

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF ADOPTING THE 2018)	RESOLUTION NO. 18-4893
REGIONAL FREIGHT STRATEGY AND)	
REPLACING THE 2010 REGIONAL FREIGHT)	Introduced by Chief Operating Officer Martha
PLAN)	Bennett in concurrence with Council
)	President Tom Hughes

WHEREAS, in 2010 the Metro Council adopted the region's first Regional Freight Plan via Ordinance No. 10-1241B as a component of the Regional Transportation Plan (RTP); and

WHEREAS, the 2010 Regional Freight Plan defined goals, strategies and actions designed to guide the stewardship of the multimodal freight infrastructure and industrial land supply in the greater Portland region; and

WHEREAS, in 2016 Metro created a Regional Freight Work Group consisting of topical experts, Portland Freight Committee members, Transportation Policy Alternatives Committee and Metro Technical Advisory Committee members or their designees, representatives of cities and counties, the Port of Portland and Port of Vancouver, the Federal Highway Administration, and the Oregon Department of Transportation; and

WHEREAS, the Regional Freight Work Group was tasked with analyzing data regarding existing conditions and identifying trends and challenges, reviewing draft freight policy refinements and proposed actions to support implementation, and implementing policy direction from the Metro Council, the Metro Policy Advisory Committee and the Joint Policy Advisory Committee on Transportation regarding updating the 2010 Regional Freight Plan data, policies, projects and strategies; and

WHEREAS, the Regional Freight Work Group met nine times from 2016 through early 2018 and provided input to Metro staff regarding the development of a new Regional Freight Strategy (RFS) to replace the 2010 Regional Freight Plan and to be adopted concurrently with the 2018 Regional Transportation Plan (RTP); and

WHEREAS, the 2018 RFS provides a coordinated vision and strategy for freight transportation in the greater Portland region, and is the freight element of the 2018 RTP; and

WHEREAS, Metro released the initial draft of the 2018 RFS for public review and comment on June 29, 2018; and

WHEREAS, Metro provided a 45-day public comment period on the draft 2018 RFS from June 29 to August 13, 2018, and received comments through September 6, 2018; and

WHEREAS, the Metro Council held a public hearing on August 2, 2018 to accept public testimony and comments regarding the draft RFS; and

WHEREAS, Metro staff invited four Native American Tribes, the Federal Highway Administration, the Federal Transit Administration, the ports of Portland and Vancouver, and other federal, state and local resource, wildlife, land management and regulatory agencies to consult on the public review draft RFS in accordance with 23 CFR 450.316, and convened four separate consultation meetings on August 6, 14 and 21 and September 6, 2018; and

WHEREAS, the Metro Council, the Joint Policy Advisory Committee on Transportation (JPACT), the Metro Policy Advisory Committee (MPAC), the Metro Technical Advisory Committee (MTAC), the Transportation Policy Alternatives Committee (TPAC), the Federal Highway Administration, the Federal Transit Administration, the ports of Portland and Vancouver, local government elected officials and staff, business and community leaders, public agencies, private and non-profit organizations and the public, assisted in the development of the 2018 RFS and provided comment on the RFS throughout the planning process conducted for the 2018 RTP update; and

WHEREAS, JPACT and MPAC have recommended approval of the 2018 RFS by the Metro Council; and

WHEREAS, the Metro Council held two additional public hearings on the 2018 RFS identified in Exhibit A on November 8 and December 6, 2018; now therefore,

BE IT RESOLVED that the Metro Council hereby adopts the 2018 Regional Freight Strategy attached to this Resolution as Exhibit A, as amended by the “Summary of Comments Received and Recommended Actions” in Exhibit B, as a component of the 2018 Regional Transportation Plan (RTP), replacing the 2010 Regional Freight Plan.

ADOPTED by the Metro Council this _____ day of _____, 2018.

Tom Hughes, Council President

Approved as to Form:

Nathan A. S. Sykes
Acting Metro Attorney



PUBLIC REVIEW DRAFT

2018 Regional Transportation Plan

Regional Freight Strategy

*A strategy for efficient goods movement in,
to and from the greater Portland region*

June 25, 2018

oregonmetro.gov/freight

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Metro is the federally mandated metropolitan planning organization designated by the governor to develop an overall transportation plan and to allocate federal funds for the region.

The Joint Policy Advisory Committee on Transportation (JPACT) is a 17-member committee that provides a forum for elected officials and representatives of agencies involved in transportation to evaluate transportation needs in the region and to make recommendations to the Metro Council. The established decision-making process assures a well-balanced regional transportation system and involves local elected officials directly in decisions that help the Metro Council develop regional transportation policies, including allocating transportation funds.

Project web site: oregonmetro.gov/rtp

The preparation of this report was financed in part by the U.S. Department of Transportation, Federal Highway Administration and Federal Transit Administration. The opinions, findings and conclusions expressed in this report are not necessarily those of the U.S. Department of Transportation, Federal Highway Administration and Federal Transit Administration.

ITEMS FOR CONSIDERATION - Comments on Draft Regional Freight Strategy (by chapter)								
#	Chapter or Appendix	Last name	First name	Affiliation	Date	Method	Proposed change identified in comment (changes shown in <u>strikeout</u> and <u>underscore</u>)	MPAC and JPACT recommendation (changes shown in <u>strikeout</u> and <u>underscore</u>)
351	Regional Freight Strategy Chapter 2	Hagar	Jim	Port of Vancouver	8/16/18	Email	(2.2 Freight trends - page 13) Recommendation to add to the third paragraph some mention that both Portland and Vancouver harbors will likely have a longer-term trend of growth.	Amend as requested.
352	Regional Freight Strategy Chapter 2	Hagar	Jim	Port of Vancouver	8/16/18	Email	(Page 15) Recommendation to mention using the waterways in the region (Columbia and Willamette) as corridors as well, particularly for freight mobility, but also potentially as an alternative for mobility related to access to jobs, etc.	Amend Chapter 5, page 74, to add the following sentence under the Rivers and Barges section, " <u>The Willamette River also carries freight to and from Swan Island.</u> "
353	Regional Freight Strategy Chapter 2	Hagar	Jim	Port of Vancouver	8/16/18	Email	(Page 17). Question about if the real export growth graphic includes Port of Vancouver or just Port of Portland	Amend page 17 to add the word "Vancouver" to the first sentence to reflect this graphic does include Port of Vancouver since the calculation is for Portland, OR-WA and includes Vancouver as part of the region.
354	Regional Freight Strategy Chapter 2	Hagar	Jim	Port of Vancouver	8/16/18	Email	(Page 18) Recommendation to mention that Washington is the most trade dependent state in the US with 40% of jobs tied to trade.	Amend page 18 to add the following sentence, " <u>Washington is the most trade-dependent state in the US, and Oregon is the 9th most trade-dependent state.</u> "
355	Regional Freight Strategy Chapter 2	Hagar	Jim	Port of Vancouver	8/16/18	Email	(Page 31) Recommendation to highlight SR 501 and SR 500 as part of the regional freight network (Page 31) Recommendation to highlight in yellow the POV property directly north of the POP on the Columbia River (Page 32) Recommendation to add Port of Vancouver to the multimodal maps in Figure 8	Amend the Regional Freight Strategy (and where appropriate the RTP) as follows: - revise the Regional Freight Map to better distinguish RTC and county designated freight routes outside of the metropolitan planning area boundary for reference. The RTP system maps currently reflect facilities that are within Metro's planning responsibility for federal and state purposes. - add a separate map of Regional Freight Routes and industrial lands and marine facilities designated by the RTC in their long-range transportation plan for reference. Marine facilities and other land use designations shown on the RTP System maps are only within the MPA boundary reflecting Metro's planning responsibility.
356	Regional Freight Strategy Chapter 2	Hagar	Jim	Port of Vancouver	8/16/18	Email	(Page 96) Recommendation to call out the I-5 bridge as project that needs to be completed. "...using the Columbia River Crossing is probably not the way to address it. I'd say outdated or obsolete I-5 bridge."	No change recommended. This project is currently identified in the Financially Constrained RTP project list.
357	Regional Freight Strategy Chapter 3	Hagar	Jim	Port of Vancouver	8/16/18	Email	(Page 3-99) Highlight the Port of Vancouver property directly north of the Port of Portland property on the Columbia River in yellow. (Page 3-100) Recommendation to add Port of Vancouver to the multimodal maps in Figure 8.	Add a map of Regional Freight Routes and industrial lands and marine facilities designated by the RTC in their long-range transportation plan for reference. Marine facilities and other land use designations shown on the RTP System maps are only within the MPA boundary reflecting Metro's planning responsibility.
358	Regional Freight Strategy Chapter 3	Wright	Eric	PDX Container	6/13/18	Email	Amend the third paragraph of Chapter 3.2 (page 25) to include "pipeline, air, <u>truck</u> routes..." in the first sentence and to say "Rail branch lines and heavy vehicle corridors" and "...to rail yards and <u>truck terminals</u> " in the third sentence.	Amend as requested.

Exhibit B to Resolution No. 18-4893**October 18, 2018**

359	Regional Freight Strategy Chapter 3	Kraushaar	Nancy	City of Wilsonville	7/2/18	Email	(Ch. 3, Section 5) Amend the Regional Freight Network map to reflect completed construction of Kinsman Road (freight route) between Barber and Boeckman in Wilsonville. Request for it to be a solid line, not a dashed line.	Amend as requested.
360	Regional Freight Strategy All Chapters and Appendices			Metro staff	8/21/18	n/a	Miscellaneous technical corrections, copy edits, table and figure numbering corrections and add missing information	Amend as requested.
361	<i>Other comments and recommendations will be added from the RTP document comments and recommendations in Exhibit C to Ordinance No. 18-1421, as appropriate.</i>							Amend as requested.

STAFF REPORT

IN CONSIDERATION OF RESOLUTION NO. 18-4893, FOR THE PURPOSE OF ADOPTING THE 2018 REGIONAL FREIGHT STRATEGY AND REPLACING THE 2010 REGIONAL FREIGHT PLAN

Date: September 26, 2018

Prepared by: Tim Collins
503-797-1762

BACKGROUND

The Portland metropolitan region is the trade and transportation gateway and economic engine for the state of Oregon. While Portland's status as Oregon's economic crossroads permits the region to have a vibrant, diverse and flourishing economy, it also carries certain responsibilities. The multimodal freight transportation system is a foundation for economic activities and we must strategically maintain, operate and expand it in a timely manner to ensure a vital and healthy economy.

Metro is the regional government responsible for regional land use and transportation planning under state law and the federally-designated metropolitan planning organization (MPO) for the Portland metropolitan area. In these roles, Metro has been working together with regional technical and policy advisory committees and community, business and elected leaders across the region to shape the Regional Freight Strategy and supporting implementation recommendations in this resolution as part of the update of the 2018 Regional Transportation Plan. The 2018 Regional Freight Strategy ("RFS") sets regional freight policy for the Portland metropolitan area, and is a replacement of the Regional Freight Plan from June of 2010. Metro started working on the 2018 RFS in January of 2016. Metro has completed the 2018 Regional Freight Strategy attached as Exhibit A to Resolution No. 18-4893.

This Regional Freight Strategy identifies mode-specific issues, policies, strategies and investments designed to meet those responsibilities and support a truly multimodal, sustainable freight network within the Portland metro region. A systems approach to planning and managing our multimodal freight transportation infrastructure must recognize and coordinate both regional and local transportation and land use decisions to maintain seamless freight and goods flow and access that benefit us all.

The Regional Freight Strategy implements state requirements within the Transportation Planning Rule that regional transportation system plans must be consistent with the Oregon Transportation Plan and its topical and modal plans, including the Oregon Freight Plan.

Planning Process and Regional Freight Work Group

Development of the Regional Freight Strategy was informed by the Regional Freight Work Group, one of eight technical work groups convened by Metro to provide input and technical expertise to support the 2018 Regional Transportation Plan (RTP) update. In this role, the work groups were convened to advise Metro staff on implementing policy direction from the Metro Council, the Metro Policy Advisory

Committee (MPAC) and the Joint Policy Advisory Committee on Transportation (JPACT). The Regional Freight Work Group met nine times from January 2016 through early 2018.

The regional freight work group consisted of topical experts, Portland Freight Committee members, Transportation Policy Alternatives Committee (TPAC) and Metro Technical Advisory Committee (MTAC) members or their designees, and staff from the City of Portland, larger cities in the region, Clackamas County, Multnomah County, Washington County, Port of Portland, Port of Vancouver, Regional Transportation Council (RTC), Federal Highway Administration (FHWA), and Oregon Department of Transportation (ODOT). See Attachment 1 for a full list of Freight Work Group members.

The Metro Council, Joint Policy Advisory Committee on Transportation (JPACT), the Metro Policy Advisory Committee (MPAC), the Transportation Policy Alternatives Committee (TPAC) and the Metro Technical Advisory Committee (MTAC) provided policy and technical guidance throughout the process.

A draft Regional Freight Strategy was released for the 45-day public comment period on June 29, 2018. The strategy will be finalized to reflect recommended changes from the public comment period, as shown in Exhibit B to this resolution. Refer to Appendix D of the 2018 Regional Transportation Plan for more information about the regional planning and decision-making process and related public participation and engagement activities that also informed development of the Regional Freight Strategy.

Policy context

The RFS is consistent with and implements the goals of the following federal legislation, and statewide goals and plans:

- Fixing America's Surface Transportation (FAST) Act – Federal Transportation Bill
- Oregon Transportation Plan (OTP)
- Oregon Highway Plan (OHP)
- Oregon Freight Plan

The RFS supports the implementation of Metro's 2040 Growth Concept, the region's long-range land use and transportation plan for managing growth to preserve the region's economic health and livability in an equitable, environmentally-sound and fiscally responsive manner.

RFS updates to the 2018 Regional Transportation Plan

Metro periodically reviews and updates the Regional Transportation Plan (RTP) to keep it current with transportation challenges facing the region, and to incorporate new information, technologies and strategies. The updated plan provides a blueprint for building a sustainable transportation future that allows the region to compete in the global economy and preserve the unique qualities and natural beauty that define our region. An overarching aim of the RTP is to move the region closer to the vision of the region's long-range strategy for managing growth, the 2040 Growth Concept. Fundamentally, the RTP defines a framework for making choices about the future of the region – choices about where to allocate limited transportation resources and choices about the future residents wish to see for our region and, by extension, the state of Oregon.

The 2018 Regional Freight Strategy is the freight element of the 2018 Regional Transportation Plan, providing a coordinated vision and strategy for freight in the greater Portland region. While the strategy targets needs and issues specific to the freight transportation system, key policies and actions are incorporated into the comprehensive 2018 RTP.

RFS updates and makes minor changes to the 2010 Regional Freight Plan

The 2010 Regional Freight Plan was the region's first stand alone freight plan and defined goals, strategies and actions designed to guide the stewardship of our critical multimodal regional freight infrastructure and industrial land supply, to support a sustainable, balanced and prosperous tomorrow. The 2010 Regional Freight Plan was also an element of the 2010 RTP update.

The 2018 Regional Freight Strategy updates the 2010 Regional Freight Plan with the following new or revised freight information and items:

- An updated 11x17 inch regional freight network map with a new classification for regional intermodal connectors, freight routes in Clark County, and six inset maps that make the rail network more visible.
- Regional freight network policies, with a new policy on freight safety.
- Key freight issues that have been addressed since 2010.
- Innovation and technology in freight transportation.
- New freight funding sources.
- Revised freight action plan.
- Updated RTP freight projects and programs
- Updated information on the Commodities Flow Forecast, new Economic Value Atlas and new Regional Freight Model.
- New freight monitoring measures and system evaluation measures with findings for the evaluation measures.

The proposed new and updated freight policies are:

1. Plan and manage our multimodal freight transportation infrastructure using a systems approach, coordinating regional and local decisions to maintain seamless freight movement and access to industrial areas, and intermodal facilities.
2. Manage first-rate multi-modal freight networks to reduce delay, increase reliability, improve safety and provide shipping choices.
3. Better integrate freight issues in regional and local planning and communication to inform the public and decision-makers on the importance of freight and goods movement issues.

4. Pursue a sustainable multi-modal freight transportation system that supports the health of the economy, communities and the environment through clean, green and smart technologies and practices.
5. Protect critical freight corridors and access to industrial lands by integrating freight mobility and access needs into land use and transportation plans and street design.
6. Invest in our multi-modal freight transportation system, including road, air, marine and rail facilities, to ensure that the region and its businesses stay economically competitive.
7. Eliminate fatalities and serious injuries caused by freight vehicle crashes with passenger vehicles, bicycles, and pedestrians, by improving roadway and freight operational safety.

Recommendations and actions of the RFS

The RFS has a selection of important, achievable near-term actions, and a few long term actions that will require additional scoping and determining the availability of staff time. The near-term action items should be achievable within the next 5 years and the long-term actions would take longer than 5 years.

Achievable near-term action and long-term action items are included and recommended for implementation to support the approved regional freight and goods movement policies. Each of the freight action items is associated with one of the seven regional freight and goods movement policies (Policies 1 to 7).

Implementation of the RFS

To fulfill regional freight policy, program development, and implementation; concrete freight related projects must be built when they are needed. As part of the 2018 RFS, 2040 RTP Freight Projects were nominated by ODOT, the Port of Portland, Clackamas, Multnomah and Washington counties, and the cities within the region and are representative of round 2 of the RTP call for projects. Freight projects are defined as all those RTP projects with an investment category of “Freight” or “Throughways”, and some of the “Roads and Bridges” category. Under the “Roads and Bridges” category, freight projects are on facilities that are on the Regional Freight Network map, or are projects that provide freight access to intermodal facilities and/or industrial areas.

The RFS provides a policy direction that has been reflected in the 2018 Regional Transportation Plan. Many partners, including cities and county government, the Port of Portland, ODOT, the Metro Council, and other stakeholders will play a role in implementation of the RFS. Staff’s role of engaging, informing and coordinating will support a variety of ongoing implementation efforts related to freight funding, freight program development and projects, and the freight actions within the RFS.

ANALYSIS/INFORMATION

1. Known Opposition: None.

2. Legal Antecedents

Federal laws and actions:

- Transportation Equity Act for the 21st Century (TEA-21), signed into law in 1998.
- Safe, Accountable, Flexible, Efficient Transportation Equity Act (SAFETEA-LU), signed into law in 2005.
- Moving Ahead for Progress in the 21st Century Act (MAP-21), signed into law in 2012.
- Fixing America's Surface Transportation Act (FAST Act), signed into law in 2015.
- 23 USC 150: National goals and performance management measures, as of August 19, 2018.

State laws and actions:

- OAR 660, Division 12 Oregon Administrative Rules for Transportation Planning
- Oregon Transportation Plan, last amended on May 17, 2018.
- Oregon Freight Plan, last amended on Nov. 17, 2017.

Metro Council actions:

- Ordinance No. 10-1241B (For the Purpose of Amending the 2004 Regional Transportation Plan to Comply with State Law; To Add the Regional Transportation Systems Management and Operations Action Plan, the Regional Freight Plan and the High Capacity Transit System Plan; To Amend the Regional Transportation Functional Plan and Add it to the Metro Code; To Amend the Regional Framework Plan; And to Amend the Urban Growth Management Functional Plan), adopted by the Metro Council on June 10, 2010.
- Ordinance No. 14-1340 (For the Purpose of Amending the 2035 Regional Transportation Plan to Comply With Federal and State Law; and to Amend the Regional Framework Plan), adopted by the Metro Council on July 17, 2014.
- Resolution No. 15-4662 (For the Purpose of Approving a Work Plan and Public Engagement Plan for the 2018 Regional Transportation Plan Update), adopted by the Metro Council on December 3, 2015.
- Ordinance No. 16-1371 (For the Purpose of Adopting the Distribution of the Population and Employment Growth to Year 2040 to Local Governments in the Region Consistent with the Forecast Adopted by Ordinance No.15-1361 in Fulfillment of Metro's Population Coordination Responsibility under ORS 195.036), adopted by the Metro Council on October 13, 2016.
- Ordinance No. 18-1421 (For the Purpose of Amending the 2014 Regional Transportation Plan to Comply with Federal and State Law and Amending the Regional Framework Plan), adopted by the Metro Council on December 6, 2018.

3. Anticipated Effects

The following are anticipated effects of this action:

- Staff will produce a final RFS that reflects recommended changes identified in Exhibit B to this resolution.
- A targeted review and update of the Regional Transportation Functional Plan will occur to ensure that the functional plan language and provisions are consistent with and adequately reflect new and updated freight goals, objectives and policies adopted in the 2018 RTP.
- The Regional Transportation Functional Plan will subsequently be implemented through future local Transportation System Plan updates.

- The RFS will inform future regional planning and investment decisions and ongoing performance monitoring to meet state and federal requirements.

4. Budget Impacts No financial impact.

RECOMMENDED ACTION

Staff recommends the Metro Council adopt Resolution No. 18-4893.

Attachment 1 to Staff Report to Resolution No. 18-4893

Regional Freight Work Group Members

Name	Affiliation
Nathaniel Brown	Portland Business Alliance
William Burgel	Burgel Rail Group
Gary Cardwell	NW Container Services, Inc.
Tim Collins	Metro, Regional Freight Work Group Lead
Lynda David	Regional Transportation Council, Washington State
Kate Dreyfus	City of Gresham
Nicholas Fortey	Federal Highway Administration
Jerry Grossnickle	Bernert Barge Lines
Jim Hagar	Port of Vancouver
Brendon Haggerty	Multnomah County – Public Health
Phil Healy	Port of Portland
Robert Hillier	City of Portland – Bureau of Transportation
Jana Jarvis	Oregon Trucking Association
Todd Juhasz	City of Beaverton
Steve Kountz	City of Portland – Bureau of Planning & Sustainability
Kathleen Lee	Greater Portland, Inc.
Jon Makler	Oregon Department of Transportation
Kate McQuillan	Multnomah County – Planning
Zoe Monahan	City of Tualatin
Joel Much	Sunlight Supply, Inc.
Don Odermott	City of Hillsboro
Carly E. Riter	Intel
Patrick Sweeney	City of Vancouver
Erin Wardell	Washington County
Pia Welch	FedEx Express
Steve Williams	Clackamas County

Regional Freight Work Group Alternates

Name	Affiliation
Steve Kelley	Washington County
Gregg Snyder	City of Hillsboro
Joanna Valencia	Multnomah County