

STAFF REPORT

IN CONSIDERATION OF RESOLUTION NO. 17-4787, FOR THE PURPOSE OF PROVIDING ODOT WITH THE ROADWAY SEGMENT ADDITIONS IN THE PORTLAND METRO REGION, FOR USDOT'S NATIONAL HIGHWAY FREIGHT NETWORK (NHFN).

Date: April 10, 2017

Prepared by: Tim Collins, 503-797-1762

BACKGROUND

On December 4, 2015, the President signed the Fixing America's Surface Transportation (FAST) Act into law, which reauthorized Federal surface transportation programs for five fiscal years. On December 4, 2017, to be eligible to obligate Federal funds provided through the National Highway Freight Program (23 U.S.C. 167), the FAST Act requires that Oregon has developed a State Freight Plan that provides a comprehensive plan for the immediate and long-range planning activities and investments of Oregon with respect to freight. There are several additional requirements added under the FAST Act that must be added to the Oregon Freight Plan.

The FAST Act requires the FHWA Administrator to establish a National Highway Freight Network (NHFN) to strategically direct Federal resources and policies toward improved performance of the Network. One of the ten required elements that all State Freight Plans must address as amended by the FAST Act, are Critical Rural Freight Corridors (CRFC) and Critical Urban Freight Corridors (CUFC) designated within the State under section 167 of title 23.

National Highway Freight Network and Critical Urban Freight Corridors

The NHFN is the highway component of the Interim National Multimodal Freight Network and will increase in Oregon with the designation of CRFCs and CUFCs.

The National Highway Freight Program (NHFP), FAST Act Section 1116 Implementation Guidance describes the subsystems of roadways under the NHFN. The Primary Highway Freight System (PHFS) is a network of highways identified as the most critical highway portions of the U.S. freight transportation system determined by measurable and objective national data. The initial designation of the PHFS as a comprehensive network was a further development of the Primary Freight Network that was designated in October 2015, to satisfy the MAP-21 requirements.

Critical Rural Freight Corridors (CRFC) are public roads not in an urbanized area which provide access and connection to the PHFS and the Interstate with other important ports, public transportation facilities, or other intermodal freight facilities.

Critical Urban Freight Corridors (CUFC) are public roads in urbanized areas which provide access and connection to the PHFS and the Interstate with other important ports, public transportation facilities, or other intermodal freight facilities. In an urbanized area with a population of 500,000 or more, the metropolitan planning organization (MPO) which is Metro, in consultation with the State (ODOT) is responsible for designating the CUFCs. Regardless of population, a public road may be designated as a CUFC if it is in an urbanized area, and meets one or more of the following four elements:

1. Connects an intermodal facility to;
 - the PHFS; or
 - the Interstate System; or
 - an intermodal freight facility;
2. Is located within a corridor of a route on the PHFS and provides an alternative highway option important to goods movement;
3. Serves a major freight generator, logistic center, or manufacturing and warehouse industrial land; or
4. Is important to the movement of freight within the region, as determined by the MPO or the State.

Under the FAST Act, “National Highway Freight Program funds may be obligated for projects that contribute to the efficient movement of freight on the National Highway Freight Network (NHFN), and are consistent with the planning requirements of section 134 and 135 of title 23, United States Code”.

Selection of additional highway and roadway segments for the National Highway Freight Network

The designation of CUFCs is limited under the FAST Act to a maximum of 10 percent of Oregon’s current Primary Highway Freight System (PHFS) mileage in the state; which equates to an additional 77 miles on the NHFN within the state of Oregon. On January 20, 2017, ODOT convened a meeting of all the MPOs within the state of Oregon, and the Federal Highway Administration, to consult on the distribution of the additional 77 miles between the MPOs in the state. In late January, ODOT based the split in miles between the Portland MPO and the other MPOs in the state by using the proportion of total freight highway miles in the Oregon Freight Plan that are in the Portland MPO. Therefore, the state of Oregon dedicated 45 percent of the additional miles, or 34.7 miles, to the Portland Metro region.

Considering the limited number of miles that could be allocated; Metro staff developed a strategy for which roadways and highways should be added to the NHFN this year. Metro staff focused on a policy based approach that first added higher level main roadway routes to the NHFN, from the Regional Freight Network that is based on policy in the Regional Transportation Plan (section 2.5 Regional Network Visions, Concepts and Policies). This approach included adding key radial routes like US 26, Highway 30, and Highway 99E, and key beltway routes like Highway 217 that are missing from USDOT’s current NHFN. Bringing these routes into the NHFN fully aligns the core federal network with the RTP Regional Freight Network within the I-205/OR 217 beltways, where the bulk of the region's freight movement and intermodal facilities are concentrated.

In addition, Metro staff identified key segments of the intermodal connector roadway system, like NW Kittridge Road in the NW Industrial Area, and Alderwood Road near the Portland Airport and air freight facilities, that were also missing from the NHFN. Adding these connector routes brings all intermodal connectors to major rail, marine and air terminals in the RTP Freight Network under the NHFN designation.

Metro staff coordinated with ODOT, Port of Portland, City of Portland, the three counties and members of TPAC in the development of selecting potential roadways and highways to add to the NHFN. Metro staff held informational and coordination meetings on February 28th and March 15th with ODOT, the Port of Portland, City of Portland, Clackamas County, Multnomah County and Washington County to share Metro’s recommended roadway and highway additions and the strategy for selecting them in preparation for TPAC review.

Attachment 1 is a table of the TPAC recommended highway and roadway segments to add to the NHFN, **Attachment 2** is a table of TPAC recommended future critical highway segments that should be added to the NHFN if ODOT allots more miles, and **Attachment 3** maps out those recommended additions.

The 34.7 miles allotted to the Portland Metro region for additions to the National Highway Freight Network (NHFN) were inadequate to fully incorporate the key freight highways and roadway routes of national significance from the Regional Freight Network. The region's freight needs and the statewide importance of including more key freight highways and roadways in the region is supported by the findings in the 2016 Governor's Transportation Vision Panel and the ODOT Freight Highway Bottlenecks Project final report. Part of TPAC's recommendation includes directing Metro staff to prepare correspondence to the Oregon Transportation Commission on behalf of JPACT and the Metro Council on the inadequacy of the 34.7 miles allocated to the Portland Metro region.

ANALYSIS/INFORMATION

1. **Known Opposition:** None known at this time.
2. **Legal Antecedents:** Satisfies designation requirements for the State of Oregon for USDOT under section 167 of title 23 (National Highway Freight Program).
3. **Anticipated Effects:** Fulfills Metro's responsible for designating the CUFCs in the Portland MPO boundary and allows the state of Oregon to comply with federal requirements for Critical Urban Freight Corridors (CUFC) designated within the State.
4. **Budget Impacts:** None

RECOMMENDED ACTION

Staff recommends the approval of Resolution 17-4787

Attachments:

1. Table of TPAC recommended highway and roadway additions for the National Highway Freight Network
2. Table of TPAC recommended future critical highway segments that should be added to the National Highway Freight Network if ODOT allots more miles
3. Recommended Additions to the National Highway Freight Network (map)