 2023.

Collaborate – Staff will provide a Project Overview of the T4 Expansion and Redevelopment Project and process during project kick-off. Questions will be collected from the audience. A FAQ document will be developed from questions submitted at the kick-off meetings.

Involve – Staff will attend existing community meetings to provide information about the Project, and answer questions.

Inform – A project webpage will be created on the Port's website that will display information about the project. The Port will partner with community organizations to share information about the project on their social media platforms. The Port will also share all information with local news media including newspapers and radio stations.



## **2. Community Updates / Environmental Review Comment Opportunities**

The goal of Formal Comment Periods is to provide project stakeholders the opportunity to formally submit comments on the project and share their opinions of both positive and negative aspects of the project. These comments will be collected and reviewed for applicability. The results of comments will be used to inform mitigation recommendations. There will be public notification of available documents for review and comment with specific comment periods and methods to submit the comments to either the Port or a specific review agency. All public notices will be listed on the Port's project webpage.

Additional Steps in the Process will be identified and described as the Project timeline is refined.

Collaborate – Staff will provide a Project Overview and updates of the T4 Expansion and Redevelopment Project and process at Open Houses and community meetings. Questions and comments will be collected from the audience. The FAQ document will be updated from questions submitted at these community meetings and posted on the Project Webpage at [www.Portofgraysharbor.com/T4project](http://www.Portofgraysharbor.com/T4project).

Involve – Staff will attend existing community meetings to provide information about the Project, and answer questions.

Inform – The project webpage will be updated on the Port's website that will display current information about the project. The Port will partner with community organizations to share information about the project on their social media platforms. The Port will also share all information with local news media including newspapers and radio stations.

## **3. Project Construction**

The Goal of the Port during the Construction Phase of the Project is to keep the community apprised of construction activities that will impact the access to the Port area and surrounding businesses and neighborhoods. As of November 2022, the Project schedule anticipates the construction to start in 2024 with the Project fully operational in 2025.

The Port plans to use electronic traffic signages for any detours or closures. Information will be posted on the Project webpage as well as disseminated on social media and other traffic notification platforms.

## Chapter 4: PARTICIPATION TOOLS

The strategy described in Chapter 4 identifies many tools that will be used during the planning process. Each tool is described below.

### Website

A new webpage dedicated to the T4 Expansion and Redevelopment Project has been created on the Port's website at [Port of Grays Harbor's T4 Project webpage](#). Documents, engagement materials, an outreach event and public comment calendar and other information will be posted on the webpage.

### Email

An email list of interested persons will be created for the T4 Expansion and Redevelopment Project. Any member of the public can request to be added to the list. Emails will be sent periodically to inform people about the project and ways to participate in the process. Personal email addresses will be kept confidential and will only be used for this project. A link to sign up for the email list can be found on the webpage.

### Social Media

The Port of Grays Harbor does utilize social media at this time. The Port plans to partner with local media and community organizations to help share information related to the project on their existing social media platforms. Potential partners could include:

- The Daily World
- KXRO News Radio
- Local cities
- Greater Grays Harbor, Inc.

### Community Meetings

#### Existing

Staff will attend existing community meetings to provide information and get input from the public. Existing meetings are an effective tool to inform the public because people already plan to attend these meetings and do not have to make special arrangements. Examples of existing community meetings that Port staff attend include the Rotary and Lions Club.

Port Staff is available to attend any other community meeting upon request, including association meetings, neighborhood meetings, etc. Staff may identify other ongoing meetings to attend.

#### Hosted

Port Staff plans to host multiple community meetings to collaborate with the public.

**Local Media**

Staff will engage with local media to provide information about the project and ways people can participate in the process. At a minimum, an initial press release will be made to kick off the project, a press release will be made when the Environmental Assessment draft is complete and available for public comment, and legal notices of public hearings will be published. Staff hope additional coverage will occur during the process. The media is invited to attend all community and commission meetings.

**Port Commission**

The Port Commission meets the second Tuesday of each month at 9am. Commission Meetings take place in person but also have a virtual option. The public is welcome and encouraged to attend all Commission Meetings either in person, or virtually. Staff will give periodic updates on the project over the next several years and each Commission Meeting offers two opportunities for public comment.

Port Commission Meeting Notices, Agendas and Minutes can all be found on the Port's website, [www.portofgraysharbor.com/commission](http://www.portofgraysharbor.com/commission).

The Port Commission also holds a meeting at the Satsop Business Park and the Westport Marina each year.

**Staff Contact**

Kris Koski, Port Engineer is the Project Manager for the Terminal 4 (T4) Expansion and Redevelopment Project. Kayla Dunlap, Director of Government and Public Affairs is the public outreach contact. She can be reached at or [kdunlap@portgrays.org](mailto:kdunlap@portgrays.org), 360-533-9590.

# Terminal 4 Expansion and Redevelopment

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<http://www.portofgrays.com/T4>

