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Clackamas County
www.clackamas.us

Clackamas County Coordinating Committee

C4 Metro Subcommittee

Wednesday, November 18, 2026
7:30 AM – 9:00 AM

Virtual Meeting:
https://clackamascounty.zoom.us/j/87312995410?pwd=OHBkhiBOMHZRPc2SMYt0pR4h9BlsGg.1

Agenda

7:30 a.m. **Welcome & Introductions**

7:35 a.m. **JPACT Updates** (JPACT Materials)

- **Upcoming JPACT Agenda**
  Presenting: Mayor Joe Buck, Lake Oswego
- **Regional Transportation Plan: Needs and Opportunities Assessment**
  Presenting: Eliot Rose, Metro
- **TPAC Updates**
  Presenting: Jeff Owen, Clackamas; Will Farley, Lake Oswego
  - RTP Project List Assessment: Update on Possible Changes
  - RTP "Call for Projects" Preparation at CTAC
- **Committee Coordination: Messaging and Feedback for JPACT**

8:45 a.m. **MPAC Updates** (MPAC Materials)

- **Upcoming MPAC Agenda**
  Presenting: Mayor Joe Buck, Lake Oswego
- **MTAC Updates**
  Presenting: Jamie Stasny, Clackamas; Laura Terway, Happy Valley
- **Committee Coordination: Messaging and Feedback for MPAC**

Attachments:

JPACT and MPAC Work Programs	Page 03
RTP Needs and Opportunities Assessment	Page 06
Team TPAC and MTAC Reports	Page 54

JPACT Workplan 2026

In-Person	Thursday, November 19, 2026		
Topic	**Detail**	**Presenter**	**Time (Min)**
Call to Order	Call To Order, Declaration of a Quorum & Introductions	Chair Lewis	5
Public Communication	3 min/p	Chair Lewis	3
Chair Updates	Fatal Crash Update		7
	Transit Minute		
	Quarterly Transit Forum - Update		
	IBR Diversion Approach Memo		
	2028 RTP Update: Draft Revenue Forecast		
	Legislative priorities memos		
	IBR Funding Memo- lightrail		
Consent	Consideration of the October 15, 2026 JPACT Meeting Minutes		5
	MTIP Formal Amendment		
Action			
Information/Discussion	IMS Transportation Funding Report	Tyler Frisbee, Earl Blumenauer	30
	2040 Look Back	Ted Reid, Alex Steinberger (Cascadia)	40
	2028 RTP Update: Regional Transportation Needs	André Lightsey-Walker, Eliot Rose	25
Total meeting minutes			120

Online-Only	Thursday, December 17, 2026		
Topic	**Detail**	**Presenter**	**Time (Min)**
Call to Order	Call To Order, Declaration of a Quorum & Introductions	Chair Lewis	2
Public Communication	3 min/p	Chair Lewis	3
Chair Updates	Fatal Crash Slides	Chair Lewis	5
	Transit Minute		
	2027 Work Program Memo		
	Future Vision		
	JPACT DC Trip Date Update		
Consent	Minutes		5
	MTIP Formal Amendment		
Action			
Information/Discussion	2028 RTP Update: Phase 3 Call for Projects Approach and Cost Targets	André Lightsey-Walker, Blake Perez, Jason Nolin	35
	Key Findings from Governor's Transportation Task Force	Kyung Park, Grace Crunican	35
	Legislative priorities	Anneliese	5
	Diversion discussion	IBR, Carley Francis and Ryan LeProwse	30
Total meeting minutes			120

MPAC Workplan 2026

Online-Only	Wednesday, November 18, 2026		
Topic	**Detail**	**Presenter**	**Time (Min)**
Call to Order	Call To Order, Declaration of a Quorum & Introductions	Chair Kudrna	3
Public Communication	3 min/p		3
Memos in packet	RTP Memo in packet		
Councilor Update		Councilor Hwang	2
Committee Updates	Kirstin Greene- Says goodbye, welcomes Leila		
Consent	Consideration of the September 23, 2026 MPAC Meeting Minutes		2
	MTAC nominations		
Action	Ordinance no. 26-1549 For the Purpose of Adopting the Distribution of Population, Household, and Employment Growth to Year 2050 to Local Governments in the Region Consistent with the Forecast Adopted by Ordinance No. 24-1520 in Fulfillment of Metro's Population Coordination Responsibility Under ORS 195.036	Ted Reid and Peter Bosa	15
Information/Discussion	Summary of Ec Dev Metro Council Presentations	Eryn Kehe and David Tetrick	10
	Draft CEDs report	David Tetrick	20
	Future Vision Update and Report Out	Jess Zdeb	15
	Land Bank Project update	Andrea Pastor	20
	Legislative Agenda for Housing	Kyung Park	20
Total Minutes for Meeting:			110

Online-Only	Wednesday, December 16, 2026		
Topic	**Detail**	**Presenter**	**Time (Min)**
Call to Order	Call To Order, Declaration of a Quorum & Introductions	Chair Kudrna	3

Public Communication	3 min/p		3
Memos in packet	New member representative form		
Councilor Update		Councilor Nolan	2
Committee Updates			
Consent	Consideration of the November 18, 2026 MPAC Meeting Minutes		2
Information/Discussion	Value of Transit Service Study	ECOnw presenter: Katharine Nester, Project Manager TriMet presenter: JC Vannatta, TriMet Chief Public Affairs Officer	30
	2040 Growth Concept Retrospective	Alex Steinberger from Cascadia Partners	45
	Future Vision Update	Jess Zdeb	5
	2028 RTP: Regional Transportation Needs and Call for Projects	André Lightsey-Walker, RTP Project Manager, Eliot Rose, Jason Nolin	30
Total Minutes for Meeting:			120

Metro

C4 Metro subcommittee

November 18, 2026

2028 RTP: Draft needs assessment

Purpose

Share the draft 2028 RTP needs assessment so that C4 Metro members can ask questions and provide feedback:

- What questions or comments do you have on these results?
- What needs or findings that should be priorities for the region to address during this RTP update?
- What type of projects or policies might address those needs?

Elements of the RTP performance analysis



Needs assessment (ch4)

Snapshot of **current conditions** using the best data available from Metro and other sources

Project list assessment

Evaluates each RTP capital project using criteria based on goals and policies

Report back in June 2027

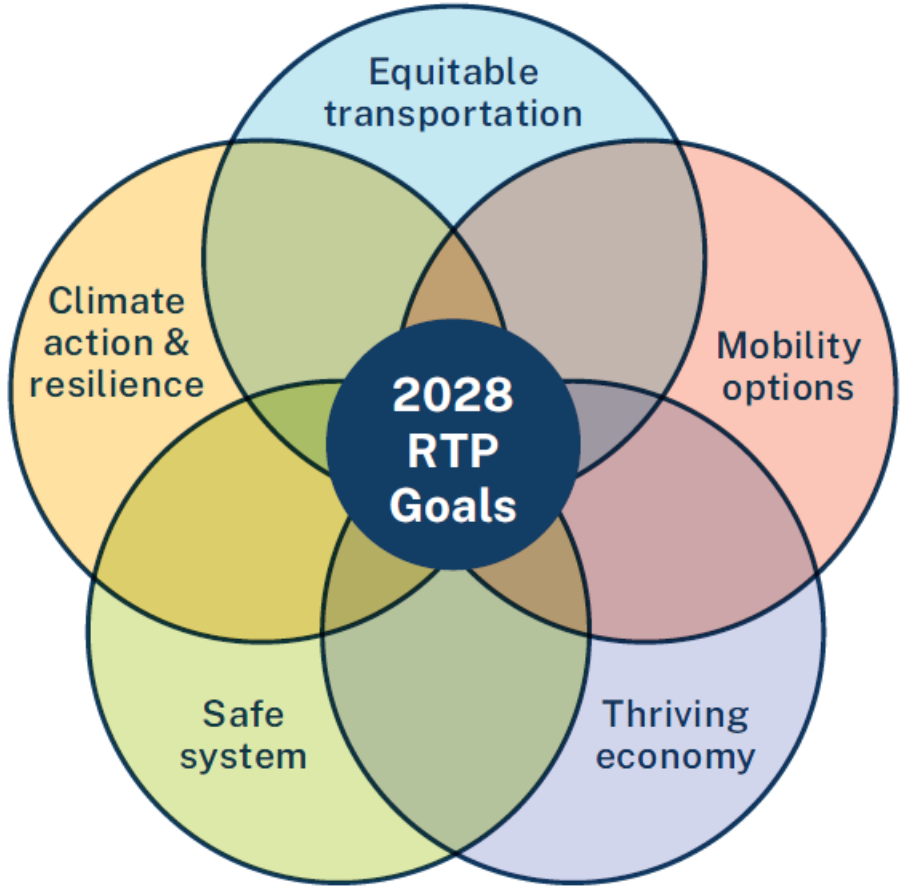
System analysis (ch7)

Forecasts **future performance** using Metro data and tools and compares results to targets

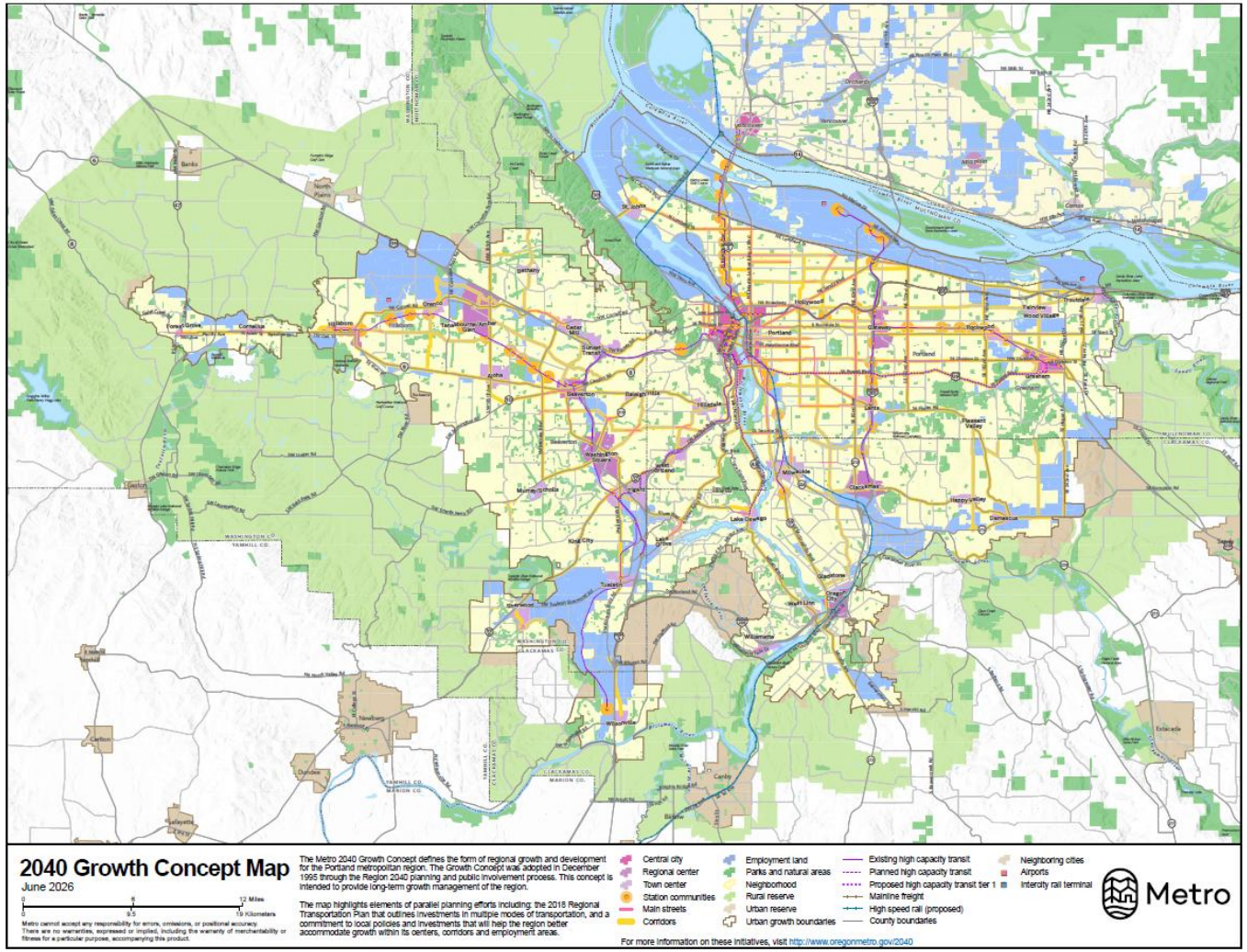
Report back in September 2027

Role of the needs assessment

- Review existing conditions: population, employment, demographic, and travel behavior
- Measure recent progress toward our vision and goals
- Establish baselines against which the RTP measures future performance
- Identify needs and opportunities to address during the 2028 RTP update

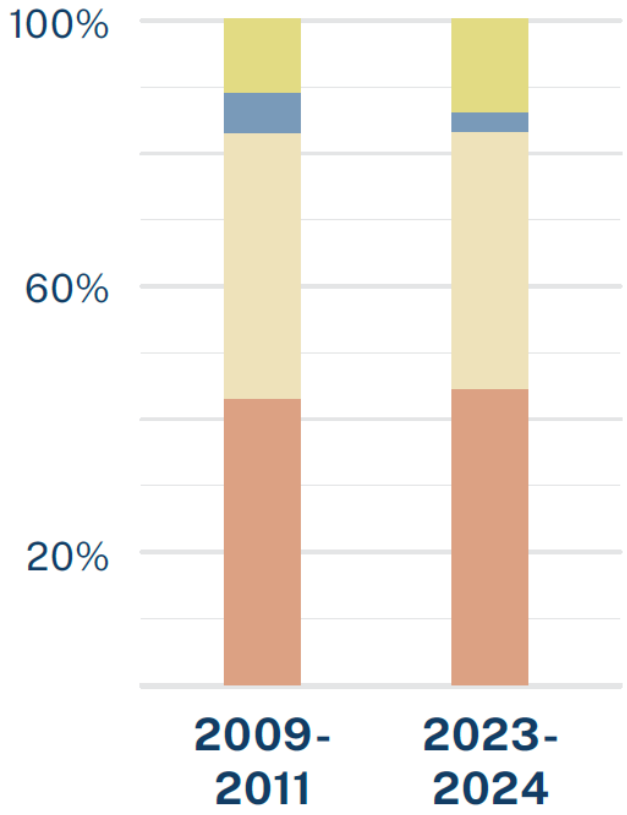


The RTP is our shared blueprint and a critical tool to implement our region's land use and transportation vision



Regional travel trends

- Remote working is a popular option
- Most people who commute to work in the region live here
- **People are taking more trips by foot and bike**
- Many people continue to rely on transit



	2023-2024	change since 2011
Walk/ bike	14%	+3%
Transit	3%	-3%
Carpool	39%	-1%
Drive alone	45%	+2%

Mobility

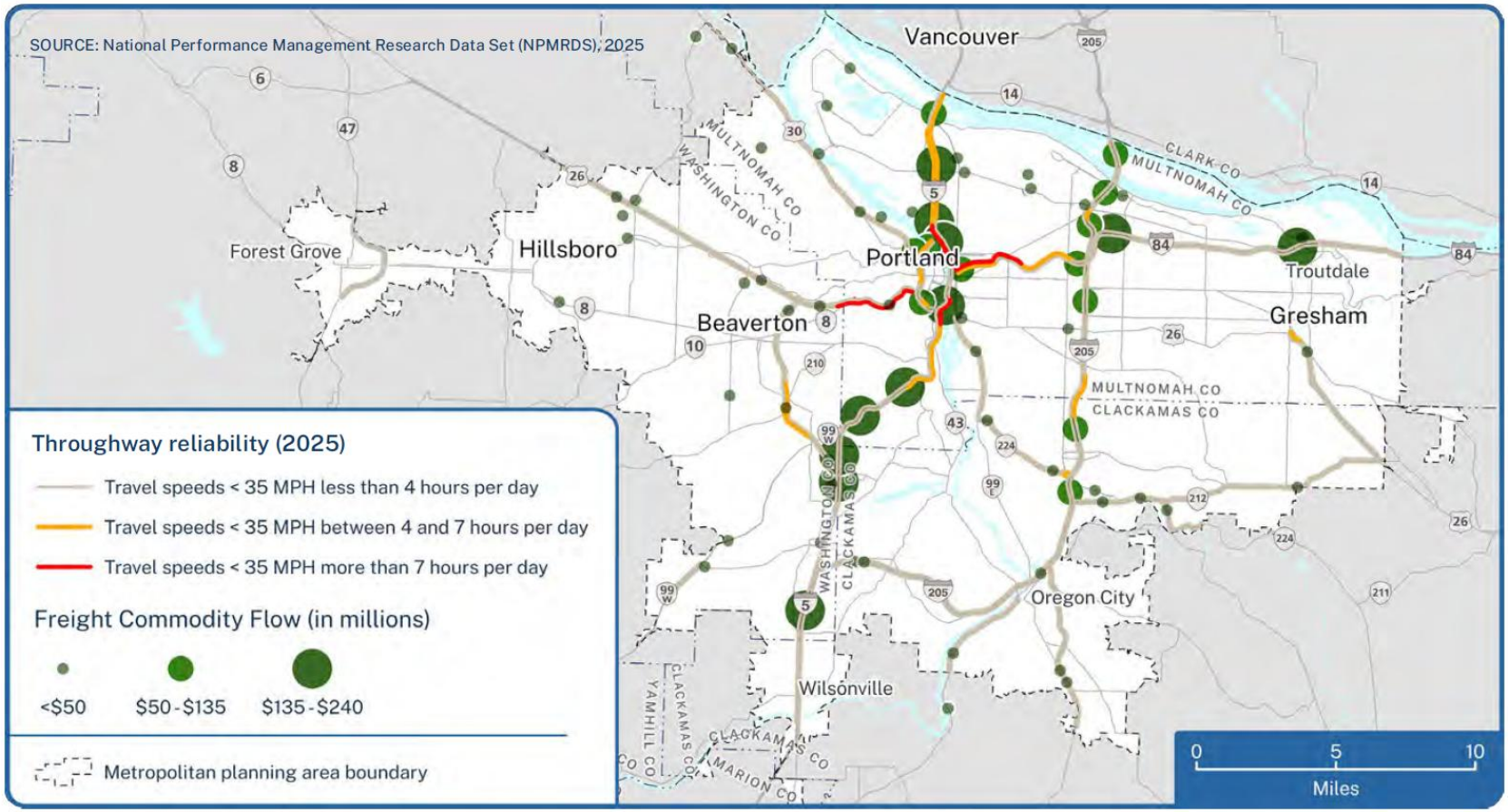
Vision: safe, reliable and affordable options

Status: driving is more convenient than other options

Needs:

- Fill network gaps for all modes
- Invest in a variety of transit solutions
- **Manage the system for reliability**

Throughway reliability



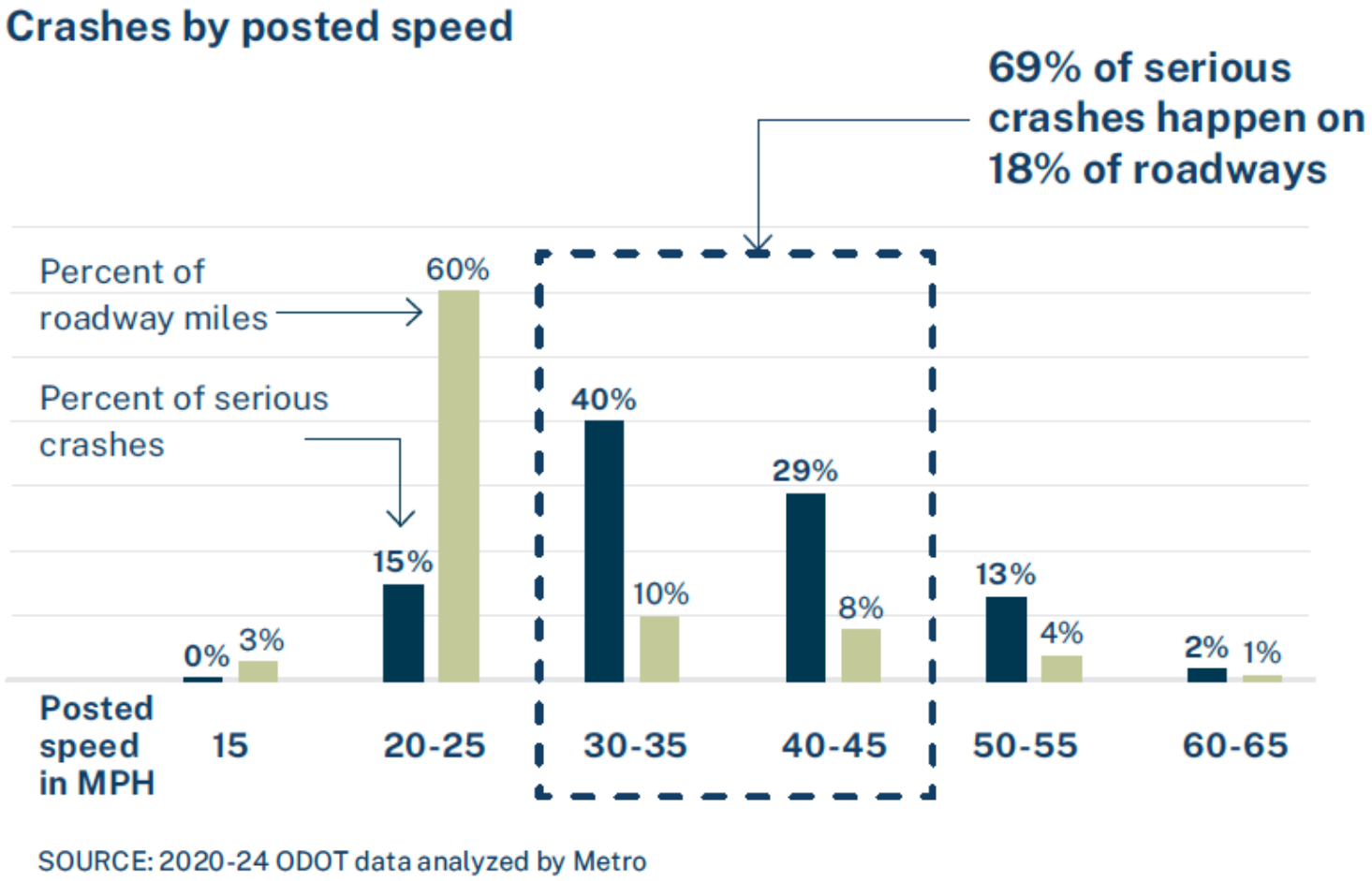
Safety

Vision: Zero deaths and serious injuries on roadways

Status: Traffic deaths are rising

Needs:

- Investments in proven safety solutions
- Focus on protecting people walking
- **Invest in 30-45 MPH streets** and high injury corridors



SOURCE: 2020-24 ODOT data analyzed by Metro

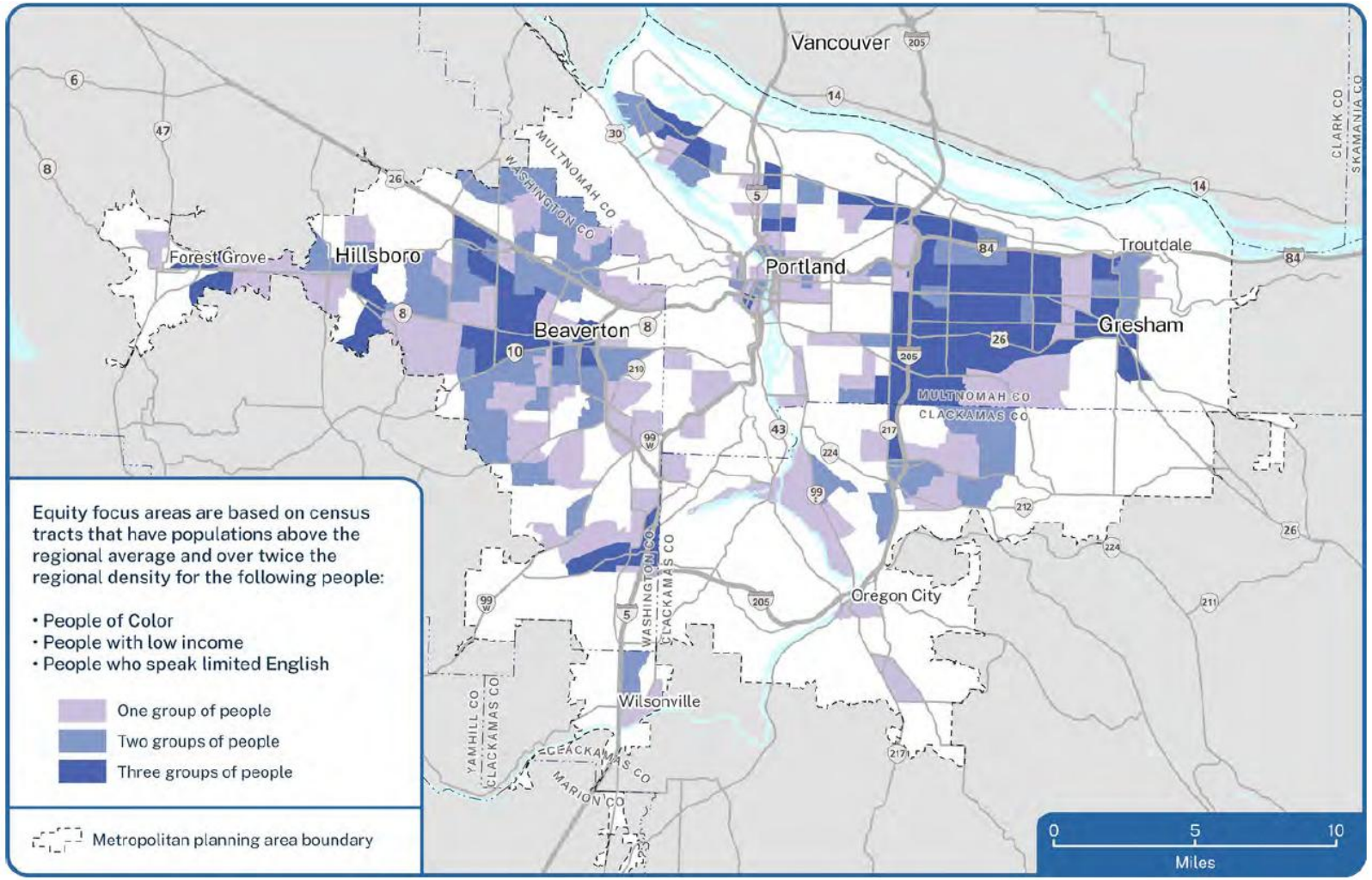
Equity

Vision: income, ability, race, age, and language no longer predict outcomes

Status: our region has made investments, but safety / other disparities remain

Needs: Focus investments (especially in transit and safety) in **equity focus areas**.

2028 RTP Equity focus areas



SOURCE: 2023 American Community Survey data

Economy

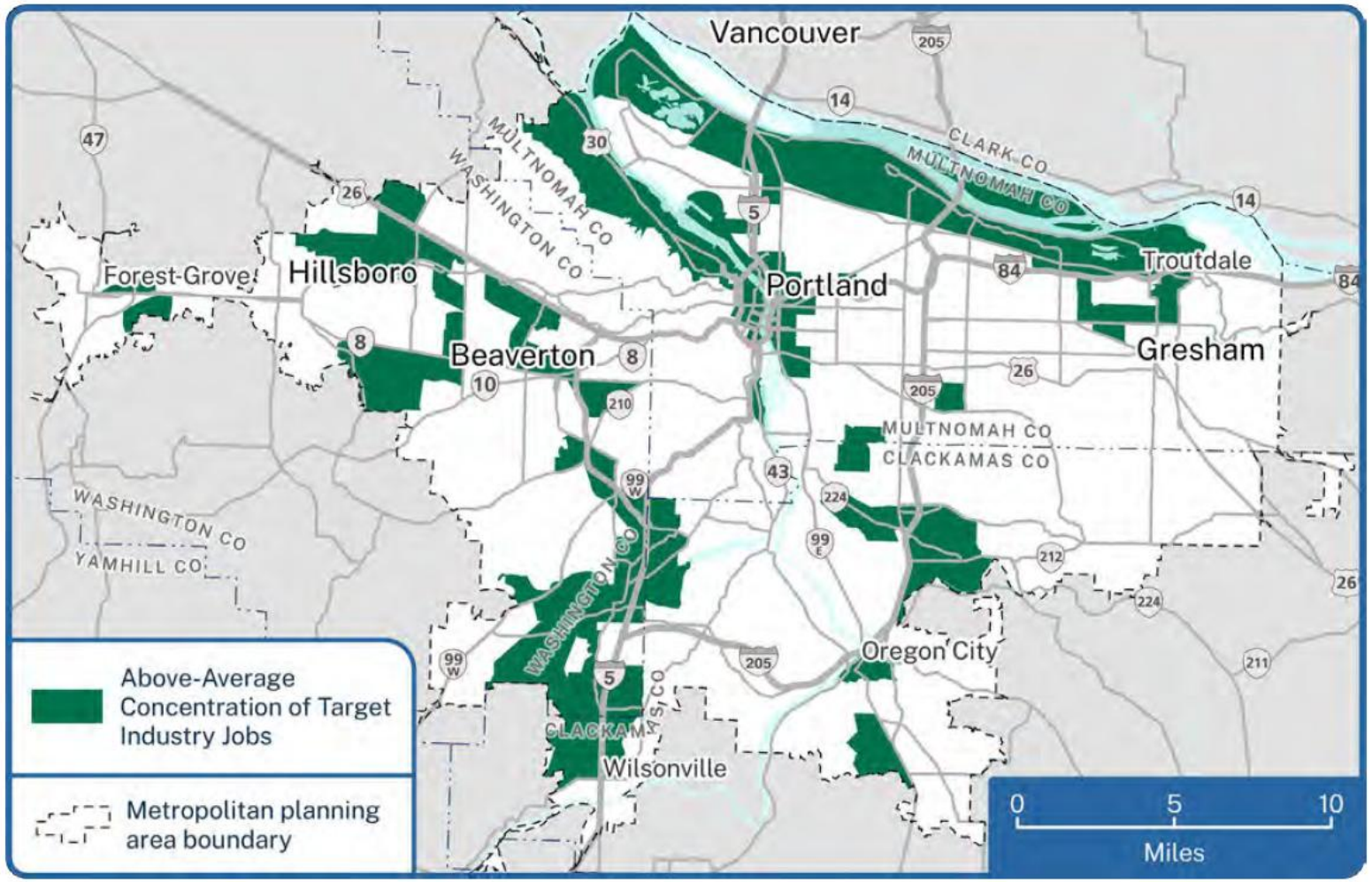
Vision: workers and goods can efficiently reach destinations

Status: A small number of roads cause outsize delays and some regional job centers lack connections

Needs:

- Invest in multimodal solutions and system management to address congestion
- **Better connect regional job centers**

Target industry job clusters



SOURCE: Quarterly Census of Employment and Wages (QCEW)

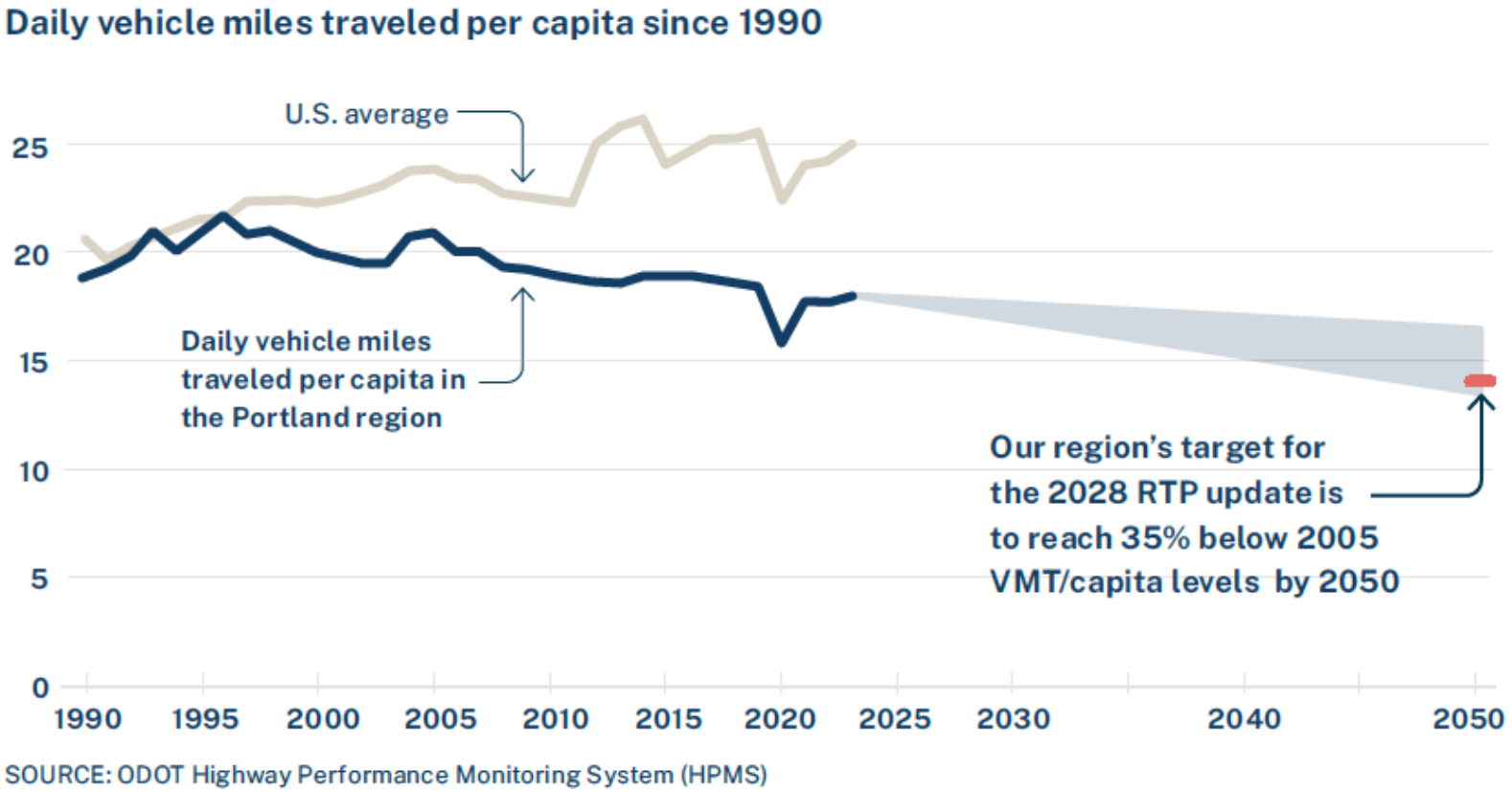
Climate + resilience

Vision: our region reduces climate pollution and builds resilience

Status: Recent setbacks have knocked us off track from meeting climate targets and extreme weather events are more frequent and severe

Needs:

- Prioritize high-impact climate projects
- Strengthen emergency transportation routes



SOURCE: ODOT Highway Performance Monitoring System (HPMS)

Discussion questions

- What questions or comments do you have on these results?
- What needs or findings should be priorities for the region to address during this RTP update?
- What projects or policies might address those needs?



Metro

2028 REGIONAL TRANSPORTATION PLAN

Regional transportation needs

Phase 2 briefing book for policymakers

November 2026

oregonmetro.gov/rtp ↗

Metro is the federally mandated metropolitan planning organization (MPO) designated by the Governor of Oregon to develop a regionally coordinated transportation system plan and to allocate federal funds for the region.

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

Project website ↗

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

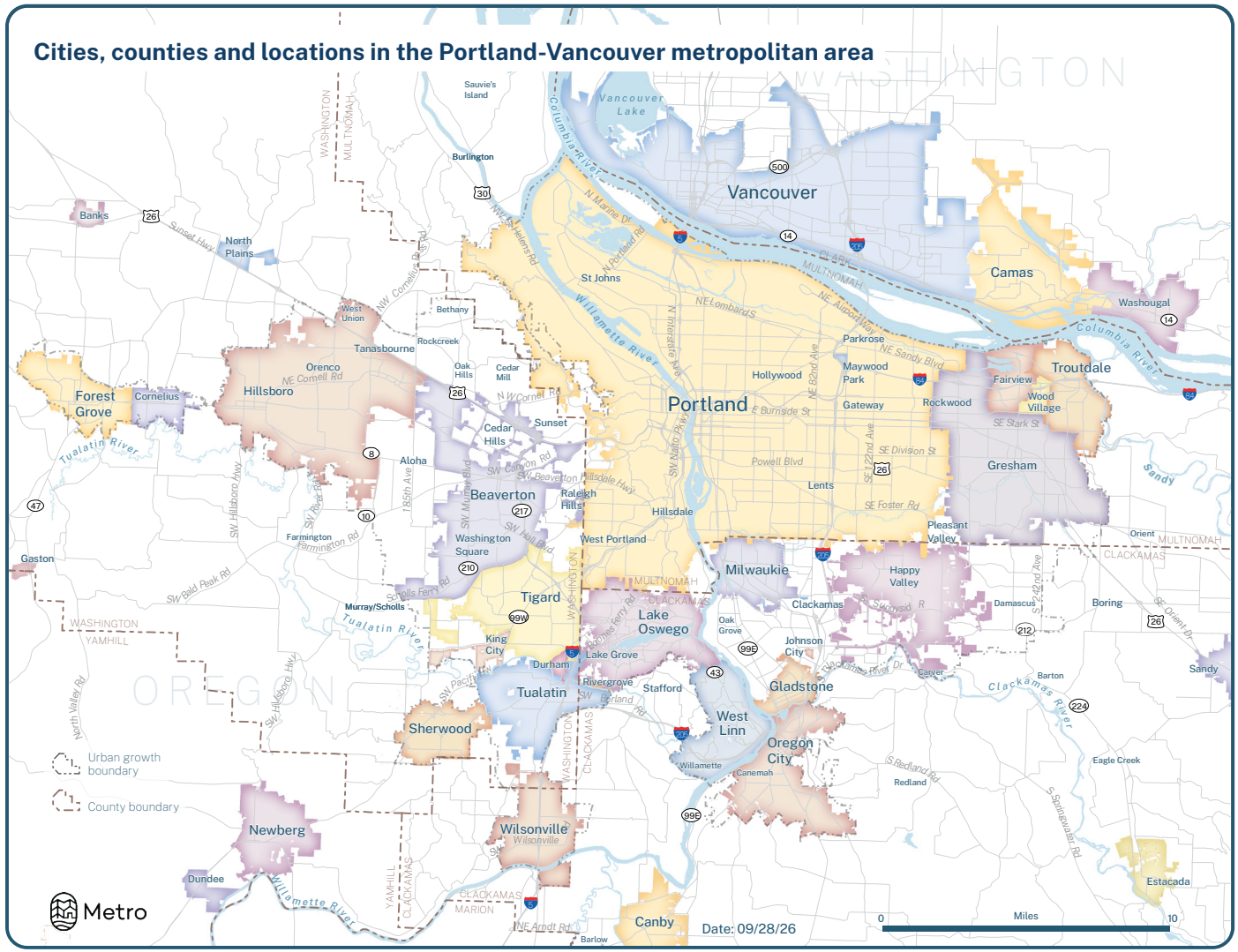
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Metro is the metropolitan planning organization (MPO) designated by Congress and the State of Oregon, for the Oregon portion of the Portland-Vancouver urbanized area, serving nearly 1.7 million people living in the region's 24 cities and three counties. As the MPO, Metro formally updates the Regional Transportation Plan every five years in cooperation and coordination with partner agencies, community-based organizations, Tribal governments and other interested parties.

How to use this briefing book

This briefing book is a tool to support agencies in prioritizing projects for the 2028 Regional Transportation Plan that will advance our region's shared goals.

The call for projects opens in early 2027.

This briefing book summarizes findings and insights from public and agency engagement conducted during the scoping of the 2028 RTP, the assessment of current transportation needs and the draft RTP revenue forecast.

Metro will update and publish new versions of this briefing book at key milestones throughout the RTP process. The next version, planned for Fall 2027, will incorporate an analysis of future system performance and the results of the project list assessment, which examines how individual RTP projects address regional transportation needs and goals.

Jump to

Introduction **1 →**

Input from across our region **3 →**

Regional context **5 →**

RTP vision and goals **9 →**

Regional transportation needs **12 →**

Funding outlook **27 →**

Recently completed projects **28 →**

What's next **30 →**







INTRODUCTION

How people get around shapes their communities and everyday lives

The economic prosperity and quality of life in greater Portland depend on a transportation system that provides every person and business with access to safe, reliable and affordable ways to get around.

The Regional Transportation Plan (RTP) is a blueprint to guide investments for all forms of travel—motor vehicle, transit, bicycle and walking—and the movement of goods and freight throughout the Portland metropolitan region. The RTP is necessary to bring federal and some state transportation funds home to greater Portland.

Our region has shown time and again that we can get things built when we work together.

The 2028 RTP update considers how transportation investments can improve safety, support economic prosperity and connect people to opportunities, reduce emissions, maintain critical infrastructure and improve quality of life.

Our region faces diverse transportation needs across modes, and these needs outweigh available resources.

As a result, new revenues, continued collaboration, and strategic investments are critical to meeting our goals.

What is the RTP?

Every five years, Metro brings together partners to update our region's shared transportation vision and investment strategy. Since Spring 2026, Metro has worked with members of the public, policymakers and community and business leaders to define the process for updating the plan by November 2028.

What does the plan do?

The plan describes investments that advance transportation mobility, safety, equity, economic and climate goals. It also identifies goals, policies, projects and strategies to address federal, state and regional planning requirements. Projects and policies are based on shared regional values and outcomes, including implementation of the **2040 Growth Concept** ↗ and the **Climate Smart Strategy** ↗.



This plan will help our region take steps to:

- → **Restore and grow transit service** to build the next generation of frequent, reliable and connected transit throughout our region.
- → **Increase safe and affordable travel options** by prioritizing biking and walking connections in equity focus areas and near transit and schools.
- → **Improve safety, reliability and mobility** for people and goods.
- → **Advance major projects** on our region's interstate highways, bridges and transit system—including transit projects on Tualatin Valley Highway and 82nd Avenue, and the I-5 Interstate Bridge Replacement project.
- → **Reduce emissions** to meet our climate goals and improve air quality.
- → **Move us closer to our region's shared transportation vision.**

However, more work and funding are urgently needed.



2028 RTP engagement and consultation goals

- → Broad regional engagement and consultation
- → Community participation in local transportation engagement opportunities
- → Transparency
- → Lived experience alongside technical data

INPUT FROM ACROSS THE REGION

Connecting and collaborating

Meaningful engagement and consultation contribute to a regional strategy for investing in a transportation system that serves everyone.

The 2028 RTP update gathers the input of people who live, work and travel across the greater Portland region. Engagement activities also include input from historically underserved populations. These opportunities are built into every phase of the RTP update, including:

- Sharing progress and seeking guidance from regional and county coordinating committees
- Engaging elected officials and senior organizational leaders
- Engaging business and community leaders
- Consultations with tribes
- Consultations with Federal, State agencies and regional resource agencies
- In-person and online public engagement opportunities

The 2028 RTP update process also incorporates previous RTP engagement feedback and recent findings from other Metro transportation-related engagement activities.



Working to build trust in government

→ There is unanimous support for broad and meaningful engagement throughout the RTP update in a time when public trust in government is low.

→ RTP engagement should be authentic, transparent and responsive.

→ Innovation is necessary for engaging in the diverse geographic areas of our region and with underserved communities.

Findings from early RTP engagement will inform future engagement activities and the development of the 2028 RTP.

What we are hearing

There is broad agreement that our region's transportation system should give people choices, keep everyone safe, work fairly for all communities, support a strong economy and address climate action and resilience.

Safety

- Prioritize safety investments to eliminate fatal and serious injury crashes.

Funding challenges

- RTP goals cannot be achieved without sustainable funding sources.
- Measurable outcomes and performance-based decision-making are more important than ever.

Economic development

- Our region is experiencing serious economic concerns.
- Economic development, access to jobs, freight reliability and access to industrial sites should be priorities in the plan.

Climate goals

- There is a gap between adopted climate targets and what current policies can achieve.
- The 2023 RTP assumed significant progress on congestion pricing and transit investment, but today both face substantial political and financial barriers.

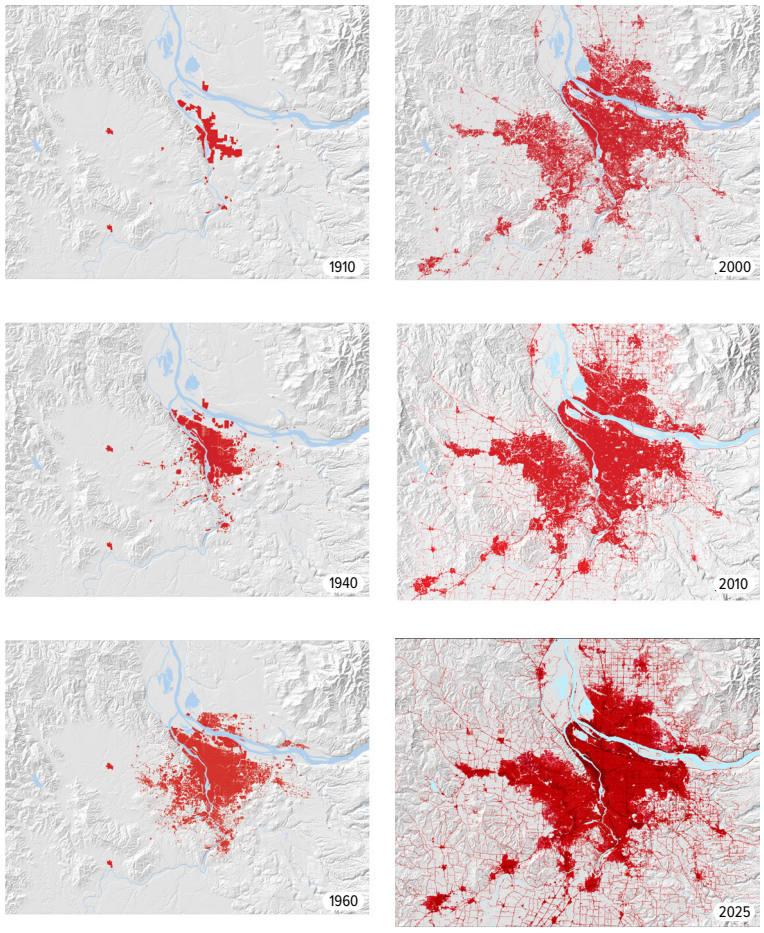
Housing and land use

- Better coordination is needed between transportation planning, housing and land use decisions.

Equity

- Prioritize fast, frequent and reliable transit service and safe streets for bicycling, walking and waiting for transit.

Change in urban land cover in greater Portland: 1910-2025



SOURCE: Historic Metropolitan Planning Commission Maps, NOAA Coastal Change Analysis Program Landcover

REGIONAL CONTEXT

Planning for the future begins with understanding our region's changing needs

Communities in greater Portland have a history of collaboration and innovation to manage growth and infrastructure across jurisdictional boundaries.

Because of greater Portland's dedication to planning and working together to make local and regional plans a reality, our region has set a wise course for managing growth—but times are challenging. The impacts of climate change, generations of systemic racism, slowing economic growth and housing unaffordability have made clear the need for new approaches.

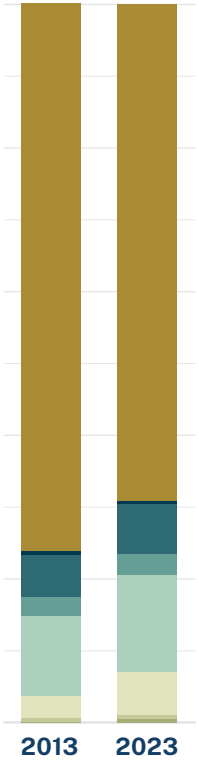
In collaboration with city, county, state, business and community leaders, Metro is working to implement land use and transportation policies and leverage investments that respond to these complex and interrelated challenges at a regional scale.

Over the past several decades, the Portland region has grown significantly, but there are signs that this growth is beginning to slow due to regional and nationwide trends.

Regional trends

Greater Portland has become more racially diverse.

Between 2013 and 2023, the share of our region's population who identify as people of color grew from 24% to 30%. This change was driven primarily by Latinés, Asian people, and people who identify as multiracial.



Population by race and ethnicity in the Portland region and surrounding counties, 2013 and 2023

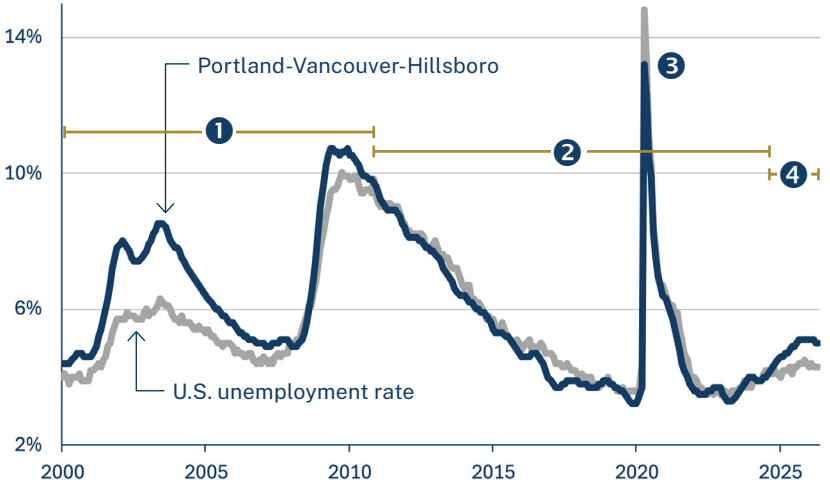
	2013	2023
White	76%	70%
American Indian and Alaska Native	0.6%	0.4%
Asian	6%	7%
Black	3%	3%
Hispanic or Latino	11%	14%
Multiracial	3%	6%
Native Hawaiian and Pacific Islander	0.5%	0.5%
Other	0.1%	0.5%

SOURCE: American Community Survey

Local unemployment is once again higher than the national average.

Before 2011, the greater Portland region generally experienced higher unemployment rates than the national average, particularly during recessions (❶). Between 2011 and 2024, our region consistently had lower unemployment rates than the rest of the country (❷). In the Portland region and nationwide, the COVID-19 pandemic triggered an exceptional recession, which receded much more quickly than prior recessions (❸). Since 2024, our region's unemployment rate is once again outpacing the nation at large (❹).

Unemployment rate in the greater Portland region vs. the U.S. 2000-2026

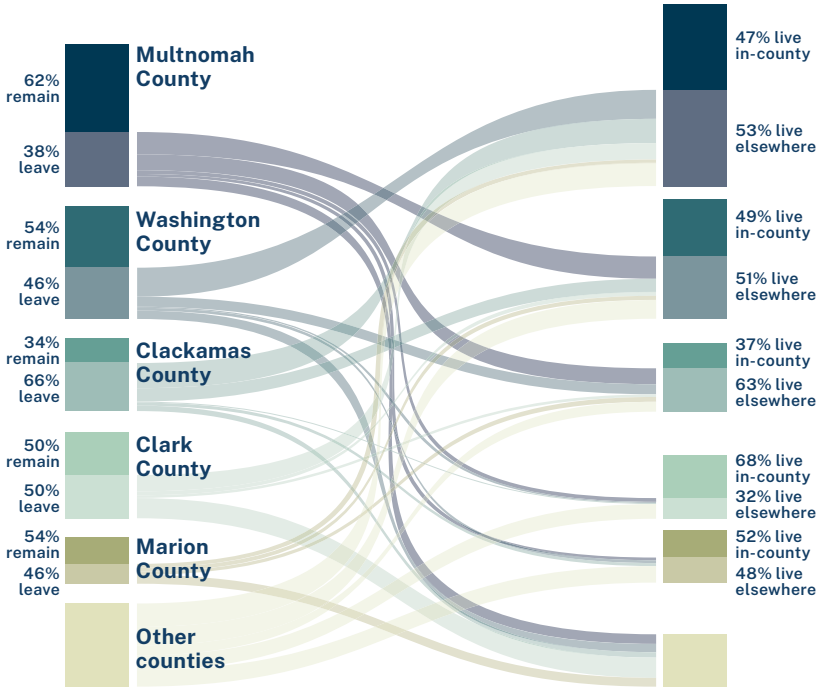


SOURCE: Oregon Employment Department

Greater Portland employs people who live both in our region and surrounding areas.

Businesses in Multnomah and Washington counties employ the majority of workers from across our region, as well as many from outside our region. The graphic below shows the counties where people live and are employed. It does not show actual commute trips. Since so many people in our region (45%) work remotely at least some of the time, fewer people are commuting between their homes and workplaces.

Home and work locations in greater Portland

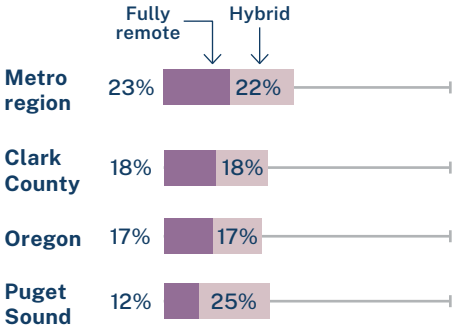


SOURCE: 2023 Census LEHD Origin-Destination Employment Statistics

Remote working is a popular option in greater Portland.

The share of remote workers in our region is higher than in the rest of Oregon, Clark County or the Puget Sound (Seattle) region.

Share of workers working remotely



SOURCE: 2023-24 Oregon Travel Study

The vast majority of people who travel to work in the Portland region also live here.

85% of people who work in Multnomah, Washington, or Clackamas counties also live in one of those counties. Only 15% commute in from elsewhere including adjacent communities. Investing in our core transportation network helps connect the majority of workers to their jobs.

Daily trips to work in Multnomah, Washington and Clackamas counties, by home county



	2023-2024
Multnomah	42%
Washington	26%
Clackamas	17%
Clark (WA)	7%
Marion	3%
Yamhill	3%
Columbia	1%
Other	1%

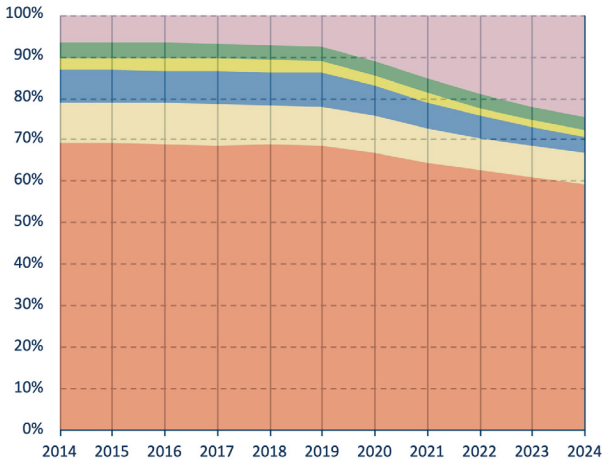
SOURCE: 2023-24 Oregon Travel Study

More working from home means fewer people driving to work—but it may also mean fewer people carpooling, taking transit, and biking.

Since the pandemic, the share of people commuting to work in-person via any mode has fallen significantly, while the share of people working from home has more than tripled.

This has mixed impacts on mobility in our region. On one hand, the share of people driving to work has fallen more significantly over the past several years than at any other time in our region's history. On the other, research suggests that people who work from home often replace car trips to work with other driving errands throughout the day, and that teleworking tends to disproportionately replaces transit and bicycling trips.

Share of commuters by travel mode, 2014 to 2024

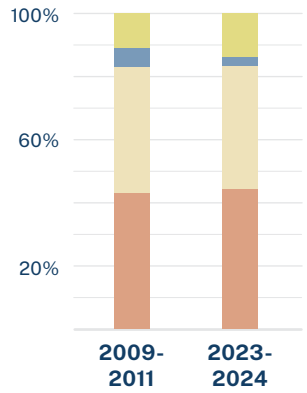


	2014	2024	change
Work from home	7%	24%	**+270%**
Walk	4%	3%	**-19%**
Bike	3%	2%	**-42%**
Transit	7%	4%	**-47%**
Carpool	10%	7%	**-22%**
Drive alone	69%	59%	**-15%**

SOURCE: American Community Survey five-year estimates

People are taking more trips by foot and bike.

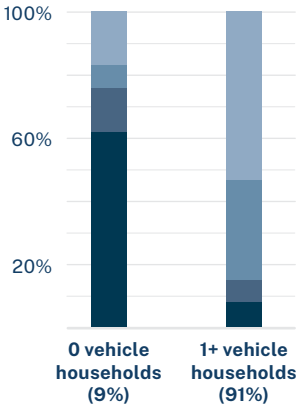
Though walking and biking to work have been declining, the total share of trips made by bike or foot has increased.



	2023-2024	change since 2011
Walk/ bike	14%	**+3%**
Transit	3%	**-3%**
Carpool	39%	**-1%**
Drive alone	45%	**+2%**

Many people continue to rely on transit.

Though transit use in general has declined, households that don't own a vehicle rely heavily on transit. Nearly half of car-owners also use transit at least occasionally.



	Households with 0 vehicles	Households with 1+ vehicles
Never	17%	54%
Rarely	7%	32%
1-3 days a month	14%	7%
1+ days a week	62%	8%

SOURCES: 2023-2024 Oregon Travel Study



Future 50 is in the works

Metro Council is anticipated to adopt an updated 50-year future vision in 2027. Once it's adopted, Metro will work with partners to update the Growth Concept. A new Growth Concept is expected to be considered for adoption in 2028. Because of this timeline, the 2028 RTP will still rely on the current 2040 Growth Concept to define our region's transportation vision that supports the centers, main streets, station communities, corridors, employment and industrial areas and neighborhoods of our region.

Learn more about Future 50 ↗

GROWTH CONCEPT VISION

The RTP is a critical tool to implement our region's land use and transportation vision

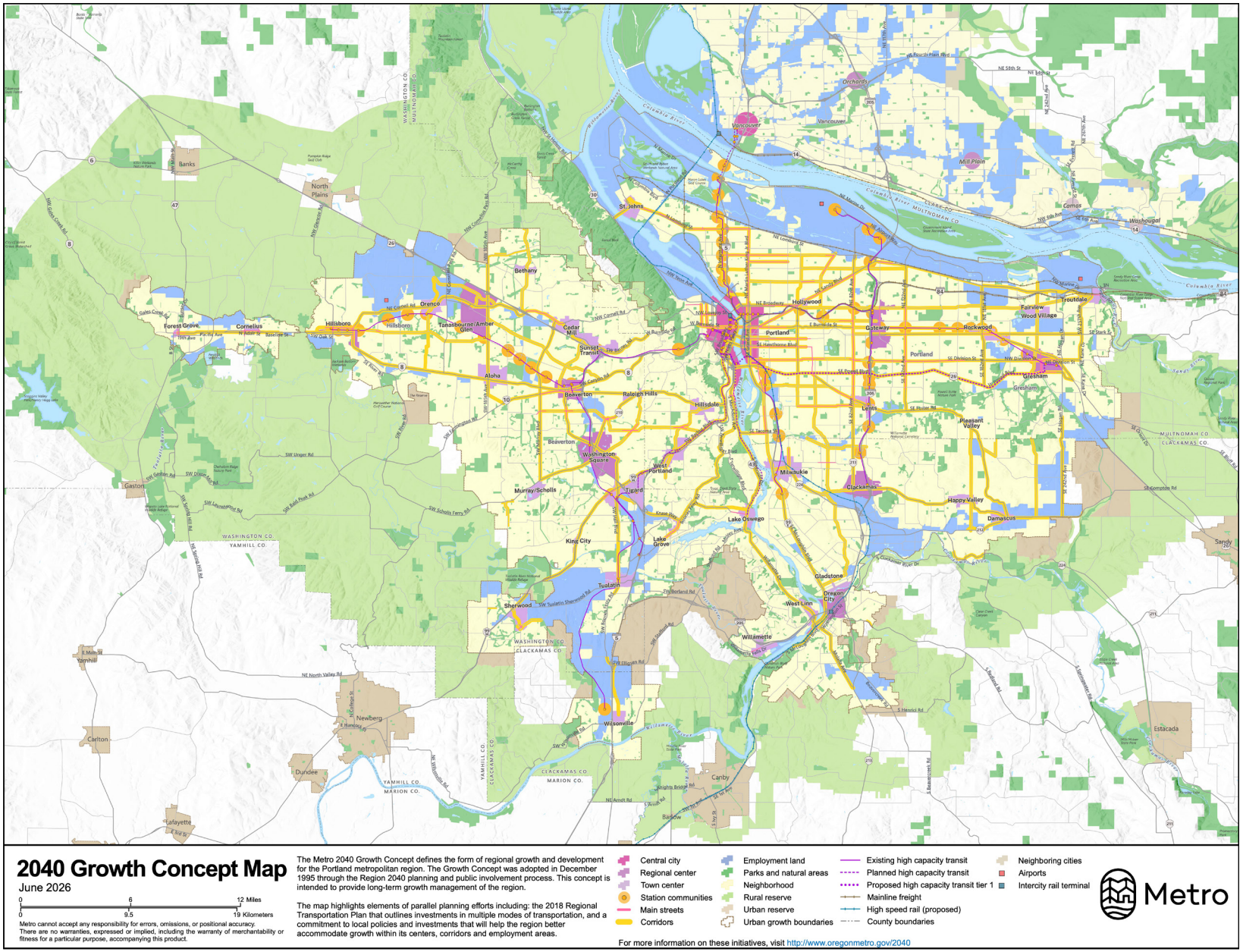
In 1995, the greater Portland region adopted the 2040 Growth Concept. This long-range blueprint to manage growth and development integrates land use and transportation planning and investment to build better communities for the people who live here today and who will live here in the future.

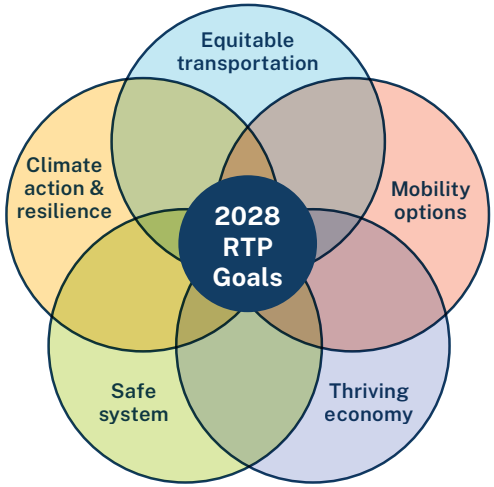
The 2028 Regional Transportation Plan is a key tool for implementing the 2040 Growth Concept. The Growth Concept defines a land use and transportation vision that focuses growth and investment within existing urban areas in alignment with our region's goals and expanding the urban growth boundary when needed.

The 2040 Growth Concept was developed based on extensive public feedback and broad regional agreement that focusing growth to take advantage of existing infrastructure and services supports livable communities, fiscal responsibility, sustainability and can help reduce our region's climate footprint. The concept calls for a concentration of mixed-use and higher density development in urban centers, light rail station communities, corridors and main streets that are well served by transit and a well-connected street network that supports biking and walking for short trips.

Employment lands clustered along major highways are hubs for regional commerce. These areas include industrial land and freight facilities for truck, marine, air and rail cargo that enable goods to be generated and moved in and out of the greater Portland region. Freight access to industrial and employment lands is centered on rail, the freeway system and other road connections.

Click here for full map ↗





2028 RTP Vision

Everyone in the greater Portland region will have safe, reliable, affordable, efficient, and climate-friendly travel options that allow people to choose to drive less and support equitable, resilient, healthy and economically vibrant communities.

Planning a transportation system that aligns with our region's values

The RTP vision and goals reflect the values and desired outcomes for the future of our region's transportation system expressed by the public, decision-makers and community and business leaders. In 2023, JPACT and Metro Council approved a transportation vision and five supporting goals to guide the development of the RTP and these goals were reaffirmed in July of 2026.

Mobility options

People and businesses can reach the jobs, goods, services and opportunities they need by well-connected travel options that are safe, affordable, convenient, reliable, efficient, accessible and welcoming.

Safe system

Traffic deaths and serious crashes are eliminated and all people are safe and secure when traveling in our region.

Equitable transportation

A person's income, abilities, race, age and/or language are not predictors of safety on our region's roadways or how much money and time is spent getting where they need to go. Everyone shares in the benefits of our region's transportation investments.

Thriving economy

Centers, ports, industrial areas, employment areas, and other regional destinations are accessible through a variety of multimodal connections that help people, communities and businesses thrive and prosper.

Climate action and resilience

People, communities and ecosystems are protected, healthier and more resilient and carbon emissions and other pollution are substantially reduced as more people travel by transit, walking and bicycling, and people travel shorter distances to get where they need to go.

Regional transportation blueprint

The 2028 RTP is greater Portland's blueprint for a regional transportation system through 2050. The plan will identify critical regional and corridor investments beyond our region's available funding. It will call on leaders to make strategic funding and policy decisions that support the investments our region needs for a safe, reliable and efficient world-class transportation system.

Strategic priorities

Individual projects alone cannot achieve our regional goals. Regional leaders must address cross-cutting challenges, including:

- → Sustainable transportation funding and pricing
- → Maintenance and state of good repair
- → Transportation and housing affordability
- → Transit service and funding
- → Congestion
- → High-speed rail integration
- → Community connectors implementation
- → Emerging technology and innovation

Addressing these regional challenges requires a strategic and innovative mix of planning, policy, investment and regional collaboration.



CURRENT CONDITIONS

Moving from vision to action

Each RTP update begins with an in-depth data review to identify and prioritize regional transportation needs.

The needs identified in this process are organized around the five RTP goal areas—mobility, safety, equity, economy, and climate and resilience—and are shaped by policies that outline our region's vision for the transportation system.

The following sections describe key needs in each goal area. Each section begins with a summary of the RTP's vision and what it takes to get there. It then provides information on related needs, including summaries of our region's recent progress in addressing longstanding needs. A series of maps highlight opportunities to improve outcomes by investing in specific needs and/or locations.

Unless otherwise noted, data in this section are for 2024 and are current as of October 2026.

Mobility

→ Vision

People have safe, reliable and affordable options to get to where they're going, no matter where they live or what mode they use.

→ Current status

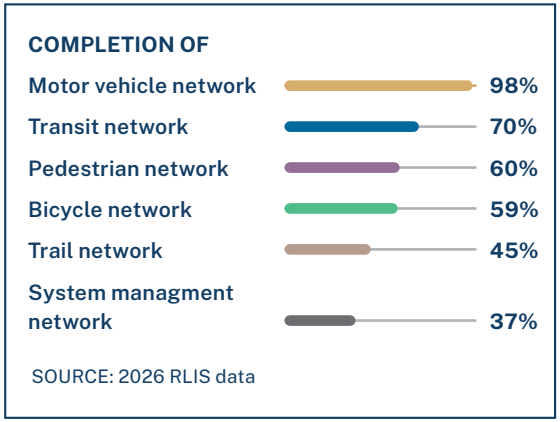
Driving is more convenient and safer to get to your destination than transit or active transportation.

→ What we need

Fill the gaps in the parts of the system that are incomplete, invest in a variety of transit solutions and focus on managing the system for reliability.

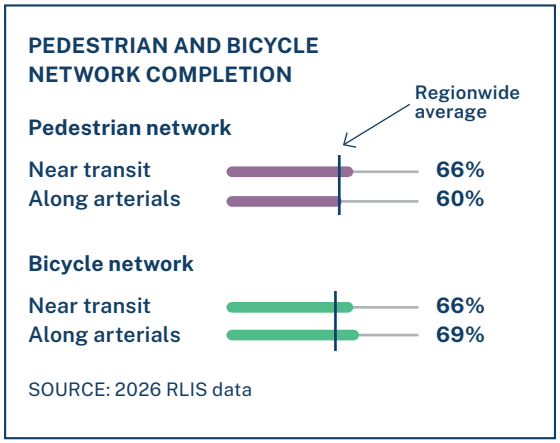
The motor vehicle network is by far the most complete network. Significant gaps remain in the transit, bicycle, pedestrian and system management networks.

Our region needs more resources and investment in transit and active transportation in order to offer safe and efficient options for everyone. Managing traffic issues in real time helps everyone make the most of the options available.



On average, people can reach roughly eight times more destinations in a typical driving trip than they can in a typical transit trip. See the Equity section for more information.

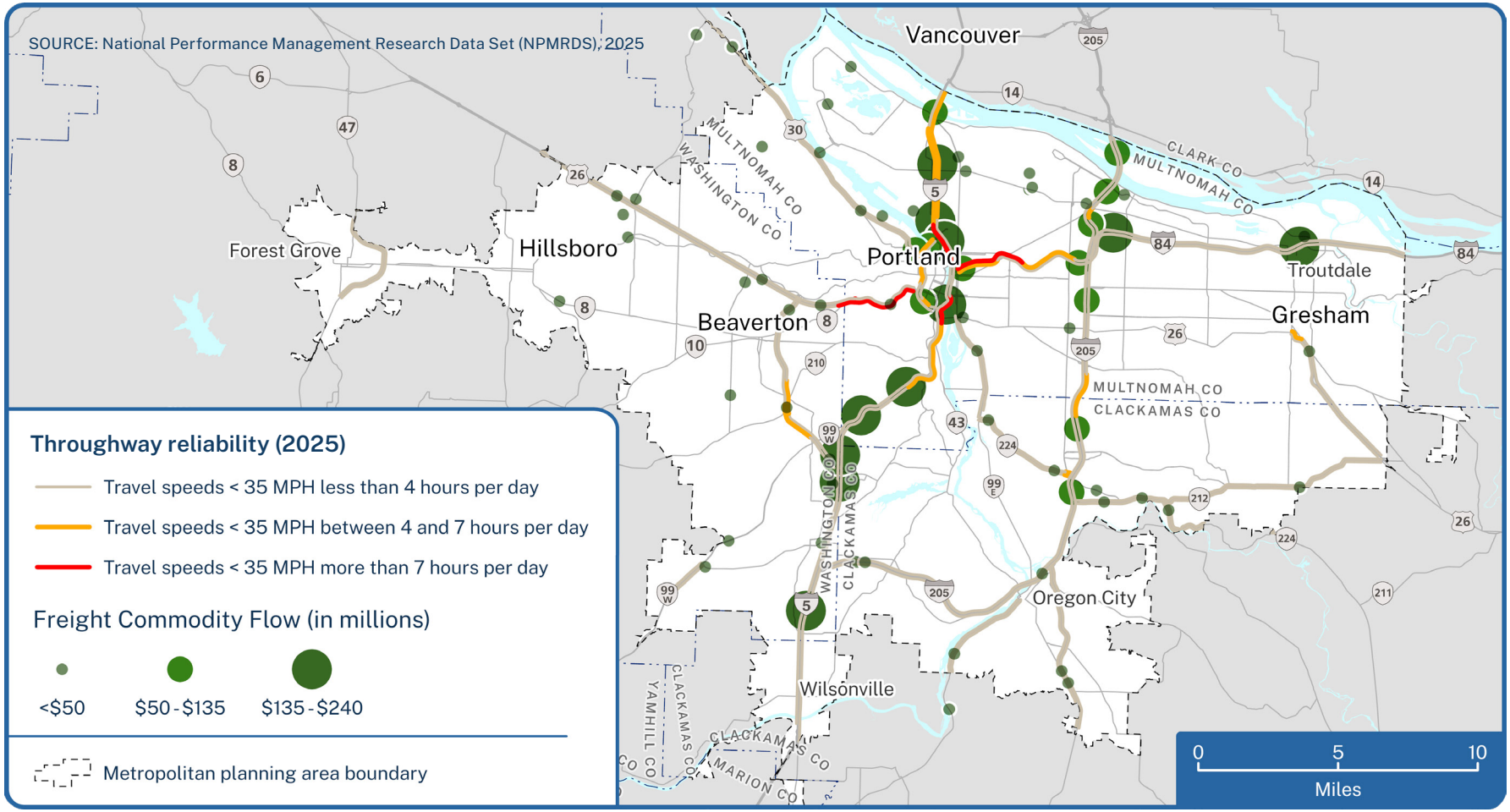
Active transportation networks are generally more complete near transit and along arterials.



However, our region needs more pedestrian facilities along arterials to reduce crashes on these streets.

The **Regional trends section** ↗ contains more information on how people's travel choices are changing.

Click here for full map ↗



Recurring congestion on a small number of roadways delays a large number of people and goods.

The regional mobility policy aims to maintain average speeds of 35 MPH or more on throughways during most of the day.

This map shows our region's most congested corridors—that is, the locations where speeds fall below 35 MPH for more than 4 hours on a typical weekday. Roughly 30 miles (19%) of our region's throughways do not meet this reliability target. This includes significant portions of I-5, I-84, I-405, US 26, and OR 217.

Everyday congestion and unexpected delays on these roads not only delay drivers, but also valuable freight, and can even spill over to surrounding surface streets, delaying transit and creating unsafe conditions. Each of these highly congested locations needs tailored multimodal strategies to move people and goods more reliably, quickly and safely.

Safety

→ Vision

A safe system has zero deaths and serious injuries on roadways. Everyone can get where they need to go safely, whether they are driving, taking transit, walking or biking.

→ Current status

Our region is not on track to meet our Vision Zero goal and traffic deaths are rising.

→ What we need

Transportation investments contribute to safer conditions for everyone, whether they take transit, bike, walk or drive. Proven investments include designing streets for slower speeds, adding safer crossings and street lighting, filling sidewalk and bike lane gaps, and providing frequent, reliable transit.

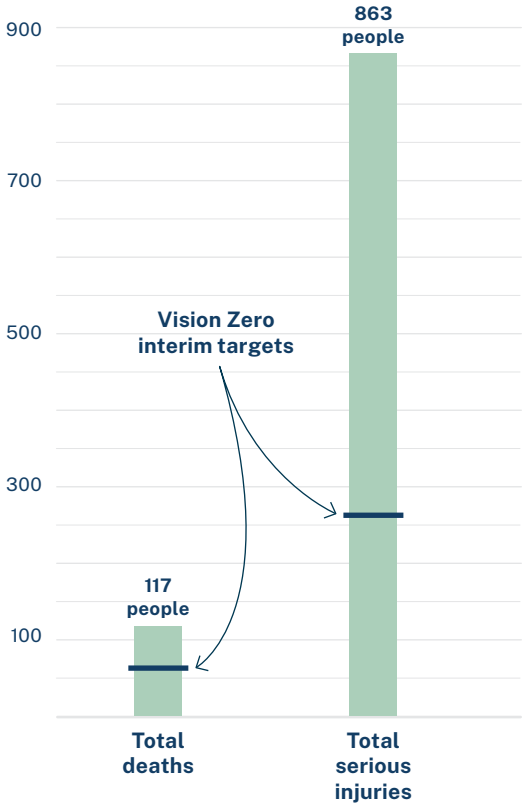
Communities across our region are working to eliminate traffic deaths and serious injuries from our streets, but there's more work to be done.

Since 2018, the RTP has included a Vision Zero goal to reduce fatal and serious injury crashes by 16% by 2020, by 50% by 2025, and to zero by 2030.

Reaching this goal requires building enough safety infrastructure that a mistake does not become fatal. Our region's **Safe System approach** ↗ layers protection so mistakes are not fatal—designing safer roads, managing travel speeds, making vehicles safer, supporting responsible travel and improving care after a crash.

Our region has created interim targets to track progress toward our Vision Zero goal. As shown in the chart, our region is not meeting these interim targets.

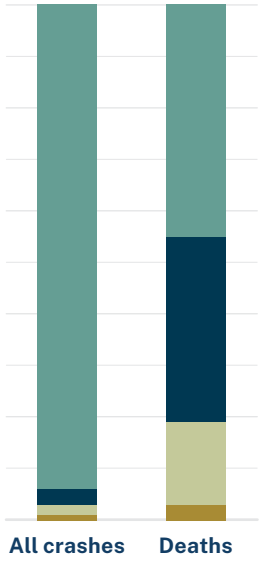
Number of traffic deaths and serious injuries vs. Vision Zero interim target



SOURCE: 2020-24 ODOT data analyzed by Metro

People walking are most at risk of dying in a crash, and make up 36% of traffic fatalities.

Motor vehicle crashes are more frequent, but crashes that involve people walking, and riding bicycles and motorcycles are more severe. People walking who are hurt in a crash are nearly 28 times more likely to die than people traveling in a vehicle. This is a nationwide trend due in part to vehicles getting larger over the years.



Serious injuries and deaths by mode

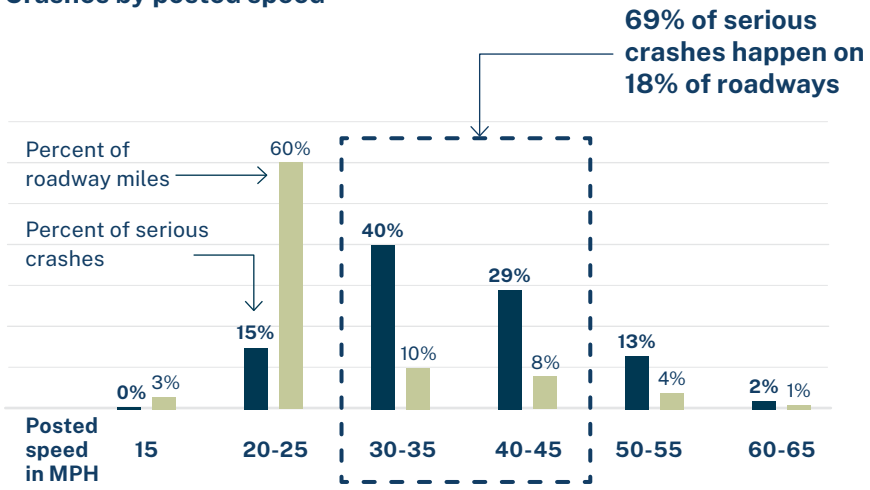
	All serious injuries	Deaths
Vehicle occupants	94%	45%
Pedestrians	3%	36%
Motorcyclists	2%	16%
Bicyclists	1%	3%

SOURCE: 2020-24 ODOT data analyzed by Metro

A large majority of crashes occur on a small share of streets, specifically those with posted speed limits between 30 and 45 miles per hour.

Crashes are more likely to occur on streets posted between 30 and 45 miles per hour, which account for 69% of serious crashes on only 18% of roadway miles. *(Streets with no posted speed limit are not shown, so roadway miles do not total to 100%.)*

Crashes by posted speed



SOURCE: 2020-24 ODOT data analyzed by Metro

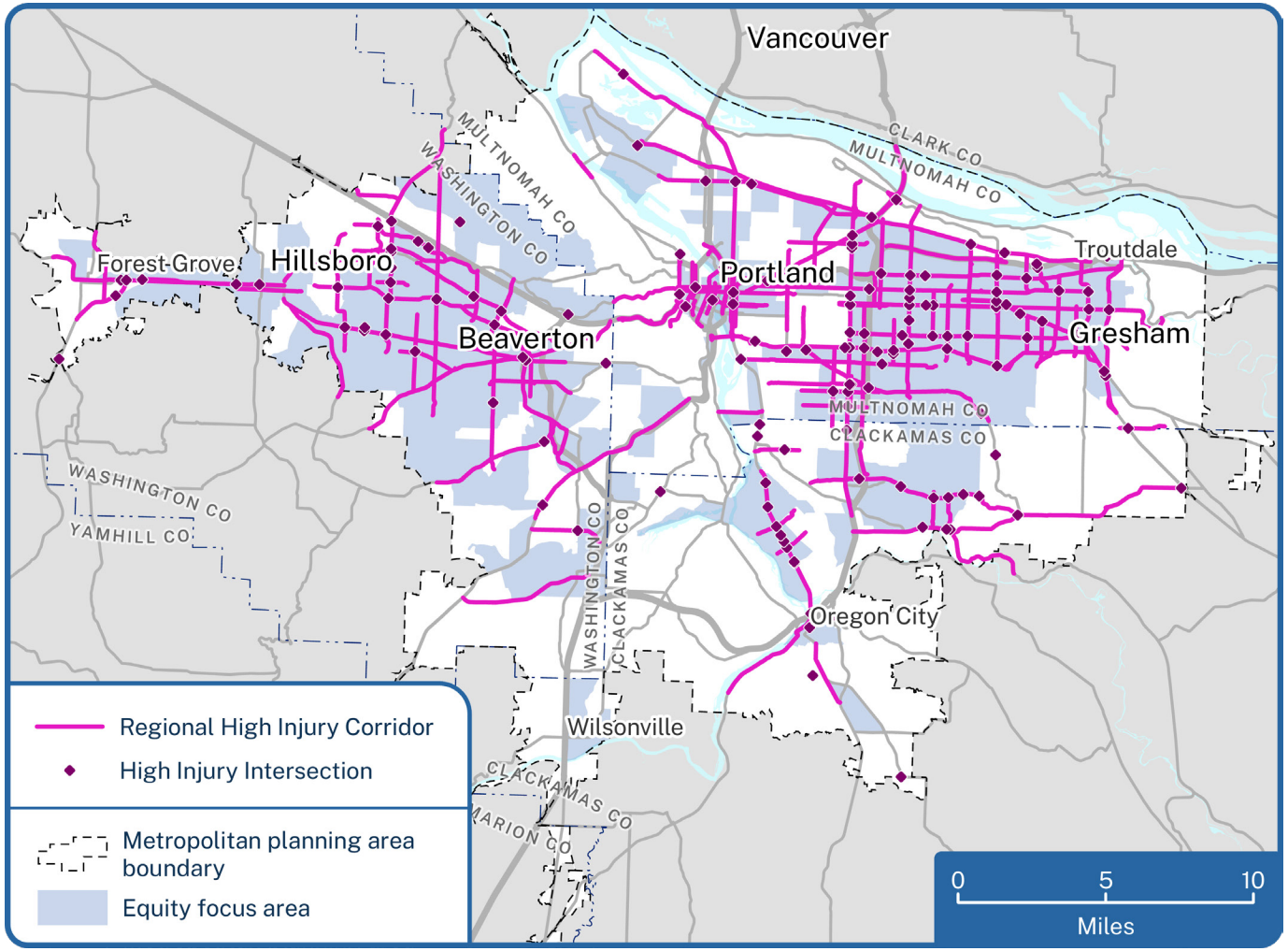
66% of our region's fatal and serious crashes occur on High Injury Corridors, which account for only 7% of all roadway miles.

High Injury Corridors are the roads with the highest concentrations of fatal and serious crashes, and High Injury Intersections are those where three or more fatal and serious crashes have occurred.

Failing to yield the right of way is the most common cause of these crashes. Other contributing factors include high speeds, impairment, darkness and large vehicles, which especially endanger people walking.

High Injury Corridors and Intersections

Click here for full map ↗



SOURCE: 2020-24 ODOT data analyzed by Metro

Equity

→ Vision

A person's income, abilities, race, age and/or language are no longer predictors of their safety on our region's roadways or how much of their income and time is spent getting where they need to go.

→ Current status

Our region has made significant improvements in equity focus areas, but people living in these areas are still more likely to experience serious crashes and traffic fatalities.

→ What we need

Focus investments—especially in transit service and safer streets for walking—in communities where there are disparities.



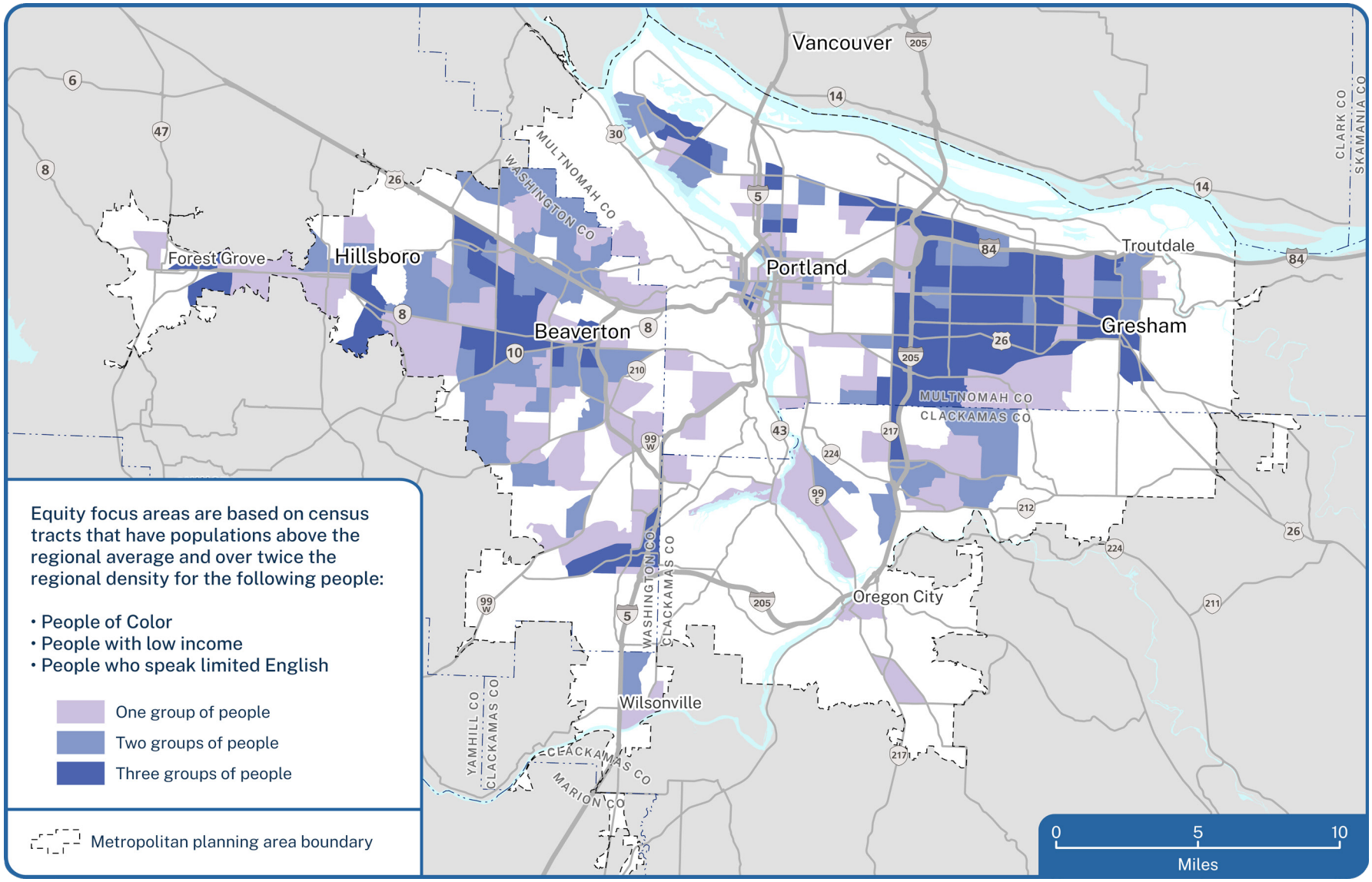
Equity Focus Areas (EFAs) are the communities with the highest concentrations of people of color, people with low incomes, and people who speak limited English (see map on opposite page).

EFAs are located throughout our region but are concentrated in East Portland and Multnomah County and along Tualatin Valley Highway in Washington County. Directing transportation investments toward EFAs—particularly projects designed to meet people's reported needs—advances regional equity.

Metro has consistently heard from people living in EFAs that they need faster, more frequent, more reliable and more affordable transit service and safer streets for bicycling, walking and waiting for transit.

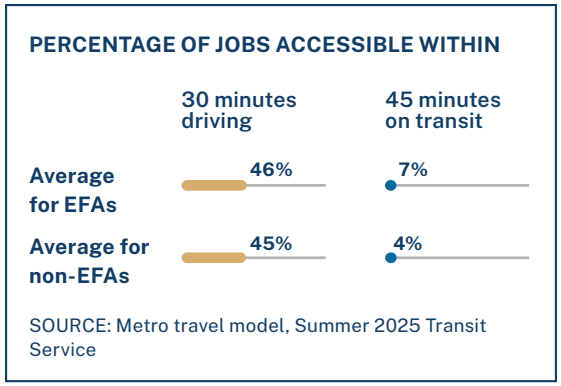
Regional Equity Focus Areas (EFAs)

Click here for full map ↗



SOURCE: 2023 American Community Survey data

Transit is not an efficient option for many people who rely on it.

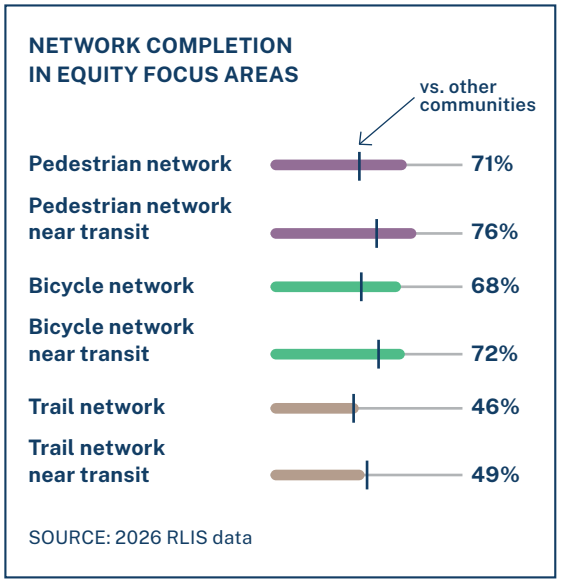


RTP policies prioritize investments that meet underserved people's needs. People in EFAs are more likely to rely on transit than others, and transit is still not an efficient option compared to driving. People can reach roughly eight times the number of destinations by auto as they can by transit.

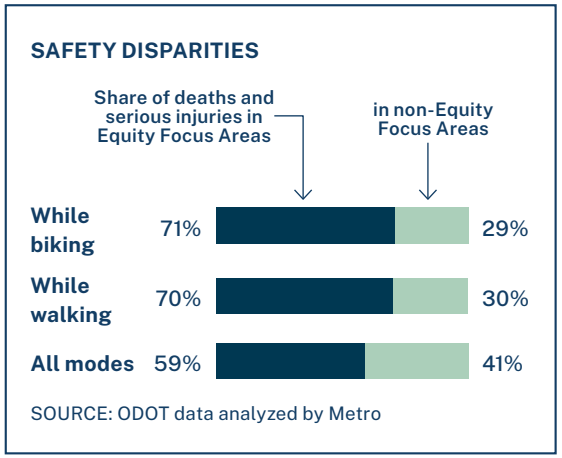
People living in EFAs have better access to destinations via transit (and to a lesser extent, via driving) than people living in other communities—but transit access in these communities still falls far short of driving access.

Our region has prioritized safe walking and biking facilities in EFAs.

Active transportation networks are generally much more complete in EFAs than in other communities.



Protecting people requires a comprehensive approach to safety.



Even though our region has made significant progress in completing the active transportation network in equity focus areas, people walking and biking in EFAs are over twice as likely to experience a serious or fatal crash as people walking and biking in other communities. Metro's **Safe System approach** ↗, discussed in the Safety section, lays out a comprehensive approach to addressing safety

Economy

→ Vision

Workers and goods can safely, efficiently and reliably reach their destinations, supporting good job growth in our region.

→ Current status

Trucks carry most of the valuable goods that move through our region. A small number of roads cause outsize delays for both trucks and commuters. Some regional job centers are not well served by roads, transit or other multimodal infrastructure.

→ What we need

Invest in multimodal solutions that improve throughway reliability and connect regional employment centers, downtowns and main streets.



Improving access to target industries supports our region's economy.

Our region's **Comprehensive Economic Development Strategy (CEDS)** ↗, identifies seven sectors where greater Portland has a competitive advantage: computers & electronics, software, apparel & outdoor, metals & machinery, food & beverage, climate tech, and design & media.

These target industry jobs are concentrated in certain areas of our region, mostly along major transportation corridors across our region (see map, next page).

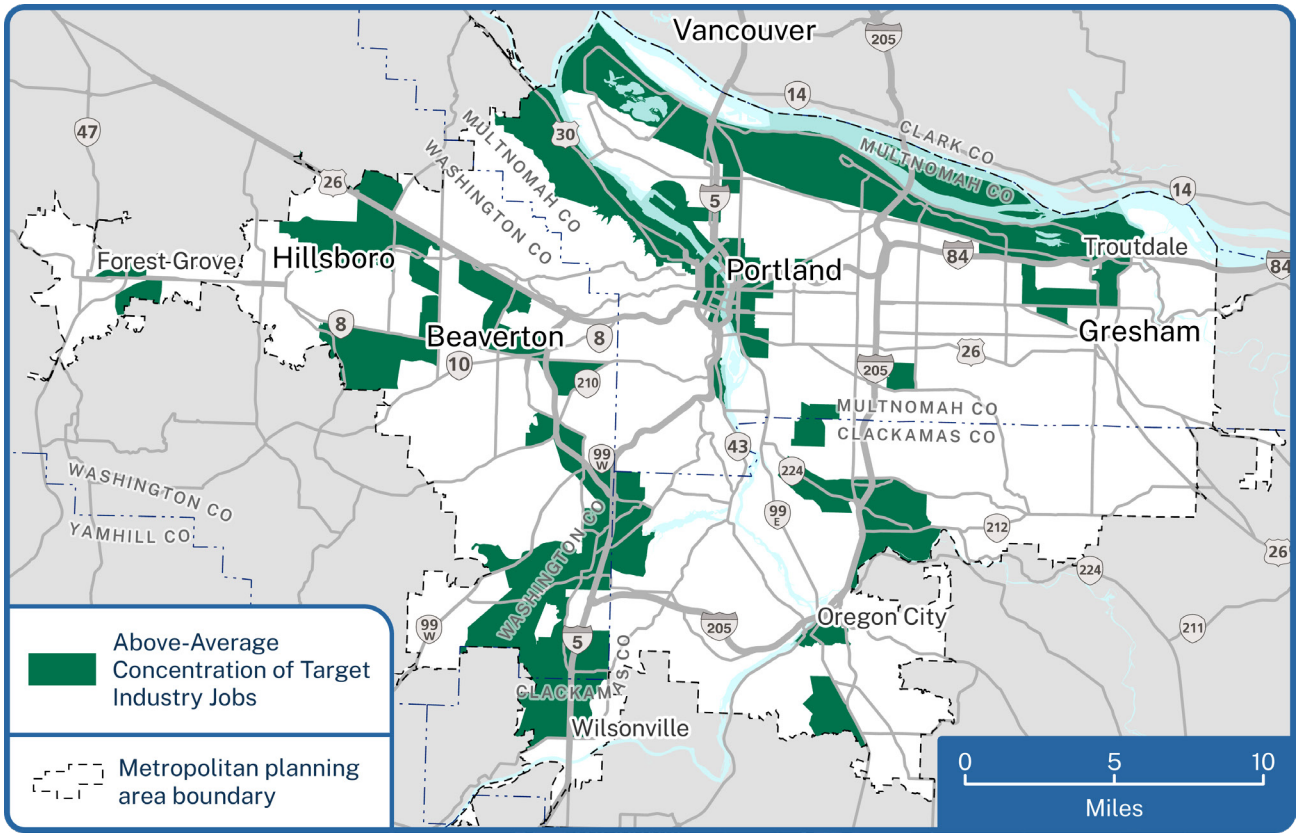
Improving multimodal transportation connections to these areas supports our region's economy in an equitable and resilient way—especially when investments are tailored to the unique transportation needs of target industries.

Job ready lands project ↗

Metro is bringing together leaders and experts to identify priority sites where public investments in land readiness, such as water, sewer, electricity, gas and transportation connections could create more good jobs for people in our region. Priority areas and plans to make those areas ready for development will be released in Summer 2027.

Target industry job clusters

Click here for full map ↗



SOURCE: Quarterly Census of Employment and Wages (QCEW)



Improving reliability can help hundreds of millions of dollars worth of commodities reach their destinations in a reasonable and predictable amount of time.

Trucks carry almost 75% of the total value of commodities moving through our region and to ports and industrial areas in our region. Many of these commodities get held up in traffic on throughways, which include the interstates and other major highways like US-26 and OR-217. Improving throughway reliability can help hundreds of millions' dollars worth of commodities reach their destinations more quickly.

The throughway reliability map on page 14 shows the value of commodities that move through our region's most congested throughways.

Industrial areas need better bicycle, pedestrian and transit connections.

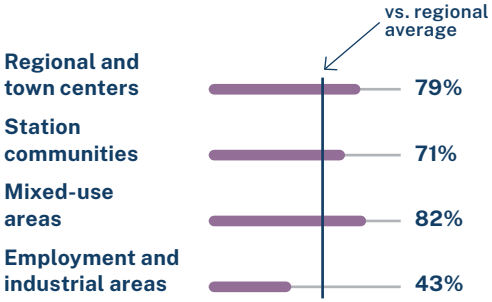
Metro compares how complete the bicycle and pedestrian networks are in the places where the 2040 growth concept prioritizes economic development versus in our region as a whole.

Bicycle and pedestrian connections in these areas help create a safe last-mile trip for people taking transit and enable people

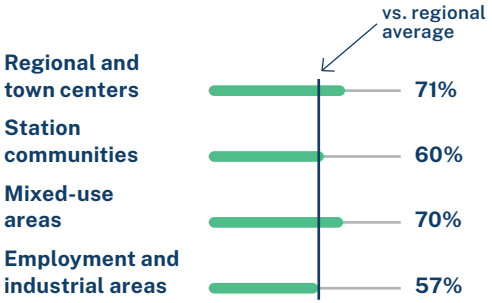


to save money on driving to work. Large parcel sizes and freight access needs can make it challenging to provide safe and connected active transportation facilities in these areas. Many developing industrial and employment areas lack timely transit services for employees.

PEDESTRIAN NETWORK COMPLETION BY LAND USE TYPE



BICYCLE NETWORK COMPLETION BY LAND USE TYPE



SOURCE: 2026 RLIS data

Climate + Resilience

→ Vision

Our region significantly reduces climate emissions from transportation and builds resilience as our region adapts to a changing climate and other risks.

→ Current status

Recent setbacks have knocked Oregon and our region off track from meeting state targets for reducing climate pollution from transportation. Extreme heat, wildfires, ice storms, and other weather-related emergencies are increasingly frequent and severe.

→ What we need

Prioritize high-impact climate investments in the near term. Invest in strengthening emergency transportation routes.

The transportation sector is the largest contributor to climate pollution in Oregon and is a focus of the state's climate efforts.

Oregon has set state-level goals to reduce climate pollution by at least 80% below 1990 levels by 2050.

The State set targets for our region to reduce vehicle miles traveled (VMT) per capita to help Oregon meet its climate goals. Metro must demonstrate that each RTP update keeps our region on track to meet these targets.

The targets for the 2028 RTP are:

- **By 2040, reduce VMT per capita by 25% below 2005 levels.**
- **By 2050, reduce VMT per capita by 35% below 2005 levels.**

Metro's Climate Smart Strategy, first adopted in 2014, establishes a long-term plan to reduce climate pollution from transportation, including highlighting the highest-impact actions our region and the state can take (shown at the right).

Climate Smart high- and medium-impact greenhouse gas (GHG) reduction strategies

High GHG Reduction Impact


Support clean vehicles and fuels*


Coordinate transportation and community design


Implement pricing*


Invest in transit

Medium GHG Reduction Impact


Invest in active transportation


Invest in system management and operations


Invest in travel information and incentives

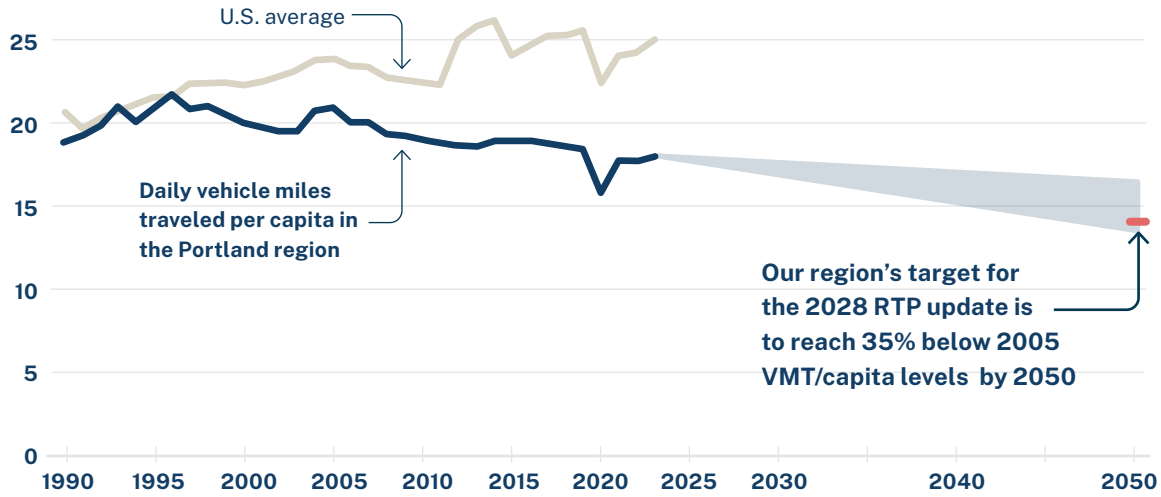
* = State-led actions in the Statewide Transportation Strategy

SOURCE: 2014 Climate Smart Strategy



If our region can reduce VMT per capita as it did between 2005 and 2020, we could meet the 2050 targets, but this will take coordination, more resources and bold collective action.

Daily vehicle miles traveled per capita since 1990



SOURCE: ODOT Highway Performance Monitoring System (HPMS)

Vehicle miles traveled: trends and reduction strategies

Vehicle miles traveled (VMT) per capita measures how many miles the average person in the Portland region drives each day. Per capita VMT in our region has been significantly lower than the national average since 1997. Over the past 25 years, there has been a general downward trend, with a few exceptions during economic booms. However, VMT has been rising slightly since 2021.

In an era when high housing costs make it challenging for many people to live in transportation-rich neighborhoods, our region will need to implement high impact strategies such as parking pricing, expanding frequent transit, and creating more affordable housing in centers and near transit to meet VMT reduction targets set by the state. The region also needs to continue working with state partners to define a path toward implementing state-led pricing strategies identified in the **Statewide Transportation Strategy** ↗. These strategies account for fully half of the region's target.

Investments in emergency routes make our region more resilient.

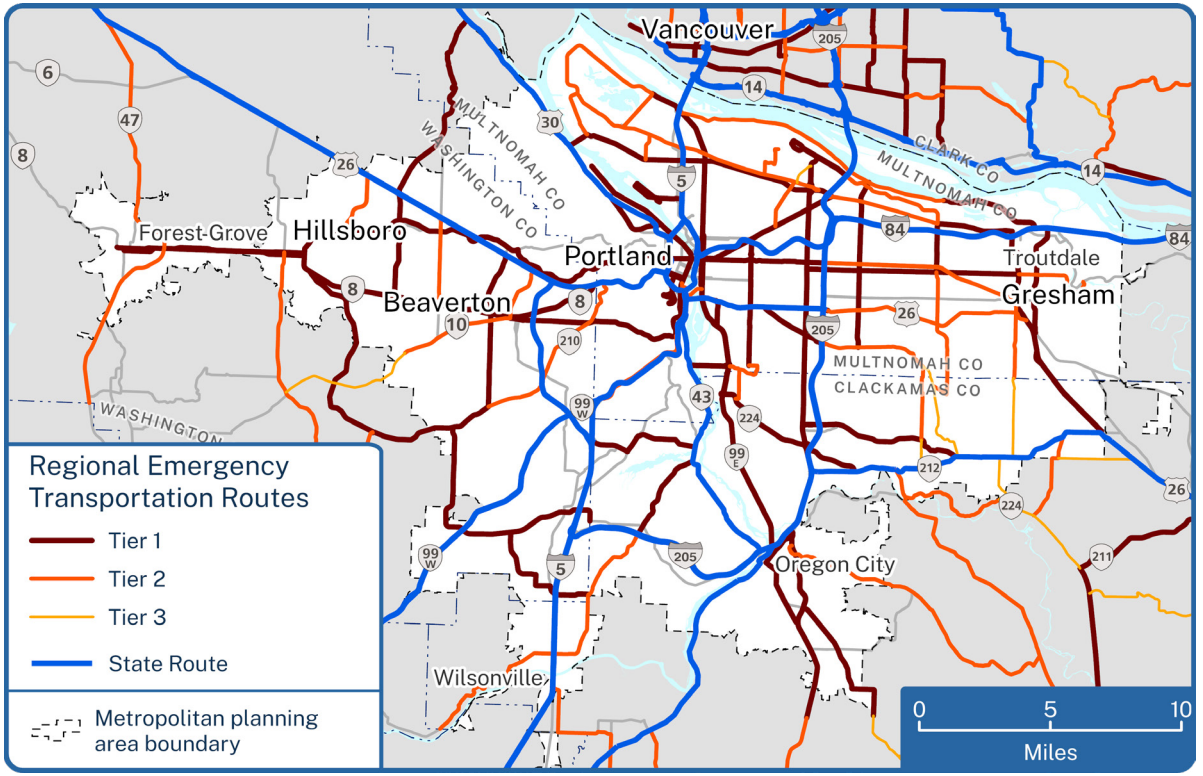
Regional Emergency Transportation routes are critical to moving people and first responders and clearing damage and debris during a disaster. These routes were identified through the Regional Emergency Transportation Routes project co-led by Metro and the Regional Disaster Preparedness Organization (RDPO).

Tier 1 routes create a network that connects emergency response personnel to critical locations and key communities across our region, and link to the State routes (shown in blue) in Oregon and Washington. These are the highest priority routes for damage assessment and debris clearance so that responders can reach communities under distress.

Routes in tiers 2 and 3 provide additional access to critical locations and key communities.

Regional emergency transportation routes

Click here for full map ↗



How will greater Portland pay for transportation investments?

The RTP aims to make the most of the available resources to build, operate and maintain our regional transportation system for all modes of travel.

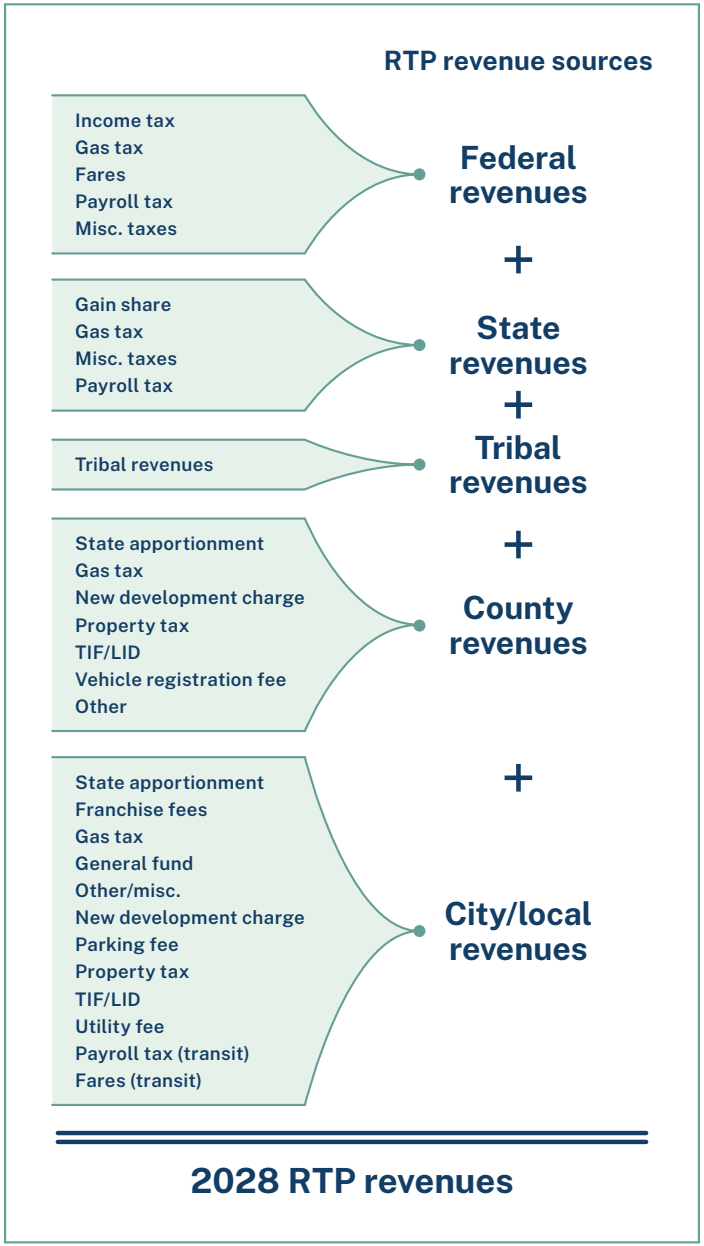
Transportation revenues come from multiple levels of government and a wide range of sources, including fees, taxes, and fares. Revenues then flow through a variety of distribution channels before being invested in greater Portland's local, regional and state transportation networks.

Metro staff coordinate with staff from ODOT, transit agencies, cities, counties, and a Tribal governments to develop the revenue forecast for the RTP.

Building a safe, reliable and sustainable transportation system requires steady, long-term investment. The RTP's revenue forecast is being developed during a period of uncertainty and declining transportation revenues. At this point, we don't have the resources to invest at the levels needed to address all of the challenges facing our region. To achieve our shared vision for the transportation system new revenue sources and strategies will be needed to fund the transportation system during the life of the plan.

The 2027 legislative session is expected to provide an opportunity for the legislature to consider new transportation revenue sources that can help meet the needs of our region and other areas in Oregon.

Future versions of this briefing book will include projected dollar amounts for each of the revenue sources shown at the right.





Recently completed projects

In the past three years, more than $2.9 billion has been invested in our regional transportation system.

Despite limited resources, greater Portland has built many transportation improvements over the past few years. Of the 1,090 projects listed in the 2023 RTP, partners have reported that 110 have been built or will be completed by 2029. Examples of these projects include:

City of Portland

- I-5 Rose Quarter, I-405 to I-84, construction through Phase 1B *(under construction)*
- Jade and Montavilla Connected Centers
- Outer Halsey Corridor Improvements

Washington County

- Canyon Road Multimodal Improvements, Hocken Avenue to 117th Avenue
- Fanno Creek Connections
- MAX Red Line Improvements
- OR 99W and US 30B Safety Project

Clackamas County

- Boeckman Road at Boeckman Creek
- I-205 Abernethy Bridge *(under construction)*
- Linwood Avenue, Monroe Street to Johnson Creek Boulevard

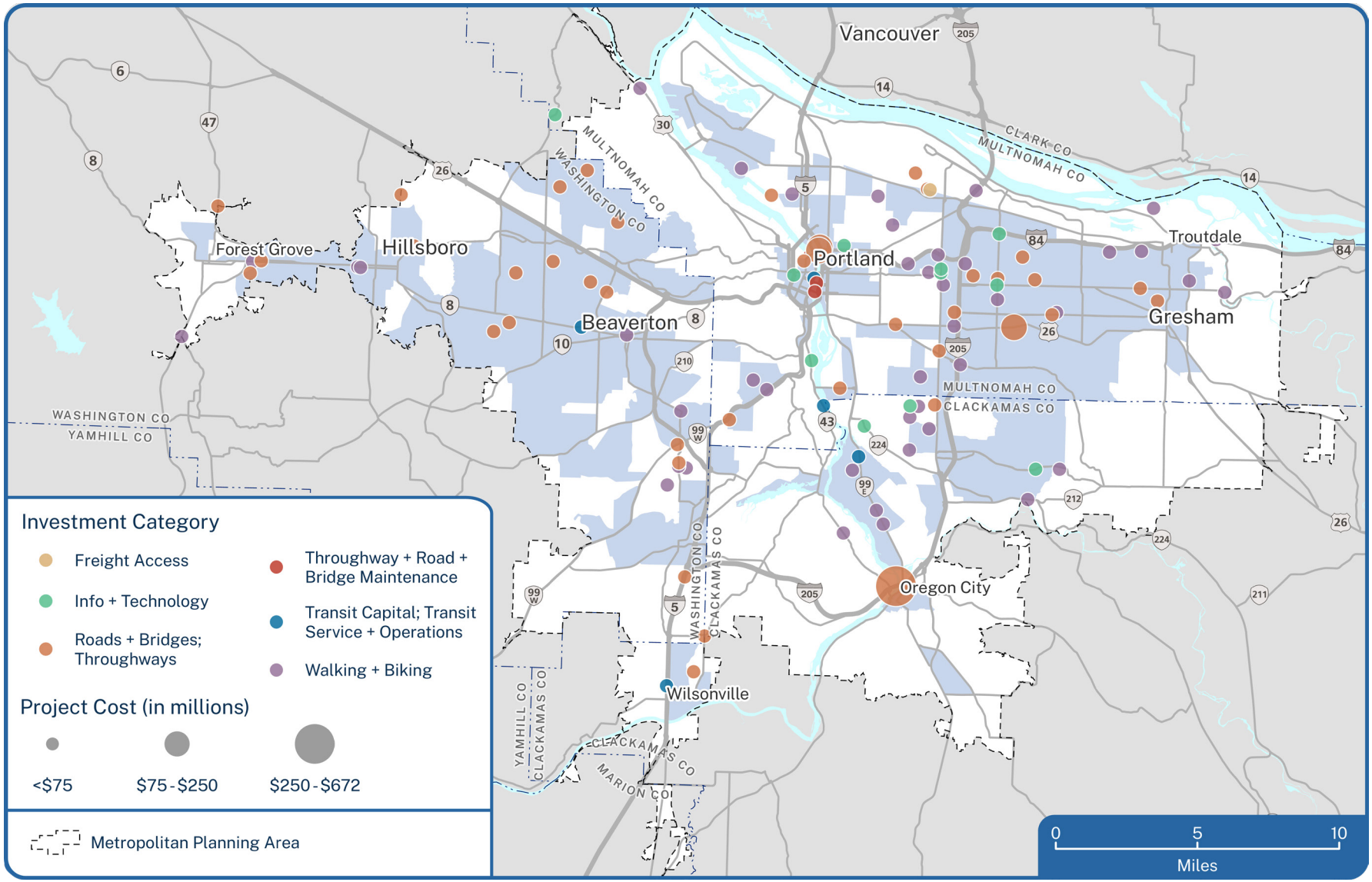
Multnomah County

- 257th Avenue Safety Corridor, Cherry Park Road to SE Stark Street
- Division-Midway Connected Centers, Phase 1
- Gresham/Fairview Trail, Halsey Street to Sandy Boulevard *(under construction)*

These projects are shown on the map at right alongside other recently-completed RTP projects.

2023 RTP completed projects (including in-progress projects)

Click here for full map ↗



What's next

This briefing book summarizes the transportation needs facing our region to inform the 2028 RTP update. As the RTP update proceeds, Metro will work with partners to explore opportunities to address these needs, including:

- The **RTP Call for Projects** (January-March 2027) is an opportunity to update the project list to address regional transportation needs.
- The **2027 Oregon Legislative Session** (January-June 2027) is an opportunity to increase awareness of our region's transportation needs and advocate for more resources to address them.
- **JPACT develops a Federal legislative agenda** each year, which may also be an opportunity to advocate for additional transportation resources.
- **Public engagement** will solicit additional insights on transportation needs and ideas to address these needs.
- Upcoming work will include the **project list assessment** (Spring 2027), which evaluates how each capital project on the RTP advances regional goals, and the **system analysis** (Spring-Summer 2027), which examines how the projects and policies in the RTP collectively make progress toward addressing needs and achieving goals.

The next version of this briefing book, planned for Fall 2027, will update existing material and summarize the RTP project list assessment and future system performance analysis.



For more information

oregonmetro.gov/rtp ↗

RTP maps ↗

transportation@oregonmetro.gov ↗

Metro serves nearly 1.7 million people in the greater Portland area.

In addition to managing the Oregon Convention Center, Portland'5 Centers for the Arts, Portland Expo Center and Oregon Zoo, Metro manages the region's garbage and recycling system, protects clean water and air at 20,000 acres of parks and natural areas, oversees long-range planning across 24 cities and 3 counties, and is supporting construction of more than 5,300 affordable homes region-wide with more on the way.

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November 6, 2026

Memorandum

To:	C4 Metro Subcommittee
From:	**Team TPAC, Representing Clackamas County & Clackamas Cities**
Re:	November Transportation Policy Advisory Committee (TPAC) Highlights
Date:	November 6, 2026

Overview

TPAC provides technical input to the Joint Policy Advisory Committee on Transportation (JPACT) regarding transportation planning and funding priorities for the region. This memo provides the highlights of this month's meeting. The meeting packet and recording are available here.

General Updates

Fatal Crash Update: According to available data, 16 people died in October in the Portland Metro region from crashes while walking, bicycling, and driving. Six deaths occurred in Clackamas County. Actions taken to improve street safety include PBOT, Multnomah County, and ODOT.

Actions and Recommendations

MTIP Formal Amendment: TPAC recommended approval to JPACT of Resolution No. 26-5651, which adds, amends, or cancels 15 projects in the 2027-30 MTIP to meet federal project-delivery requirements. The package includes six newly awarded 2028-30 TSMO projects, related TSMO funding changes, and seven ODOT-initiated amendments.

Informational Items for Discussion

2028 RTP Review: 2023 Projects Missing from TSPs: Metro led a discussion on guidance for 2023 RTP projects absent from local Transportation System Plans (TSPs). Metro identified about 139 financially constrained and 70 unconstrained projects potentially missing from TSPs; the inventory is being refined as jurisdictions submit updates or corrections. Metro suggests four main options for how these projects could advance relative to the 2028 RTP: 1) add projects to a TSP currently being updated; 2) amend projects to an adopted TSP; 3) submit projects to the RTP unconstrained list; or 4) do not submit projects to the RTP but defer to the next cycle. TPAC members discussed interpretations of this guidance and options for cross-jurisdictional projects, state facilities, financial constraints, and state and federal grant eligibility. Members are seeking clarity where possible before the Call for Projects opens. Metro will address outstanding questions, including further discussion at the next Regional Planning Workshop on December 16.

2028 RTP Draft Revenue Forecast & Cost Targets: Metro presented its draft of the revenue forecast and cost targets that will establish the financial ceiling for projects submitted to the 2028 RTP. The draft identifies approximately $12.2 billion regionwide for local agency capital projects after accounting for operations, maintenance, and preservation; the draft cost target for Clackamas County, cities, and NCPRD is approximately $1.81 billion, split between about $979.5 million for 2029 to 2040 and $834.3 million for 2041 to 2050. The forecast also recognizes

committed resources, such as the RFFA bond proceeds for the Sunrise Gateway Corridor. ODOT's capital project target remains under development, and the overall forecast could continue to change as state and federal funding assumptions become clearer. TPAC emphasized the need for flexibility if new state or federal funding becomes available after financially constrained project lists are established. Metro noted that the forecast can be adjusted as the 2027 Oregon state transportation package and federal transportation reauthorization develop. Agencies have until November 20 to review assumptions and provide comments, with revised cost targets returning in December ahead of the January 2027 Call for Projects.

2028 RTP Draft Needs Assessment & Updates to Project List Assessment: Metro's draft Needs Assessment establishes the current-condition baseline for the 2028 RTP across mobility, safety, equity, economy, and climate and resilience. Initial findings identify significant gaps in transit, bicycle, and pedestrian networks, and show the region is not on track to meet its Vision Zero safety goal. Metro is also proposing an updated project list assessment to show how individual projects address identified needs and advance RTP goals, including a revised approach that considers both a project's benefits and whether those benefits occur in priority locations. While the assessment is not intended to serve as a screening or ranking tool, TPAC noted that the project-level indicators could influence how projects and regional priorities are considered through the RTP process. Members also encouraged Metro to consider how the methodology reflects future growth, jobs-ready lands, and projects with multiple or overlapping benefits, particularly where safety, operations, and multimodal improvements are interconnected. Committee members also requested additional context on the throughway reliability analysis, including how the findings characterize conditions on I-5 and I-205 in Clackamas County. Written comments are due November 20, after which Metro will refine the methodology for discussion with JPACT and Metro Council ahead of the January 2027 Call for Projects.

Upcoming Agenda Highlights

December 4 Regular Meeting: *Virtual*	December 16 Regional Planning Workshop
• *Action*: MTIP Formal Amendment • *Info*: 2028 RTP Revised Draft Revenue Forecast and Cost Targets • *Info*: 2028 RTP Update: Phase 3 Call for Projects • *Info*: 2028 RTP Project List Assessment	• *Info*: 2028 RTP Update, specific topics still TBD

For More Information, Contact:

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Report Prepared by: Adam Torres, Clackamas County, atorres@clackamas.us.

Memorandum

To: C4 Metro Subcommittee
From: **Team MTAC, Representing Clackamas County & Clackamas Cities**
Re: October Metro Technical Advisory Committee (MTAC) Highlights
Date: October 21, 2026

Overview

MTAC is a 35-member committee of planners, residents and business representatives that provides technical support to the Metro Policy Advisory Committee (MPAC). Following are recent meeting highlights. For full packet information, click here.

Distributed Forecast Recommendation

The Distributed Forecast of where future households, populations, and jobs will be located around the region provides land use assumptions for regional transportation planning. MTAC members voted to approve a recommendation to MPAC on the 2050 Distributed Forecast.

Discussion Highlights:

- Clackamas County expressed appreciation for the iterative nature of the Distributed Forecast work to date and acknowledged a shift in some of the 2025 population data before the final Distributed Forecast, which pushed some of the Clackamas County population forecasts above thresholds that may trigger various requirements.

Regional Land Banking Study

Metro provided a presentation on the current status of the Regional Housing Coordination Strategy (RHCS) recommendation to explore a regional land bank for affordable housing, as well as a proposed legislative concept to strengthen Oregon's current land bank statute. Jurisdictions who have interest in helping guide an Intergovernmental Agreement (IGA) for this work have been asked to sign a Memorandum of Understanding by the end of 2026.

Discussion Highlights:

- An inquiry was made as to how a new land banking entity might prioritize goals when the interests of a community may not be aligned.
    - Metro responded that the land bank would not engage in property acquisition in a jurisdiction that was not a land bank partner.
- A clarification was requested as to whether the land bank was an opportunity to prioritize community land trusts.
    - Metro has heard from others that land banks and community land trusts go well together, but that Metro has not studied this yet.
- The involvement of MTAC on the IGA moving forward was inquired about.
    - In 2027 Metro will come back to MTAC regularly to seek feedback on the IGA.
- It was recommended that Metro engage with the Home Builders Association.

Private Developers' Experience Panel Discussion

MTAC member Alisa Pyszka, who serves as the Executive Director Center for Real Estate at Portland State University, moderated a panel discussion with private developers from DIG Real Estate, Capstone Partners, and Killian Pacific. The panelists discussed a range of topics from return on investment with current cost of living, lack of rent growth, desire for the $750,000 BOLI wage trigger to increase to adjust for inflation, and challenges with retail vacancy. The recording of this conversation is available here.

Future Vision Update

MTAC received an update on recent and upcoming Future Vision engagement opportunities. The Future 50 Project is coordinated by Metro and seeks to set a 50-year Future Vision for the region. The Future Vision is anticipated to be finalized by May 2027.

Discussion Highlights:

- Several MTAC members expressed that the Vision should seek to focus on things within local control rather than speculating where the private market may go.
- An inquiry was made about whether environmental organizations were being consulted.
    - Metro responded that The Intertwine Alliance will be consulted during the next phase of engagement in spring 2027.
- Metro was asked to clarify next steps once the Future Vision is adopted by Metro Council.
    - Metro responded that the work plan is not yet published, but that the next step will be to update the Growth Concept and the Urban Growth Management Functional Plan. The Future Vision will not be ready in time for the current Regional Transportation Plan, so updates will be included in the next RTP.

Upcoming Agenda Highlights

November 13, 2026	December 9, 2026
• Share Draft CEDS Report • UGMFP Primer: Title 4, Industrial and Other Employment Areas • 2028 RTP Update: Draft Needs Assessment and Call for Projects	• *Tentative* Middle Housing Roundtable • Job Ready Lands • *Tentative* CEDS • *Tentative* Call for Projects

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