

Memo

Date: May 6, 2019

To: Joint Policy Advisory Committee on Transportation (JPACT) and interested parties

From: Kim Ellis, Metro Project Manager
Denise Barrett, Regional Disaster Preparedness Organization (RDPO) Manager

Subject: Updating the Regional Emergency Transportation Routes (ETRs)

PURPOSE

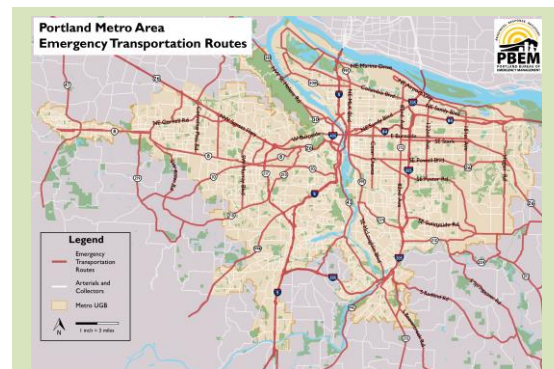
- Highlight the unique partnership between the Regional Disaster Preparedness Organization (RDPO)¹ and Metro.
- Present the timeline and next steps for updating the regional ETRs.
- Seek feedback on what role regional ETRs should play in the region and what they should connect.

BACKGROUND

The purpose of this project is to update the designated regional Emergency Transportation Routes (ETRs) for the five-county Portland-Vancouver metropolitan region, which includes Clackamas, Columbia, Multnomah and Washington counties in Oregon and Clark County in Washington. The last update occurred in 2006.

First designated in 1996, regional ETRs are priority routes targeted during an emergency for rapid damage assessment and debris-clearance and used to facilitate life-saving and life-sustaining response activities, including the transport of first responders (e.g., police, fire and emergency medical services), fuel, essential supplies and patients. The current regional ETRs were established in a memorandum of understanding (MOU) between the Oregon Department of Transportation (ODOT), Washington State Department of Transportation (WSDOT), the Port of Portland, Clackamas, Columbia, Multnomah and Washington counties and the City of Portland in 2006.

Since 2006, new technology, data and mapping have greatly expanded our understanding of current hazard risks in the region. This project provides Metro with an opportunity to collaborate with the Regional Disaster Preparedness Organization (RDPO) to update the designated regional emergency transportation routes (ETRs) to more accurately reflect our current hazard risks (seismic, landslide, flood and fire risks, in particular), new and/or improved transportation facilities and map updates identified by state and local agencies during individual review of ETR designations across the region.



Regional ETRs have been defined as priority routes targeted during an emergency for rapid damage assessment and debris-clearance and used to facilitate life-saving and life-sustaining response activities, including the transport of first responders (e.g., police, fire and emergency medical services), fuel, essential supplies and patients.

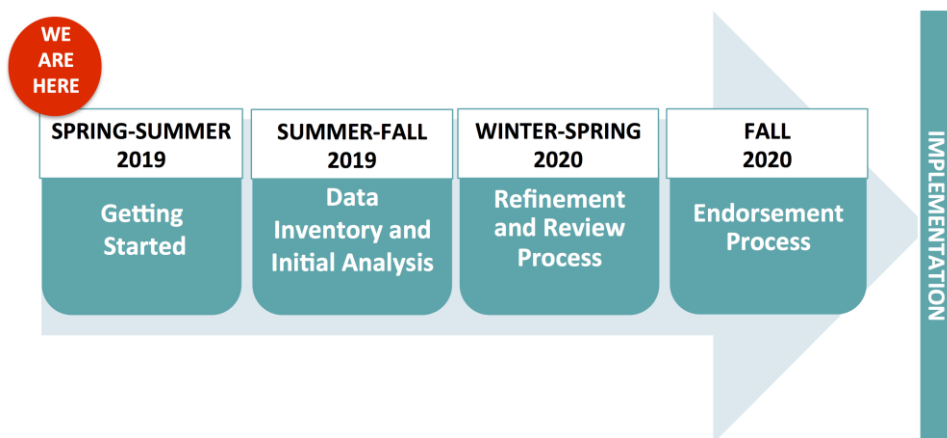
¹ Information about the Regional Disaster Preparedness Organization (RDPO) is attached and can be found online at www.rdpo.net

This project was identified in the 2018 Regional Transportation Plan (RTP) implementation chapter (Chapter 8) as a necessary step to better integrate transportation with planning for resiliency, recovery and emergency response. Funding for the project is provided by the Urban Areas Security Initiative (UASI) program. Managed by the Department of Homeland Security (DHS) through the Federal Emergency Management Agency (FEMA), the UASI program makes funding available to enhance regional preparedness in major metropolitan areas throughout the United States and directly supports expanding regional collaboration to assist in the creation of regional systems for prevention, protection, response and recovery.

NEXT STEPS

Metro and RDPO are jointly kicking off the Regional Emergency Transportation Routes update process and anticipate completing the project in January 2021.

Figure 1. Draft timeline for updating regional emergency transportation routes



The project team is in the process of developing a project website and hiring a consultant to help with the technical work. A Portland State University graduate assistant has started background research, including a review of best practices as well as relevant plans, policies and regulatory requirements.

The project will rely on existing RDPO and Metro technical and policy committees and working groups as well as county-level coordinating committees to engage individual cities within each county in a coordinated manner. Staff will engage and consult with transportation, emergency management and public works departments of each county and the City of Portland (via the RDPO's working groups for these disciplines). Other agencies and groups will be engaged and consulted as key stakeholders due to their roles in emergency response and/or critical infrastructure and social services for vulnerable populations.

Staff will bring deliverables to the Transportation Policy Alternatives Committee (TPAC), JPACT, the Southwest Regional Transportation Council (SW RTC), the Metro Council, the RDPO Steering Committee and the RDPO Policy Committee for input at key milestones throughout the process. The ETR project will deliver an updated regional ETR map and data in ArcGIS platform, a list of ETR corridors and accompanying report and recommendations for use by state, regional and local entities in planning for resiliency, recovery and emergency response. Recommendations will be brought forward for review and consideration for endorsement by regional policymakers, including the RDPO Steering Committee, the RDPO Policy Committee, the Metro Council, JPACT and the SW RTC.

/attachments

- Regional Emergency Transportation Routes Update Factsheet (Spring 2019)
- Regional Disaster Preparedness Organization Factsheet (May 2019)



Regional emergency transportation routes (ETR) update

Updating the region's emergency transportation routes

Natural disasters can happen anytime, and the transportation system needs to be prepared to withstand them and to facilitate life-saving and life-sustaining activities.

Project overview

The purpose of this project is to update the designated regional Emergency Transportation Routes (ETRs) for the five-county Portland-Vancouver metropolitan region, which includes Clackamas, Columbia, Multnomah and Washington counties in Oregon and Clark County in Washington. The last update occurred in 2006.

Why now?

First designated in 1996, regional ETRs are priority routes targeted during an emergency for rapid damage assessment and debris-clearance and used to facilitate life-saving and life-sustaining response activities.

The current regional ETRs were established in an MOU between the Oregon Department of Transportation (ODOT), Washington State Department of Transportation (WSDOT), the Port of Portland, Clackamas, Columbia, Multnomah and Washington counties and the City of Portland in 2006.

Since 2006, new technology, data and mapping have greatly expanded our understanding of hazard risks in the region. The project will also consider these risks and priorities for emergency response, including transport of first responders (e.g., police, fire and emergency medical services), fuel, essential supplies and patients. Access to critical facilities and services, especially for vulnerable populations will also be considered.



Desired project outcomes

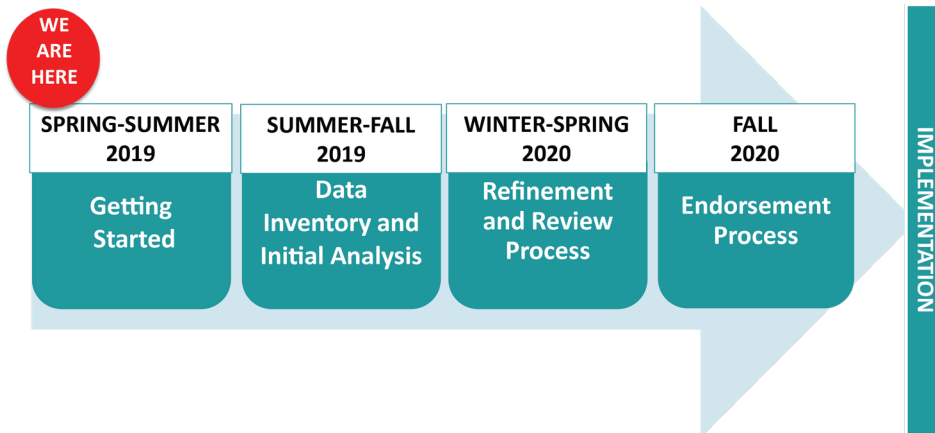
The project's primary outcome is to deliver an updated map of regional ETRs that more accurately reflects our current hazard risks (seismic, landslide, flood and fire risks, in particular), new and/or improved transportation facilities and map updates identified by state and local agencies during individual review of ETR designations across the region.

The ETR project will deliver an updated regional ETR map and data in ArcGIS platform, a list of ETR corridors and accompanying report and recommendations for use by state, regional and local entities in planning for resiliency, recovery and emergency response.

The ETR update will also:

- Raise the level of visibility of ETRs in transportation planning for emergencies, disasters and significant events
- Improve understanding of the resilience of ETRs to withstand changing environments and quickly restore normal operations
- Facilitate informed dialogs and planning between transportation and other key stakeholders involved in emergency planning
- Strengthen regional partnerships around resiliency, recovery and enhanced transportation networks

Draft ETR project timeline



Partnerships and collaboration

The regional ETR update project is co-led by the Regional Disaster Preparedness Organization (RDPO) at the City of Portland and Metro, but will be supported by a number of local, regional and state partners, as well as a consultant and Portland State University graduate assistant.

The project will rely on existing RDPO and Metro technical and policy committees and working groups as well as county-level coordinating committees to engage individual cities within each county in a coordinated manner.

The ETR update process will engage and consult with transportation, emergency management and public works departments of each county and the City of Portland (via the RDPO's working groups for these disciplines).

In addition, ODOT, WSDOT, as well as the Metro Council, the Joint Policy Advisory Committee on Transportation (JPACT), Southwest Regional Transportation Council (RTC), TriMet, SMART, C-TRAN and DOGAMI will also play a key role in the update.

Other agencies and groups will be engaged and consulted as key stakeholders due to their roles in emergency response and/or critical infrastructure and social services for vulnerable populations, including:

- the Northwest Oregon Health Preparedness Organization (NWHPO)
- RDPO Fire/EMS work group
- RDPO Public Works work group
- paratransit providers
- law enforcement
- ports and other special districts
- water and utility providers, such as Portland General Electric (PGE), Pacific Power and NW Natural, among others.

Timeline and decision-making

The regional ETR update project began in April 2019 and is expected to be completed in January 2021.

Project recommendations will be brought forward for review and endorsement consideration by regional policymakers, including the RDPO Steering Committee, the RDPO Policy Committee, the Metro Council, JPACT and the RTC.

This project is a collaboration between public, private and non-profit stakeholders, co-led by the five-county, bi-state Regional Disaster Preparedness Organization (RDPO) and Metro, the metropolitan planning organization designated by the Governor of Oregon to serve the urban portions of Clackamas, Multnomah and Washington counties.

Funding for this project is being provided by an Urban Areas Security Initiative grant.

A project website is under development.

For more information, contact:

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Regional Disaster Preparedness Organization

The Regional Disaster Preparedness Organization (RDPO) is a partnership of government agencies, non-governmental organizations, and private-sector stakeholders in the Portland Metropolitan Region collaborating to increase the region's resiliency to disasters. The metropolitan region spans Clackamas, Columbia, Multnomah, and Washington Counties in Oregon and Clark County in Washington.



The RDPO formed out of a desire to build upon and unify various regional preparedness efforts in the Portland Metropolitan Region, including the Regional Emergency Management Group established in 1993, the Urban Areas Security Initiative Program originally funded in 2003, and several discipline-specific coordination groups. The RDPO was formalized in January 2015 through an intergovernmental agreement.

Mission of the RDPO

The mission of the RDPO is to build and maintain regional disaster prevention, protection, response, mitigation, and recovery capabilities in the Portland Metropolitan Region through strategic and coordinated planning, training and exercising, and investment in technology and specialized equipment.

Vision of the RDPO

The vision of the RDPO is to create a secure and disaster-resilient region in which local agencies, organizations, and communities are coordinated and prepared to prevent, protect against, mitigate, respond to, and recover from threats and hazards of great risk to the Portland Metropolitan Region.



RDPO

Regional Disaster Preparedness Organization

Unified. Prepared. Resilient.

9911 SE Bush Street, Portland, OR 97266
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www.RDPO.org



Effective Regional Coordination

Natural disasters, acts of terrorism, and other emergency incidents can affect multiple jurisdictions simultaneously. Major disasters such as earthquakes create large-scale impacts that require outside assistance even for the most prepared local public safety organization.

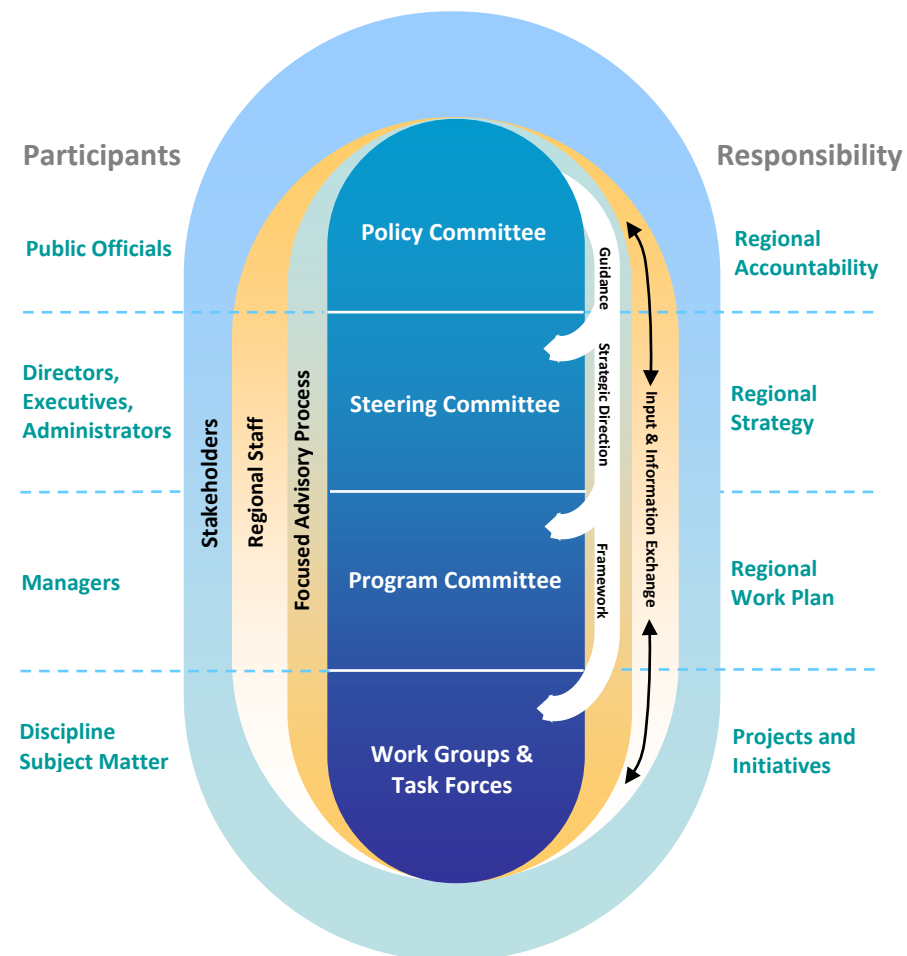
The cities, counties, non-governmental organizations, and private-sector stakeholders in the region recognize that they all can more effectively respond to emergencies and facilitate recovery of communities if they prepare together. Regional collaboration in building disaster preparedness capabilities is more cost-effective for taxpayers, develops roles and relationships needed for efficient disaster response and recovery, and increases the ability to involve the whole community in preparedness initiatives.

Guiding Principles

- Provide opportunities for all jurisdictions and disaster preparedness organizations in the five-county region to participate
- Strive for a holistic regional perspective while honoring and respecting each partner's autonomy
- Demonstrate organizational value to all members
- Practice transparency, accountability, and financial stewardship
- Ensure equity and fairness in adopting regional policies
- Make decisions by consensus whenever possible
- Use a whole community approach in which all stakeholder groups are integrated and considered
- Build upon existing strengths and ensure capability investments are maintained
- Use the National Preparedness Goal as a guide for enhancing regional preparedness across all mission areas

Membership and Organizational Structure

RDPO membership is open to all jurisdictions, non-governmental organizations, and private-sector businesses that have a role in building disaster preparedness capabilities in the Portland Metropolitan Region. There are two types of membership in the RDPO (contributing and non-contributing), which is spelled out in the RDPO Intergovernmental Agreement. The work of the RDPO is conducted and coordinated through a well-defined structure of committees and work groups, including Policy, Steering and Program Committees, discipline-specific work groups, standing committees, and cross-discipline task forces.



Current Membership and Funding

Policy Committee Members (14 active of 15 seats)

Chair - Councilor Karylenn Echols, City of Gresham
Vice Chair - Commissioner Jim Bernard, Clackamas County
Councilor Kyle Allen, City of Hillsboro
Marla Blagg, TriMet
COO Vince Granato, Port of Portland
Commissioner Jo Ann Hardesty, City of Portland
Councilor Randy Lauer, City of Troutdale
Commissioner Margaret Magruder, Columbia County
Mayor Anne McEnerny-Ogle, City of Vancouver
Commissioner Sharon Meieran, Multnomah County
Council President Lynn Peterson, Metro
Councilor Marc San Soucie, City of Beaverton
Commissioner Dick Schouten, Washington County
Councilor Temple Lentz, Clark County
Cathi Forsythe, City of Fairview [inactive]

RDPO Funding

Current funding for the RDPO comes from the Department of Homeland Security Urban Areas Security Initiative (UASI) Grant Program and RDPO Contributing Members:

1. UASI FY'16 \$2.8 million / 14 projects
2. UASI FY'17 \$2.8 million / 17 projects
3. UASI FY'18 \$2.5 million / 17 projects
4. UASI FY'19 \$3.25 million [in application process]
5. Core Group Contributions to RDPO Operations/Administration (FY'18-19): \$203,500
6. Contributing Member Contributions to Projects (FY'18-19): \$60,743

The Portland Bureau of Emergency Management serves as the Lead Administrative Agency for the RDPO and the fiscal agent for UASI grant funds and partner contributions.

Steering Committee Members (25 Active)

Chair - Mike Mumaw, Emergency Management Representative (Rep.)
Vice Chair - Scott Johnson, Clark County Rep.
Jerry Allen, City of Beaverton Rep.
Roy Brower, Metro Rep.
Tammy Bryan, City of Hillsboro Rep.
Nancy Bush, Clackamas Co. Rep. and Past Chair
Bob Cozzie, Public Safety Communications Representative and Past Chair
Joel Wendland, Law Enforcement Rep.
Rebecca Geisen, Regional Water Providers Consortium Rep.
Jay Jewess, Private Sector (Utilities) Rep. (PGE)
Gene Juve, City of Vancouver Rep.
Scott Lewis, Fire/EMS Discipline & City of Gresham Rep.
Martin Montalvo, Public Works Rep.
Chris Neal, Port of Portland Rep.
Kristine Artman, City of Portland Rep.
Steve Pegram, Columbia County Rep.
Scott Porter, Washington Co. Rep. & Past Chair
Kathryn Richer, Health System Rep.
Tripp Robinson, Private Sector (Industry) Rep. (Intel Corp.)
Cara Sloman, NGO Rep. (Red Cross)
Pat Williams, TriMet Representative
Chris Voss, Multnomah Co. Rep. and Immediate Past Chair
Dr. Jennifer Vines, Public Health Rep.
John Wheeler, Program Committee Chair
Ray Young, City of Troutdale Rep. [inactive]

Signatories to the RDPO Intergovernmental Agreement & FY'18-19 Contributions:

Contributions are distributed by a formula based on jurisdictional population.

Core Group Members

(Contributions Range from \$3,280-51,000)

- Clackamas, Columbia, Clark County, Multnomah, and Washington Counties
- City of Portland
- Port of Portland
- Metro
- TriMet

Other Members

(Contributions Range from \$3,200-14,000)

- Cities of Beaverton, Fairview, Gresham, Hillsboro, Troutdale, and Vancouver

Non-Contributing Members

- Cities of Wood Village and Columbia City
- Clatskanie Rural Fire District
- Scappoose Rural Fire District
- Columbia 9-1-1 Communications District
- Regional Water Providers Consortium

Dozens more jurisdictions and public, private, and non-profit agencies participate on RDPO committees, work groups and project task forces. They are not formal RDPO members but have a stake in our region's preparedness.

Policy Committee

The Policy Committee (PC) is the governing body of the RDPO and is comprised of elected officials and chief executive officers from Participating Jurisdictions and other member organizations. This committee is responsible for providing political leadership to develop and promote a unified regional vision and strategy for disaster preparedness and to establish and operate a sustainable regional disaster preparedness organization.

Steering Committee

The Steering Committee (SC) is comprised of senior executives from Participating Jurisdictions and other member organizations and includes both organizational and discipline-specific representatives. The SC is responsible for developing and updating the regional strategy and associated priorities for regional disaster preparedness. The SC also endorses the RDPO work plan and funding plan developed by the Program Committee and provides oversight to the Program Committee in the implementation of the plans. The RDPO Manager reports to and is guided by the SC.

Program Committee

The Program Committee (PrC) is comprised of the chairs of the RDPO's Discipline Work Groups (DWGs), and a separate chair and vice chair drawn from the DWGs and elected by the Committee. The PrC's primary responsibility is to develop and monitor the performance of the annual work plan and associated funding plan that operationalizes the regional strategy.

Grants and Finance Committee

The Grants and Finance Committee (GFC) oversees use of grants and other funding sources

in implementing regional projects to ensure transparency, accountability, and financial stewardship. The Grants and Finance Committee (GFC) is comprised of financial staff from Participating Jurisdictions and other member organizations.

Work Groups and Task Forces

The Work Groups bring together local agency, private-sector, and non-governmental organization representatives from the region who work in discipline areas that are highly involved in disaster preparedness. Each Work Group focuses on a discipline or functional area, determines its own members, and works to implement a self-produced annual Work Plan that supports the goals of the regional strategy.

Task Forces are created by the Program Committee (and sometimes the PC or SC) when there are projects that require collaboration among several of the Work Groups, e.g. disaster debris management planning. Task Forces are time limited and membership is determined based on specific project needs.

RDPO Staff

The RDPO is supported by a small team of staff managed by the RDPO Manager. Based at the Portland Bureau of Emergency Management, they provide administrative and technical assistance for organizational development and planning, project implementation, and grant management.

Lead Administrative Agency (LAA)

The LAA supports the organization's personnel, administrative, and fiscal operations. The City of Portland currently serves as the RDPO LAA.

Work Groups, Standing Committees and Task Forces:

- Animal MAC Group
- Citizen Corps Work Group
- Emergency Management Work Group (REMTEC) and the following Standing Committees:
 - Regional EOC Training
 - Regional Hazard Mitigation and Recovery Planning
 - Resource Management
 - WebEOC Regional Users
- Fire and Emergency Medical Services Work Group
- Law Enforcement Work Group
- NW Oregon Health Preparedness Organization (Health System WG)
- Public Health Work Group
- Public Information Officers Work Group
- Public Safety Communications WG / Portland Dispatch Center Consortium
- Public Works Work Group
- Regional Disaster Debris Management Planning Task Force
- Regional Disaster Preparedness Messaging Task Force
- Regional Disaster Sanitation Task Force
- Regional Mass Shelter Task Force
- Regional Multi-Agency Coordination System (RMACS) Advisors Group
- Transit Work Group