



2035 Regional Transportation Plan Update

Background Paper:

A Profile of Regional Security in the Portland Metropolitan Region

Prepared by:



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Metro

People places • open spaces

Clean air and clean water do not stop at city limits or county lines. Neither does the need for jobs, a thriving economy and good transportation choices for people and businesses in our region. Voters have asked Metro to help with the challenges that cross those lines and affect the 25 cities and three counties in the Portland metropolitan area.

A regional approach simply makes sense when it comes to protecting open space, caring for parks, planning for the best use of land, managing garbage disposal and increasing recycling. Metro oversees world-class facilities such as the Oregon Zoo, which contributes to conservation and education, and the Oregon Convention Center, which benefits the region's economy.

Your Metro representatives

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Metro's web site: www.metro-region.org

Project web site: www.metro-region.org/rtp (Click on "2035 RTP update")

List of RTP Background Research Papers

- **Environmental Justice** in Metro's Transportation Planning Process
- A Profile of **Security** in the Portland Metropolitan Region
- A Profile of the **Regional Trends and Travel Characteristics** in the Portland Metropolitan Region
- A Profile of the **Regional Bicycle System** in the Portland Metropolitan Region
- A Profile of the **Regional Transit System** in the Portland Metropolitan Region
- A Profile of the **Regional Pedestrian System** in the Portland Metropolitan Region
- A Profile of **Regional Travel Options and Parking Management Systems** in the Portland Metropolitan Region
- A Profile of the **Regional Freight Transportation System** in the Portland-Vancouver Metropolitan Region
- **Preliminary Financial Analysis** for the 2035 Regional Transportation Plan Update
- A Profile of **Safety** in the Portland Metropolitan Region
- A Profile of the **Regional Roadway System** in the Portland Metropolitan Region
- A Profile of **Key Environmental Issues and Metro's Mitigation-Related Activities** in the Portland Metropolitan Region

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I. INTRODUCTION

This paper is one of a series of papers that provide background research and analysis to guide Regional Transportation Plan (RTP) update policy discussions. The papers describe trends affecting the regional transportation system, current regional transportation planning policies and regulatory requirements, a profile of performance of the existing transportation system and policy implications to be addressed in the RTP to respond to identified policy gaps and key findings of the background research.

The purpose of this memo is to provide background information regarding transportation security in the Portland metropolitan region. It includes a description of the federal legislation relevant to transportation security as well as current and ongoing security planning initiatives in the Portland metropolitan region.

II. FEDERAL LEGISLATION AND PROGRAMS RELATED TO TRANSPORTATION SECURITY

Several major pieces of legislation have passed into law since the events of September 11, 2001. These include provisions for all modes of transportation, and have emphasized security for both passengers and operators of the transportation system. The Transportation Security Administration (TSA) was created in 2001 within the U.S. Department of Transportation, under the Aviation and Transportation Security Act of 2001, and now oversees transportation security across all modes of transportation nationwide. The TSA was incorporated into the Department of Homeland Security in 2003.

Department of Homeland Security

The Department of Homeland Security (DHS) has conceived a set of plans that define the national security initiative. The National Response Plan lays out a comprehensive all-hazards approach to emergency situations, including transportation related incidents. It offers best practices for first responders and the public/private sector players. This document is used as the core operational base plan for domestic incident management. A follow up plan dealing with the physical nature of disasters and how to mitigate accordingly is the National Infrastructure Protection Plan. Included in this document is the Critical Infrastructure Identification component that focuses on rating and inventorying susceptible infrastructure. This is accomplished by using a formula that assesses the function of consequences, vulnerability, and threat of a particular object.

Aviation and Transportation Security Act of 2001

This act created the TSA and established the Transportation Security Oversight Board. It also established the position of Under Secretary of Transportation for Security, an appointment made by the President. Among other improvements, it required the deployment of federal air marshals and improved airport perimeter access security. Other important sections of this legislation include increased penalties for interference with security personnel, chemical and biological weapon detection, airport improvement

programs, flight deck security, mail and freight waivers, land acquisition costs, and air transportation safety and system stabilization.

TSA administers several layers of security procedures including air cargo screening, canine detection teams, and security training for crewmembers and flight deck officers. Other programs from TSA include the Hazmat Threat Assessment Program, requiring commercial drivers to pass additional screening to be allowed to transport hazardous materials. TSA also has a Port Security Training Exercise Program (PortSTEP) to help port facilities train employees for best practices during emergency situations. The Transportation Worker Identification Credential Program (TWIC) is a new identification system that will be used to identify employees in all modes of transportation.¹

National Maritime Transportation Security Act of 2002

This act was passed to implement measures that would protect ports and waterways from a terrorist attack. It requires area maritime security committees and security plans for facilities and vessels that may be involved in a transportation security incident. It required the TSA to create a National Maritime Security Plan as well as Security Incident Response Plans.

Urban Area Security Initiative

The Urban Area Security Initiative (UASI) is a program of the DHS that provides funding to urban areas that are under potential threat from terrorism. UASI funding is allocated based on the presence of international borders, population and population density, the location of critical infrastructure, and other factors. In the Portland metropolitan region, a local group of interested parties meets to discuss emergency preparedness within the context of this program; it is organized by the state Department of Homeland Security. This group is called the Urban Area Working Group.

Between 2003 and 2005, the Portland metropolitan region received \$25,270,137 of Urban Area Security Initiative funds. Roughly \$10 million was received in 2005, \$8 million was received in 2004, and \$7 million was received in 2003. Distribution of these funds was coordinated by the local Urban Area Working Group. In 2003, UASI funds were distributed to TriMet, the Portland Police Bureau, Bureau of Fire and Rescue, Bureau of Emergency Communications, the Regional Chemical/Biological/Radiological-Nuclear/Explosive (CBRNE) Plan, and Portland Office of Emergency Management, among others. In 2004, UASI funds were distributed to Clackamas County, Clark County, Multnomah County, Washington County, the city of Portland, the CBRNE Plan, and for regional medical supplies. 2005's UASI grant went to TriMet and to first responder agencies in the region.

¹ ([http://www.tsa.gov/what we do/layers/index.shtm](http://www.tsa.gov/what_we_do/layers/index.shtm)).

Safe, Accountable, Flexible, Efficient Transportation Equity Act—A Legacy for Users (SAFETEA-LU) of 2005

Title VI of SAFETEA-LU directs Metropolitan Planning Organizations (MPOs) to specifically consider transportation security as a stand-alone planning factor, separating it from its attachment to safety in TEA-21. It states: to “increase the security of the transportation system for motorized and nonmotorized users.”² The Federal Highway Administration and Federal Transit Administration are currently developing specific guidance on ways in which MPOs are to implement this provision, but much of the substance is left to the discretion of the individual agencies.

According to Michael Meyer from the Georgia Institute of Technology, MPOs can play a critical role in transportation security planning.³ He argues that an MPO can serve as a forum for cooperative decision-making about security on a regional level, and that an MPO can function in the following roles:

- *Traditional* - incorporates system management and operations in ongoing transportation planning activities
- *Convener* - acts as a forum for plans to be discussed and coordinated with other plans
- *Champion* - works aggressively to develop a regional consensus on operations planning
- *Developer* - develops operations plans in addition to incorporating operations into transportation plans
- *Operator* - responsible for implementing operations strategies

Meyer suggests that the MPO would be most effective in the role of convener or champion, and that reasonable actions for an MPO would include conducting vulnerability analyses on regional transportation facilities and services, analyzing the transportation network for redundancies in moving large numbers of people, and strategies for dealing with choke points.

**III. EXISTING PLANS, MANUALS, PROCEDURES AND POLICIES
RELATED TO OREGON TRANSPORTATION SECURITY****State of Oregon**

The state sponsor's the Office of Emergency Management whose mission is to execute the Governor's responsibilities to maintain an emergency services system as prescribed in ORS 401 by planning, preparing and providing for the prevention, mitigation and management of emergencies or disasters that present a threat to the lives and property of

² Public Law 109-50, 23 U.S.C.134(h)(1)(C). http://frwebgate.access.gpo.gov/cgi-bin/getdoc.cgi?dbname=109_cong_public_laws&docid=f:publ059.109.pdf

³ Meyer, M.D. (2006). The Role of the Metropolitan Planning Organization (MPO) In Preparing for Security Incidents and Transportation System Response. Georgia Institute of Technology. <http://www.planning.dot.gov/Documents/SecurityPaper.htm>

citizens of and visitors to the State of Oregon⁴. They coordinate the activities between the public and private organizations that have a hand in emergency management. It is their duty to establish training and professional standards for local-level employees.

Their Emergency Operations Plan is the state standard document. It is the second Volume of the Emergency Management Plan, preceded by Volume I Natural Hazard Mitigation Plan. This detailed volume outlines the roles and responsibilities of each state agency, including the Oregon Department of Transportation (ODOT), aviation, and land conservation and development. The ODOT is given the power to close state highways and re-route traffic when necessary. They are charged with maintaining an extensive radio network for direct communications, operation of a central and five regional emergency operations centers, and to use their industrial and historical knowledge of the transportation system to help optimize it during disasters.

Regional Emergency Management Group (REMG)

The Regional Emergency Management Group (REMG) is an association of emergency management professionals and elected officials within the Portland metropolitan region. The group has two sub-committees: REMTEC (technical group) and REMPAC (policy advisory group composed of elected officials). Since its inception in 1993, REMG has created Emergency Transportation Routes (Figure 1) for the region and a Regional Emergency Management Plan.

Figure 1: Emergency Transportation Route Chart Sample

Route Name	Alt. Name	From	To	Rd. Owner	Jurisdiction Responding	Major Bridges
E. Burnside Road		Burnside Bridge	160 th Ave E 330ft	PDOT	PDOT	
Hwy 10	B-H Hwy	SW 65th Ave. (Portland)	SW Barbur Blvd. (Hwy 99)	PDOT	PDOT	
Hwy 99E	SE ML King/Grand Ave.	SE Division Street Structure	E. Burnside Rd.	PDOT	PDOT	
Hwy 99E	NE ML King/Grand Ave.	E. Burnside Rd.	NE Hancock St.	PDOT	PDOT	
Hwy 99E	NE ML King/Grand Ave.	NE Hancock St.	NE Lombard St. (Hwy 30)	PDOT	PDOT	
N. Lombard Blvd.		Kelly Pt. Park Rd.	N. Columbia Blvd.	PDOT	PDOT	
N. Marine Dr.		Kelly Pt. Park Rd.	N. Portland Road	PDOT	PDOT	
NE 122nd. Ave.		E. Burnside Rd.	NE Marine Dr.	PDOT	PDOT	
NE 39th Ave.		E. Burnside Rd.	I-84	PDOT	PDOT	

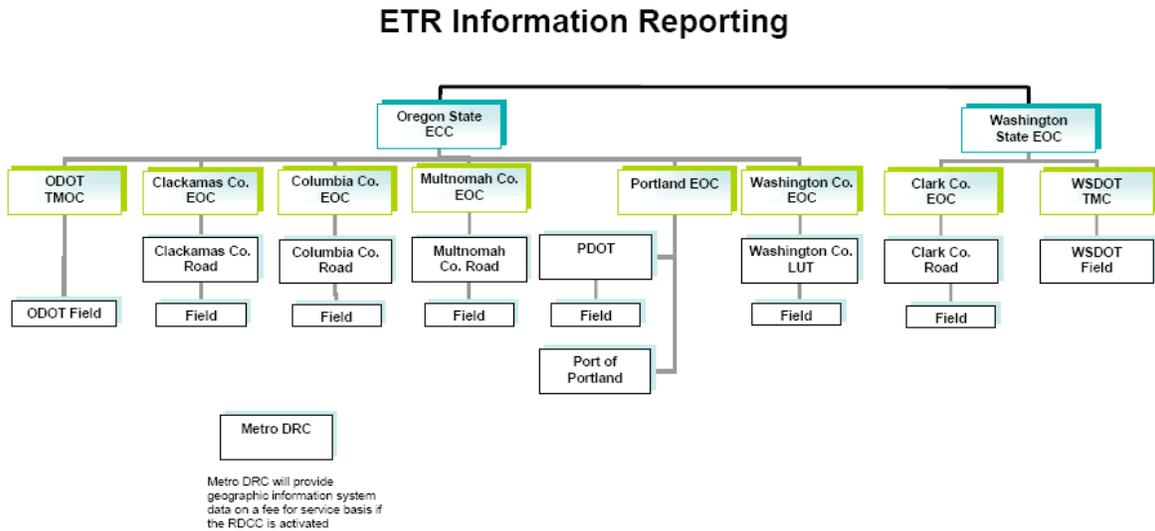
The Emergency Transportation Routes (ETRs) were created as a part of their earthquake emergency procedure, but can be used for other scenarios as well. Their focus is on moving people and goods into and out of the region as efficiently as possible given potential gaps in the existing system. Another purpose of the routes is to move response resources to heavily damaged areas in a disaster situation. The emergency roads are not presented on a map, but are detailed through the chart provided by Figure 1.

REMG is also currently undertaking a Critical Infrastructure Analysis of the Portland metropolitan region. This will assess the ability of the region's infrastructure (including, but not limited to, transportation) to withstand several emergency scenarios. This study is scheduled for completion in 2007. Since one of the most important keys to any emergency agency is interoperability, REMG has put together a communications flow

⁴ Oregon Emergency Management About Us
http://www.oregon.gov/OOHS/OEM/about_us.shtml

chart, depicted in Figure 2. This shows who is responsible for starting the waterfall of information and at what level it filters down to.

Figure 2: Emergency Transportation Routes Information Reporting



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Tab E

Aviation and Marine Security Plans

In response to federal legislation, the Port of Portland has created and implemented an Aviation Security Plan and a Marine Security Plan. These plans direct all security activities at Port facilities.

The Aviation Security Plan is in compliance with the Code of Federal Regulations (CFR), Title 49 Transportation, Part 1542—Airport Security. One of the major requirements of Part 1542 is that the Port have an Airport Security Program, requiring it to provide for “the safety and security of persons and property on an aircraft operating in air transportation or intrastate air transportation against an act of criminal violence, aircraft piracy, and the introduction of an unauthorized weapon, explosive, or incendiary onto an aircraft⁵.” As part of this requirement, the Port is to institute an Airport Security Coordinator.

⁵ CFR 49, Part 1542.
<http://www.washingtonwatchdog.org/documents/cfr/title49/part1542.html>

CFR Title 33 Navigation and Navigable Waters, Part 105—Facility Security directs the Port of Portland’s Marine Security Plan. This code requires that the plan provide for security training for personnel. Including security regulations for public access areas, measures for security systems and equipment maintenance, along with access control to restricted areas, cargo, deliveries and monitoring⁶.

Regional Alliances for Infrastructure and Network Security (RAINS)

The Regional Alliances for Infrastructure and Network Security (RAINS) is a software tool that can be used to rapidly gather and distribute sensitive information and incident alerts among public safety agencies, hospitals, schools, critical infrastructure owners and operators, and other homeland security stakeholders. It was created in Oregon as a not-for-profit/public alliance. Users of RAINS include Portland State University, Intel Corporation, and Hewlett-Packard⁷.

Portland Office of Emergency Management (POEM)

The fiscal year 2003-04 brought with it the inception of the Portland Office of Emergency Management. This new department centralized the leadership and coordination responsibilities for the city’s emergency management directive into a single organization under the supervision of the Mayor⁸. They handle a plethora of activities related to the prevention of, mitigation for, and recover from emergency situations. Not only do they provide reading material to citizens and government agencies, they also conduct training workshops and exercises to make sure people know what do in real time when it’s needed. In conjunction with and under the same management as POEM is the City’s Emergency Operations Center (EOC). The City of Portland EOC initiates the emergency warning system.

Figure 3: POEM’s Hazard Risk Gauge



POEM’s mission is broken down into seven major categories, each with its own work plan and implementation process. They are Community Preparedness, Homeland Security, Planning, Mitigation, Response, Recovery, and Interbureau and Regional

⁶ CFR 33, Part 105: http://www.access.gpo.gov/nara/cfr/waisidx_03/33cfr105_03.html

⁷ http://www.rainsnet.org/members/sponsor_profile.asp

⁸ Emergency Management
<http://www.portlandonline.com/oem/>

Collaboration. To exemplify the scope of these objectives here are brief overviews of two of them. Under Mitigation, the City has gathered a group of first responders and related agencies to create the City's first Natural Hazard Mitigation Plan. This objective and plan was fueled by the increasing cost of serious disasters along with various benefits of reducing risk to critical infrastructure beforehand. Interbureau and Regional Collaboration is a vital part to any successful security initiative. Portland works hard to inform and ready the leaders of neighboring local governments and agency heads. Many region-wide documents and organizations have been created to handle the information. Included are the Regional Evacuation Plan, Regional Disaster Debris Plan, and Regional Emergency Management Technical Team (REMTEC).

Portland Office of Transportation

The City of Portland's Office of Transportation has created a Basic Needs plan to cope with emergencies. Within the plan they outline four major phases of activity: Mitigation, Preparedness, Response, and Recovery. They echo the same ideals as the POEM. They put heavy importance on cooperation and communication between utility companies and agency/governmental departments with first responders. There are cooperative agreements signed with Multnomah County and neighboring cities in the region. This department has been given first responder status, meaning that as soon as an emergency strikes, they are working and dealing with the current situation and the aftermath. Their responsibilities lie mainly in detailing right-of-way's, traffic control, bridge inspections, and other infrastructure damage assessment programs⁹. They are staffed 24 hours per day/7 days per week and are prepared to handle any ecological or manmade situation.

TriMet

TriMet has instituted new security procedures since 2001 including more transit police, security personnel patrols, random sweeps on vehicles and facilities, fare inspectors, security cameras, and GPS tracking of transit vehicles. TriMet also coordinates emergency response with the police department, fire department, and ambulance services¹⁰. TriMet works closely with the Urban Area Working Group, and coordinates the Regional Transit Security Working Group and the Regional Transit Security Strategy. TriMet has used its UASI funds to replace obsolete closed caption television recorders, install yard security gates, provide increased staff training, and the creation of a communications system plan. For more in-depth security information pertaining to TriMet, please refer to the Profile of the Regional Transit System in the Portland Metropolitan Region.

Washington County Office of Consolidated Emergency Management (OCEM)

In November 1995, Washington County, the City of Beaverton, the City of Hillsboro and Tualatin Fire and Rescue entered into a cooperative agreement. This established an organization that is responsible for the coordination of emergency planning and service

⁹ Basic Emergency Plan

<http://www.portlandonline.com/transportation/index.cfm?c=35704&a=82848>

¹⁰ See <http://www.trimet.org/howtoride/security.htm>.

functions. The overall purpose of this new intergovernmental alliance is to develop, implement, and maintain a countywide program of disaster and emergency mitigation, preparedness, response, and recovery for governments, local residents and businesses¹¹.

The agency deals with localized emergency incidents ranging from pandemics and natural disasters to ecological phenomenon and human episodes. They offer manuals on keeping your family safe during such events and how to be prepared for the worst. Most of their emphasis is placed on being ready to handle disasters that will render utilities and the economy helpless, while individuals are left self-reliant for up to three days.

Clark Regional Emergency Services Agency (CRESA)

Instead of following the traditional model of an emergency agency at the County level, Clark has simplified the process by consolidating the emergency management office to serve at all levels within the county, including both cities and unincorporated areas¹². Their objectives mirror that of the PDOT: Preparedness, Mitigation, Response, and Recovery. They place prominence on an educated public. They make an effort to inform the public of all types of disasters, including rare and infrequent types. They offer extensive training for government employees and other agencies which are presented upon request and annually. One unique aspect of this agency is the volunteer services they provide. There are volunteer search and rescue teams, radio communication teams, and the Citizens Corp, a federally recognized group that strives in the areas of emergency preparedness, crime prevention, and/or safety.

Clackamas County Emergency Management

This program is administered by the Sheriff's Office with the Sheriff as the appointed director. There is a large region-wide network that ensures the emergency management system's inclusion in cities, service districts, volunteer agencies, schools, and other organizations with emergency responsibilities¹³. They have a readily available wealth of information that is easily accessible and understandable. There are emergency guides for all types of disasters from many viewpoints including home, business, natural, and industrial.

Multnomah County Emergency Management

Multnomah County presents a standard approach to emergency management. The County deals with emergency preparedness through their Emergency Operations Plan and Natural Hazard Mitigation Plan. The plan lays out the roles and responsibilities of the county-level agencies, communications network, function of the emergency operations center, and its emergency support system.

¹¹ Washington County (Oregon) Sheriff's Office News Letter Jan 1996
http://www.co.washington.or.us/sheriff/news_let/1_96.htm

¹² Emergency Management Program – CRESA
<http://www.cresa911.org/dem.htm>

¹³ Emergency Management- Mitigation
<http://www.co.clackamas.or.us/emergency/>

IV. CONCLUSIONS AND IMPLICATIONS FOR TRANSPORTATION SECURITY

Many agencies throughout the Portland metropolitan region are concerned with and are planning for transportation security. The REMG has done the most work in coordinating regional agencies to prepare for emergencies, but left the focus on specific security elements to agencies that have a better foundation in transportation activities. TriMet, the Port of Portland, and ODOT each have security measures that implement roles and responsibilities for their respective facilities.

At a minimum, the RTP process will update current policies to address security issues and continue to further the consideration of system management and operations elements during transportation planning activities. Perhaps the role of Metro could be expanded in the future to be a convener or champion for the existing regional stakeholders to discuss and facilitate decisions regarding transportation security in the Portland metropolitan region. As for now, Metro will act as a compendium of knowledge for current security practices, while continuing its work to implement security components into transportation planning.