

# Agenda



**Metro**

600 NE Grand Ave.  
Portland, OR 97232-2736

Meeting: **2018 RTP Freight work group meeting #6**  
Date: Wednesday, May 17, 2017  
Time: 1-3 p.m.  
Place: Metro Regional Center, Council chamber  
Purpose: Updates on Additions to National Highway Freight Network and development of Regional Freight Strategy  
Outcome(s): Continued development of Regional Freight Strategy

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## Agenda items

<b>1:00</b>	<b>Welcome, and introductions</b>	Tom Kloster/All
<b>1:10</b>	<b>2018 RTP Regional Freight Strategy Update</b> (presentation to Metro Council and Metro Policy Advisory Committee)	Tim Collins
<b>1:30</b>	<b>Update on FAST Act and Additions to the National Highway Freight Network</b>	Tim Collins
<b>1:50</b>	<b>Changes to Regional Freight Network map</b> <ul style="list-style-type: none"><li>• <i>The role of Regional Freight Network map</i></li><li>• <i>National Highway Freight Network</i></li><li>• <i>Primary Highway Freight System, Critical Urban Freight Corridors, and Intermodal Connectors</i></li><li>• <i>Recently completed freight connections (Sunrise Highway to 122<sup>nd</sup>)</i></li><li>• <i>Industrial land designation changes</i></li></ul>	Tim Collins/All
<b>2:20</b>	<b>Developing a technical draft of Regional Freight Strategy</b> (updating the Regional Freight Plan with the Freight Work Group Summer – Fall 2017) <ul style="list-style-type: none"><li>• <i>Updating strategies and freight related investment priorities</i></li><li>• <i>New section on FAST Act and freight related funding opportunities</i></li><li>• <i>New section on freight roadway bottlenecks in the region</i></li><li>• <i>New section on freight safety (Metro Council directed)</i></li><li>• <i>Other updates to the freight plan (work group input)</i></li></ul>	Tim Collins/All
<b>2:55</b>	<b>Next steps</b> Review RTP freight projects for updated Regional Freight Plan; and technical draft of Regional Freight Strategy	Tim Collins
<b>3:00</b>	<b>Adjourn</b>	

## Directions, travel options and parking information

Covered bike racks are located on the north plaza and inside the Irving Street visitor garage. Metro Regional Center is on TriMet bus line 6 and the streetcar, and just a few blocks from the Rose Quarter Transit Center, two MAX stations and several other bus lines. Visit our website for more information: <http://www.oregonmetro.gov/metro-regional-center>

**Meeting packet:**

- Agenda
- Meeting minutes from Regional Freight Work Group meeting on February 6, 2017
- 2018 RTP: Regional Freight Strategy update (PowerPoint presentation)
  1. Memo to MPAC on Summary of Regional Freight Challenges and Opportunities
  2. Summary of Freight Highway Bottlenecks List
  3. Freight Highway Delay Areas map
- Staff report on Roadway Segments Additions for USDOT's National Highway Freight Network (NHFN)
  1. TPAC Recommended Roadway Additions for the NHFN (table)
  2. TPAC Recommended Future Critical Highway Segments to add to NHFN (table)
  3. Recommended Additions to the National Highway Freight Network (map)
- Regional Freight Network map
- List of definitions for new freight map designations (hand out at meeting)
- Draft Regional Freight Strategy updates/additions and Freight Work Group tasks



# Meeting minutes

Meeting: **2018 RTP Freight work group meeting**  
Date/time: Monday, February 6, 2017 | 3-5 p.m.  
Place: Metro Regional Center, Council chamber  
Purpose: Discussion and review of RTP Regional Freight plan and evaluation measures

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## Work Group Attendees

Raihana Ansary  
Gary Cardwell  
Tony Coleman  
Lynda David  
Kate Dreyfus  
Jim Hagar  
Brendon Haggerty  
Phil Healy  
Robert Hillier  
Steve Kountz  
Kate McQuillan  
Joel Much  
Gregg Snyder  
Pia Welch  
Erin Wardell  
Steve Williams

## Affiliate

Portland Business Alliance  
NW Container Services, Inc.  
Oregon Department of Transportation  
Regional Transportation Council, WA  
City of Gresham  
Port of Vancouver  
Multnomah County – Public Health  
Port of Portland  
City of Portland  
City of Portland  
Multnomah County – Planning  
Sunlight Supply, Inc.  
City of Hillsboro  
FedEx Express  
Washington County  
Clackamas County

## Interested Party Attendee

Corky Collier

Columbia Corridor Association

## Metro Staff

Tim Collins, Chair  
Tom Kloster  
Bud Reiff  
Marie Miller

Senior Transportation Planner  
Regional Planning Manager  
Principal Researcher and Modeler  
Administrative Specialist

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## Welcome & introductions

The meeting was called to order by Tom Kloster at 3 p.m. Tom Kloster and Tim Collins welcomed the work group members to the meeting. Tom Kloster provided an overview of the agenda, with the purpose of identifying Federal Freight Designation areas and how statewide funding would be shared with projects in these areas.

Tim Collins stated that about 35 miles of roadway will be added to the National Freight Network as part of the Oregon Freight Plan amendment process. A Freight work group subcommittee would be helpful in furthering efforts to identify and evaluate these areas. The subcommittee would plan to meet later in February 2017. Several work group members volunteered to serve. If others were interested, Tim Collins asked they contact him for more information.

### **Call for Freight Projects for the 2018 Regional Transportation Plan**

Tom Kloster provided the outline with 'Call for Freight Projects'. Projects jurisdictions are asking funding for must be listed in the RTP, listed on the Regional Freight Network map, and eligible for funding. The next step in the process is asking public agencies for these projects. Tom advised the work group members to weigh in with their cities and counties for coordination, and to help prioritize project funding requests with the next four years of local funding. Transportation revenues are flattening out and we will likely have slightly less than the past few years.

It was asked if the RTP plan was different than what OTC proposed. It was stated that the RTP plan had two levels of funding. The first level is the financially constrained funding with specific projects named. The second level has an incremental strategic curve upwards to increase transportation funding. These projects will have evaluations that Metro performs for making funding decisions. The RTP will have a Financially Constrained list and a Strategic list of projects that can be eligible for federal funds.

A question was raised on the magnitude of projects; how would smaller projects be evaluated for funding consideration? Tom Kloster suggested a \$1 million minimum on project submittals, but that bundling some projects with others would make a significant impact for Freight projects. Elected officials look at larger projects for big policy funding strategy and value. For smaller projects asking for less than \$1million, they need to show major significance with other projects for review consideration. An example of this would be the Columbia River Crossing project, which has smaller project elements, in the RTP plan. This project may still not go further currently, but parts of the bundle can get planned and evaluated for funding consideration.

It was asked how modeling fits into the RTP freight project phase. The larger pieces of the freight plan projects are already there. It may be possible to identify new ways for prioritizing projects with new tools. New projects added can make it harder to fund when they compete with current project lists. Therefore, making sure projects are on the Federal eligibility list and linked to other projects creates more significance.

Mobility corridors have been identified in the region, with existing sections identified and more to connect with them as we move forward. Tim Collins presented a map showing Regional Mobility Corridors that linked freight corridors throughout the Metro area. The work group pointed out missing links, and other transportation issues that were not included on the map. The mobility corridors will be evolving with more identified over time, and input is welcome.

Tim Collins asked the work group to review the meeting summary from Nov. 8, 2016 for any corrections and additions.

### **Update on Oregon Freight Intermodal Connector System (OFICS) Study**

The Oregon Department of Transportation provided a project update that was shown to the work group members. The purpose of the project is to develop a list of additional freight intermodal connectors, assess their condition, identify needs, and create a tiered list. ODOT says the project 75% completed. The next steps with this project are refining the tiers, filling in gaps related to existing conditions and needs, and refining the table of intermodal terminals and connectors.

GIS maps were presented from the OFICS Study. It was asked if the National Highway System (NHS) Will have any changes with designated terminals and connectors on these maps. Tim Collins said any updates were possible and would be included later. A question was asked on any consequences with counties missing this terminal information. There would be none; staff could continue to add information over time for future eligibility consideration. Clarification was asked on Naito Parkway south of I-405 on the map. This will be reviewed for listing as either Naito Parkway or Front Avenue. These intermodal connectors (streets, high volume traffic) with terminal listings have to fit in the identified tiers with ODOT. Inventory is always being updated, and members are encouraged to help identify these on maps and listings.

### **Update on ODOT Freight Highway Bottleneck List Project**

Tim Collins presented the Freight Highway Bottlenecks List handouts, included a project description from ODOT. Another handout given to the work group was a list of Freight Highway Bottlenecks Key Definitions and Acronyms.

The work group reviewed the Freight Highway Bottleneck Project List endorsed by the Oregon Freight Advisory Committee (OFA) in January of 2017. The main focus of the discussion related to Annual Truck Transportation cost/mile, Corridor Truck cost, and Lane miles of delay areas in corridors. It was noted that a reliability measure was included and incorporated in the truck transportation cost/mile measure.

Questions were asked on why the number of trips was not shown on this list, and why some gaps seem to appear in the region. This information was gathered by ODOT, which can differ from Metro data collection and presentation. The work group was interested in hearing from ODOT, and requested we try to bring an ODOT representative to the next Freight work group meeting.

Freight Highway Delay Area maps were presented showing three tiers of freight delay areas and freight delay corridors. With the high amount of freight bottlenecks in our region, it was suggested more background data be included for the region. This information would be highly valuable when shared with lobbyists and legislative presentations. It was noted that the term “bottleneck” is now being replaced with Freight Highway “delays”. Comments to Tim Collins are welcome on any of the materials.

### **Changes to RTP Freight System Evaluation Measures from Subcommittee**

Tim Collins reported that the Freight work group subcommittee met in November and provided really good input with the evaluation measures. Refined evaluation measures were presented:

*Freight – Access to industrial land and intermodal facilities*

*Congestion – Freight truck delay and Cost of delay on freight network*

Both measures provide overall goals, methodology, system evaluation, output assessment, and tools for analysis. The goal is to identify all challenges to travel time, costs, zones and delay locations, with not just peak hours but different times of the day/week.

Returning to discussion on delays identified within mobility corridors, the group reviewed the Travel Time Routes for Freight Origins/Destinations handout. While many of freight routes were identified, other area terminals and destinations important to freight appeared missing. The mobility corridors shown could be further defined after the RTP update.

The work group discussed adding map layers that would provide more detail on terminals and other freight facilities, show travel times, destinations and route connections. It might also be helpful to show multimodal methods of freight transportation. Part of the goal with Freight in the RTP is showing effectiveness in managing the system. Tracking monitoring measures over time can be valuable for evaluating efficiency.

#### **Draft Regional Freight Strategy updates/additions**

The Regional Freight Strategy Plan next steps were reviewed. Key freight work items and information added or updated in the 2018 Regional Freight Strategy timeline will lead to a technical review draft of the strategy planned for October 2017.

#### **Next steps**

Tim Collins suggested that the work group schedule three more quarterly meetings this year; early May 2017 to discuss Call for Projects, late summer 2017 for Freight Modeling reviews, and a meeting sometime in fall 2017. Meetings for the Freight work group may not be needed in 2018. It was suggested that members weigh in with feedback directly to TPAC members on freight issues and transportation concerns.

#### **Additional comments**

Corky Collier asked how environmental concerns intersect with these strategies. Tom Kloster reported that the RTP included this. DEQ efforts were not specifically in the plan, but could be. Air toxics was another measurement that the Freight plan could include.

Pia Welch asked if we are getting the best projects for our money. How could this be evaluated? While we strategize for future development in projects, it is important to learn from what we build, study the design elements and monitor what's been done. Are we getting the best return on investment with our plans?

Bill Burgel informed the group of his attendance at leadership workshops recently, with topics on seismic events and resiliency to infrastructures. ODOT identified statewide routes with possible structure damage in the event of earthquakes and severe weather storms. This information might be helpful with legislative persuasion for more funding.

#### **Adjourn**

There being no further business, Chair Tim Collins adjourned the meeting at 5 p.m.

Respectfully submitted,  
Marie Miller

Attachments to the Record:

Item	Topic	Document Date	Description
1	Agenda	2/6/17	February 6, 2017 Meeting Agenda
2	Meeting Summary	11/8/16	RTP Freight Work Group Summary, Nov. 8, 2016
3	Handout	1/18/2017	Oregon Freight Intermodal Connector System (OFICS) Study, Project Update
4	Handout	1/18/2017	OFICS GIS Maps
5	Handout	1/18/17	Freight Highway Bottlenecks List, Oregon Department of Transportation
6	Handout	1/18/17	Freight Highway Bottlenecks List, Key Definitions & Acronyms
7	Handout	1/18/17	Freight Highway Bottleneck List Project, Endorsed by OFAC, January 2017
8	Maps	1/18/17	Freight Highway Delay Area maps, Endorsed by OFAC, January 2017
9	Handout	2/6/2017	Evaluation Measure Title: Freight – Access to industrial land and intermodal facilities
10	Handout	2/6/2017	Evaluation Measure Title: Congestion – Freight truck delay and cost of delay on freight network
11	Handout	2/6/2017	Oregon Metro Regional Mobility Corridors with Travel Time Routes for Freight Origins/Destinations
12	Handout	2/6/2017	Draft Regional Freight strategy updates/additions



**Metro**

600 NE Grand Ave.  
Portland, OR 97232-2736

# Memo

Date: May 01, 2017  
To: Metro Policy Advisory Committee (MPAC)  
From: Tim Collins, Senior Transportation Planner  
Subject: Summary of Regional Freight Challenges and Opportunities

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This memo provides a summary of current constraints, challenges and opportunities to improve freight and goods movement by freight mode. Discussions with the Regional Freight Work Group served as the basis for identifying challenges affecting freight and goods movement on the designated Regional Freight Network.

## **Constraints and challenges on roadways and highways**

- Increased congestion and congestion spreading over more hours per day on I-5 north of the Freemont Bridge (I-405).
- Capacity constraints exist at the Columbia River Bridge on I-5 that should be addressed.
- Constraints on roadway connections and intermodal connectors to I-5 are causing goods movement delays.
- I-5 at the Rose Quarter has been identified as a major traffic constraint.
- Highway 217 south of Beaverton-Hillsdale Highway has been identified as a major traffic constraint.
- Intra-county freight movements; such as high value commodities from Washington County that need to get to the air freight facility near PDX in Multnomah County, present a major challenge.
- Increased congestion and congestion spreading over more hours per day on US 26 (west of downtown Portland) create traffic constraints that cause trucks to avoid the freeway and travel out of direction on NW Cornelius Pass Road (north of US 26) and Highway 30 as an alternative route to avoid delays and unreliable travel times.
- For truck trips, NW Cornelius Pass Road has curvature and other design issues that need to be addressed.
- Increased demand for trucking on the region's freeway systems presents a major challenge to moving freight during congested hours.

## **Constraints and challenges on and around rail lines**

- Rail speed is slow, with some industrial trains that are a mile long (100+ cars), and at-grade railroad crossings cause major traffic impacts on the roadway system.
- Grade separating rail crossings at many more locations in the region presents a challenge. An example that was mentioned is the need for grade separation of the Union Pacific line as it crosses SE 8<sup>th</sup> Ave., SE Milwaukie Ave., and SE 12<sup>th</sup> Ave. (south of SE Division St.). The current at-grade crossings cause major delays to cars and trucks on the street network around these crossings in an active industrial area. This delay is amplified when freight trains and scheduled Light Rail Transit occur within a short time of one another.
- Freight rail demand on shared rail tracks at North Portland and Peninsula Junction is causing long delays to other freight trains and passenger trains (Amtrak). This year the Oregon Transportation Commission approved an \$8.2 million Connect Oregon VI project for rail improvements at North Portland Junction. However, improvements at Peninsula Junction are not included in this project and that constraint will be addressed later .



- The Union Pacific Kenton Line that runs adjacent to Sandy Boulevard needs some double-tracking to address rail capacity constraints.
- There is an opportunity to address the issue of double-tracking with the Kenton Rail Line Study.
- Short term need for speed improvements to the Union Pacific Railroad line just north of the Steel Bridge river crossing. The current train speeds are 6 mph in the curves and would require a realignment of the tracks to improve speed.
- Capacity constraints on major rail lines in the region to may require consideration of more double-tracking to: 1) improve freight train reliability; and 2) provide staging locations for freight trains off-line of the Seattle/Portland/Eugene passenger train corridor.

### **Constraints and challenges around Air freight**

- Providing increased access to the Portland Airport (PDX) and consolidation facilities is challenging. Air freight demand will grow as the area's population grows.
- The US Post Office has moved onto Air Trans Way near PDX. Increased truck demand, construction project impacts and overall traffic in the airport area will be challenging.
- There is an opportunity for Port of Portland to study Hillsboro Airport needs and the possibility for an air freight facility (Port of Portland will conduct the study).
- The Westside Logistics Study showed computer and electronics shipments face constraints get to the air freight facility on Air Trans Way, with congestion and reliability issues on US 26 (Sunset Highway) causing delays and other freight routing to get to east Portland.

### **Constraints and challenges around energy pipelines**

- Pipelines that supply fuels and other energy sources to the region are clustered along the Willamette River in the NW Portland Industrial area face the costs and challenges of retrofits for seismic resiliency.

There are also challenges with providing seismic retrofits for resiliency on the major freight system.

### **Constraints and challenges for Marine/River (for ships and barges)**

- Providing more marine terminal space could be challenging.
- Deepen the Willamette River Channel for shipping has high costs and environmental challenges.
- There is a need to restore full container service at Terminal 6. The impacts and short term challenges for commodity movement and freight modal changes have been addressed by ODOT and the Port of Portland.
- The barges on the Columbia River cause the lift span on the I-5 Bridge to open when the river rises over six feet. There have been some years with nine months of high water.
- The location of the narrow opening of the railroad bridge (adjacent to the I-5 Bridge) makes for a difficult s-curve maneuver of barge traffic on the Columbia River that comes under these two bridges without lifting the I-5 Bridge. Barge safety is a major concern at this location. Barge traffic must avoid causing I-5 bridge lifts during peak traffic periods. During high water bridge lifts on I-5 cause major traffic delays even during off-peak hours.
- There is a need to restore operations of the Willamette Falls Locks to expand freight traffic on the Willamette River and reduce demand for trucks on the highways coming into the region. The historic Willamette Falls Locks in West Linn "were built in the early 1870s to move river traffic around the 40-foot horseshoe-shaped basalt ridge between Oregon City and West Linn" (US Army Corps of Engineers website). Since December 2011, the Willamette Falls Locks have been in a "non-operational status".

# FREIGHT HIGHWAY BOTTLENECKS LIST



## PROJECT DESCRIPTION

The Project is directed by the Agency's Freight Planning Unit, as an implementation initiative from the *Oregon Freight Plan* (2011) ("OFP"), and is important for ODOT to direct funding to projects that alleviate critical freight bottlenecks. The primary outcome of this effort is a "Freight Highway Bottlenecks List" (FHBL) that encompasses analysis and background research with locations presented in tiered order, with an accompanying location map of all listed bottleneck delay areas. The final list was endorsed by the Oregon Freight Advisory Committee in January 2017. The FHBL will play a major role in freight project selection for FAST monies as well as state level project selection processes.

## General Background Information

A freight bottleneck is a part of the transportation system that causes disproportionately high costs to the freight industry in terms of delay and reliability. Identifying locations on the highway where truck delay is significant is critical for planning and prioritizing projects that impact freight movement. This project originated from the OFP strategy 2.3 which directs ODOT to identify and rank bottlenecks on the state strategic freight system.

A consultant team was selected to collect and analyze data, apply stakeholder input and set thresholds to reveal a list of data driven locations that experience high amounts of truck delay. This approach relied on compiling and analyzing a wide variety of data about the operations and characteristics of different segments on the designed network. Indicators confirmed delay areas and provided details about the nature of freight delay and reliability.

## Objectives

The project scope outlined three key objectives:

- Identify Oregon data and analytical tools available to provide information relevant to freight movement;
- Develop data-driven freight metrics designed to reveal bottleneck locations on state highway system;
- Develop an approach to prioritize freight bottleneck locations using an identified set of criteria.

## Methodology

Data from several sources was assembled and converted to a uniform coordinate system. Key thresholds were then applied to reveal areas of delay and unreliability. Additional thresholds regarding incidents, geometry and grade were applied to confirm areas experiencing significant delay. A series of tiering criteria such as transportation cost, highway designation and bidirectionality were then applied to delay areas.

## Stakeholder Engagement

Feedback and responses/contributions from freight stakeholders were essential for the successful identification and tiering of freight highway bottlenecks. A technical advisory committee (TAC), made up of local and regional freight practitioners, an OFAC representative, ODOT Motor Carrier Division representative, Oregon Trucking Associations and other stakeholders was convened to review data, assess indicators and review bottlenecks list.

After a series of workshops, OFAC endorsed the tiered list of delay areas, underscoring the important role of stakeholder engagement. Professional facilitation was utilized throughout stakeholder involvement process.



## 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).

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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 28<sup>th</sup> and March 15<sup>th</sup> 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)

## Attachment 1

### TPAC Recommended Roadway Additions for the National Highway Freight Network (NHFN)

Number of additions to NHFN	Highway /Roadway	Segment to add	Segment Mileage	Running Total for Mileage
1	Highway 217	US 26 to I-5	7.2	7.2
2	US 26 (Sunset Hwy.)	I-405 to Brookwood Parkway	12.7	19.9
3	US 30	NW Kittridge to St. Johns Br.	2.8	22.7
4	NW Kittridge Road	NW Front Ave to US 30	0.2	22.9
5	NW 26th Drive	Access to Terminal 2 off NW Front Ave.	0.1	23.0
6	Highway 99E	SE Holgate Blvd. to SE Harold St.	0.8	23.8
7	Highway 212/224	I-205 to SE Foster Road	5.7	29.5
8	NE Alderwood Road	NE Cornfoot Road to NE Columbia Blvd.	0.4	29.9
9	Marine Drive	I-84 (west end of frontage road) to Sundial Road	1.0	30.9
10	238th/242nd/Hogan Road	I-84 to Burnside Road	2.8	33.7
11	Boones Ferry Road/ Basalt Creek	Grahams Ferry Road to I-5 via Boones Ferry Road	1.0	34.7

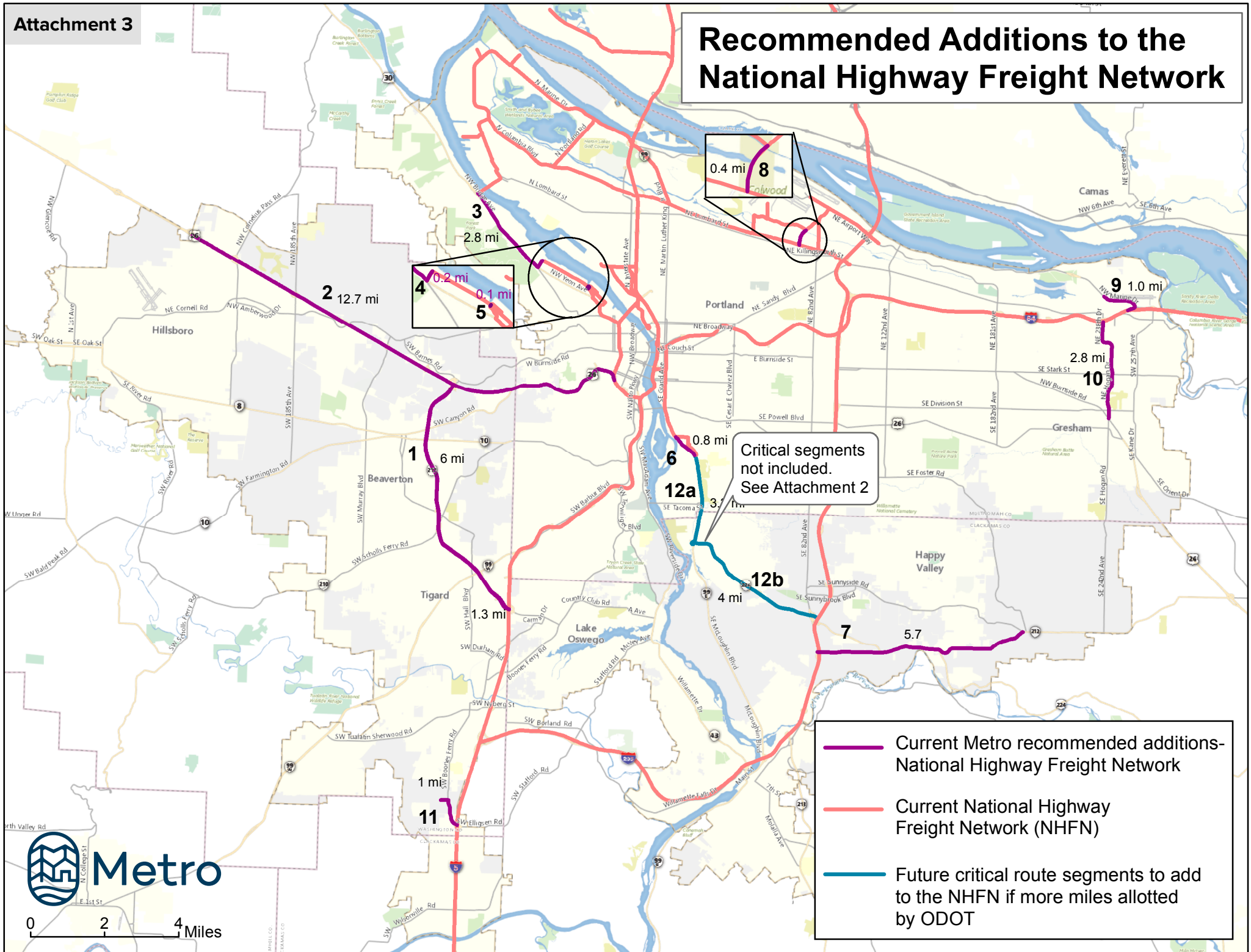
## Attachment 2

### TPAC Recommended Future Critical Highway Segments to add to the National Highway Freight Network (NHFN) if ODOT allotted more miles

Highway Segment Number	Highway	Segment to add	Segment Mileage	Running Total for Mileage
12a	Highway 99E	Harold Street to Highway 224	3.3	3.3
12b	Highway 224	Highway 99E to I-205	4	7.3



# Recommended Additions to the National Highway Freight Network



- Current Metro recommended additions-National Highway Freight Network
- Current National Highway Freight Network (NHFN)
- Future critical route segments to add to the NHFN if more miles allotted by ODOT

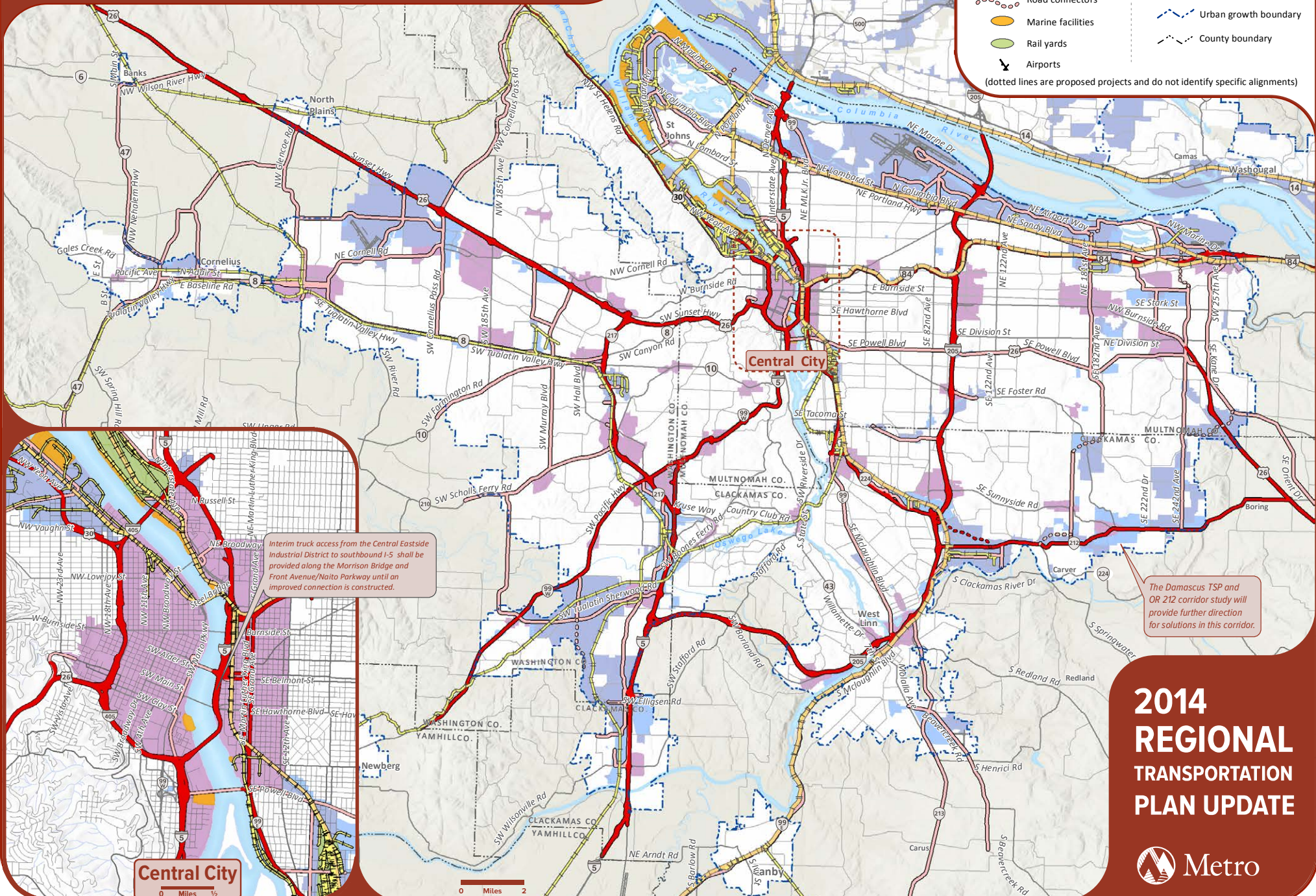


0 2 4 Miles

# Regional Freight Network

## Attachment 5

Figure 2.15



**2014  
REGIONAL  
TRANSPORTATION  
PLAN UPDATE**



## **Draft Regional Freight Strategy updates/additions**

### **Why is the Regional Freight Strategy (Plan) important?**

A regional freight strategy is important because the movement of freight and goods transcends local jurisdictional boundaries, and includes multiple modes, employment and industrial centers, economic clusters and important regional and local freight access and delivery points. The region also functions as a trade and transportation gateway for Oregon and provides market access for many southwest Washington businesses.

The regional freight strategy will provide a coordinated vision and approach for enhancing freight and goods movement and prioritizing freight investments based on clear priorities.

### **What will be added and updated as part of the Regional Freight Strategy?**

Metro is working with the Port of Portland, ODOT, and other local and regional partners to develop a regional freight strategy that updates the June 2010 Regional Freight Plan. Development of the Regional Freight Strategy will be part of the 2018 Regional Transportation Plan (RTP) update. The following are key freight work items and information that will be added and/or updated in the 2018 Regional Freight Strategy:

- Updated priority needs and issues for freight (completed)
- Updated economic figures, commodity flow data and other key freight data will be compiled (New draft Key Freight Trends and Logistics Issues Report – Summer 2017)
- Include new freight measures that inform near- and long-term investment priorities:
  1. Reliability measure (Monitoring measure - Summer 2017)
  2. Travel times to/from key intermodal facilities and industrial areas (draft measure completed for testing in Summer 2017)
  3. Freight access to industry and freight intermodal facilities measure (draft measure completed for testing in Summer 2017)
  4. Congestion – Freight truck delay and the cost of freight truck delay (draft measure completed for testing in Summer 2017)
- Updated Regional Freight Network map that includes the new National Highway Freight Network and Freight Intermodal Connector system designations (Spring-Summer 2017)
- New section on regional freight funding, and the federal Fast Act and FASTLANE grants. (Summer 2017)
- New section on freight roadway bottlenecks/delay areas in the region. (Summer 2017)
- New section on freight safety that addresses conflicts between freight modes and with other non-motor vehicle modes. (Summer – Fall 2017)

\*More information on the Regional Freight Strategy update on the RTP website at <http://www.oregonmetro.gov/public-projects/2018-regional-transportation-plan/freight>

- Update the Freight Action Plan to include strategies and freight projects that are informed by new freight measures, regional design guidelines, and 2018 RTP priority investments that are both near-term and long term (Summer-Fall 2017)

These work items will lead to a technical review draft of the Regional Freight Strategy around October/November of 2017.\*

\*More information on the Regional Freight Strategy update on the RTP website at <http://www.oregonmetro.gov/public-projects/2018-regional-transportation-plan/freight>

## Definitions for new Regional Freight Network map designations

The current Regional Freight Network Concept and map was established by policy with the 2010 RTP update and the 2010 Regional Freight Plan. Freight roadways that are designated on the current Regional Freight Network map are Main roadway routes and Roadway connectors. The freight facilities that are designated on the map are Marine facilities, Rail yards, and Airports. The land use designations on the map include urban centers, employment centers, and industrial areas. Railroad lines are also included on the current Regional Freight Network map, but are not anticipated to change with this map update.

**Main roadway routes** - By policy these are the highest level freight roadways in the region. They carry a high level of truck traffic and serve as the main routes for transporting goods within the region, to and from other cities and freight facilities within the state, and serve as the main interstate commerce routes. In the Portland region on the State Highway Classification System, they closely match the two highest classifications; Interstate Highways and Statewide Highways which are part of the current Oregon Highway Plan.

**Roadway connectors** – By policy these are freight roadways that have regional significance for freight and goods movement. Their function is to connect to the Interstate Highways and Statewide Highways using arterial roadways from the centers and industrial areas, and to serve as key routes to and from the airports, air freight facilities, rail yards, marine terminals and other intermodal facilities.

**Intermodal Connectors** – The current Regional Freight Network map does not call out intermodal connectors as a separate designation, and includes them as part of the Roadway connectors. Intermodal connectors are the roadways that connect between intermodal facilities (air freight, rail yards, marine terminals, etc.) and the interstate and state highway system. ODOT finished the Oregon Freight Intermodal Connector System (OFICS) Study earlier this year that inventories intermodal facilities and intermodal connectors statewide; and shows the statewide significance of these roadways for goods movement. In the Oregon Highway Plan's State Highway Classification System, intermodal connectors are a separate designation and part of the National Highway System (see map that has been handed out). *These roadways have enough significance to goods movement in the region that staff is recommending that they have a separate designation on the regional freight map.*

Under the FAST Act, Intermodal Connectors are a subset of USDOT's Critical Urban Freight Corridors\*.

### Recommendation for changing the Regional Freight Network map

- Intermodal connectors should have a separate designation on the regional freight map and be considered a higher level than the Roadway connectors. This will require a policy change that would be reviewed and approved by JPACT and the Metro Council.
- Add intermodal connectors to the Regional Freight Network map that were developed as part of the OFICS Study and the Metro Council approved additions to the National Highway Freight Network.

- Update locations of land use designations for employment centers and industrial areas based on local zoning and regional land use planning changes since 2010.
- Update locations of marine facilities and rail yards that have changed since 2010; and update proposed projects that have been completed (example: Sunrise Highway to 122<sup>nd</sup>).
- Make the Regional Freight Network map more readable:
  1. Create a second version of the map that does not include the railroad lines. This should eliminate the conflicts on the map between roadway designations and rail line designations.
  2. Create two insets (instead of the one for the Central City); one for the NW Industrial Corridor (around Highway 30 west of I-405) and Swan Island, and another for the Central Eastside Industrial Area and the Brooklyn Rail Yard (near Highway 99E and Holgate Blvd.).

Metro staff is asking for input on the above recommended changes to the Regional Freight Network.

\*Note: Critical Urban Freight Corridors are part of the National Highway Freight Network that the FAST Act establishes as a requirement, to strategically direct Federal resources and policies to improve performance of this network.



# State Highway Classification System and Intermodal Connectors on the NHS

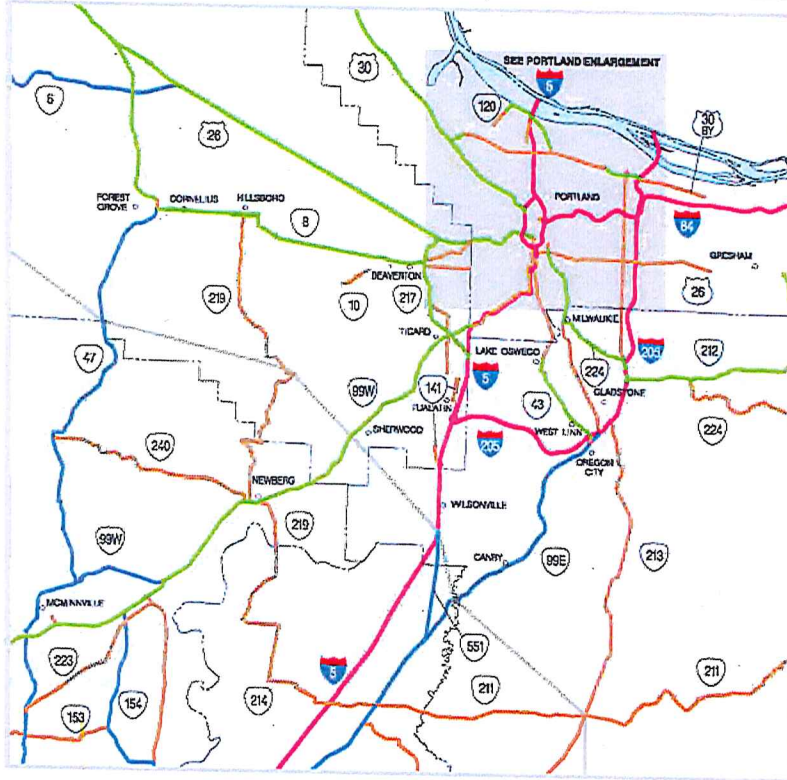
- Interstate Highways - NHS
- Statewide Highways - NHS
- Regional Highways
- District Highways
- Intermodal Connectors on the NHS

Connector routes are shown for major intermodal freight and passenger facilities as defined by the Federal Highway Administration. Most intermodal connectors are under the jurisdiction of local governments.

- County Boundary
- ORE Route - US Route - Interstate Route
- See Enlargement

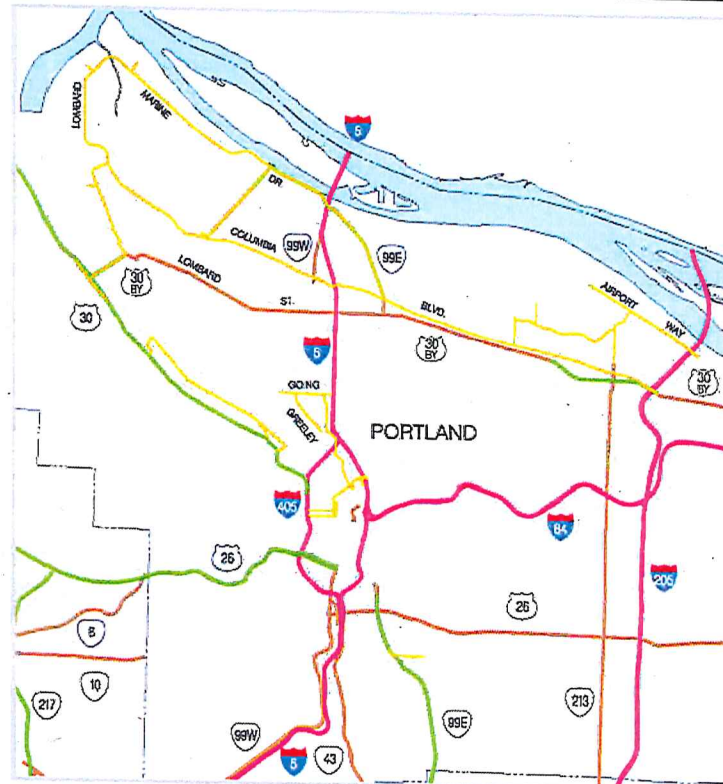
### PORTLAND REGIONAL ENLARGEMENT

SCALE  
0 1 2 3 4 5 MILES



### PORTLAND ENLARGEMENT

SCALE  
0 1 2 MILES



ADD 2



Metro

# 2018 RTP Regional Freight Strategy

Presentation to Regional Freight Work Group,  
May 17, 2017

Tim Collins, Senior Transportation Planner



# Agenda Item Purpose

- Update Freight Work Group on key points presented to MPAC and Metro Council on Regional Freight Strategy
- Emerging freight strategies and investments to improve freight and goods movement

# Background

- Within Oregon, the region is the gateway for exports and imports
- 2018 Regional Freight Strategy updates and replaces 2010 Regional Freight Plan
- Freight Strategy defines a vision for enhancing freight and goods movement

# RTP Freight Work Group

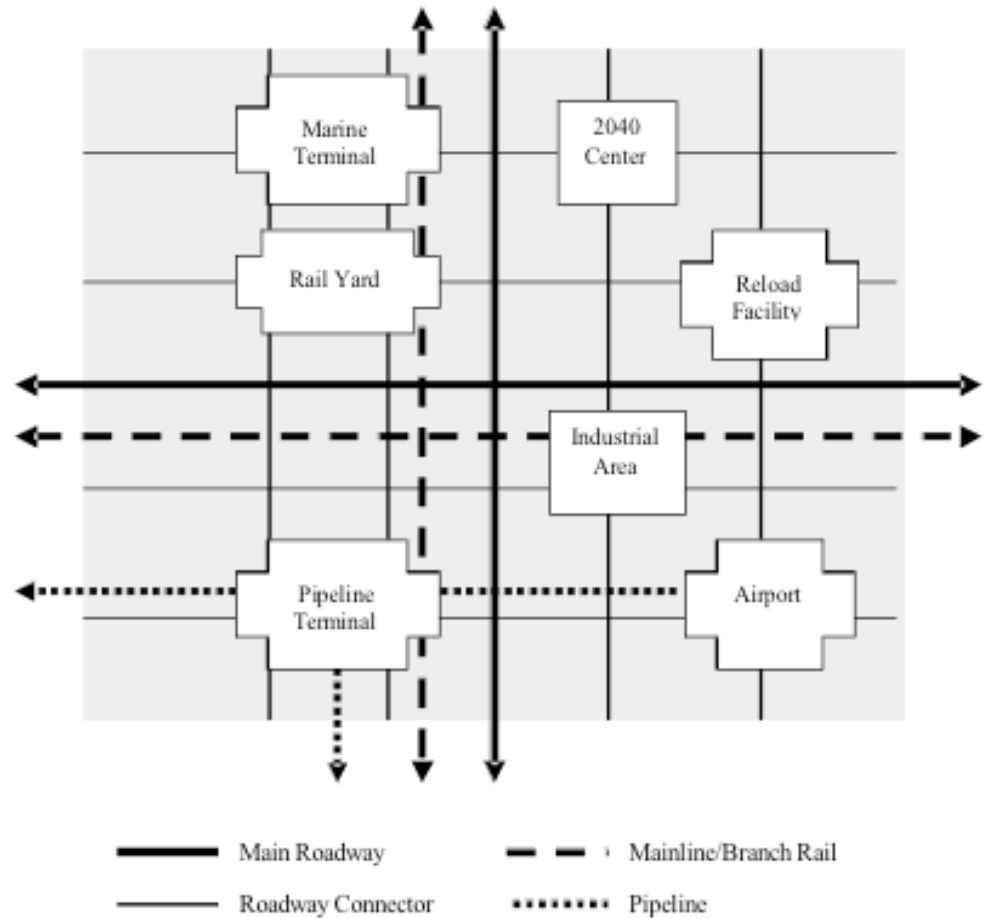
- Provides technical input and makes recommendations to Metro staff on updating Regional Freight Plan
- Advises Metro staff on implementing policy direction from Metro Council, MPAC, and JPACT to update Regional Freight Plan
- Identified constraints and challenges affecting freight and goods movement for each freight mode (truck, rail, air, marine)

# Regional Freight Policy – Current Freight Plan Goals

- Use a systems approach to plan and manage freight infrastructure
- Adequately fund investment in our freight system
- Create freight networks that reduce delay, increase reliability and improve safety
- Integrate freight mobility and access needs in land use decisions
- Ensure that our freight system supports a healthy economy and environment
- Educate citizens and decision makers about importance of freight movement on the economy

# Regional Freight Network Vision

RTP defines a vision and supporting policies to guide investments in the multimodal regional freight network.



# **Regional Freight Network Concept – Five policies to guide implementation**

1. Use a systems approach to plan for and manage the freight network
2. Reduce delay and increase reliability
3. Protect industrial lands and freight investments
4. Look beyond the roadway network to address critical marine and rail needs
5. Pursue clean, green and smart technologies and practices

# Work to date on freight strategy work plan items

- Constraints and challenges by freight mode
- ODOT's Freight Highway Bottleneck List
- Freight measures recommended for testing:
  1. Freight access to industry and freight intermodal facilities
  2. Congestion – Freight truck delay and cost of delay
  3. Truck travel times to/from key intermodal facilities and industrial areas (in development)

# Addressing regional freight needs – Challenges and Opportunities

Freight strategies and investments that could address these constraints:

## **System Management and Technology**

- ITS that inform drivers and truckers of accidents, delays, and other changing roadway conditions
- ITS improvements at key signals that detect vehicle queuing and adjust signal timing accordingly
- Ramp meters that detect vehicle queuing at freeway on-ramps and travel speeds on the freeway, and adjust meter timing accordingly

## **Capacity**

- Targeted capacity enhancements at key bottleneck locations and congested intermodal connector roadways



# Addressing regional freight needs – Challenges and Opportunities (continued)

## Freight rail

- Grade separating rail crossings to address truck and auto congestion in industrial areas and to enhance safety
- Address rail track capacity at targeted locations
- **Air and Marine**
- Provide increased access to airports and air freight facilities to address growth
- Enhancements to river barge travel that expand freight uses and enhance safety
- Expansion and access improvements at marine terminals

# Future updates to prepare for a draft Regional Freight Strategy

- Regional Freight Network map updates
- Other Regional Freight Strategy updates:
  1. New section describing freight roadway bottlenecks in the region (developed in coordination with ODOT)
  2. New section on the federal FAST Act and freight-related funding opportunities (in development)
  3. Updated strategies and freight-related investment priorities (to be developed)

# Next Steps

- Update to JPACT (June 2017)
- Develop technical draft of Regional Freight Strategy with the Freight Work Group (Summer – Fall 2017)
- MTAC review of draft Regional Freight Strategy (October/November 2017)