Port of Woodland

Comprehensive Scheme of Harbor Improvements

Acknowledgements

This comprehensive scheme of harbor improvements (CSHI) was developed by the Port of Woodland. For more information about the Port of Woodland, visit portofwoodland.com.

2016 Original Version Prepared by BergerABAM2019
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PORT OF WOODLAND
COMPREHENSIVE SCHEME OF HARBOR IMPROVEMENTS

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1.0 DEVELOPMENT PROCESS

This comprehensive plan was developed to meet the requirements of the Revised Code of Washington (RCW) 53.20.010, which requires ports to develop a comprehensive scheme of harbor improvements. Additionally, the Port of Woodland (Port) is subject to the planning requirements and the adopted comprehensive plans of the City of Woodland (City) and Cowlitz County (County) and all other applicable local, state, and federal regulations, including the State Environmental Policy Act (SEPA) 43.21C RCW and 197-11 Washington Administrative Code (WAC).

This comprehensive plan is designed to be a flexible document that guides the Port Commission in setting priorities and policies. The Port contracted with BergerABAM in 2015 to draft the CSHI and was adopted in August 2016. Due to ongoing market changes, the Port Commission determined in December 2018 to review the CSHI beginning in January 2019. The remainder of this document is divided into three sections:

- Port Overview: states the Port's mission, provides market and demographic information, and summarizes Port facilities. The Port overview also describes the Port's strengths, weaknesses, opportunities, and threats, as identified by the Port Commission, and provides an analysis of the policy documents that affect future port development.
- Development Plan: gives an overview of the Port's development opportunities based on an industry clusters analysis and target markets. The development plan further outlines management, financial, environmental, and marketing goals and strategies to capitalize on development opportunities and fulfill the Port's mission.
- Implementation Plan: outlines the Port's capital improvement and action plan and identifies a schedule and process for adoption and updates.

2.0 PORT OVERVIEW

The Port of Woodland, established in 1960, is located in the Lewis River Valley approximately 20 miles north of Vancouver, Washington, and Portland, Oregon. Over the past 55 years, the regional economic base has shifted from the extraction of forest resources and lumber manufacturing to more diverse types of manufacturing and service industries. Today, the Port has 328 acres of light and heavy industrial land and is well positioned to meet the economic development demand of the growing region. The Port has access to Interstate 5, is dual served by BNSF and Union Pacific rail lines, marine terminal opportunities on the Columbia River, as well as air cargo capabilities of Portland International Airport and Seattle-Tacoma International Airport.

The Port solely owns 24 properties on 479 acres within Woodland, and the surrounding area. The Port owns an additional seven properties in conjunction with neighboring ports totaling approximately 880 acres. The Port owns and leases both light and heavy industrial property to a wide range of tenants, including construction, transportation, manufacturing, and agricultural companies.

The three-member Port Commission is composed of elected officials who serve six-year terms as governed by RCW Chapter 53.12. The Commission meets on the first and third Thursday of every month. As of 2019, the Port has two full time employees and four part time maintenance

employees and have a contract for legal services. Staff includes an executive director, auditor, and maintenance personnel.

2.1 Mission Statement

The mission of the Port of Woodland is:

> *To support job creation through economic growth and recreational opportunities in a diverse array of businesses, industries, and services that enhance the District.*

2.2 Economic Overview

The Port holds acres of development-ready industrial land for lease between the Lewis and Columbia Rivers in and around the City of Woodland in Cowlitz County, Washington. In addition to providing industrial land, the Port facilitates economic development activities between public and private entities in the region. The following sections constitute an overview of international, national, state, and regional financial and market conditions which affect the Port's ability to achieve its mission.[1]

2.2.1 National Overview

In 2018, the economy has expanded since the origination of the CSHI for the Gross Domestic Product (GDP) which was at 1.4-2.7 percent range to 3.4-4.2 percent in third and second quarter of 2018. Private sector GDP continues to grow along with private goods with a slowing in government. Due to political issues, international trade has been volatile due to on-going issues with trade agreements and tariffs. Locally, the Portland Metropolitan area is experiencing a surge in GDP with a range of 2.9-12.1 percent similar to the Seattle Metropolitan area and west coast areas. Decline in agriculture and forestry and durable goods and manufacturing continue in Washington State. Information is significantly growing in the state.

Personal income continues to grow at 6.2 percent in 2018 between Q2 and Q3 with rates in the Portland Metropolitan area between 4.9 and 23.7 percent.

2.2.2 Washington and Cowlitz County Overview

According to the U.S. Bureau of Economic Analysis, in 2018 (latest year available), Washington recorded its highest-ever GDP figure, $559 billion, up from $407.2 billion in 2013 and from $296.7 billion in 2005.

In addition to GDP, Washington's foreign exports has declined from $90.5 billion in 2014 to $76.4 billion in 2017 for all goods and services exported outside the United States, according to the U.S. Census Bureau. That represents 4.9 percent of that year's total U.S. exports. These figures continue to show annual export decline annually since 2014.

With regard to employment, Washington posted a year-over-year overall gain of 113,000 jobs between June 2014 and June 2015, which was an improvement over the prior year's gain of 75,300 jobs. At the same time, the state's seasonally adjusted unemployment rate continued to fall from 6.1 percent in June 2014 to

[1] Information in section 2.2 provided by FCS GROUP.

5.3 percent in June 2015, which is at parity with the national average for the month of June.

The unadjusted unemployment rate in Cowlitz County as of December 2018 is 6.1 percent which is above the Washington statewide rate (4.3 percent). The Longview Metropolitan Statistical Area (MSA) is compared to Washington State Unemployment data. The County unemployment rate remains above the state average. Both have improved significantly since the depths of the recession. It should be noted that Washington state and the Cowlitz County are experiencing a high level of under-employment, which is not reflected in these data trends.

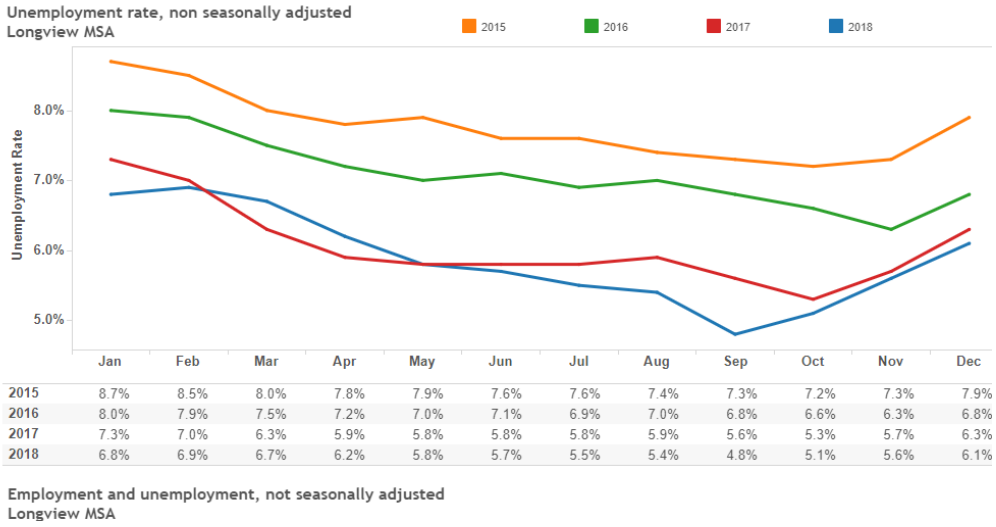


Figure 1: *Unemployment Data comparison 2015-2018*
Source: Washington State Employment Security Dept.

Washington state economists are predicting a continued upward trend in statewide employment of about 2.6 percent in 2015 and 1.6 percent annually through 2019. Moderate job growth in the County is also expected due to ongoing construction and significant projects at neighboring ports.

2.2.3 District Population Profile

In 2018, the County's population consisted of 107,310 people according to the Washington Office of Financial Management (OFM) Forecasting Division as indicated in Table 1.

Table 1. Population Trends

	2010 Census	2018 WA OFM
Cowlitz County	101,244	107,310
Woodland	5,271	6,110
Longview	36,605	37,710
Kelso	11,977	12,080
Washington	6,561,297	7,427,570

Source: U.S. Census; Washington Office of Financial Management Forecasting Division

The OFM expects that population growth in the County will continue to trail the statewide rate for the foreseeable future. As indicated in Table 2, the County is projected to add 14,487 people between 2010 and 2040, a rate of 0.44 percent annually. Meanwhile, Washington is expected to add 2,066,441, or 0.9 percent annually through the same period.

Table 2. Population Projections in Washington and Cowlitz County

	2010 Census	2018 WA OFM	2020 WA OFM	2040 WA OFM
Cowlitz County	101,244	107,310	108,420	114,158
Washington	6,561,297	7,427,570	7,411,977	8,154,193

Source: U.S. Census; Washington Office of Financial Management Forecasting Division
Washington State growth Management Population Projections for Counties: 2010 to 2040

2.2.4 District Income Profile

in 2017, the median household income for the County was approximately $51,530 and the average per capita income was $23,557. The County's median income levels are now about 20 percent lower than the Washington statewide average, as indicated in Table 3.

Table 3. Income Trends

	2007	2017
Cowlitz County	$52,015	$51,530
Washington	$62,548	$68,289
United States	$57,633	$58,633
Cowlitz County	$31,247	$41,449
Washington	$43,192	$54,579
United States	$39,821	$49,246

Source: American Community Survey (ACS) (adjusted for inflation in 2017).

2.3 Port Facilities

The Port owns 479 acres and 24 properties in Woodland and the surrounding area. A streamlined facilities condition assessment of Port-owned properties was conducted in 2015 at the following industrial parks and general areas: Down River Drive Industrial Park, Schurman Way Industrial Park, Rose Way Industrial Park, Centennial Industrial Park, Martin's Bar North and South, and Austin Point. Since that assessment, Pekin Industrial Park was sold and additional property at Austin Point was reassessed for corrected parcel configuration and ownership. There are maps on the following pages illustrating Port properties throughout the Port District and those specifically within the City of Woodland limits. The reason for illustrating these two maps is to identify those properties within Cowlitz County, a non- Growth Management Act (GMA) planning area and those within the City that are regulated under GMA planning requirements. The Port's facilities range in condition from good to serious. The facilities condition assessment memorandum is included as Appendix C.

The Port and the Washington Department of Natural Resources have finalized an agreement to secure 156 acres near the Port's existing properties designated for future rail access. The property has been planned for future rail use and an agricultural maintenance lease.

The Port has a twenty-year lease with PacifiCorp for a restroom facility in Cougar that was built in 2003 by the Port. The Port maintains the facility and also receives ongoing funding from Cowlitz County for maintenance.

Lastly, the Port entered into an agreement with the US Corps of Engineers (USACE), Washington State Ports of Longview, Kalama and Vancouver along with Oregon Ports along 83 miles of the Columbia River from the mouth at Port of Astoria to Port of Portland. The Columbia River Channel Navigation System is entering a maintenance phase requiring updates every twenty years. The Washington Ports co-own several properties along the navigation route for the use of placing dredge material as part of the maintenance. The Port of Woodland has used Austin Point and Martin Bar South as disposal sites and deemed them resell sites for the on-going use of the property to meet volume requirements of each site. The Port must make available space for dredging as the USACE requires and does so by surplussing the material for sale as it receives material.

2.3.1 Parcel Information

Below is a list of the current parcels owned by the Port and those identified for potential purchase during the course of the CSHI.

Ownership Parcels	Names	(Total Acreage):
504212017	1600 Schurman Way	(2.0 ac)
504212016	1475 Port Way	(11.1 ac)
504212009	1415 Port Way	(3.1 ac)
504212018	1670 Schurman Way	(2.7 ac)
504212000	Schurman	(10.7 ac)
507820100	Schurman	(12.6 ac)
507900100	Schurman	(3.7 ac)
507860101	Rail	(23 ac)
508310100	1435 Guild (Rose Way)	(12.16 ac)
508330100	1620 Guild (Centennial)	(6.97 ac)
508340100	1608 Guild (Centennial)	(1.95 ac)
508730100	1650 Guild (Centennial)	(4.97 ac)
508740100	1650 Guild (Centennial)	(3.14 ac)
WB1502002	Martin Bar N	(33.42 ac)
WB1503002	Martin Bar S	(28.43 ac)
WB3513002	Austin Point	(8.75 ac)
WA0203001	Austin Point	(104 ac)
WA0202002	3805 Dike Road Austin Point	(20 ac)
WA0201003	Austin Point Rail Loop	(14.42 ac)
WB3513004	Austin Point Rail Loop	(29.88 ac)
WB3504002	Austin Point Rail Loop	(2.19 ac)
WB3612003	Austin Point Rail Loop	(2.07 ac)
WB3602003	DNR Property	(138.20 ac)
WB3609001	DNR Property	(18.42 ac)

Pending/ Potential parcel ownership:
WB1502003-WDFW Property (9.16 ac)

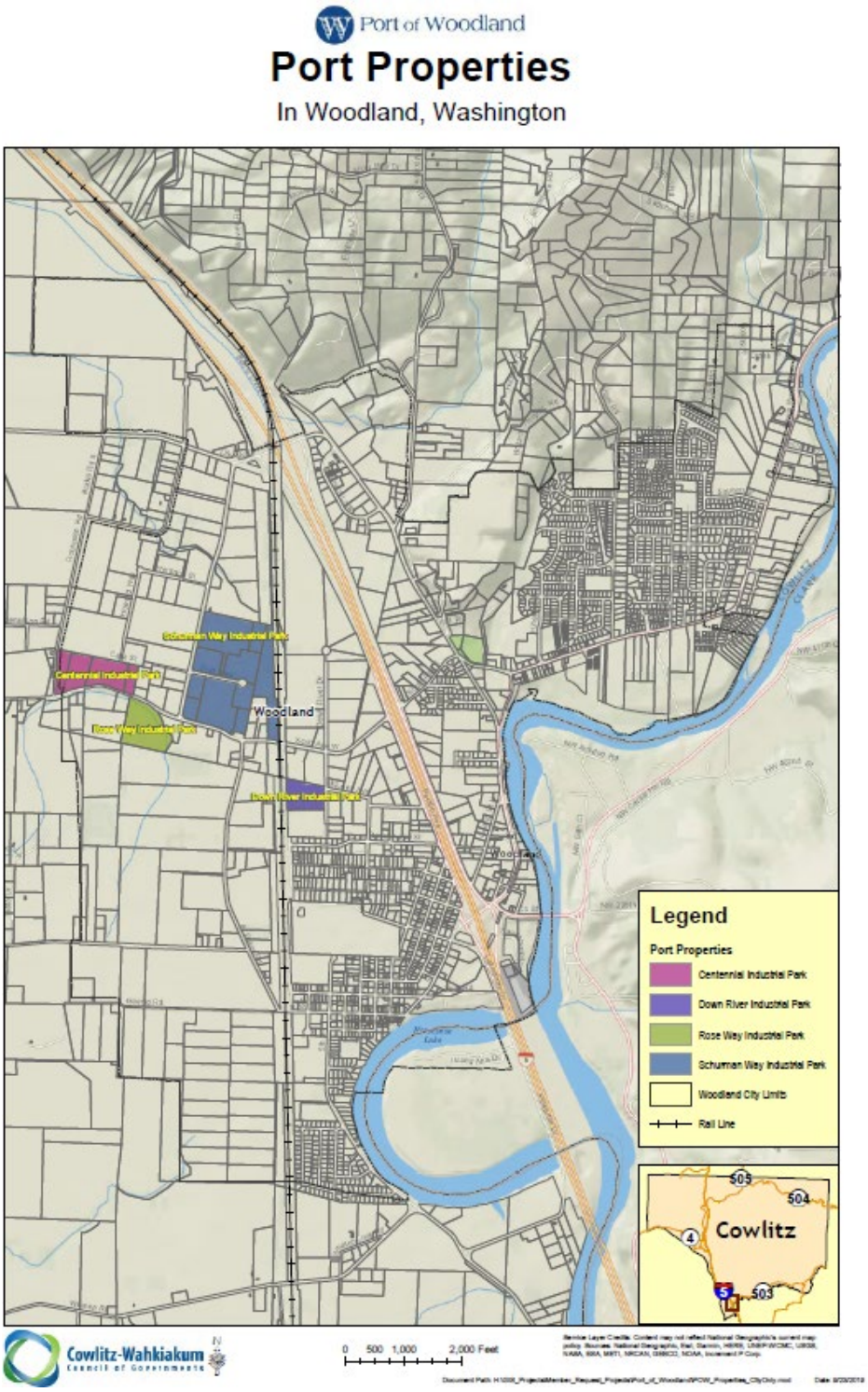


Figure 2: The Port of Woodland Properties and pending acquisitions as of January 2019

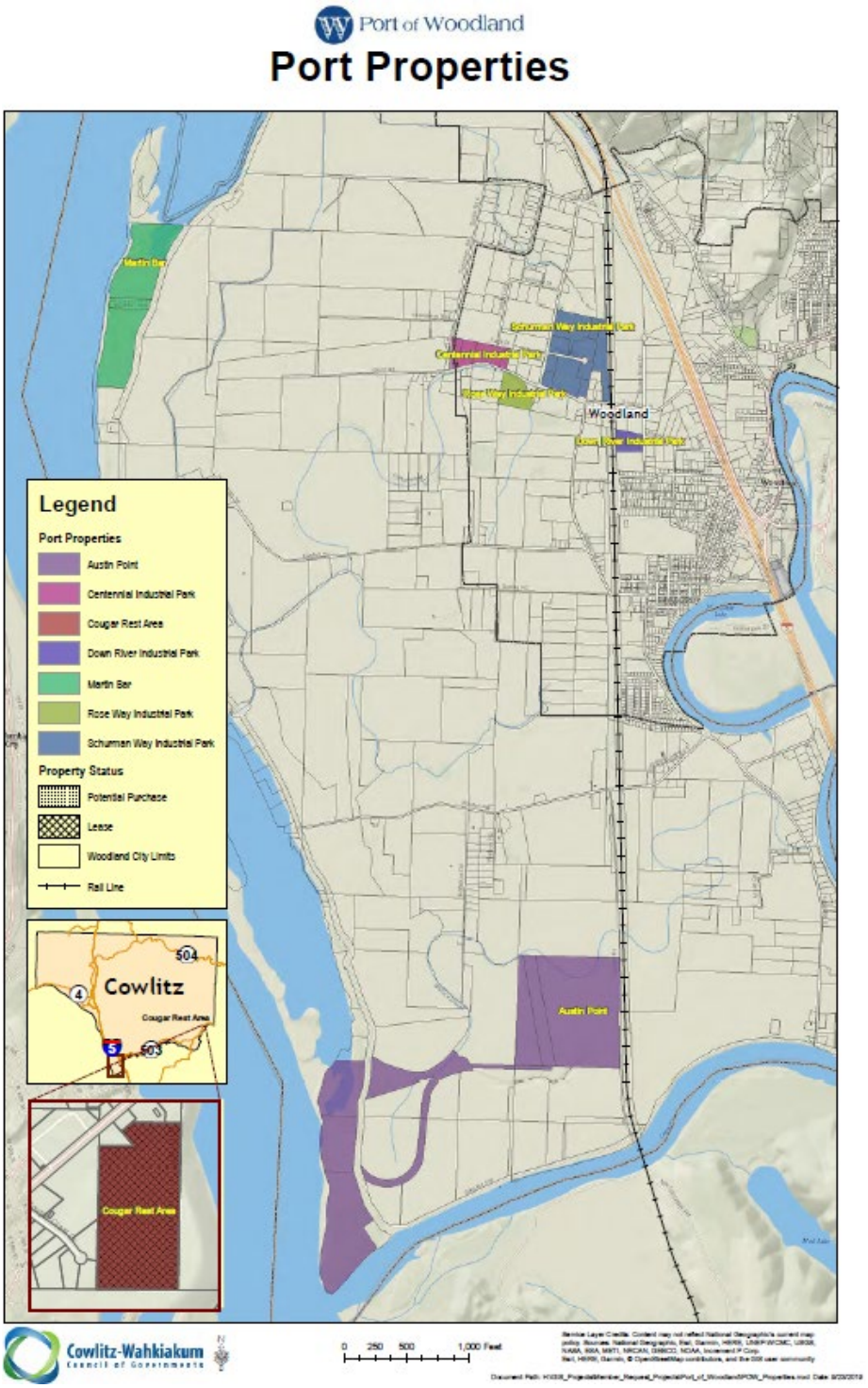


Figure 3: Port of Woodland Properties within the City of Woodland area, subject to Growth Management Act (GMA)

2.4 Strengths, Weaknesses, Opportunities, and Threats

The Port completed a SWOT analysis in the original CSHI development. The Port has approved Resolution 448 addressing commodities pertaining to the need to brand and market sites on the Columbia River while addressing other areas of weakness to improve marketability and the Port's business plan.

Table 4. SWOT Analysis

Strengths	Weaknesses
• Access – I-5, rail, and river (including deep-water access) • Diversity of facilities (warehousing, manufacturing, waterfront sites) • Quality of life – strong community, good education, new high school • River access for industry, recreation and fishing • Low energy and land costs • Low tax rate • Regional growth that leads to new development in the area • Access to technology services • Relationships with other ports that have experienced staff and more resources • Proximity to Portland metropolitan area and Portland International Airport	• Lack of shovel-ready development sites • Lack of infrastructure to support development, including limited water supply for larger user • Lack of buildings to support businesses with 20 to 50 employees • Lack of a large net buildable site for development (over 50 acres) • Relationship with the County and City could be stronger • Staff size (too small) to meet demands
Opportunities	**Threats**
• Supply industries for manufacturing and agriculture – potential for cold storage or distribution facility (i.e., Home Depot) • Take advantage of market opportunities (as assessed through the comprehensive scheme process) • Improve relationships with the community, City, and County • Support efforts to attract clean industries • Work with the City and County to streamline permitting • Seek partnerships with ports, City, and County and/or private businesses • Support marketing/branding, website improvements	• Negative public perception related to activities of neighboring ports • City permit timelines – City has limited resources and must comply with Growth Management Act because of its location in both Cowlitz and Clark counties • Limited revenue streams • Cost of doing business because of state regulations (environmental, public notice, etc.) – the Commission noted that maintaining a clear and open public process is important, but adhering to state's process requirements requires additional time and resources

2.5 Policy Context

In order to implement this comprehensive scheme successfully, the Port must comply with local and regional land use plans and development regulations. The Port owns property that is governed by the land use laws of the City and the County. The following sections identify land use and zoning regulations applicable to Port-owned property.

2.5.1 Cowlitz County Shoreline Management Master Program

The Shoreline Management Act requires that jurisdictions that have "shorelines of the state" prepare and adopt shoreline master programs that protect natural resources along regulated shorelines and give priority to public access and water-

oriented uses within shoreline environments. The Columbia River is designated as a shoreline of the state and areas within 200 feet of the Columbia River are within shoreline jurisdiction.

The Cowlitz County Shoreline Management Master Program (SMP) includes four basic shoreline designations: Natural, Conservancy, Rural, and Urban. Portions of the Austin Point and Martin's Bar North and South properties are within the Urban shoreline designation and future development will be required to comply with the County's SMP. The SMP states that the Urban designation is suitable for intensive recreation, residential, industrial, and commercial development.

The County adopted the SMP May 29, 2018. The SMP update states that the purpose of the High Intensity environment is to provide for high-intensity, water-oriented commercial, transportation, and industrial uses while protecting existing ecological functions and restoring ecological functions in previously degraded areas.

Based on the description of the Urban designation in the SMP and the description of the High Intensity designation in the draft SMP update, it is not anticipated that future Port development at Austin Point and Martin's Bar North and South will conflict with the County SMP.

2.5.2 Comprehensive Plan and Zoning

The Austin Point and Martin's Bar North and South properties are under the jurisdiction of the County while all other Port properties are within the City. The comprehensive plan and zoning designations for each area are shown in Table 5.

Table 5. Comprehensive Plan and Zoning Designations

Port Property	Jurisdiction	Comp Plan Designation	Zoning Designation
Down River Drive Industrial Park	City of Woodland	Light Industrial	Light Industrial
Schurman Way Industrial Park	City of Woodland	Light Industrial	Light Industrial
Rose Way Industrial Park (fka Guild I)	City of Woodland	Light Industrial	Light Industrial
Centennial Industrial Park (fka Guild II)	City of Woodland	Light Industrial	Light Industrial
Austin Point	Cowlitz County	Heavy Industrial; Agriculture	Heavy Manufacturing; Agriculture-38 (proposed rail line parcels); and Wetland (southernmost tip of Austin Point)
Martin's Bar North and South	Cowlitz County	Heavy Industrial	Heavy Manufacturing

The permitted uses within County and City zoning classifications are similar. The Light Manufacturing zone in the County is similar to the Light Industrial zone in the City. Allowed uses in each zone are identified in Table 6.

Table 6. Permitted Light Manufacturing/Industrial Uses

Light Manufacturing (ML) – Cowlitz County Light Industrial (I-1) – City of Woodland	Cowlitz County	City of Woodland
Auto and truck salvage and wrecking operations	X	X
Bakeries producing for the wholesale market with retail sales items limited to items produced on the premises	X	X
Buildings, yards, and developments necessary for the operation of a public utility, but not including thermal power generating facilities	X	X
Commercial dispatch and maintenance facilities		X
Commercial sales including wineries, breweries, distilleries, and associated uses, enclosed or unenclosed, of product being manufactured on the site or warehoused for distribution provided the retail sales are a secondary activity to the production and wholesaling of the products and materials. Such commercial sales areas shall not exceed twenty percent of the gross floor area of the building		X
Construction and contracting offices and equipment and material storage yards	X	X
Construction and logging equipment manufacture, sales, repair, and service	X	X
Dwelling units for a resident watchman or custodian only		X
Employee cafeterias as part of the permitted use	X	X
Farm and agricultural production, product processing, canning, packaging and distributing, except large animal feedlots and slaughter facilities	X	X
Farm materials, supplies, and machinery sales and service		X
Feed and seed stores		X
Heavy equipment sales, rental, storage and repair		X
Laboratories and research organizations	X	X
Light manufacturing and fabrication of previously processed metals and materials	X	
Light manufacturing and fabrication of raw or previously processed metals and materials, the process or end product of which conforms with applicable restrictions regarding noise, smoke, dust, odors, toxic gases, vibration, glare, and heat, and which does not create physical hazards, such as fire or explosion to adjacent buildings and uses		X
Major automobile and truck repair	X	X
Manufacture, wholesale and retail sales of lumber and building materials; (City of Woodland additional provision: provided the retail sales are a secondary activity to the production and wholesaling of the products and materials)	X	X
Petroleum, propane, liquefied gas, coal, and wood storage and distribution facilities (Cowlitz County additional provision: as an accessory to a permitted use)	X	X
Police and Fire Stations		X

Light Manufacturing (ML) – Cowlitz County Light Industrial (I-1) – City of Woodland	Cowlitz County	City of Woodland
Processing, packaging, and distribution of goods and services		X
Recreational uses requiring extensive covered facilities such as for indoor tennis, roller or ice skating, or swimming		X
Signs		X
Storage buildings for household goods and property	X	X
Veterinary offices and clinics with outside animal runs; dog grooming facilities (Cowlitz County also includes kennels or animal boarding establishments)	X	X
Warehouse, storage and distribution centers, including freight handling terminals; provided that docking and loading activities do not use any public street, alley or sidewalk	X	X
Nurseries, greenhouses, yard, and garden supply outlets	X	
On-site and off-site hazardous waste treatment and storage facilities; provided that (1) such facilities are accessory to and clearly subordinate to another permitted use; (2) such facilities comply with the state siting criteria; and (3) such facilities are developed and operated in compliance with all applicable federal and state laws and regulations, including but not limited to Chapter 70.105 RCW and the regulations thereunder, as now or hereafter amended	X	
Electric vehicle infrastructure		X
Other uses not listed but having similar performance standards and site requirements may be permitted pursuant to the procedures of WMC Section 17.48 as presented in WMC Section 17.44.030		X
Any permitted use in the C-1 and C-2 districts except single-family dwellings, multiple-family dwellings, apartment houses, hotels, motels, rooming houses, provided, a caretaker's apartment shall be allowed as an accessory to a permitted use, so long as the apartment is occupied by the owner or his employee for the purpose not employed in the main business occupying the property, except that the caretaker's family may also occupy the apartment	X	

The Heavy Industrial/Manufacturing zones include all permitted uses in the Light Industrial/Manufacturing zone, as well as on- and off-site hazardous waste treatment and storage facilities, and all other uses except residential dwellings, hotels/motels, and boarding houses. Additional exclusions in the County include churches, schools, hospitals, sanitariums, rest homes, homes for the aged, nursing or convalescent homes, and recreational vehicle parks. Auto courts are an additional exclusion in the City. Caretaker's dwellings are allowed for any business except gas stations in both the County and the City.

2.5.3 Local and Regional Plans

To implement this comprehensive scheme successfully, the Port must coordinate with local and regional planning efforts. Table 7 lists local and regional plans that affect the Port.

Table 7. Local and Regional Plans

Plans	Relevance to Port Strategic Business Plan
Cowlitz County Comprehensive Plan	Guides land use and development; adopted 2018.
Cowlitz County Shoreline Management Program (SMP)	Guides development of shorelines in County; adopted 2018.
Cowlitz County Zoning Ordinance	Implements zoning and development codes in unincorporated areas of County.
City of Woodland Comprehensive Plan	Addresses land use and development in City and UGA; approved in March 2016.
City of Woodland Zoning Ordinance	Implements zoning and development codes in City.
2015 Regional Transportation Plan	Supports regional transportation improvements; adopted December 2018; 27-year planning horizon.
Woodland Transportation Infrastructure Strategic Plan	Refines major system improvement recommendations and opportunities; adopted November 2008.
Cowlitz County Six-Year Transportation Improvement Program 2014-2019	Identifies transportation improvement projects within the County for 2014–2019.
City of Woodland Water System Plan 2012	Identifies capital improvements, operational programs and financial guidelines for next 6- and 20-year planning periods.
City of Woodland General Sewer and Facility Plan 2017	Identifies capital improvements for existing collection system and future improvements.
City of Woodland Comprehensive Flood Hazard and Drainage Management Plan 2000	Examines existing surface water management system and identifies capital improvements.
City of Woodland Parks & Recreation Plan 2016 (Comp Plan Chapter)	Element of City comprehensive plan for parks and recreational facilities.

2.5.4 Local and Regional Partners

Collaboration and coordination with strategic partners enable the Port to leverage its resources and fulfill its mission. Maintaining relationships with the following public and private entities is key to the Port successfully managing its assets.

- Cowlitz Tribal Nation
- Cowlitz County
- City of Woodland
- Woodland School District
- Cowlitz County Diking District #1
- Woodland Chamber of Commerce
- Cowlitz Economic Development Council
- Cowlitz-Wahkiakum Council of Governments (CWCOG)
- Woodland Quality Community Coalition
- Washington State Department of Transportation
- Burlington Northern Santa Fe/ Union Pacific
- Washington Public Ports Association (WPPA)
- Pacific Northwest Waterways Association (PNWA)
- Ports of Ridgefield, Kalama, Longview, and Vancouver
- Existing Port tenants

3.0 DEVELOPMENT PLAN

The development plan portion of the comprehensive scheme is intended to provide an analysis of current employment and industry forecasts, Port project opportunities, and goals and strategies to capitalize on development potential and fulfill the Port's mission.

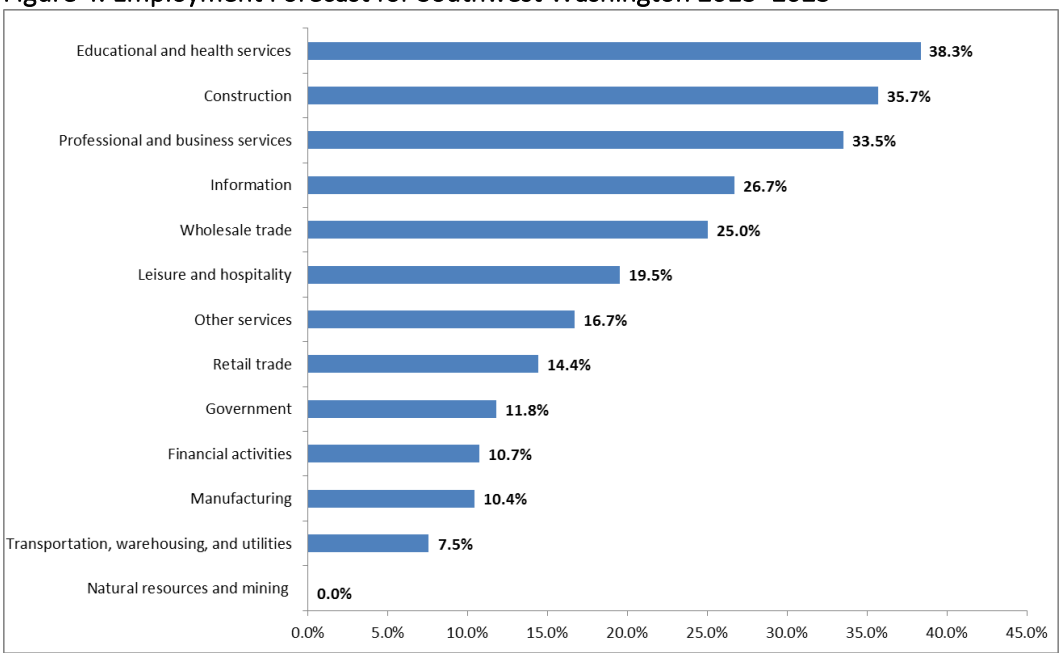
3.1 Market Analysis

The following sections summarize employment forecasts and target market opportunities for the Port.[2] The full market analysis is included as Appendix B.

3.1.1 Employment Forecasts

The Washington State Employment Security Department (ESD) is forecasting a 21.5 percent increase in employment in the Southwest Washington area during the 2013 to 2023 period.[3] A net increase of 37,500 jobs is forecasted over the next 10 years within the region. The largest increases in job growth are expected in education and health services as well as construction and professional and business services. Other leading job growth sectors are expected to include information, wholesale trade, and leisure and hospitality as indicated in Figure 4.

Figure 4. Employment Forecast for Southwest Washington 2013–2023



Source: ESD.

In addition to the larger categories discussed above, the ESD also generates a top ten list of job occupations that are projected to add workers at a rapid pace (Table 8). This list includes projected annual job openings in Southwest Washington over the 2013 to 2023 time frame. The fastest growing occupations

[2] Information contained in section 2.2 provided by FCS GROUP.

[3] Note: State ESD does not prepare detailed employment forecasts on the county level, so much of this analysis must use regional forecasts for the combined Southwest Washington region.

are expected to include computer application developers, cement masons and concrete finishers, computer systems analysts, and electricians.

Table 8. Top Ten Occupations in Southwest Washington

Name	Average Annual Growth Rate 2013–2023	Average Annual Job Openings 2013–2023
Sales representatives, services, all others	3.51 percent	81
Massage therapists	5.14 percent	41
Construction laborers	3.06 percent	158
Computer systems analysts	3.58 percent	41
Software developers, applications	3.71 percent	40
Personal care aides	2.92 percent	104
Landscaping and groundskeeping workers	2.83 percent	147
Electricians	2.97 percent	69
Cost estimators	3.35 percent	37
Cement masons and concrete finishers	3.65 percent	27

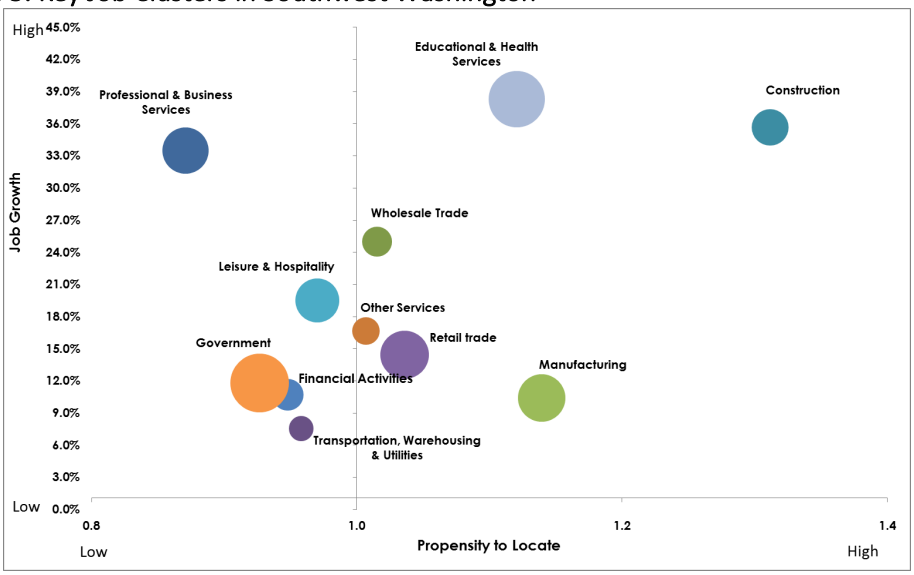
Source: ESD, compiled by FCS GROUP.

3.1.2 Industry Cluster Analysis

FCS GROUP prepared an employment clusters analysis for the Southwest Washington area to identify existing and emerging industry market opportunities as indicated in Figure 5. It is a widely accepted theory among economic development professionals that employment clusters are the primary force driving local economic currents and business location decisions. Clusters of economic activity go well beyond mere concentrations of industry or employment types. They represent unique competitive market advantages with regard to employment, work force, creativity, entrepreneurship, business costs, and supporting natural resources.

The employment clusters analysis helped identify potential industry sector candidates, which were also discussed during the stakeholder interviews. The employment cluster analysis shows business and industrial sectors by their location quotient (LQ) (evaluated business and industrial clusters in the Port area relative to the state), size (aggregate wages paid annually), and 10-year growth forecast (derived from ESD information).

Figure 5. Key Job Clusters in Southwest Washington



Source: FCS GROUP based on ESD data
Note: Mining (LQ of 2.7) and Information (LQ of .48) were omitted because they threw off the LQ axis and are relatively small clusters

Business clusters were sorted into two classifications.

- Stars – includes businesses with high LQ (propensity to locate in the region) and higher than average projected growth rate compared to other locations in Washington. Business types include:
  - Construction
  - Educational and Health Services (includes workforce training and health care)
  - Manufacturing
- Opportunities – includes businesses with low LQ and high average growth rate (possible pent-up demand or a competitive market disadvantage relative to other locations). Business types include:
  - Professional and Business Services
  - Leisure and Hospitality
  - Financial Activities
  - Transportation, Warehousing, and Utilities

3.1.3 *Industrial Business Park Market Opportunity*

In June 2015, the Port funded an independent study by Johnson Economics that examined the feasibility of the Port constructing an industrial park. The study concluded that the Southwest Washington market for industrial buildings is strong enough to absorb a new industrial building in the City of Woodland at what was determined to be a market lease rate of $0.55 per square foot per month in 2019 for existing business parks like Down River Drive and ranging from $0.65 to $0.95 per square foot for new developments. While that study did not detail the financial impacts to the Port (as a potential developer), it determined that job growth and industrial building demand in the area justify the need for

more industrial space in the Southwest Washington region and suggested that the project could be a success.

3.1.4 Target Market Opportunities

The industrial clusters within the Port district that appear most viable for long-term expansion are based on the market analysis prepared for this comprehensive scheme, as well as an analysis of existing enterprises that are already concentrated in the region. The recommended target industries for the Port include:

- Light manufacturing, including supply-chain businesses that support major mill or fabricated metal operations
- Miscellaneous manufacturing and processing, including emerging value-added industries related to agricultural products
- Stone product manufacturing
- Technical training programs (e.g., construction-related occupations)
- Regional warehousing and distribution
- Wholesale warehouse/showrooms
- Transportation and logistics firms
- Motor vehicle repair and parts recycling businesses

3.2 Project Opportunities

Based on the target industries discussed above, as well as input provided by the Port Commission and stakeholders throughout the development of this comprehensive scheme, the Port identified the following project opportunities. Table 9 lists the Port's priority projects, describes them briefly, and provides information about existing zoning designations and potential conflicts with land use and development regulations. Additional details related to capital costs and action items are included in the capital improvement plan, Table 10 on pages 22-24.

Table 9. Project Opportunities

Project and Description	Existing Zoning Designation	Potential Conflicts with Land Use and/or Development Regulations
Austin Point Development – acquisition of rail property, permitting, and infrastructure improvements.	• Heavy Manufacturing/ • Agriculture-38 (proposed rail line parcels) • Forestry-Recreation (southernmost tip of Austin Point)	No conflicts anticipated with Heavy Manufacturing zone; most manufacturing and industrial uses allowed in zone. Development of rail in Ag-38 zone may require special use permit per County code 18.10.251.C(4). Shoreline permit required for development within 200 feet of Columbia River. State and federal permits may be required.
Martin's Bar Development – potential development with deep-draft access.	• Heavy Manufacturing	No zoning conflicts anticipated. Shoreline permit required for development within 200 feet of Columbia River. State and federal permits may be required.
Property Acquisitions – acquire properties adjacent to existing Port holdings as opportunities arise.	• Various	No land use or development regulation conflicts anticipated.

Project and Description	Existing Zoning Designation	Potential Conflicts with Land Use and/or Development Regulations
Property Acquisition Planning – assess current land holdings and develop criteria for acquiring additional properties based on quantity of current reserves. Consider sites 50 acres and larger with good road access (only limited sites of this size currently available in Portland Metro area and this could fill market niche).	• Various	No land use or development regulation conflicts anticipated.
Infrastructure Development/ Planning – provide infrastructure for Centennial and Rose Way properties; develop shovel-ready sites to increase marketability (specifically in Schurman Way Industrial Park); assess need for infrastructure development on all Port properties	• Light and Heavy Industrial	No land use or development regulation conflicts anticipated.
Property Sales- the Port has identified property for surplus for industrial development at Centennial and Schurman Way Industrial Parks.	• Light Industrial	No land use or development conflicts.
Recreational Facilities Planning – develop recreational facilities under these conditions: revenue is available, Port tax levy is eliminated, real estate is available, community dividend criteria are defined, and project is deemed necessary	• Various	Some recreational uses allowed in Industrial/Manufacturing zones; special use permit may be required in Cowlitz County. Potential land use and zoning conflicts should be assessed in conjunction with facility planning.
Partnerships – pursue partnership opportunities with public and private entities that enhance and further Port mission and offer internship/ scholarship opportunities.	N/A	No land use or zoning conflicts anticipated.
Access and Rail Development – acquire properties for industrial park development and rail spurs to meet market demand. Look for opportunity for 100-acre site near proposed rail.	• Various	No land use or zoning conflicts anticipated – additional analysis should be conducted in conjunction with site selection.
Property Management Planning – determine criteria for leasing vs selling property; consider number of family-wage jobs, investment at site and in community, and type of industry. Austin Point and Martin's Bar are lease-only properties	N/A	No land use or zoning conflicts anticipated.
Develop Marketing Strategy – identify specific target businesses (e.g., spinoffs related to existing leases and/or regional industries) and develop marketing strategy to attract them. Consider grant opportunities and need to support mix of businesses	N/A	No land use or zoning conflicts anticipated.

4.0 GOALS AND STRATEGIES

The goals and strategies identified below are intended to fulfill the Port's mission and support economic growth within the District.

4.1 Capital Improvements (CI)

- Goal CI1: Maintain a 5-year capital improvement plan.
  - ✓ *Strategy CI1.1a:* Review and update the capital improvement plan as part of the annual budget development process.
  - ✓ *Strategy CI.1b*: Assess property acquisition, planning of capital projects and construction of capital projects as part of the annual budget, updating the capital improvement plan annually.
- Goal CI2: Develop shovel-ready upland industrial sites.
  - ✓ *Strategy CI2.1:* Complete a return on investment analysis for the development of proposed Port-owned property to include marketability, location based on adjacent Port property, land availability, conceptual use of property, investment required by Port, and (speculative or actual) client driven needs.
  - ✓ *Strategy CI2.2:* Evaluate properties for best use options, marketability, and Return on Investment. Assess properties with low ROI for potential use change or liquidation of asset.
  - ✓ *Strategy CI2.3:* Evaluate sale of properties for best use based on a minimum of five jobs per acre emphasized on family wage jobs.

4.2 Management (MGT)

- Goal MGT1: Ensure policies are in place to guide Port operations and development.
  - ✓ *Strategy MGT1.1:* Develop a policy manual that establishes a policy framework for Port capital improvements, management, finance, environment, and marketing.
- Goal MGT2.: Establish a property management plan that enables Port Commissioners and staff to meet the Port's mission and increase the economic development potential of the District.
  - ✓ *Strategy MGT2.1:* Identify target businesses most likely to locate on Port property and pursue partnership opportunities with public and private entities that will leverage the Port's resources.
  - ✓ *Strategy MGT2.2:* Review standard rates and lease fees to determine current cost recovery for services and develop rates and lease fees that will recover 100 percent of cost of service being provided and include ongoing maintenance.
  - ✓ *Strategy MGT2.3:* Integrate the comprehensive scheme as a planning tool and review it annually in conjunction with budget meetings.

- ✓ *Strategy MGT2.4:* Develop guidelines for industries operating on Port property that identify the types of industries appropriate for and supported by the Port based on industrial park and property type (i.e. marine facilities, county vs. city zoned property).

- ✓ *Strategy MGT2.*5: Market properties for sale, lease to purchase and lease options for Centennial Industrial Park and Schurman Way Industrial Park and use brokers, per policy, to attract industrial businesses to the Port.

4.3 Professionalism and Training (P)

- Goal P1: Enhance the existing ability of the professional staff and Port Commission.
  - ✓ *Strategy P1.1:* Continue to provide appropriate training opportunities to enable ongoing professional development of Port staff and Commissioners.

  - ✓ *Strategy P1.2:* Continue to plan and budget for periodic training opportunities, including those provided by the WPPA, to allow Port Commissioners and staff to gain knowledge relevant to their positions.

  - ✓ *Strategy P1.3:* Encourage participation by Commissioners and staff in professional organizations, including the Cowlitz Economic Development Council, Cowlitz-Wahkiakum Council of Governments, Pacific Northwest Waterways Association, Washington Financial Officers Association, and Washington Public Ports Association.

4.4 Financial (F)

- Goal F1: Maintain Port operations and seek opportunities for 5-year revenue enhancements.
  - ✓ *Strategy F1.1:* Maintain a general fund operating reserve of 90 days of operating expenditures.

  - ✓ *Strategy F1.2:* Identify project opportunities that utilize grant funding in order to leverage Port resources.

  - ✓ *Strategy F1.3:* Charge rates and lease fees that recover 100 percent of the full cost of each service being provided.

  - ✓ *Strategy F1.4:* Perform a 10-year financial pro forma analysis for any and all new projects to determine the break-even investment level for Port equity investments.

  - ✓ *Strategy F1.5:* Identify new revenue streams that will enable the Port to be sustainable from revenue, not taxes.

4.5 Environmental (E)

- Goal E1: Partner with local, regional, state, and federal agencies to meet environmental regulations for the Port's existing operations and future development.
  - ✓ *Strategy E1.1:* Ensure SEPA compliance for all development on Port-owned properties.

- ✓ *Strategy E1.2:* Coordinate with regional ports and state and federal agencies to support environmental regulations that balance resource protection with economic development opportunities.

4.6 Marketing (MKT)

- Goal MKT1: Market the Port district, its services, assets, opportunities, innovations, and communities to local, regional, national, and international prospects and partners.
  - ✓ *Strategy MKT1.1:* Develop marketing materials that focus on the Port district and local community assets, resources, job opportunities, and land availability.
  - ✓ *Strategy MKT1.2:* Maintain the Port website to better market Port assets and development opportunities.
  - ✓ *Strategy MKT.3:* Partner with local entities, such as the City of Woodland, Cowlitz County, and the ports of Ridgefield, Kalama and Longview to promote regional economic development and leverage resources.
  - ✓ *Strategy MKT.4:* Develop a marketing plan that changes the image of the Port and identifies target industries.
  - ✓ *Strategy MKT.*5: Promote improvements towards quality of place within the Port District through the Capital Community Development Project (CCDP).

4.7 Recreational Opportunities *(RO)*

- Goal RO1: Support recreational opportunities along the Columbia and Lewis reviews for publicly accessible parks, walking trails, fishing and camp sites through the Port District for all constituents and tourists.
  - ✓ *Strategy RO1.1:* Work with Cowlitz Tribe, Cowlitz county, City of Woodland, PacifiCorp, and nonprofits to encourage new and expanded development of facilities.
  - ✓ *Strategy RO1.2*: Identify potential real estate opportunities for the Port to invest revenues from future Port development opportunities.
  - ✓ *Strategy RO1.3:* Promote recreational opportunities throughout the Port District that enhanced the quality of place for new businesses.

4.8 Telecommunications (*T)*

- Goal T1: To research, plan and partner on the exploration of expanded telecommunication opportunities up the Lewis River Road/ State Route 503 to serve commercial needs, safety concerns and increase tourism opportunities.
  - ✓ *Strategy T1.1:* Explore existing studies and utility maps identifying the current fiber infrastructure.

- ✓ *Strategy T1.2:* Partner with Cowlitz County, PacifiCorp, Cowlitz Skamania Fire District and other organizations, businesses and agencies for opportunities to upgrade and improve service along route.

- ✓ *Strategy T1.3*: Partner with existing service providers in the region to upgrade or establish new fiber opportunities where needs are unmet.

- ✓ *Strategy T1.4*: Partner with other Ports as opportunities exist for service implementation not limited to establishing, operating, maintaining and marketing routes for dark fiber.

- Goal T2: Research, plan and partner on the establishment of dark fiber opportunities in the Woodland Bottoms, outside the City of Woodland limits, that would provide services for Austin Point, Martin Bar and private properties between Port properties.

  - ✓ *Strategy T2.1:* Identify existing fiber opportunities along route of Dike Road, Kuhnis Road and Dike Access Road.

  - ✓ *Strategy T2.2*: Establish a Return on Investment for implementing dark fiber installation to meet private needs for Port properties for industrial development.

5.0 PLAN IMPLEMENTATION

The plan implementation section is intended to outline the steps necessary to realize the project opportunities and goals identified above in the development plan. Plan implementation includes a capital improvement and action plan and a schedule for adoption and updates.

Capital Improvement Projects and Action Plan

In order to sustain long-term economic growth and capitalize on existing economic markets, the Port identified priority projects for the 20-year planning horizon. In order to achieve the planned capital improvements and goals and objectives outlined in the comprehensive scheme, the action plan associated with each improvement should be reviewed and updated annually. Table 10 lists potential projects, their time frames, planning-level cost estimates, potential partners, and action plan elements.

Adoption and Updates

The Port's comprehensive scheme of harbor improvements is designed to be a working document and will require ongoing review and updates to complete planned capital, marketing, and maintenance projects successfully. Table 10 sets out an action plan for the Port's identified short-, mid-, and long-term projects. This action plan will be updated annually.

Table 10. Capital Improvement Plan

	Project	2019 Cost Estimate[1]	Time Line[2]	Potential Funding Sources	Potential Partners	Action Plan
Property Development	Austin Point Development	TBD based on type of development	Long Term	Port General Fund, bonding opportunities, potential public-private partnership, federal transportation, economic development, utility grants, WA state funds, capital requests, CERB.	Private Development, Columbia River Ports	• Acquire property to complete rail loop (DNR) • Identify required permits and infrastructure improvements • Develop conceptual rail options from main line to site • Identify potential tenants and secure lease for development • Develop a marine facilities and management plan for Austin Point • Continue to review the marketability of the site and the Dredge Material Placement requirements with the USACE and Non-Federal Sponsor Ports for the eventual removal of the site.
	Martin's Bar	TBD based on type of development	Long Term	Port General Fund, bonding opportunities, potential public-private partnership, federal transportation, economic development, utility grants, WA state funds, capital requests, CERB.	Private Development	• Acquire WDFW property between North and South for economic needs • Identify required permits and infrastructure improvements • Develop an economic analysis for the entire site for potential commodities, investment needs for utilities, and marketability. • Identify potential tenants and secure lease for development • Develop a marine facilities and management plan for Martin Bar • Continue to review the marketability of the site and the Dredge Material Placement requirements with the USACE and Non-Federal Sponsor Ports for the eventual removal of site.
	Property Acquisitions	TBD based on value of property	Short-term	Port General Fund and bonding opportunities	TBD	• Identify properties adjacent to existing Port holdings that may be eligible for acquisition • Identify financing and purchase options for acquisitions • Potential acquisitions to be evaluated for planned use and need meeting the ROI • To maintain a balance of land and building assets that meet the ROI and market needs.

Project		2019 Cost Estimate[1]	Time Line[2]	Potential Funding Sources	Potential Partners	Action Plan
	Access and Rail Development (AP)	TBD based on costs of acquisition	Medium- to long-term	Port General Fund, Federal Transportation funds, EDA grant, WA CERB grant, TIB grant	Private Tenants,	• Identify properties for industrial park development and rail spurs to meet market demand • Pursue acquisition of appropriate properties
	Property Liquidation/Surplus	TBD	Short to Medium- term	Port General Fund	Private Businesses	• Evaluate properties that have not been developed over 10 years for potential move from lease to lease/sale opportunities for marketing and improved financial stability.
Planning	Property Acquisition Planning	TBD Depending on site •WDFW Martin Bar $4k	Short to Medium-term	Port General Fund, Bond, IDD opportunities.	TBD	• Assess current Port holdings and available buildable land • Develop property acquisition criteria
Planning	Recreational Facilities Planning	TBD	Long-term	Port General Fund, RCO grant, Cowlitz Tribe, Cowlitz County, private recreation/environment groups.	City of Woodland, Cowlitz County, Cowlitz Tribe, PacifiCorp, USFS, DNR, private.	• Establish criteria for development of recreational facilities. • Develop a plan for the wetland area for trail development at the 11 acres of Austin Point.
Planning	Infrastructure Development/ Planning	• Rose Way Industrial Park Improvements: $2.4 to $34 million • Centennial Industrial Park Improvements: $7.2 million • Schurman Way Industrial Park Improvements: Port Way extension road and utilities (depending on tenant/tenants) • Dark Fiber Woodland to Cougar Loop $1.02m for engineering and construction	Short- to long-term	Port General Fund, Port debt (LTGO), CERB, EDA grant, IDD, in coordination with partnering agencies for eligibility: transportation benefit district, TIB grants, CERB grants/loan, Public Works Trust Fund (PWTF).	Private Industrial Tenants, City of Woodland, Cowlitz County, partnering ports.	• Preparing grant applications for Guild I and II industrial sites for infrastructure. • Prepare building architectural designs for metal tilt up for six buildings at Guild I. • Design and engineer Port Way Extension road (if applicable) for tenant development depending on lot sale/lease. • Final engineering and construction plan for dark fiber line including maintenance and operations plan, marketing plan for leasing to the open market.
	Property Management Planning	$200K	Short- to long-term	Port General Fund	TBD	• Austin Point Public Access/ Wetland Protection Plan in coordination of heavy industrial development plan for Austin Point • Rail Conceptual Planning to 30%

	Project	2019 Cost Estimate[1]	Time Line[2]	Potential Funding Sources	Potential Partners	Action Plan
Marketing	Marketing Plan	$200K	Short- to medium-term	Port General Fund, CERB grants	TBD	• Develop marketing message • Identify potential marketing partners and target industries • Martin Bar Commodities and Use Study
	• Partnerships • Workforce Development • Columbia River Navigation Channel • Property marketing	N/A	Short-term	N/A	Woodland School District, City of Woodland, Ports of Longview, Kalama, Vancouver; Port of Ridgefield; CEDC, local realty agents.	• Expand on workforce development opportunities working with local industrial and WSD- Career Fairs, Jobs Fairs. • Navigation maintenance marketing and education • Study options for use of properties for sale/lease for best utilization of job development
Key	EDA=(U.S.) Economic Development Administration; USDA=(U.S.) Department of Agriculture; LTGO=Limited Tax General Obligation; RCO=(WA) Recreation and Conservation Office; CERB=(WA) Community Economic Revitalization Board; TIB=(WA) Transportation Improvement Board;, IDD= Industrial Development District; UGA= Urban Growth Area					

[1] Cost estimates are based on similar projects in other locations and are not based on detailed engineering plans or analysis. Final engineering and construction costs may vary.

[2] Short-term (0 to 3 years), medium-term (3 to 5 years), long-term (5+ years).

[3]Plus additional costs for Austin Point and Martin's Bar developments and property acquisitions.

Port of Woodland
Comprehensive Scheme of Harbor Improvements
Woodland, Washington
Completed by BergerABAM 2016

Appendix A
Meeting and Interview Summaries

Port of Woodland
Comprehensive Scheme of Harbor Improvements
Completed by BergerABAM 2016

Appendix B
Market Assessment

Port of Woodland
Comprehensive Scheme of Harbor Improvements
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Appendix C
Facilities Condition Assessment Memorandum

Port of Woodland
Comprehensive Scheme of Harbor Improvements
Completed by BergerABAM 2016

Appendix D
Financial Plan