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Clackamas County
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Clackamas County Coordinating Committee

C4 Metro Subcommittee

Wednesday, September 16, 2026
7:30 AM – 9:00 AM

Virtual Meeting:
https://clackamascounty.zoom.us/j/88638549372?pwd=2IppWlSDaNvEdiqKTS1GEll9FDHPcc.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 Work Plan and Engagement Plan
  Presenting: André Lightsey-Walker and Alfredo Haro, Metro
- Regional Vanpool Update
  Presenting: Marne Duke, Metro
- TPAC Updates
  Presenting: Jeff Owen, Clackamas; Will Farley, Lake Oswego

8:30 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
- Community Connector Transit Study Update
  Presenting: Ally Holmqvist, Metro

Attachments:

JPACT and MPAC Work Programs	Page 03
Regional Transportation Plan Materials	Page 07
Regional Vanpool Materials	Page 136
Community Connector Transit Study Materials	Page 144
Team TPAC and MTAC Reports	Page 150

2026 JPACT Work Program

As of 7/9/26

Items in italics are tentative

July 16, 2026 -online	**August- cancelled**
• Public Comment **(2 min/pp total 30 min)** • TSMO funding awards update **(comment from the chair)** • **Regional Vanpool Action Plan public comment period (comment from the chair)**Future Vision engagement results update (Jess Zdeb, Metro; **Comment from chair**) • Resolution no. 26-5619: July Formal MTIP Amendment Action **(consent)** • Consideration of the June 18, 2026 JPACT Meeting Minutes (**Consent)** • Rose Quarter MTIP Amendment **Resolution no. 26-5600 (action; Gabriela Lopez, ODOT staff, (cc Jean); 40 min)** • 2026 JPACT trip Advocacy Priorities Consideration I/D (Betsy Emery, Metro; **15 min**) • 2028 Regional Transportation Plan Work Plan I/D (André Lightsey-Walker and Alfredo HaroMetro; **30 min**)	
September 17, 2026 - online	**October 15, 2026 – online**
• Consideration of the July 16, 2026 JPACT Meeting Minutes (**Consent)** • RTO award (comment the chair) • 2028 Regional Transportation Plan Work Plan: Adoption **(30 min action)** • Community Connector Transit Study: Recommendations (Ally Holmqvist, Metro; 30 min)	• Community Connector Transit Study: Report Acceptance **(action)** (Ally Holmqvist, Metro; 30 min) • Regional Vanpool Action Plan (Marne Duke, Metro; 15 min) **(action)** • Cascadia HSR: Route Options Update (Program staff; Ally Holmqvist; 30 min) • Institute of Metropolitan Studies Transportation Funding Report (Tyler Frisbee, Jennifer Dill, Earl Blumenauer) IMS) (30 min)

DRAFT

• JPACT Facilitated Transit Discussion report out and recommendations (Ted Leybold and Allison Brown; 30 min) (Moved from June) • Regional Vanpool Action Plan (Marne Duke, Metro; 15 min) *JPACT DC trip September 21st -24th*	• Coordinate with Tyler on gov's task force • 2028 RTP update: system performance (André Lightsey-Walker and Eliot Rose; 30 min) • TriMet Service Cuts and Budget shortfalls (TriMet; **30 min**) **(I/D item)**
October 28, 2026 – In person (MPAC JPACT Joint Meeting) 4-7pm	• **November 19, 2026- in person** • HOLD for Future Vision update • 2028 RTP update: Funding and call for projects (André Lightsey-Walker, Metro; 30 min) • 2040 Look Back (Ted Reid, Metro; 20 min) •
December 17, 2026 • Annual Safe streets update •	

Holding Tank

Expected Items with unknown timelines:

- OTS initial survey findings
- Possible items:
- Fx Plan update?
- RFFA Bond update
- Climate action work update
- Clack Co work update
- EMCTC alignment
- PSU Institute of Metropolitan Studies transportation funding work
- Safety strategy discussions

DRAFT

2026 MPAC Work Plan

As of 7/15/26

Items in italics are tentative

July 22, 2026 • Future Vision update and save-the-date for Vision Summit *and joint MPAC/JPACT workshop* (10 minutes; Jess Zdeb) • RTP Draft Workplan (25 minutes; André Lightsey-Walker and Alfredo Haro) • Legislative Agenda for Housing 1 (20 minutes; Kyung Park) • Community Connector Transit Study: Report and Recommendations (20 minutes; Ally Holmqvist – Ally requested being the last on the agenda, as she is flying in that afternoon from an MPACT event)	**August- CANCELED**
September 23, 2026 • Summary of Ec Dev Metro Council Presentations (Jaye Cromwell; 10 minutes) • Community Connector Transit Study: Report Acceptance (Ally Holmqvist, 10 minutes **action)** • Distributed Population Forecast (Ted Reid and ?, 20 minutes, **action**) • Future Vision (10 minutes; Zdeb) • 2028 RTP work plan and engagement strategy (20 min; André Lightsey-Walker, **action**)	**October 28, 2026 – IN PERSON (4-6pm)** • Joint JPACT/MPAC Future Vision workshop: Future Vision Summit report out and Future Fest report out (75 minutes; Zdeb)

CEDS Update (David Tetrick, 20 min; Metro)	
November 18, 2026 • Summary of Ec Dev Metro Council Presentations (Eryn Kehe and David Tetrick; 10 minutes) • Future Vision Update (10 minutes; Zdeb) • Legislative Agenda for Housing 2 (20 minutes; Kyung Park) • Land Bank Project draft recommendation (20 minutes; Andrea Pastor) • *Draft CEDs Report (David Tetrick, 30 min; Metro)* •	**December 16, 2026** • Land Bank Project recommendation (10 minutes; Andrea Pastor; **action**) • Future Vision: draft vision preview/report out on Vision Tables (20 minutes; Zdeb) • 2028 RTP update (30 min; André Lightsey-Walker)

Holding Tank:

- 2040 grant presentations by grant recipients
- Re-envision the River – multi-jurisdictional effort to reform the Willamette riverfront (Rosenthal)
- Historical lookback on industrial land use – late October

MTAC items:

- West Linn downtown/active transportation development
- Distributed population forecasts

Memo

Metro
600 NE Grand Ave.
Portland, OR 97232-2736

Date: September 4, 2026

To: Transportation Policy Alternatives Committee (TPAC) and interested parties

From: André Lightsey-Walker, RTP Project Manager

Subject: Resolution No. 26-5614: 2028 Regional Transportation Plan Work Plan – **Recommendation to JPACT requested**

Purpose

This memo presents the revised 2028 Regional Transportation Plan Work Plan for TPAC review and recommendation to the Joint Policy Advisory Committee on Transportation (JPACT). The Work Plan establishes the process, responsibilities and major milestones that will guide Metro and its partners through development and adoption of the 2028 RTP.

Requested action

Staff requests that the Transportation Policy Alternatives Committee (TPAC) recommend that JPACT approve Resolution No. 26-5614, approving the work plan for the 2028 Regional Transportation Plan update.

Background

The Regional Transportation Plan is greater Portland's long-range blueprint for planning and investing in a safe, reliable and multimodal transportation system that serves people and businesses across the region. Federal requirements call for Metro to update the RTP at least every five years. Adoption of the 2028 RTP is scheduled for November 2028 before the current plan expires.

The Work Plan describes the process Metro and its partners will use to complete the update. It identifies the project's goals, policy foundation, major phases and deliverables, engagement and consultation approach, technical program, decision making process and adoption milestones. It also describes how Metro will coordinate, engage and consult with local governments, Tribal governments, federal, state and regional agencies, community and business partners, and the public throughout the update.

Staff developed the Work Plan through early engagement with Metro Council, regional advisory committees, county coordinating committees, local governments, federal, state and regional agencies, community partners and business leaders and other interested parties. Feedback on the June 2026 draft work plan generally affirmed the proposed direction while identifying opportunities to strengthen clarity, coordination and accountability.

In response, staff revised the Work Plan to more clearly address:

- Accessible, inclusive and geographically representative engagement
- Coordination with local governments, transit providers and regional partners
- Consultation with tribes
- Transportation safety, equity, climate, housing and economic needs
- Alignment with the Future 50 vision and subsequent implementation, and the update to Climate Smart Strategy
- Funding constraints and the gap between anticipated revenues and regional needs
- Transparent project evaluation to show how project and program priorities submitted by partners advance each of the RTP goals
- Technical assistance and guidance for agencies and Tribes participating in the Call for Projects
- Public review, committee recommendations and final adoption

Staff also integrated the previously separate public engagement plan into the Work Plan. This provides a single source for understanding how technical analysis, engagement and decision making will inform one another throughout the RTP update.

Approval of the Work Plan establishes the framework for completing the 2028 RTP. It does not approve individual transportation projects, funding decisions or final RTP policies. Those decisions will occur through subsequent analysis, engagement and regional policy committee and Council actions.

Next Steps

The Work Plan will advance through the remaining committee and Council review process. TPAC is scheduled to consider a recommendation on September 11, followed by a Metro Council work session on September 15. MTAC will consider its recommendation to MPAC on September 16. JPACT will consider approval of the Work Plan and a recommendation to Metro Council on September 17, and MPAC will consider its recommendation to Metro Council on September 23. Metro Council is scheduled to consider adoption of Resolution No. 26-5614 on October 8, 2026.

Attachments

- Resolution No. 26-5614
- Exhibit A to Resolution No. 26-5614 – 2028 Regional Transportation Plan Work Plan
- Staff Report to Resolution No. 26-5614
- Attachment 1 to Staff Report to Resolution No. 26-5614 – 2028 RTP Scoping Feedback Incorporated into the Work Plan
- Attachment 2 to Staff Report to Resolution No. 26-5614 – 2028 RTP Engagement and Consultation Schedule Through December 2026
- Attachment 3 to Staff Report to Resolution No. 26-5614 – 2028 RTP Phase 1 Scoping Engagement and Consultation Report

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF APPROVING A WORK PLAN FOR THE 2028 REGIONAL TRANSPORTATION PLAN UPDATE	)))))	RESOLUTION NO. 26-5614 Introduced by Chief Operating Officer Marissa Madrigal in concurrence with Council President Juan Carlos González

WHEREAS, Metro is the regional government responsible for regional land use and transportation planning under state law and the federally designated metropolitan planning organization (MPO) for the Portland metropolitan area; and

WHEREAS, the Regional Transportation Plan (RTP) is the federally recognized transportation policy for the Portland metropolitan region, and must be updated every five years; and

WHEREAS, the RTP fulfills statewide planning requirements to implement Goal 12 Transportation, as implemented through the Transportation Planning Rule (Oregon Administrative Rules Chapter 660 Division 12); and

WHEREAS, the RTP is a central tool for implementing the Region 2040 Growth Concept, and constitutes a policy component of the Regional Framework Plan; and

WHEREAS, the most recent update to the RTP was completed on November 30, 2023, and approved and acknowledged by the Land Conservation and Development Commission (LCDC); and

WHEREAS, this update must be completed on or before November 30, 2028 when the current plan expires to ensure continued compliance with federal planning regulations and funding eligibility of projects and programs using federal transportation funds; and

WHEREAS, this update will seek to address RTP-related recommendations and corrective actions identified by the U.S. Department of Transportation in the 2025 quadrennial federal certification review; and

WHEREAS, the 2028 RTP update will serve as a major vehicle for implementing the region's Climate Smart Strategy, approved by the LCDC in 2015 and incorporated in the RTP in 2018, in response to House Bill 2001 and Oregon Administrative Rules Chapter 660 Division 44, to help meet statewide goals to reduce greenhouse gas emissions to levels at least 75 percent below 1990 levels by the year 2050; and

WHEREAS, the 2028 RTP update will seek to address RTP-related corrective actions approved by LCDC in January 2025 and help meet revised statewide goals identified in the Governor's Executive Order 20-04 that require accelerated reductions in greenhouse gas emissions; and

WHEREAS, the 2028 RTP update will provide critical planning, analysis, and policy to inform implementation of the Future 50 vision through future updates to the Regional Framework Plan, the Region 2040 Growth Concept, the Climate Smart Strategy, the Regional Transit Strategy and regional functional plans; and

WHEREAS, the first phase included a formal scoping period to build agreement on the overall approach for the updates, including a review of the RTP goals, key regional priorities to address during

the update, and ways to meaningfully engage the public, agency partners, community organizations and business groups and consult with Tribal governments throughout the process; and

WHEREAS, from March to September 2026, the Metro Council, the Joint Policy Advisory Committee on Transportation (JPACT), the Metro Policy Advisory Committee (MPAC), the Committee on Racial Equity (CORE), the Public Engagement and Review Committee (PERC), the Committee on Disability and Inclusion (CODI), the Metro Technical Advisory Committee (MTAC), the Transportation Policy Alternatives Committee (TPAC), the TransPort Subcommittee of TPAC, the Southwest Washington Regional Transportation Council (SWRTC) staff, county-level coordinating committees, elected officials, city and county staff, representatives from state, federal and resource agencies, port and transit districts, and business, community organizations from the Portland-Vancouver metropolitan area provided input as to what priorities should be addressed as part of the update; and

WHEREAS, Metro staff have prepared a work plan that organizes engagement, consultation and planning activities to increase regional collaboration and coordination to support a regional policy discussion on the future of the region's transportation system and the role that investment can play in providing safe, equitable, reliable and affordable mobility options to access to jobs, education, healthcare and other services and opportunities and building healthy, climate-friendly and resilient communities and a thriving economy; and

WHEREAS, the work plan seeks to develop the 2028 RTP through a combination of partnerships, focused policy discussions, sound technical work, tribal consultation, and meaningful, inclusive engagement across agency partners, businesses, and communities, linking land use and transportation to implement the 2040 Growth Concept and Climate Smart Strategy, addressing urgent regional and global challenges within fiscal constraints, building public trust and support for adoption of the 2028 RTP, and making a clear case for funding and investment in the region's transportation system; and

WHEREAS, on September 17, 2026, JPACT approved and recommended Metro Council approval of the 2028 RTP Update Work Plan, identified in Exhibit A; and

WHEREAS, on September 23, 2026, MPAC recommended Metro Council approval of the 2028 RTP Update Work Plan, identified in Exhibit A; now therefore

BE IT RESOLVED that the Metro Council approves the 2028 RTP Update Work Plan, identified in Exhibit A.

ADOPTED by the Metro Council this 8th day of October 2026.

Juan Carlos González, Council President

Approved as to Form:

Carrie MacLaren, Metro Attorney

Metro

2028 Regional Transportation Plan Work Plan

September 2026

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Metro is the federally mandated metropolitan planning organization

designated by the governor to develop an overall transportation plan and to allocate federal funds for the greater Portland 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. The Metro Council and JPACT act together as the MPO policy board.

Project website: www.oregonmetro.gov/projects/2028-regional-transportation-plan

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

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Appendix A: Federal certification corrective actions and recommendations (2025)

Appendix B: Metro corrective actions approved by the Land Conservation and Development Commission (2025)

Appendix C: Population and household estimates for the Oregon Metro jurisdictional boundary and Portland metropolitan planning area (2020-2024)

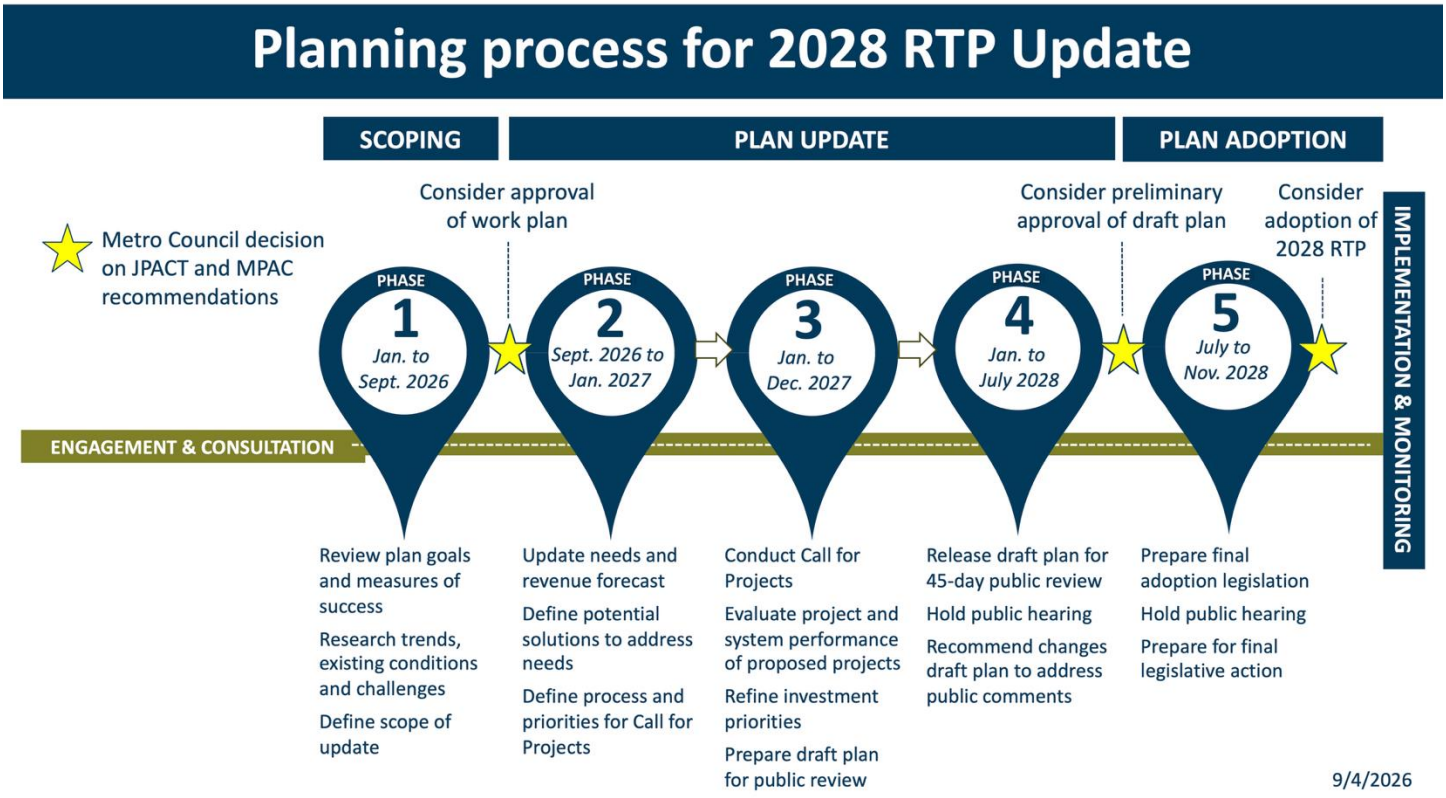
2028 Regional Transportation Plan Work Plan at a glance

Summary of planning and engagement activities and key milestones by phase

When	What
Phase 1: Scoping January 2026 to September 2026	**Planning focus:** Develop a shared understanding of the trends, challenges and priorities the 2028 RTP update should address. Review adopted RTP goals and measures of success, relevant plans and policies, RTP system maps, and projects completed or under construction since 2023. Develop the data, tools and methods needed to support the needs analysis, project evaluation and other technical work. **Engagement focus:** Engage decision makers, jurisdictional and agency partners, Tribal governments, community and business leaders, and members of the public to identify priorities and shape the work plan and engagement plan. • Engage Metro Council, regional advisory committees and county coordinating committees on RTP goals, priorities and the planning process • Conduct individual meetings with elected officials and other regional leaders • Convene a Community Leaders' Forum • Support Metro Councilor engagement with constituents, including presentations to city councils • Hold TPAC workshop on the performance evaluation framework, measures for project and system analysis • Consult with federal, state, regional and resource agencies • Invite consultation with Tribal governments **Key milestones (September 2026 to October 2026):** • MPAC makes recommendation to the Metro Council • JPACT and the Metro Council consider adoption of the work plan and public engagement plan
Phase 2: Prepare Needs Analysis and Draft Revenue Forecast September 2026 to January 2027	**Planning focus:** Document current and future transportation needs, update the plan's policy framework, refine performance measures and evaluation methods, and develop a draft revenue forecast. Define the process and timeline for the Call for Projects and establish funding targets for the financially constrained and strategic project lists. **Engagement focus:** Work with local, regional, state, Tribal, business and community partners to identify transportation needs and potential solutions. • Host a regional transportation tools and data workshop for practitioners and other constituents • Provide Project Tracker workshops, training and office hours for jurisdictional partners and Tribal governments • Develop an online (StoryMap) public open house • Metro Councilor engagement with constituents, regional leaders and elected officials • Provide TSP reviews, training, technical assistance, and office hours to support agency project and program submissions. • Hold Regional RTP workshops supporting the needs analysis and Call for Projects • Convene Community Leaders' Forum #2, Regional Transportation Business Leaders' Forum #1, small group constituent meetings and RTP informational sessions

When	What
	• Present and discuss the update at county coordinating committees and regularly scheduled regional committees and Metro Council meetings • Collaborate with cities, counties, Tribes, ODOT, SMART, TriMet and Port of Portland to document and forecast reasonably available funding sources • Share social media videos highlighting transportation needs and successful completed projects across the region **Key milestones:** Complete the updated evaluation framework, the regional transportation needs analysis, the draft revenue forecast, initial policy updates, and the process, guiding policy framework and timeline for the Call for Projects.
Phase 3: Call for Projects and Evaluation of Proposed Solutions January 2027 to December 2027	**Planning focus:** Conduct the Call for Projects, evaluate proposed projects and programs, including climate analysis, update the financially constrained and strategic project lists, complete the financial plan, and prepare the draft RTP and appendices for public review. **Engagement focus:** Provide opportunities for partners, community members and decision makers to review project submissions, evaluation results, funding assumptions, and proposed investment priorities. • Engage regional technical and policy advisory committees and county coordinating committees on the Call for Projects process • Work with transportation providers to document and forecast reasonably available funding sources • Seek feedback on updated project and program lists and evaluation results • Continue presentations, briefings and discussions with advisory committees, county coordinating committees, and jurisdictional and community partners **Key milestones:** • JPACT and the Metro Council initiate Call for Projects, providing direction on the process and evaluation of proposed solutions • Conduct Call for Projects to update financially constrained and strategic project and program lists (Jan. 15 to Mar. 26, 2027) • JPACT and Metro Council consider feedback on draft project and program lists, performance evaluation, and recommendations for finalizing draft plan, and appendices for public review
Phase 4: Public Review and Preliminary Plan Approval January to July 2028	**Planning focus:** Release the draft 2028 RTP, appendices, and project and program investment priorities for public review. Compile public comments, develop Metro staff recommended changes, and prepare materials for preliminary plan approval. **Engagement focus:** Provide the public, local governments, transportation agencies, Tribal governments, community and business partners and regional committees with opportunities to review and comment on the draft plan and proposed investment priorities. **Key milestones:** • Conduct a 45-day public comment period (Jan. 14 to Feb. 29, 2028) • MPAC makes a recommendation to the Metro Council • JPACT considers preliminary approval of the 2028 RTP • Metro Council considers preliminary approval of the 2028 RTP

When	What
Phase 5: Final Legislative Adoption Process July to November 2028	**Planning focus:** Finalize the 2028 RTP, appendices, project and program investment priorities, adoption legislation, and findings of compliance with applicable state requirements. Complete the final public engagement report and prepare the plan for final legislative action. **Engagement focus:** Provide final opportunities for public testimony, regional committee review and decision-maker consideration before adoption. • Hold legislative hearings, including first and second readings • Present the final plan and recommended changes to MPAC, JPACT and the Metro Council • Document how engagement, public comments and policy direction informed the final plan **Key milestones:** • MPAC makes recommendation to the Metro Council • JPACT considers adoption of the 2028 RTP • Metro Council considers adoption of the 2028 RTP • Submit the adopted plan for state review and acknowledgement • Publish adopted plan online and submit to Federal agencies



Overview of work plan

This work plan will guide development of the 2028 Regional Transportation Plan (RTP), providing a clear roadmap for completing the update by November 30, 2028.

Between now and November 2028, Metro will work closely with cities and counties, tribes, transit providers, port districts, state and federal partners, businesses and community-based organizations to develop the 2028 RTP.

The document tells decision-makers, partners, and participants what the update involves, what to expect, opportunities to provide feedback and shape development of an updated plan, and what the outcomes of the update will be.

The work plan is designed to answer the following questions:

- Why is the 2028 Regional Transportation Plan update needed now?
- What products and decisions must be completed through the update?
- When will key phases, milestones, and adoption actions occur?
- Who is responsible for technical review, policy recommendations, and final decisions?
- How will local, regional, state, and federal partners, community and business partners, and the public be engaged?
- How will federally recognized tribal governments be consulted?
- What opportunities are there to shape the development of the plan and adoption actions?
- How will the final plan meet federal, state, and regional requirements?
- How will the adopted plan guide future investment and implementation?

This work plan describes the framework for answering these questions through a coordinated process of technical analysis, public engagement, intergovernmental collaboration, consultation with tribal governments and agencies, policy direction, and final adoption.

Purpose and background

The purpose of this work plan is to guide development of the 2028 Regional Transportation Plan for the Portland metropolitan region. The planning area for the RTP is the federally designated metropolitan planning area boundary shown in **Figure 1**,

which includes the urban portions of Clackamas, Multnomah and Washington counties. The work plan sets out the scope, schedule, decision making process, technical program, engagement and consultation approach, and major deliverables needed to complete the update by November 30, 2028, when the current plan expires under federal law.

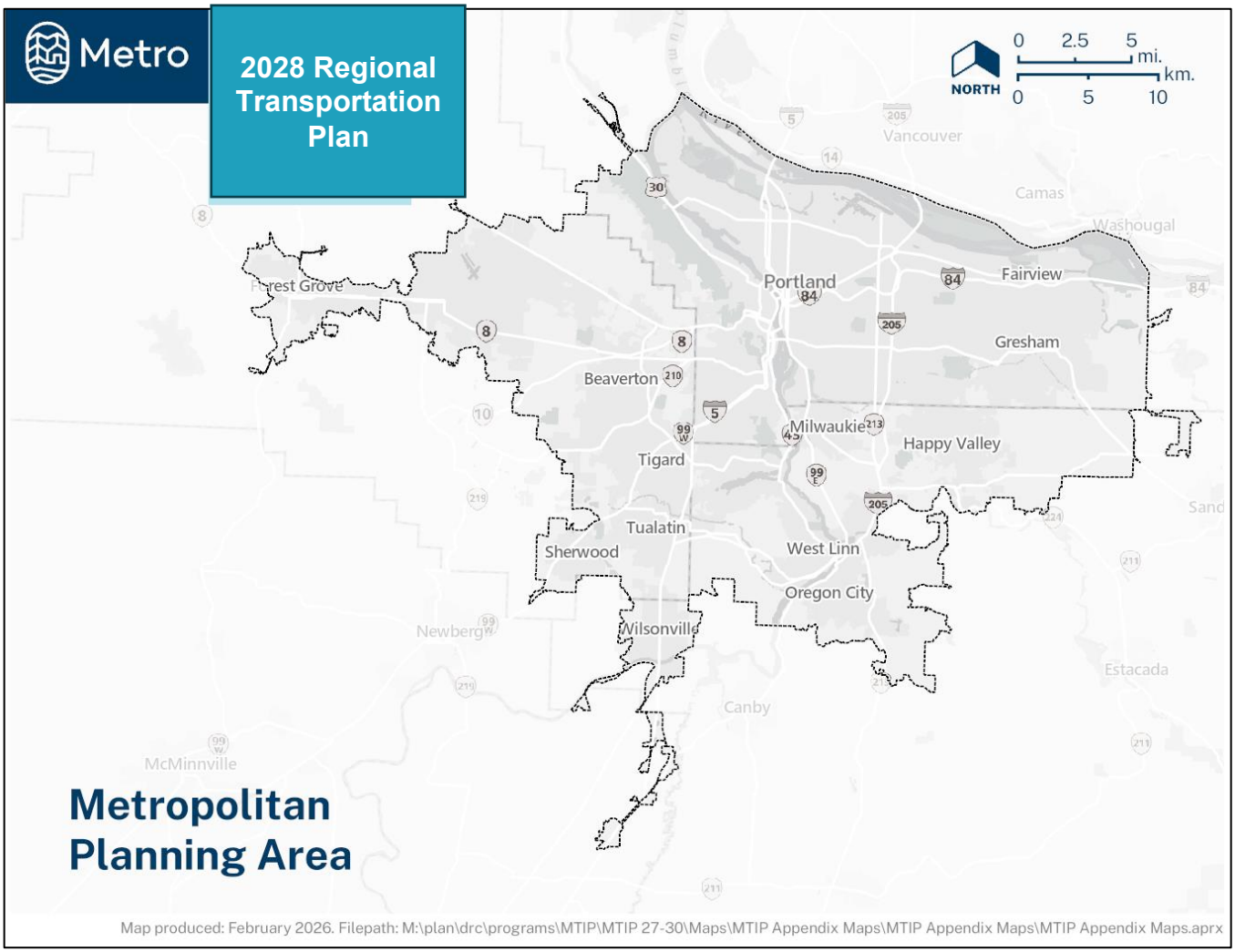


Figure 1. Map of the metropolitan planning area

The Regional Transportation Plan is the federally required metropolitan transportation plan and the state-required regional transportation system plan for the region. Adoption of an updated plan is necessary to maintain compliance with federal requirements and eligibility for federal transportation funding.

Metro is the regional entity responsible for regional land use and transportation planning under state law and the federally designated Metropolitan Planning Organization (MPO) for the Portland metropolitan area. As the MPO, Metro is responsible for leading and

coordinating updates to the Regional Transportation Plan on a regular cycle – every five years. Each update addresses the evolving needs of our region and meets federal and state requirements for the plan. The last update was adopted in November 2023.

For transportation projects to be eligible to receive federal and state transportation funding they must be on the RTP financially constrained project list. For transportation projects to be included in the RTP financially constrained project they must be on the financially constrained list of a transportation system plan.

The 2028 update comes at a critical time for the region as public agencies and transportation providers face aging infrastructure, rising project costs, including maintenance and operations costs, revenue uncertainty, emission regulations, safety challenges, and increasing demand for safe, reliable and affordable travel options. The update will also assess changing travel patterns and emerging transportation technologies, including electrification, and consider how these trends may affect travel behavior, system performance, climate outcomes, transportation revenues, and the range of transportation options available over time.

The Regional Transportation Plan guides long-term decisions about transportation investments, policies, and priorities across the Portland metropolitan region. It connects transportation planning with broader regional goals and planning efforts related to housing, land use and growth management, economic development, public health, community well-being, climate action, equity and quality of life.

The plan plays a key role in:

- **Shaping how people move and live** by identifying projects, programs, and policies that improve access to jobs, housing, education, health care, essential services and daily needs, recreation, tourism, nature, and other regional destinations while supporting community well-being and quality of life.
- **Setting shared goals for transportation** that align with broader values and desired outcomes related to equity, safety, climate action, mobility, thriving economy, and regional housing and land use goals.
- **Coordinating billions of dollars in federal, state, regional, and local transportation funding** by determining which investments are regionally significant and priorities for the near- and long-term.
- **Measuring our progress over time** through goals, objectives, and performance targets that ensure accountability and guide future policy and investment decisions.

- **Supporting coordination across jurisdictions and agencies** to address cross-jurisdictional travel, regional commuting, freight movement, and connections among communities, employment areas, industrial areas, transit services, and regional destinations.

Since the last RTP update, the region has experienced higher project costs, reduced revenues, increased public expectations, greater transportation system needs, and continued impacts from the COVID-19 pandemic on travel patterns and transit use. The 2028 RTP update provides an opportunity to update and align transportation projects and programs with current and future needs and revenues through an implementable and regionally supported plan.

In the update, Metro will assess how transportation investments can improve safety, expand access to opportunity, support economic prosperity, reduce emissions, maintain critical infrastructure, and improve quality of life.

Policy foundation overview

The 2028 RTP will be consistent with applicable federal and state requirements and coordinated with adopted regional and local policies and plans. Relevant modal, topical, funding, safety, resilience, freight, transit, climate, and partner plans and strategies will also inform development of the RTP. Since adoption of the 2023 RTP, the federal and state governments have adopted (or are in the process of developing) new policy guidance that will inform the plan update.

Federal policy

- Metropolitan transportation planning requirements
- Metropolitan transportation plan contents
- Financial planning and fiscal constraint requirements
- Performance-based planning requirements
- Congestion management process requirements

State policy

- Statewide Planning Goals
- Applicable state administrative rules
  - Oregon Transportation Planning Rules
  - Oregon Metropolitan Greenhouse Gas Reduction Target Rules

- Oregon Transportation Plan and modal topical plans

Regional policy

- Regional Framework Plan
- 2040 Growth Concept
- Climate Smart Strategy
- Regional Transportation Plan and modal and topical plans and strategies

Local plans and policy

- Local comprehensive plans
- Local transportation system plans
- Local capital improvement programs
- Partner agency plans and priorities

Project goals and desired outcomes

The 2028 Regional Transportation Plan update will advance the five RTP goals adopted by JPACT and the Metro Council in 2023. Today the Metro Policy Advisory Committee (MPAC), JPACT and the Metro Council continue to support these goals, which serve as the policy foundation for regional transportation decision making and the 2028 RTP.

- Safe System
- Equitable Transportation
- Climate Action and Resilience
- Mobility Options
- Thriving Economy



Figure 2. 2028 RTP goals

During the scoping phase of this update, the Metro Council, JPACT and MPAC identified the following priorities and desired outcomes to be the focus of the 2028

Regional Transportation Plan update. These priorities reflect both policy direction and the need for an actionable and regionally responsive plan.

By **November 30, 2028**, Metro seeks to adopt a Regional Transportation Plan that:

- **Elevates safety as a leading regional transportation priority**, with emphasis on reducing fatalities and serious injuries across all modes.
- **Strengthens the RTP's economic focus** by connecting transportation investments to job and workforce access, freight reliability, industrial and employment land readiness, business and industry vitality, access to regional destinations, and regional economic competitiveness.
- **Sets the foundation for a subsequent Regional Transit Strategy update** by identifying regional transit needs, service and access gaps, future opportunities, and strategic choices for transit service and investment. The Regional Transit Strategy update is anticipated to follow the 2028 RTP update and will reflect the updated Future Vision and subsequent updates to the 2040 Growth Concept and Climate Smart Strategy.
- **Provides clarity on available revenues, regional transportation needs, and the resulting funding gap**, while identifying potential new funding strategies and implementation actions for further evaluation.
- **Navigates tradeoffs created by state and federal funding uncertainty** through policy discussions that are informed by a comprehensive transportation prioritization framework that shows how project and program priorities submitted by jurisdictional and tribal partners advance each of the RTP goals and considers the amount of funding available in the revenue forecast.
- **Communicates transparently about the region's ability to meet adopted climate goals** by explaining analytical assumptions, funding and policy conditions, tradeoffs among strategies, and the additional actions and resources that would be required to meet adopted targets.
- **Elevates community voices and priorities** throughout the planning process, with emphasis on inclusive and accessible engagement.
- **Optimizes local participation** by coordinating Metro outreach with local government, agency, and partner engagement efforts already underway.
- **Delivers a federally- and state-compliant regional transportation plan** that can guide investment, decision making, and implementation through the planning horizon.

Project overview, phases and decision milestones

The 2028 Regional Transportation Plan update will be completed through a coordinated multi-phase planning process that integrates policy development, technical analysis, public engagement, interagency coordination, consultation, and decision making. The process is designed to produce a federally- and state- compliant and regionally actionable long range transportation plan for adoption by November 30, 2028.

Shown in

Figure 3, the project will be organized into five phases, each with defined milestones and deliverables that build toward release of a public review draft and final RTP adoption in 2028.

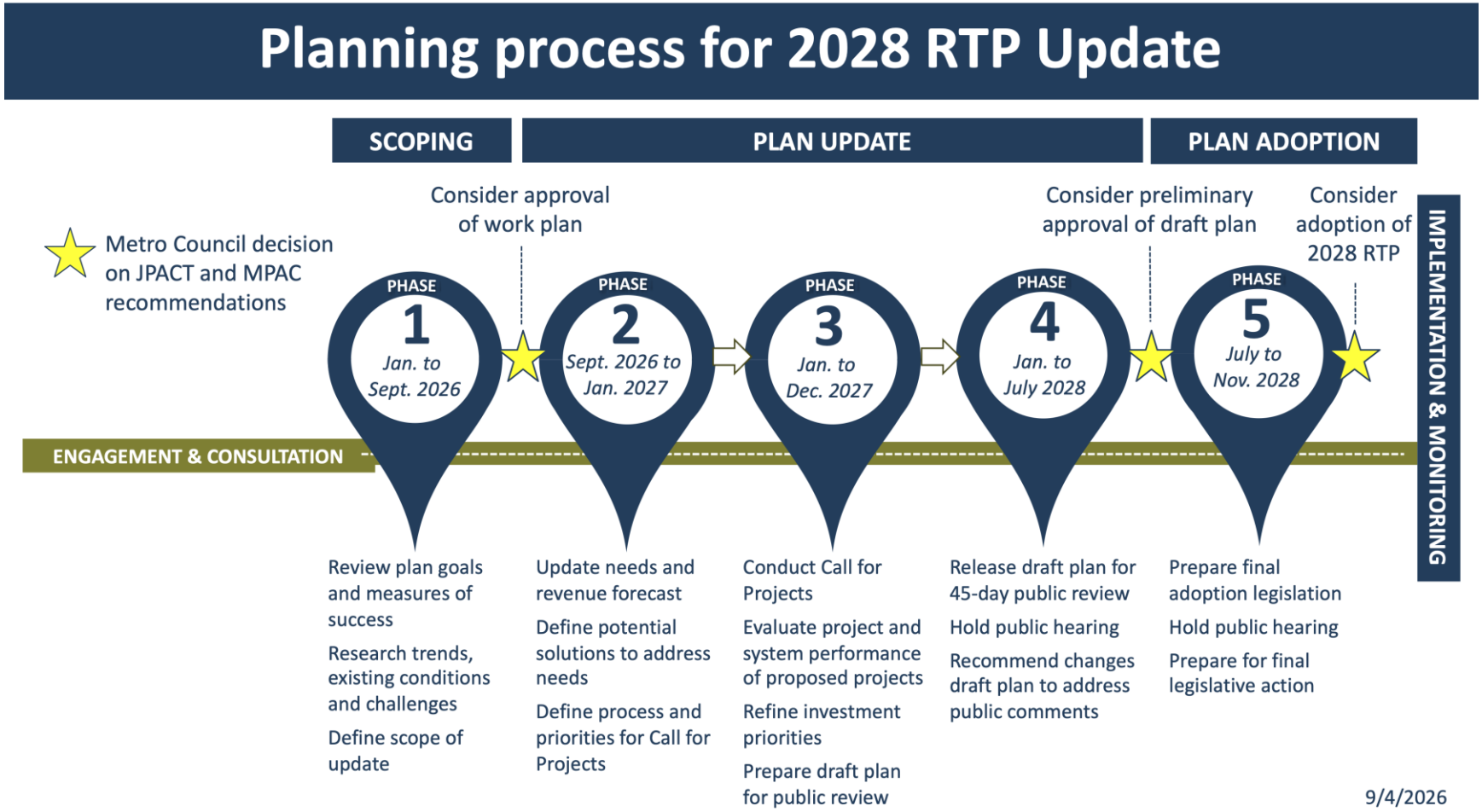


Figure 3. Timeline and process for the 2028 Regional Transportation Plan update

Phase 1: Scoping, Research and Early Engagement

January 2026 – September 2026 (9 months)

The first phase of the 2028 RTP update has focused on engaging decision makers, local, regional, state, Tribal, business and community partners, and members of the public to understand key trends and challenges facing the region. This phase began with reviewing the adopted RTP goals and identifying desired outcomes and priorities.

The purpose of this phase is to build a shared understanding of what the 2028 RTP needs to address and to define a planning and engagement process that is responsive to regional and community needs. This phase also began developing background data, tools, and methods that will document how the region is growing and changing and evaluate how the transportation system is performing. A review of completed RTP projects will be conducted, and new plans and policies adopted since 2023 will be identified. This information will support policy and project list decisions during the update.

Phase 1 | Planning and Research Activities

- ❑ **Review Plan Goals and Measures of Success:** Review goals and measures for the 2028 RTP. This work will continue in Phase 2.
- ❑ **Plan and Policy Review:** Review relevant plans and policies to identify changes that reflect state, regional and local plans and studies completed since 2023. This work will also include jurisdictional review of the RTP system maps to recommend classification changes that align local, regional and state plans. This work will be finalized in Phase 2.
- ❑ **Community Engagement Retrospective:** Review community engagement reports from the 2023 RTP and other relevant engagement reports completed since 2023 to identify regional and community needs and priorities. This work will continue in Phase 2.
- ❑ **Project Database Migration and Project List Review:** Work with partners to conduct a review of RTP project list to identify projects under construction or completed in the region since 2023. Identify 2023 RTP capital projects that are not adopted in a local TSP. The project team will also migrate the current RTP project list data to the Project Tracker data management system used for the Metropolitan Transportation Improvement Program (MTIP) and Regional Flexible Funds Allocation (RFFA) process.
- ❑ **Develop Data, Tools, and Methods:** Update data, tools, and methods needed to support assessment of current and future transportation system conditions and

needs and other technical analysis throughout the process. The technical analysis will integrate GIS tools, mapping, modeling and forecasting, and federal and state monitoring and reporting requirements to document how the region is growing and changing, transportation trends and challenges, and how the transportation system is performing.

The analysis will support the needs assessment and include relevant data and findings from the Future 50 update to the regional vision, Oregon Travel Study, Climate Smart Strategy monitoring, the Safe Streets for All project, and the region's congestion management process and federal performance reporting. This work will include preparing the regional travel demand model, transportation analysis zone assumptions and base year and no build networks for use in the update, and model updates needed to reflect the Oregon Travel Study. Activities will also include updating the mobility corridor geographies used to identify needs and potential solutions in Phase 2. It will also inform the Call for Projects and subsequent performance evaluation of proposed solutions in Phase 3.

Phase 1 | Engagement Activities

- ❑ Engage Metro Council and regional advisory committees, county coordinating committees, and business and community leaders on RTP goals, priorities to address and development of the work plan and engagement plan
- ❑ Conduct individual meetings with leaders from across the region, including elected and public officials on JPACT, MPAC and the Future Vision Commission
- ❑ Convene Community Leaders' Forum on RTP goals, priorities to address and development of the work plan and engagement plan to guide the update
- ❑ Metro Councilor engagement with constituents, regional leaders and elected officials
- ❑ Regional planning workshops on RTP performance evaluation framework and measures for project- and system-level analysis to inform plan priorities
- ❑ Convene inaugural Regional Transit Forum meeting with staff from transit agencies and organizations
- ❑ Consultation with Federal, state, regional and resource agencies
- ❑ Invite consultation with tribes

Phase 1 | Milestones

- ❑ MPAC votes on recommendation to the Metro Council on the work plan
- ❑ JPACT votes on approval of 2028 RTP work plan, and makes recommendation to the Metro Council

- ❑ Metro Council votes on approval of the 2028 RTP work plan

Phase 1 | Key Products and Deliverables

- ❑ 2028 Regional Transportation Plan Work Plan
- ❑ Scoping Engagement Calendar
- ❑ RTP System Map Update Online Submission Tool
- ❑ Migration of RTP Project Database to Project Tracker
- ❑ Memos and reports:
  - ☐ Summary and map of RTP projects completed since 2023
  - ☐ Plan and Policy Review Report
  - ☐ Synthesis of Past RTP Public Engagement Report
  - ☐ Summary of Proposed RTP System Map updates
  - ☐ Phase 1 Engagement and Consultation Report

Phase 2: Prepare Needs Assessment and Draft Revenue Forecast

September 2026 – December 2027 (4 months)

The second phase of the 2028 RTP update will focus on refining the plan's policy framework to reflect relevant plans and policies updated since 2023, documenting the region's transportation needs and potential solutions, and updating the plan's financial assumptions and revenue forecast. Developing the data, methods, and analytical tools needed to support the current and future needs assessment and the project- and system-level performance evaluation and investment decisions later in the process will also continue. Analysis years will be 2025 (base year), 2040 and 2050. This work will also include identifying updates needed to prepare VisionEval to be used at a regional level to help evaluate greenhouse gas emissions in Phase 3 of the RTP update and as part of the Climate Smart Strategy update.

This phase will use input and information from Phase 1 to refine the region's performance measures and evaluation approach. Work during this phase will also include updating RTP policies where needed to reflect plans and policies updated since 2023. This work will provide an updated policy framework to guide evaluation of regional transportation needs and potential projects and programs to address those needs during Phase 3.

During this phase, Metro will also work with local, regional, state, and Tribal, partners to review the existing RTP project list and prepare for the call for projects in Phase 3.

Metro will also work with these governmental partners to identify reasonably expected transportation revenues to help draft a revenue forecast and establish cost targets for the financially constrained and strategic project lists that will be developed during Phase 3.

This phase will also include a regional transportation needs assessment focused on the RTP's goals related to equity, climate, safety, mobility, and thriving economy. The needs assessment will help identify where the transportation system is meeting regional goals, where it is falling short, and how existing plan investments advance adopted policy direction and community priorities. This work will help ensure that later decisions are grounded in shared policy direction, current data, federal and state requirements, and the needs and priorities identified through engagement.

Phase 2 | Planning and Research Activities

- ❑ **Revenue Forecast:** Develop draft local, regional, state, tribal and federal revenue forecast to set budget for the plan and Call for Projects in Phase 3. The 2023 RTP revenue forecast will serve as a starting point for the draft forecast. The forecast will quantify the gap between reasonably expected revenues and identified regional transportation needs. The revenue forecast and subsequent financial plan will be updated as relevant state legislative, federal, and other funding information becomes available.
- ❑ **Evaluation Framework:** Update performance measures, targets, data, methods, and transparent evaluation criteria to show how projects and programs advance different RTP goals and to identify tradeoffs among safety, equity, climate, mobility, economic, maintenance, financial, and implementation considerations.
- ❑ **Needs Assessment**: Report on system performance to understand today's travel behavior and progress toward shared regional goals related to safety, equity, climate, mobility, and the economy. Seek feedback on the current RTP project list and transportation needs and complete a multimodal needs assessment using the new mobility policy, updated multimodal inventories, and data from the Regional Freight Commodities Movement Study, Regional Emergency Transportation Routes Project, Safe Streets for All (SS4A) planning, and the Community Connector Transit Study to identify regional transportation needs and potential solutions.
- ❑ **Policy Updates:** Updates to existing RTP Chapter 3 policies that reflect new policies and information from work completed since 2023 identified in the Plan and Policy Review Report, including:
    - RTP System Map Updates
    - Transportation Equity Policy Updates

- Regional Transportation Demand Management Policy Updates: focused on incorporating recommendations from the 2026 Regional Transportation Demand Management Strategy
- Regional Emergency Transportation Routes Maps and Transportation Resilience Policy Updates: focused on incorporating recommendations from the RETR Project Phase 2, Cooling Corridors Study and statewide resilience efforts
- Regional Transit Policy Updates: focused on updating the RTP Transit Network Map and incorporating recommendations and new information from the Community Connector Transit Study, TriMet Forward Together, TriMet FX System Plan, Regional Rail Futures Study and Cascadia High Speed Rail planning
- Regional Safety Policy Updates: focused on incorporating SS4A supplemental planning and new local safety action planning information

This work will continue into Phase 3.

- ❑ **Define Process for the Call for Projects:** Define the project solicitation, evaluation and review process to guide refining the plan's list of projects and programs within the draft revenue forecast, consistent with the Transportation Planning Rules and federal certification recommendations. The process will provide a 70-day submission period and will be supported by early notice, advance coordination, guidance, training, and office hours for entities eligible to submit projects to the RTP.

Phase 2 | Engagement Activities

- ❑ Host at least one regional transportation tools and data workshop for practitioners and other constituents to learn about the analysis tools and data being used to support development of the 2028 RTP
- ❑ Convene workshop/trainings/office hours on use of Project Tracker in advance of and during Call for Projects (for jurisdictional partners and tribal governments)
- ❑ Provide TSP consistency review, guidance, training, technical assistance, and office hours to help submitting agencies interpret applicable requirements and prepare project and program submissions
- ❑ Convene quarterly Regional Transit Forum meetings with staff from transit agencies and organizations
- ❑ Develop Online (Story Map) 2028 RTP Open House for the public
- ❑ Develop Online (Story Map) of data and tools available to support partners submitting projects during the Call for Projects in Phase 3

- ❑ Metro Councilor engagement with constituents, regional leaders and elected officials
- ❑ Two regional planning workshops to support the 2028 RTP needs assessment and call for projects
- ❑ Small group meetings
- ❑ RTP informational sessions
- ❑ Presentations and discussions at county-level coordinating committees and regularly scheduled TPAC, JPACT, MTAC, MPAC and Metro Council meetings
- ❑ Collaborate with cities, counties, Tribes, ODOT, SMART, TriMet and Port of Portland to document and forecast reasonably available funding sources
- ❑ Continue to engage partners and community members to identify regional transportation needs, community priorities and potential solutions
- ❑ Engage regional technical and policy advisory committees and county coordinating committees early in shaping the needs assessment, performance measures, revenue forecast, Call for Projects process, and key project-list work.
- ❑ Convene Community Leaders Forum #2
- ❑ Convene Regional Transportation Business Leaders Forum #1
- ❑ Online content (social media, Metro news stories) about needs and success stories about completed projects that reflect different types of investments across the region (e.g., safety – lighting, marked crossings, bus stops) and major travel corridors (e.g., 82nd Avenue, TV Highway, Powell Boulevard, OR 217, I-205, I-5)

Phase 2 | Milestones

- ❑ Completion of:
    - Updated performance evaluation framework
    - Regional transportation needs assessment
    - Draft revenue forecast
    - Policy updates
    - Process and timeline for the Call for Projects

Phase 2 | Key Products and Deliverables

- ❑ Memos
    - ☐ Performance Evaluation Framework and Targets
    - ☐ Revenue Forecast Approach
    - ☐ RTP Equity Framework
    - ☐ Call for Projects policy framework, process and timeline to guide update to list of RTP projects and programs that will undergo further evaluation and review

- ❑ Maps
  - ☐ Metropolitan Planning Area
  - ☐ Equity Focus Areas
  - ☐ 2026 High Injury Corridor and Intersections Map
  - ☐ Regional Freight Commodities Movement Map
  - ☐ 2028 RTP Network Maps (Motor vehicle, transit, freight, bike, pedestrian, and transportation system management and operations)
  - ☐ RTP Network Gap Maps
  - ☐ Throughway Reliability Map

- ❑ Regional Transportation Needs Briefing Book
  - ☐ Identify regional transportation system gaps, deficiencies and potential solutions
  - ☐ Integrate relevant findings from recent studies and plans including, but not limited to: Community Connector Transit Study, Regional Emergency Transportation Routes Project (Ph. 2), Cooling Corridors Study, Oregon Travel Survey, and Regional Freight and Commodities Movement Study.
- ❑ Draft Revenue Forecast Report
  - ☐ Update the financially constrained revenue forecast with local, regional, tribal and state partners, building on the existing RTP forecast and ODOT's *Financial Assumptions for Development of Metropolitan Transportation Plans SFY 2020/21 to 2049/2050*[1]
  - ☐ Set cost targets for the "Constrained RTP" near-term (FFY 2029-2040) and long-term (FFY 2041-2050) project and program priorities
  - ☐ Identify a strategy for new revenues assumed for the "Constrained RTP" and more aspirational "Strategic RTP"
  - ☐ Set Strategic RTP cost target for additional project and program priorities the region would pursue if additional resources became available
  - ☐ Identify state and local share contributions needed for HCT capital projects submitted to the 2028 RTP financially constrained project list. HCT capital projects must include a 50 percent match contribution to leverage available federal Capital Improvement Grant revenues.
- ❑ Draft RTP Chapters:
  - ☐ Chapter 1: Introduction and Plan Overview (draft)

[1] Accessed at: https://www.oregon.gov/odot/Data/Revenue%20Forecasts%20%20Economic%20Reports/MPO%20LRPA%202022.pdf This report will be updated by ODOT as part of this effort.

- ☐ Chapter 2: Draft Vision, Goals, Objectives, Performance Measures and Targets (draft)
- ☐ Chapter 3: System Policies (draft)
- ☐ Chapter 4: Growing and Changing Region and Existing Conditions and Transportation Needs (draft)

❑ Phase 2 Engagement and Consultation Report

Phase 3: Call for Projects and Evaluation of Proposed Solutions

January 2027 – December 2027 (11 months)

The third phase of the 2028 RTP update will focus on the Call for Projects, evaluating project and program priorities submitted by jurisdictional and tribal partners, and preparing the draft plan and appendices for public review during Phase 4. This phase will build on the goals, policy direction, and evaluation framework developed in Phases 1 and 2, as well as project and program submissions received through the Call for Projects.

Opportunities for input on the updated project lists, evaluation results, and proposed project and program priorities will be provided during this phase. Work will also include identifying future actions, partnerships, and implementation needs to be included in the RTP to help advance the plan after adoption.

The phase will conclude with preparation of the public review draft of the 2028 RTP. The start of the 45-day public comment period will occur in Phase 4.

Phase 3 | Planning and Research Activities

- ❑ **Call for Projects to Refine List of Projects and Programs:** Coordinate update to project list with local, regional, state and tribal governments.
- ❑ **Performance and Environmental Analysis:** Assess and report on project- and system-level performance evaluation of proposed solutions relative to plan's goals, objectives and performance targets. The analysis will use transparent criteria to show how projects advance different RTP goals and will consider an array of collectively determined factors to do so. This evaluation will include an analysis to identify projects that intersect with environmental, cultural and historic resources and potential mitigation strategies to address the potential impacts of future transportation projects.

- ❑ **Review of Updated Project and Program Lists:** Make available the draft RTP "constrained" and "strategic" project lists on a publicly accessible website and seek feedback on updated list of priorities.
- ❑ **Financial Plan:** Document the updated RTP revenue forecast, explore potential gaps between reasonably expected revenues and regional needs, and identify and evaluate potential new funding and demand-management strategies. The financial plan will be updated to reflect information from the 2027 Oregon Legislative Session and any other relevant funding developments.
- ❑ **Prepare Draft Plan and List of Projects and Programs for Public Review:** Prepare draft plan, appendices and list of projects and programs for public review in Phase 4.

Phase 3 | Engagement Activities

- ❑ Engage regional technical and policy advisory committees and county coordinating committees in the development and implementation of the Call for Projects process
- ❑ Convene Regional Transportation Business Leaders Forum #2
- ❑ Convene Community Leaders' Forum #3
- ❑ Convene quarterly Regional Transit Forum meetings with staff from transit agencies and organizations
- ❑ Consultation with Federal, state, regional and resource agencies
- ❑ Consultation with Tribes

Phase 3 | Milestones

- ❑ JPACT and the Metro Council initiate 2028 RTP Call for Projects, providing direction on process for updating and evaluating proposed solutions
- ❑ Conduct 70-day Call for Projects to update the RTP "Constrained" and "Strategic" project lists (Jan. 15 to March 26, 2027)
- ❑ Jurisdictional, Tribal and county coordinating committee project lists and RTP Project Tracker updates due by March 26, 2027.
- ❑ JPACT and the Metro Council consider feedback on draft project and program lists, performance evaluation and recommendations for finalizing the draft plan, appendices for public review

Phase 3 | Products and Deliverables

- ❑ Phase 3 Engagement and Consultation Report
- ❑ Regional Transportation Projects and Project List Assessment

- ❑ Draft RTP Chapters:
  - ☐ Chapter 5: Financial Plan
  - ☐ Chapter 6: Project and Program Investment Priorities
  - ☐ Chapter 7: System analysis
  - ☐ Chapter 8: Draft Implementation Action Plan
- ❑ Public Review Draft 2028 RTP Materials
  - ☐ Complete draft Chapter 1 through Chapter 8
  - ☐ Public review draft appendices
  - ☐ Public review draft project and program investment priorities
  - ☐ Public review materials for the 45-day public comment period

Phase 4: Public Review and Preliminary Plan Approval

January 2028 – July 2028 (7 months)

The fourth phase of the 2028 RTP update will focus on public review of the draft RTP and preliminary approval by regional decision makers. This phase will begin with a 45-day public comment period from Jan. 14 to Feb. 29, 2028, providing an opportunity for the public, local governments, regional partners, state agencies, Tribal governments, community partners, and other interested parties to review and comment on the draft 2028 RTP and appendices.

During this phase, Metro will compile and share the public review draft of the 2028 RTP, supporting appendices, technical documentation, draft project and program investment priorities, and draft adoption legislation. Metro staff will also document public comments received, recommended changes to the plan and appendices to address feedback received and prepare the Phase 4 Engagement and Consultation Report.

The phase will conclude with preliminary recommendations and approval actions by MPAC, JPACT, and the Metro Council. These actions will provide direction for preparing the final 2028 RTP and appendices, final adoption legislation, and findings of compliance with applicable state and federal requirements.

Phase 4 | Planning and Research Activities

- ❑ Release draft plan and technical appendices for public review

Phase 4 | Engagement Activities

- ❑ Consultation with Federal, state, regional and resource agencies
- ❑ Consultation with Tribes

- ❑ Public meetings and hearings, with the number and format determined by project timing and engagement needs.
- ❑ TPAC workshop to discuss Metro staff recommended changes to the plan and appendices
- ❑ Presentations and discussions at county-level coordinating committees and regularly scheduled TPAC, JPACT, MTAC, MPAC and Metro Council meetings

Phase 4 | Milestones

- ❑ Conduct 45-Day Draft Plan Public Comment Period
- ❑ MPAC makes recommendation to the Metro Council
- ❑ JPACT considers preliminary adoption of 2028 RTP
- ❑ Metro Council considers preliminary adoption of 2028 RTP

Phase 4 | Products and Deliverables

- ❑ Public review draft 2028 RTP (and appendices, including project and program investment priorities)
  - ☐ Public review draft Chapter 1 through Chapter 8
  - ☐ Public review draft appendices
  - ☐ Public review draft project and program investment priorities
- ❑ Phase 4 Engagement and Consultation Report
- ❑ Public Comment Period Report and executive summary
- ❑ Project list endorsement letters from governing bodies
- ❑ Metro staff recommended changes to respond to public comments
- ❑ Legislation, including Resolution and staff report, and recommended changes to public review draft RTP and appendices

Phase 5: Final Legislative Adoption Process

July 2028 – November 2028 (5 months)

The fifth phase of the 2028 RTP update will focus on finalizing the plan and completing the regional adoption process. This phase will build on the public review process, preliminary approval actions, and direction received during Phase 4.

During this phase, Metro will prepare the final 2028 RTP and supporting appendices, final project and program investment priorities, final adoption legislation, and findings of compliance with applicable state requirements. Metro will also complete the final public engagement report, documenting engagement activities, public comments, and how

input shaped the final plan. The action will also include recommendations for the update to the Climate Smart Strategy.

The phase will conclude with final actions by MPAC, JPACT, and the Metro Council. Adoption of the 2028 RTP will establish the region's updated transportation policy direction, investment priorities, implementation actions, and required documentation for the next planning cycle.

Phase 5 | Engagement Activities

- ❑ Presentations and discussions at county-level coordinating committees and regularly scheduled TPAC, JPACT, MTAC, MPAC and Metro Council meetings
- ❑ Hold legislative hearings – first read and second read
- ❑ MPAC makes final recommendation to the Metro Council
- ❑ JPACT considers adoption of 2028 RTP
- ❑ Metro Council considers adoption of 2028 RTP

Phase 5 | Milestones

- ❑ MPAC makes final recommendation to the Metro Council
- ❑ JPACT considers adoption of 2028 RTP
- ❑ Metro Council considers adoption of 2028 RTP

Products and Deliverables

- ❑ Final 2028 RTP (and appendices, including project and program priorities)
  - ☐ Revised Chapter 1: Introduction and Plan Overview
  - ☐ Revised Chapter 2: Vision, Goals, Objectives, Policies, Performance Measures and Targets
  - ☐ Revised Chapter 3: Regional Transportation System Policies and System Maps
  - ☐ Revised Chapter 4: Growing and Changing Region, Existing Conditions, System Performance and Needs
  - ☐ Revised Chapter 5: Financial Plan and Revenue Forecast
  - ☐ Revised Chapter 6: Project and Program Investment Priorities
  - ☐ Revised Chapter 7: Investment Evaluation and Plan Performance
  - ☐ Revised Chapter 8: Implementation and Action Plan
  - ☐ Revised Appendices
- ❑ Recommendations for the update to the Climate Smart Strategy
- ❑ Final adoption legislation for RTP, including separate Ordinances, staff reports and findings of compliance with Statewide Planning Goals

- ❑ Phase 5 Engagement and Consultation Report Post adoption implementation activities

Adoption of the 2028 Regional Transportation Plan will be a major milestone, but it will not be the end of the plan's practical use. Following approval, the RTP will serve as the region's adopted policy foundation and implementation framework for regional transportation decision making, funding priorities, project development, corridor planning, local plan coordination, future amendments and performance monitoring.

The adopted RTP will guide how Metro, JPACT, Metro Council, local jurisdictions, transportation agencies, transit providers, port districts, state agencies, Tribes and other partners work together to advance the region's transportation goals. It will provide the shared policy direction, investment priorities, project and program lists, financial assumptions, performance measures, and implementation of actions that shape transportation decisions after adoption.

Overview of regional transportation decision-making

The RTP decision making framework is designed to support clear, coordinated, and accountable regional decision making. It establishes defined roles for governing bodies and advisory committees, ensures policy choices are informed by sound technical analysis and public input, and provides timely opportunities for partners and community members to help shape key decisions throughout the process. Through collaboration across jurisdictions and a focus on practical outcomes, the framework helps guide development and adoption of a broadly supported and implementable Regional Transportation Plan.

Decision-making principles

- Clear roles and responsibilities across governing bodies and advisory committees
- Early engagement on key policy questions and major decision points
- Recommendations grounded in sound technical analysis and data
- Transparent evaluation and prioritization criteria that show how proposed projects and programs advance different RTP goals and where tradeoffs may be required.
- Coordination across local, regional, tribal and state partners

- Recognition of geographic and community differences as a strength of regional planning and as important context for regional decision-making
- Transparent process, materials, and decision making
- Inclusive engagement that reduces barriers to participation
- Focus on timely, practical, implementable outcomes and cost-effective outcomes

Decision-making bodies

Metro Council

The elected governing body of Metro and final decision maker for adoption of the Regional Transportation Plan. Metro Council sets regional policy direction, considers recommendations from advisory bodies, weighs tradeoffs, and adopts the final RTP.

- Final adoption authority (shared with JPACT)
- Sets regional policy direction
- Approves final plan and major amendments to the plan

Joint Policy Advisory Committee on Transportation (JPACT)

The Joint Policy Advisory Committee on Transportation is the region's primary transportation policy advisory body and part of the metropolitan planning organization decision structure. It includes elected officials and agency representatives who evaluate transportation needs, recommend regional transportation policy, and approve actions forwarded to Metro Council on MPO matters.

- Final adoption authority (shared with Metro Council)
- Sets regional policy direction
- Approves final plan and amendments to the plan

Regional coordination and consultation

Metro Policy Advisory Committee (MPAC)

The Metro Policy Advisory Committee advises Metro Council on regional growth management and land use policy. For the Regional Transportation Plan, MPAC considers how proposed transportation policies and investments support the region's broader goals for land use, housing, economic development, equity, climate and

community development. MPAC reviews the final RTP and provides a recommendation to Metro Council before adoption.

- Provides policy guidance on the relationship between transportation and land use
- Reviews the RTP for consistency with regional growth management goals
- Recommends adoption of the final plan and major amendments to Metro Council

Transportation Policy Alternatives Committee (TPAC)

The Transportation Policy Alternatives Committee provides technical advice to JPACT on regional transportation plans, policies, programs and investments. TPAC brings together staff and representatives from local governments, transportation agencies and community interests to review the technical basis of the RTP, identify issues and tradeoffs, and develop recommendations for JPACT.

- Provides technical recommendations to JPACT
- Reviews RTP policies, assumptions, methods, performance findings and proposed investments
- Recommends the final plan and amendments to JPACT

Metro Technical Advisory Committee (MTAC)

The Metro Technical Advisory Committee provides technical advice to MPAC on regional land use and growth management issues. For the Regional Transportation Plan, MTAC reviews the relationship between transportation, housing, development and regional growth.

- Provides technical recommendations to MPAC
- Reviews RTP land use elements and consistency with regional land use policy
- Coordinates with TPAC on issues that connect transportation and land use

Consultation with Tribal governments

Metro distinguishes government-to-government consultation with sovereign Tribal governments from engagement and coordination with local governments and other regional partners. Metro will consult with tribal governments formally and informally throughout the process. Initial consultation will ensure that tribal perspectives help shape the consultation approach and strategies early in the process. By moving from

consultation to ongoing collaboration, Metro creates an effective planning process that reflects the sovereignty, knowledge and priorities of Tribal nations across the region.

Metro will invite consultation with seven tribes to inform the 2028 update to the Regional Transportation Plan.

In alphabetical order, these Tribes include:

- Confederated Tribes and Bands of the Yakama Nation
- Confederated Tribes of Grand Ronde
- Confederated Tribes of Siletz Indians
- Confederated Tribes of the Umatilla Indian Reservation
- Confederated Tribes of the Warm Springs Reservation of Oregon
- Cowlitz Indian Tribe
- Nez Perce Tribe

Tribes that consulted with Metro for the 2023 RTP provided input on priorities, concerns and process improvements. The Metro Tribal Affairs program will work with Metro RTP staff to create a distinct Tribal consultation plan that is responsive to input from Tribes.

County Coordinating Committees

County level coordinating committees provide forums for local governments and agencies within each county to discuss local and regional transportation priorities, implementation challenges, and regional coordination. These committees help connect the RTP to local plans, local capital priorities, and jurisdiction-specific needs. County coordinating committees will have an early role in shaping key technical and project-list work, including the needs assessment, revenue forecast, Call for Projects, and identification of proposed project and program priorities.

- Forums for county level partner coordination
- Elevates local priorities and implementation challenges

Community, business and constituent forums

These forums include community-based organizations, advocacy groups, business interests, freight representatives, transportation users, historically underserved communities, and other constituents. Their role is to provide lived experience, policy

insight, and practical feedback to improve the RTP and ensure meaningful public participation.

- Provide business and community-based input
- Identify needs, barriers, and priorities

Metro's Equity framework

The 2028 RTP update is informed by Metro's Strategic plan to advance racial equity, diversity and inclusion (SPAREDI). The document outlines Metro's overall goal of ensuring that all people in the region have the opportunity to thrive in all aspects of social well-being, regardless of their background or zip code. This is both the purpose of good government and an economic necessity: to effectively serve all people To achieve this goal, Metro has identified racial equity as its strategic direction and has developed this Strategic Plan to be the blueprint for its implementation. The plan is built around five goals serving as guideposts directing the RTP in creating specific objectives, actions and measures of evaluation to support equity in the RTP.

Four of the most RTP-relevant SPAREDI goals are listed below:

- **Goal A:** Metro convenes and supports regional partners to advance racial equity
- **Goal B:** Metro meaningfully engages communities of color
- **Goal D:** Metro creates safe and welcoming services, programs and destinations
- **Goal E:** Metro's resource allocation advances racial equity

Regional transportation decision-making framework

The 2028 RTP update relies on Metro's role as the federally designated Metropolitan Planning Organization (MPO) for the Portland metropolitan region, as designated by the U.S. Department of Transportation and the Governor of Oregon. Metro's regional transportation decision-making framework is shown in Error! Reference source not f

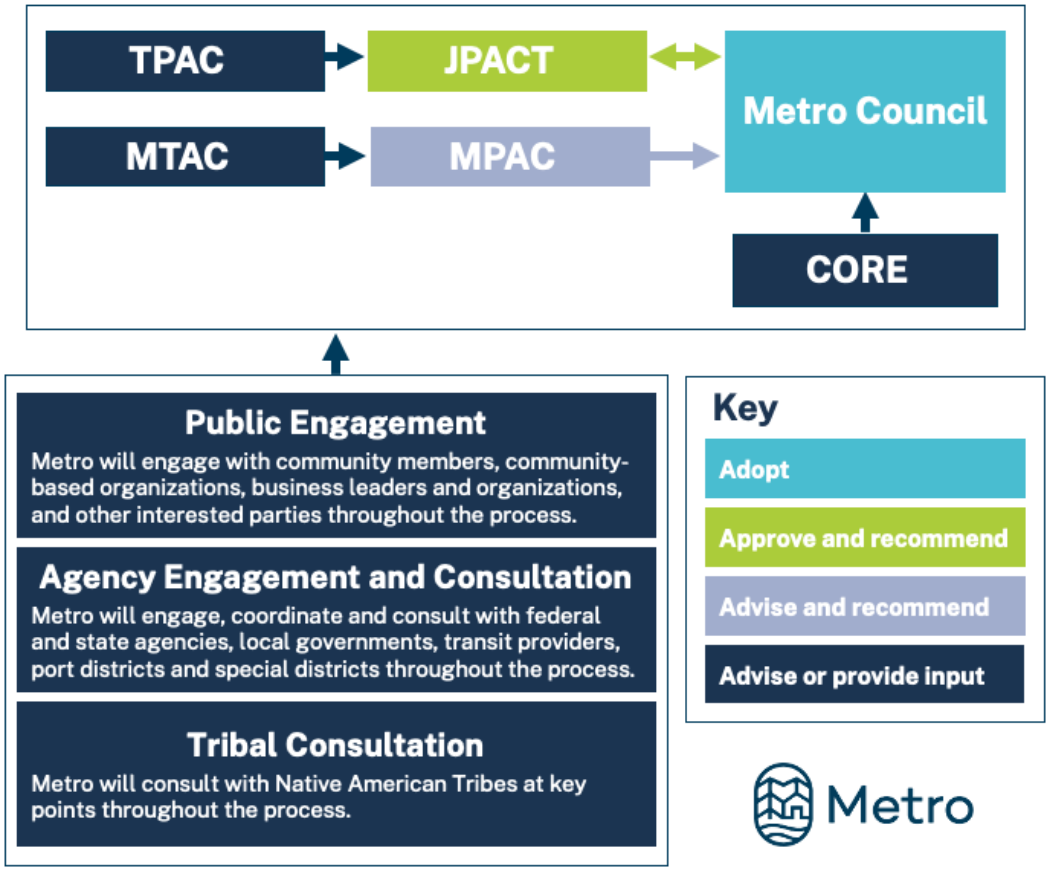


Figure 4. Regional transportation decision-making framework

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The Metro Council and JPACT act together as the MPO policy board. Other committees have varying levels of responsibility to review, provide input and make recommendations on the development of the 2028 RTP.

Integral to this decision-making process are timely opportunities for partners and the public to provide meaningful input to the Metro Council and the technical and policy advisory committees prior to key decision milestones.

Metro's Committee on Racial Equity (CORE) advises Metro Council and staff on the implementation of the Strategic Plan to Advance Racial Equity, Diversity and Inclusion. CORE will provide input at key points in the 2028 RTP process. CORE's input will be shared with Metro's other advisory committees for consideration.

The Metro Policy Advisory Committee (MPAC) advises and makes recommendations to the Metro Council on growth management, land use and other matters of metropolitan concern, including the RTP, at the policy level. The Metro Technical Advisory Committee (MTAC) provides input to MPAC at the technical level.

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 strives for a well-balanced regional transportation system and involves local elected officials directly in decisions that help the Metro Council develop regional transportation policies, including updating the RTP every five years. The Transportation Policy Alternatives Committee (TPAC) provides input to JPACT at the technical level.

Together, JPACT and the Metro Council serve as the MPO board for the region in a unique partnership that requires joint action on all MPO decisions. For the purposes of the RTP, JPACT approves the RTP and periodic amendments and submits these to the Metro Council for adoption. The Metro Council adopts the recommended action or refers it back to JPACT with a recommendation for amendment.

Table 1. Partner roles and responsibilities

Role	Responsibilities
Policy partnerships: Metro Council, JPACT and MPAC	• Provide leadership and policy direction to staff • Build partnerships and collaborate • Engage partners and the public • Incorporate input from partners and the public
Technical partnerships: TPAC and MTAC	• Implement policy direction to update plan • Provide technical expertise • Keep decision-makers informed of progress • Incorporate input from partners and the public

Role	Responsibilities
	• Make recommendations to decision-makers
Tribal partnerships	• Support relationship development between governments in recognition of tribal sovereign interests • Strengthen Metro's relationships with tribal communities and expand opportunities to meet the transportation needs of tribal members residing in the metropolitan planning area • Ensure compliance with our MPO consultation requirements under federal law, 23 CFR 450.316
Technical support: Metro staff	• Implement policy direction to update plan • Provide technical expertise • Keep decision-makers informed of progress • Incorporate input from partners and the public • Make recommendations to decision-makers and technical advisory committees
Community and business partnerships: Partners and the public	• Tell us about your experiences traveling in the region and the places that are important • Provide community values, needs and priorities • Provide ideas and solutions • Provide input and recommendations to decision-makers *Community and business partnerships and engagement activities will seek to strengthen public trust and be more inclusive of underrepresented communities.*

Coordination with state, regional and local planning efforts underway

This section describes state, regional and local planning efforts underway that will inform and/or be coordinated with development of the 2028 RTP.

Continued implementation of the Climate-friendly and Equitable Communities (CFEC) Rules

Adopted by the Land Conservation and Development Commission in 2022, relevant provisions of the administrative rules will be addressed through this work plan as part of developing the 2028 RTP and subsequent implementation activities to be defined in Chapter 8 of the plan. Key areas to be addressed in the plan update include:

- Conducting transportation equity analysis and expanded outreach to underserved communities to improve equitable outcomes for underserved populations;
- Reducing household-based vehicle miles traveled (VMT) to meet state climate goals and related VMT per capita targets;
- Using a prioritization framework to inform updating the list of projects and programs in the plan based on their ability to improve safety, achieve equitable outcomes, and reduce per capita VMT and other factors consistent with OAR 660-012-0155, and the amount of funding available in the revenue forecast;
- Adopting the state-required regional transportation system plan in coordination with the federally required regional transportation plan through a single coordinated process; and
- Addressing the reporting requirements and corrective actions described in **Appendix B**.

In 2025, due to mixed progress on implementing key elements of the Climate Smart Strategy in the 2023 RTP, LCDC approved several corrective actions as part of approving Metro's 2023 Major CFEC Implementation Report.[2] Shown in **Appendix B**, Metro is required to address these actions and include updates on the progress of these

[2] The final LCDC Order was issued in January 2026: https://www.oregon.gov/lcd/CL/Documents/2023_Metro_Report_LCDC_Order.pdf

corrective actions in annual minor reports submitted to the department in 2027 and 2028. The next major report is due no later than May 31, 2029.

Updates to the Oregon Highway Plan and Oregon Freight Plan

In addition, the Oregon Transportation Commission (OTC) initiated updates to the Oregon Highway Plan (OHP) and Oregon Freight Plan (OFP) to implement the 2023 Oregon Transportation Plan (OTP). ODOT is anticipated to also update the mobility policy in Table 7 of the OHP to implement the mobility policy adopted in the 2023 RTP and related policies in the OTP.

The OHP and OFP updates will be guided by the 2023 OTP and the 2024-28 Strategic Action Plan Priorities (SAP) adopted by the OTC in 2023:

- **Equity** – Integrate and prioritize diversity, equity and inclusion by identifying and addressing systemic barriers to ensure all Oregonians benefit from transportation services and investments.
- **Modern Transportation System** – Build, maintain and operate a modern, multimodal transportation system to serve all Oregonians, address climate change, and help Oregon communities and economies thrive.
- **Sufficient and Reliable Funding** – Seek sufficient and reliable funding to support a modern transportation system and a fiscally sound ODOT.

The RTP goals and priorities to be addressed through this work plan are aligned with and support the OTC SAP priorities and its eight strategic outcomes:

- Secure sufficient and reliable funding
- Save lives
- Provide excellent customer service
- Preserve transportation assets
- Improve equitable outcomes
- Reduce emissions and electrify Oregon’s transportation system
- Improve access to active and public transportation
- Reduce congestion in the Portland region

New policies and information developed through the OHP and OFP updates will be addressed to some degree in the 2028 RTP, but additional work may be necessary in the next update to the RTP. This will be determined following adoption of the OHP and OFP by the OTC, which is anticipated in 2027.

Relationship to development of the Oregon Department of Transportation (ODOT) Capital Improvement Plan (CIP)

ODOT is developing Oregon's first 10-year Capital Investment Plan (CIP) to prioritize capital projects on the state highway system for 2027 through 2037. This long-term planning tool establishes a transparent, statewide process to identify and prioritize projects based on safety, system needs, and the goals of the Oregon Transportation Plan before funding is finalized. Approved CIP projects will then transition into future Statewide Transportation Improvement Program (STIP) cycles as funding becomes available and readiness criteria are met. Adoption of the first CIP is anticipated in 2026. Projects located in the Portland metropolitan planning area are anticipated to be submitted to the 2028 RTP. As those projects are funded, JPACT and the Metro Council will consider including those projects in the Metropolitan Transportation Improvement Program (MTIP).

More information about the CIP development process can be found at: https://www.oregon.gov/odot/STIP/Pages/CIP.aspx

Coordination with Future 50, an update to the 50-year vision for the region

In 2025, Metro initiated an update to the region's Future Vision, a guidance document that defines the preferred future for the greater Portland region in 50 years. The updated vision – known as Future 50 – will set the course for policies, programs and projects that help create a better future for the greater Portland region. It will touch on a wide range of topics, from land use, transportation and economy to housing, climate, nature, arts and culture. The updated Future Vision will be shaped by the Future Vision Commission, a group of people from across the region that represent a variety of backgrounds, perspectives, jobs and life experiences.

Adoption of Future 50 and subsequent updates to the Regional Framework Plan, 2040 Growth Concept and regional functional plans are anticipated in 2027 and 2028. This timing precludes these updates from being fully addressed in the 2028 RTP. Consequently, the 2033 RTP will serve as the first RTP to fully implement with Future 50 and subsequent plan and policy changes. Within these timing constraints, Future 50

will provide a broader regional vision for the 2028 RTP, and the RTP will reflect relevant Future 50 direction when feasible. RTP findings may also inform subsequent implementation of Future 50 and related updates to regional plans and policies, including the Regional Framework Plan, 2040 Growth Concept, Climate Smart Strategy and regional functional plans. More information about Future 50 can be found at: https://www.oregonmetro.gov/projects/future-50-creating-50-year-regional-vision.

Coordination with the Climate Smart Strategy update

The RTP and Climate Smart Strategy updates are coordinated, yet legally distinct planning processes. The RTP update will address RTP-related corrective actions approved by the Land Conservation and Development Commission in January 2025 and report on progress implementing the Climate Smart Strategy and the actions needed to meet the region's state-mandated greenhouse gas emissions reduction targets.

A separate effort to update the Climate Smart Strategy will occur concurrently and in coordination with development of the 2028 Regional Transportation Plan and be sequentially aligned with implementation of Future 50. This alignment will be formalized through legislative amendments to the 2040 Growth Concept, Regional Framework Plan and regional functional plans. The amendments will satisfy the preferred land use and transportation scenario requirements of OAR 660, Division 44 and provide an updated the land use and transportation policy foundation for the updated Climate Smart Strategy. The Climate Smart Strategy update will also be informed by the 2026 Statewide Transportation Strategy Monitoring Report and address remaining corrective actions approved by LCDC in 2025.

A separate work plan for the Climate Smart Strategy update Engagement and technical analysis conducted during Phase 2 and Phase 3 of the 2028 RTP update will inform the update to the Climate Smart Strategy.

Coordination with local transportation system plan updates

Several local governments are in the process of updating (or have completed updates) to the local transportation system plans (TSP). The Oregon Transportation Planning Rules contain new requirements that these local TSP updates must address for the first time, including:

- Conducting transportation equity analysis and expanded outreach to underserved communities to improve equitable outcomes for underserved populations

- Development of financially constrained project lists[3] using a prioritization framework and that considers the ability of projects to improve safety, achieve equitable outcomes, and reduce per capita VMT and other factors, and the amount of funding available in the TSP revenue forecast;
- Demonstration that the projected VMT per capita in the horizon year of the plan is lower than the estimated VMT per capita in the base year of the plan;
- Application of non-vehicle performance measures and standards; and
- Conducting enhanced review, coordination with affected jurisdictions and public engagement for certain projects that add roadway capacity to the transportation system.

These TSP updates may identify new or revised projects and programs to submit to the 2028 RTP during the Call for Projects during Phase 3. State rules require transportation projects in the RTP be on an adopted local TSP project list to ensure local and regional plan consistency, and only projects on a financially constrained TSP project list can be in the RTP financially constrained project list.[4] State rules also require the local TSP project list to include capital projects for facilities and services owned and operated by the local jurisdiction and those owned, operated, and/or supported (funded) by others, including ODOT, Port of Portland, SMART, TriMet, and parks districts.

Metro will work with partners during the scoping phase to identify projects in the 2023 RTP that are not currently adopted in a local TSP and prepare guidance in consultation with DLCD to provide an incremental path for the region to meet the state requirements.

Engagement and consultation goals

Meaningful public engagement and consultation will integrate regional perspectives across all phases of the 2028 Regional Transportation Plan update, from scoping through adoption. The engagement and consultation goals will guide the implementation and assessment of the 2028 RTP engagement and consultation activities. Metro will track and communicate how the RTP process is advancing these goals.

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[3] The Federal Highway Administration (FHWA) defines a financially constrained project list as a list of transportation projects that can be implemented using available, committed, or reasonably available revenue sources. The list must also demonstrate that the federally supported transportation system will be adequately operated and maintained.

[4] https://www.oregon.gov/odot/Planning/TSP-Guidelines/Documents/Financially_Constrained_Project_List_Development_Factsheet.pdf

The following goals are outlined in a specific, measurable, achievable, relevant and time-bound (SMART) format. Establishing SMART goals aligns engagement efforts and resources. First, the goals help demonstrate how Metro uses public input to influence RTP decisions. The goals also establish success indicators and evaluation processes. Together, these goals ground the RTP update in a transparent and accountable process.

Broad regional engagement and consultation

By the Metro Council adoption of the 2028 Regional Transportation Plan, the RTP team will ensure that regional perspectives are meaningfully reflected in the plan by: (1) engaging communities across the region, including underserved communities, through documented engagement opportunities; (2) engaging local, regional and state partners and interested parties; (3) formal and informal consultation of tribes; and (4) demonstrating how input shaped each phase and the final RTP by publishing engagement summaries linking feedback to plan strategies, policies and project recommendations.

Support community participation in local transportation engagement opportunities

At each phase of the RTP update, Metro will encourage participants to engage in local transportation decision-making by sharing opportunities for community members to participate in development of local Transportation System Plans (TSPs) and regional transportation engagement opportunities for the RTP update. Metro will provide timely information and community specific input to county coordinating committees during discussions about the RTP and relevant engagement findings.

Providing RTP process transparency

At each phase of the RTP update, Metro will support public understanding of how regional transportation decisions are made by (1) explaining the RTP decision-making structure, funding sources, project timelines, and key trade-offs; (2) establishing a coordinated communication approach for community members and interested parties to review and respond to project concepts; and (3) delivering timely and effective communications explaining the RTP process.

Integrating lived experience alongside technical data

Metro will integrate gathered lived experiences across the region alongside technical data to inform the process.

- Lived experience is collected, reported and considered throughout the process
- Document how lived experiences are shaping RTP analyses and recommendations (e.g., needs assessment, investment priorities, performance measures)

Understanding regional demographics

Metro is designing audience-specific outreach strategies, identifying communities that have been historically underrepresented, and tailoring materials and engagement formats so they are accessible and relevant to residents of the greater Portland region. Most importantly, grounding engagement in demographic realities ensures that the voices shaping the RTP reflect the full region, so people can genuinely see their needs and lived experiences represented in the plan.

Appendix C showcases the demographics of the population who lives in the region necessary for adjusting community engagement efforts. The table details American Community Survey data on the regional demographics of the Portland region and the Metropolitan Planning area. Notably, transportation and regional demographics intersect and create policy implications. Understanding regional racial and ethnic demographics ensures the RTP team accounts for civil rights protections and public engagement strategies. Similarly, age demographics indicates the spectrum of transportation needs for school commuters, working-age and older adults. Income stresses the importance of planning travel options that are fair and affordable for everyone. Disability population stresses the importance of infrastructure design and service customization for the populations who are most reliant on public transportation.

Metro's commitment to people who speak or communicate in their preferred language

Metro is committed to providing meaningful engagement to persons with limited English proficiency (LEP)[5]. Throughout the RTP update, free translation and interpretation services are available upon request at all engagement opportunities. Similarly, RTP

[5] Reflecting federal compliance language. Some people may be proficient in English but may still prefer to receive information or communicate in their preferred language.

engagement events, such as the Community Leaders' Forums, will intentionally invite and engage with LEP participants. Metro's Limited English Proficiency Plan helps the RTP team best serve LEP participants and identify the language access needs.

The LEP plan includes the following relevant key findings:

- 340,023 persons over the age of 5, or 19.6 percent of the Metro region's over-5 population, speaks a language other than English at home.
- The LEP population is 6.8% of the Metro region's over age 5 population. 118,398 persons over the age of 5 speak a language other than English at home and speak English less than "very well".
- Spanish is the second most predominant language, other than English, spoken in the region.
- Spanish, Vietnamese, Chinese (both Simplified and Traditional) and Russian account for 70% of the populations that speaks languages other than English.

Engagement strategies

The RTP update will offer multiple ways for agency partners, community members and interested parties to provide feedback. The varied formats help make the RTP planning process accessible and ensure that interested parties can participate. The approach is guided by the following engagement practices.

- **Accessible opportunities:** Engagement will include accessible and welcoming opportunities for community members and interested parties to share their experiences and ideas.
- **Responsive engagement strategies:** Engagement strategies will be responsive to evolving relationships, feedback and changing conditions, to the extent possible.
- **Adapted to local context:** Engagement will be tailored to local context and will seek inclusive and geographically representative participation across the region.
- **Clear messaging:** Metro will clearly state the purpose of each engagement opportunity and explain how input can influence the RTP process and decisions. The constraints of this process, including federally designated timelines, will also be clearly communicated.
- **Accessible materials:** Engagement materials will be concise, plain-language, accessible, and available in multiple formats to reduce barriers to participation.

Online engagement

Online engagement will feature interactive surveys, accessible information, and videos that make RTP topics relatable. Brief, plain language content supports participants who do not need technical expertise to contribute meaningfully.

Metro staff will promote online engagement through news feeds, social media, email lists, and jurisdictional and community partners. Staff will also collaborate with community organizations and leaders to encourage survey participation among underserved groups. Whenever possible, Metro will work with partners to offer multiple survey formats—including phone options, translations, and accessible document versions—to reach more community members and expand participation.

Community storytelling

When community members tell the stories of their lived experiences they become involved in the decision-making without needing to become experts in transportation policy. Further, their stories help to ground decision-makers in the lives of the community members and provide information that may be obscured in quantitative data. Metro staff will work with community members and community partners to tell the stories of people who work and live in greater Portland.

Story-telling and place-based conversations will highlight recently completed transportation projects that have had an impact on people's lives. Examples include showcasing stories of safer crossings and new transit options. These stories will show how investments that support the RTP goals meet community needs.

Community partnerships

Metro will engage with community-based organizations (CBO's) serving and expressing the perspectives of Black, Indigenous and people of color (BIPOC) to elevate the voices of communities that have been historically ignored or marginalized in policy decisions. Metro's relationships with CBO's continue to evolve and Metro staff and leadership continue to recognize and address the institutional structures and norms that are often barriers to BIPOC, people with disabilities, people with limited English proficiency, youth and older adults being involved in Metro discussions and decision-making spaces.

When possible, Metro will procure engagement services with CBOs in a manner that delivers mutual benefit and strengthens the long-term capacity of these organizations. By undergoing procurement processes, Metro can support CBOs in delivering services and engaging communities. Similarly, these partnerships help develop CBO staff

expertise, organizational capacity and expand their ability to compete for future funding opportunities. The approach recognizes CBOs as trusted community partners and invests not only in RTP outcomes, but also in the sustainability of the organizations themselves.

Business partnerships

The RTP update emphasizes direct engagement with the regional business community to capture how the update can support a thriving economy, workforce mobility and efficient goods movement throughout the region. The RTP update will engage a variety of partners including employers, business associations, chambers of commerce and industry leaders. Engagement with these partners includes hosting specific business engagement discussions and meeting with business partners in one-on-one settings. Together, the RTP's collaborative approach helps to better understand current and future transportation needs.

Engagement and consultation activities and tools

The following describes the types of outreach and engagement tools that will be used during the development of the 2028 RTP. These tools will be available to best leverage the needs of the RTP and its components.

Comment tracking database (ongoing): The team will log public comments, questions and concerns and respond to or coordinate a response when appropriate. The log is intended to include direct comments or comment themes from all sources, including emails, phone calls, email submissions and comments made during presentations and briefings with stakeholders.

Website (ongoing): The project website will be the primary portal for information about the project. It includes pages that describe project activities and events, the process timeline and support documents and materials. The site will host online quick polls, open houses and surveys. At any time, members of the public may submit comments through the project website's online comment tool. Staff will receive comments, coordinate responses as needed and track comments. (https://www.oregonmetro.gov/projects/2028-regional-transportation-plan)

Interactive online engagement (ongoing): Surveys will be available to the public in advance of key decision points. Participants will engage with multimedia educational content and a variety of formats for providing input including a mapping tool, ranking activities and open-ended comments. Engagement opportunities will be promoted

widely. Translated surveys will be made available when Metro is able to work with culturally specific organizations to promote and support community members with limited English proficiency to participate. Metro will collect and report demographic information as part of each survey to track whether we are hearing from a representative group of people that reflects our diverse communities and a broad range of experiences in our region.

Social media (ongoing): Metro staff will use social media, including Instagram and Facebook, to invite members of the public to participate in online polls, surveys and other major public engagement activities. Social media will also be used to announce major project milestones.

Tribal consultations (ongoing): The project team in collaboration with Metro's Tribal Affairs office will consult with Tribes. Metro will invite Tribes to consult early in the process. In this invitation, Metro will seek feedback on how tribes would like to be involved throughout the 2026 RTP process.

Regulatory and resource agency consultations (ongoing): The project team will consult with federal and state regulatory, natural resource and other public agencies identified during the scoping process. Activities will include email updates and consultation meetings to gather feedback.

Engagement toolkits with informational materials, presentations and discussion questions will be made available for Metro Councilors, JPACT members, jurisdictional partners, community and business organizations and other interested parties to engage constituents in advance of key decision points.

Storytelling, project newsfeeds and emails (ongoing): Metro staff will develop multimedia stories, newsfeeds and emails to provide information about key milestones and to invite the public to participate in engagement opportunities. The stories and newsfeeds will also be important tools for audiences to learn about the people and places that make up the region and related transportation needs and priorities. The project will regularly email interested parties with project updates and engagement opportunities

It is expected that news feeds and email updates will be developed during these key points:

- Introduction and announcement of the project
- Invitation to participate in online surveys
- Identification of transportation needs and priorities

- Development of the updated list of project priorities (constrained and strategic) project lists
- Public review draft plan and project lists
- Recommendations for future work and an action plan

Regional planning workshops (ongoing) will be held throughout the RTP update and in advance of major decision points. Members and alternates of the MTAC and TPAC, staff from local, regional and state agencies and Community Transportation Academy alumni will be invited to participate. These in-person workshops will provide opportunities for participants to have in-depth discussions and provide input to Metro staff on key technical and policy topics, including the needs assessment, performance measures, system- and project-level evaluation, and investment tradeoffs. Input received during the workshops will be incorporated into staff recommended documents that will be reviewed and discussed at regular meetings of MTAC, TPAC, JPACT, MPAC and the Metro Council.

Community Leaders' Forums (ongoing) will be held in advance of major decision points to hear priorities and concerns from community leaders and receive feedback about the RTP process. The forums are also intended to hold space for community leaders to coordinate and build relationships around regional transportation policy.

Regional Transit Forum (quarterly): Metro formed a staff-level group in June 2026 to support ongoing coordination of local, regional, and state transit planning and operations activities, to share lessons learned and best practices, and to provide a space for input and technical expertise to support RTP implementation work. This group provides a space for the purpose of collaborating to identify shared issues and brainstorm solutions or next steps toward addressing them, as well as highlighting future areas of regional transit work or study. The Forum will act as a sounding board for ideas and provide expert feedback to inform local and regional work, including the 2028 RTP update. Metro will continue coordinating with all regional transit providers through this forum and other established regional coordination channels.

Regional Transportation Business Forums (Phase 2 and 3): Convening business leaders around the RTP update is an opportunity for Metro leadership and MPO staff to hear transportation related concerns and priorities from participants. Outcomes from the business forum include reviewing the MPO planning process and RTP. Similarly, they are opportunities to surface business related needs around mobility, land use, workforce transportation and goods movement.

Agency and jurisdictional engagement (ongoing): Metro Council and staff will engage agencies and local governments through Metro regional policy and technical advisory committees, public meetings of county-level coordinating committees, TPAC workshops, TransPort (subcommittee to TPAC), the SW Washington Regional Transportation Council and Regional Transportation Advisory Committee (RTAC) and other means. Metro Council will also provide updates as part of Metro updates to city councils and other policy bodies throughout the project. Metro invites jurisdictions and agencies to share local community needs and priorities that staff and leaders have heard from engagement on recent Transportation System Plans and other initiatives.

Individual and small group meetings and briefings with interested parties (ongoing): Metro Council and staff will provide updates to interested parties throughout the project and will have discussions at standing meetings of community groups and organizations who have an interest in the project. This will include briefings and discussions with elected officials; business, industry, economic development, and labor partners; and community-based groups and organizations. The project team will also seek to coordinate with agency partners to engage existing advisory committees that advise jurisdictions and transportation agencies on transportation, community needs and equity. The project team will seek opportunities to co-convene meetings with community and business partners. The purpose of these meetings will be to provide updates, share information and to solicit input on key elements of the project.

Publications (ongoing): Fact sheets, project updates and other materials will be developed to describe the RTP update, as well as to describe specific topical components of the project, such as transportation equity, finance and climate and specific aspects of the update at key milestones. The materials will be distributed at briefings and meetings. Summary reports documenting the results and findings of major tasks will also be developed and made available on Metro's website and meeting presentations.

Engagement and consultation reports (ongoing): Throughout the process, the project team will document all public involvement and consultation activities, feedback received and key issues raised through the process.

Final public comment period report (Phase 4): A public comment report will be compiled and summarized at the end of the formal public comment period during Phase 4.

Metro Council public hearings (Phases 4 and 5): Hearings will be hosted by the Metro Council as part of regular meetings as part of the 45-day public comment period and the final adoption process during Phase 4 and Phase 5.

Final public engagement and consultation summary report (Phase 5): During Phase 5, Metro staff will prepare a final summary report containing a complete evaluation and overview of the engagement effort and consultation activities. This report will include a discussion of the successes and potential areas for improvement will be created at the end of the process.

Post-adoption implementation activities

Federal submission

Following adoption, the 2028 RTP will be submitted as the federally required metropolitan transportation plan for the Portland metropolitan planning area. Federal plan submission will demonstrate that the region has completed the required long range transportation planning process and has adopted a plan that meets applicable federal planning requirements. This is necessary to maintain the region's eligibility for federal transportation funds and to support continued programming of projects and programs through the MTIP and other federally funded processes. The plan becomes effective immediately for federal purposes upon adoption by JPACT and the Metro Council.

State review and acknowledgement

The 2028 RTP will also serve as the regional transportation system plan under Oregon's Transportation Planning Rule. Following adoption, Metro will submit the adopted plan, supporting findings and related amendments for state review and acknowledgement, as required. This process will demonstrate how the RTP complies with applicable statewide planning goals, the Transportation Planning Rule, greenhouse gas reduction requirements and other state transportation and land use planning requirements.

State approval and acknowledgement will help ensure that the adopted RTP can be used as the regional framework for local plan coordination, RTFP implementation, TSP updates, and future land use and transportation decisions. This connection between the RTP, state requirements, and local implementation is essential to making the plan usable after adoption.

Regional Transportation Functional Plan Update

The Regional Transportation Functional Plan will continue to be one of the primary tools for implementing the RTP. Last updated in 2012, the RTFP directs how city and county plans implement the RTP through local comprehensive plans, transportation system

plans and land use regulations. After adoption of the 2028 RTP, Metro will identify any needed updates to the RTFP to align regional requirements with the updated RTP policy framework, system maps, mobility policies, climate and equity requirements, performance measures and implementation actions. The functional plan update will also serve to implement the updated Regional Framework Plan, Growth Concept and Climate Smart Strategy.

The 2028 RTP will also guide local transportation system plan updates and other local planning efforts. Cities and counties will use the adopted RTP to ensure that local transportation plans, project priorities and land use assumptions are consistent with regional policies, regional system needs and state and federal planning requirements. This will be especially important for local TSP updates, corridor refinement planning, concept planning for growth areas, climate-friendly area planning and other local or subarea plans that affect the regional transportation system.

Future funding discussions

The adopted RTP will help guide future transportation funding decisions by identifying the region's financially constrained project and program priorities and the longer-term strategic priorities. The RTP will clarify the gap between the region's needs and reasonably expected revenues. This gap will help set the table for future funding strategy work by identifying where additional resources, partnerships, policy choices or phasing strategies are needed to advance regional goals.

Performance monitoring and future amendments

After adoption, Metro will monitor progress toward RTP goals and performance targets using the plan's adopted performance framework and available data. Monitoring will help the region understand whether transportation investments and policies are making progress toward outcomes related to safety, equity, climate, mobility, access, economic prosperity, system condition and other adopted goals. Performance monitoring will also help identify where additional work is needed and where future amendments, policy updates or investment strategies may be warranted.

The RTP will remain a living document. As conditions change, projects advance, funding assumptions shift, new requirements emerge or regional priorities evolve, Metro may bring forward amendments to keep the plan current and usable. These amendments will provide a structured way to update the plan between major RTP updates while maintaining consistency with regional goals, state and federal requirements and public involvement expectations.

The Regional Transportation Plan in action

The 2028 RTP will set the table for implementation work that continues beyond adoption. This includes future amendments to the RTP and RTFP, updates to local transportation system plans, refinement of regional mobility corridors, project development and environmental review, grant applications, funding allocation decisions, performance monitoring and preparation for the next RTP update.

The plan will also create a foundation for continued work on key regional priorities that cannot be fully resolved through a single plan adoption. These may include transit vision implementation, mobility corridor investment strategies, safety investments, climate and VMT reduction strategies, freight and goods movement needs, bridge and asset management needs, regional trail and active transportation investments, transportation system management and operations, resilience planning and efforts towards equitable access to jobs, housing, schools, services and other daily needs.

Conclusion

The 2028 RTP update is needed now to respond to changing transportation needs, revenue uncertainty, rising project costs, safety challenges, climate commitments, housing affordability pressures, and evolving travel patterns across the Portland metropolitan region. It provides an opportunity to align regional transportation priorities with current realities while preparing the region for future growth and change.

Through this update, the region will complete a series of important analysis and decisions, including updated policies, a financially constrained investment strategy, strategic priorities, a regional project list, technical analyses, engagement summaries, and the final adopted Regional Transportation Plan. Key decisions will shape how limited resources are prioritized to best advance regional goals and local priorities.

The work plan organizes this effort through a phased schedule running from 2026 through November 30, 2028, with major milestones to include work plan approval, needs and revenue review, project evaluation, release of a public review draft, committee recommendations, and final JPACT and Metro Council adoption.

Technical review, policy recommendations, and final decisions will be shared across Metro staff, regional technical and policy advisory committees, and the Metro Council - each with defined roles that support transparent and coordinated decision making. The work will be managed through project plans, phased deliverables, milestone tracking, risk management, interagency coordination, and strategic staffing. This approach is

intended to maintain momentum, manage complexity, and deliver a high-quality final product on schedule.

Local, regional and state partners, tribes, business leaders, community-based organizations and members of the public will be engaged throughout the process through advisory committees, county coordinating committees, direct agency coordination, community partnerships, public review opportunities, workshops, briefings, and accessible engagement tools designed to broaden participation.

The final plan will be developed to meet applicable federal and state planning requirements while aligning with adopted regional policies, local plans, and shared priorities. It will serve as both the federally required metropolitan transportation plan and the state required regional transportation system plan. Following adoption, the 2028 RTP will guide future transportation investment decisions, funding strategies, corridor and project development, local planning coordination, performance monitoring, and future amendments. In this way, the plan will function not only as a required update, but as the region’s primary long range transportation blueprint – guiding planning and investment for years to come.

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Appendix A. Federal certification corrective actions and recommendations (2025)

The 2028 Regional Transportation Plan (RTP) update will address RTP-related corrective actions and recommendations identified in the most recent United States Department of Transportation (USDOT) Federal certification review in 2025.

Table A-1. Federal corrective actions and recommendations (2025)

Topic area	Corrective action and recommendation
2028 Regional Transportation Plan Update	**Corrective action:** The financial plan must include strategies for new funding sources for ensuring their availability.
	Recommendation: The Federal Team recommends that the RTP document the use of Year of Expenditure (YOE) in the financial planning processes and clearly outline the methods used to establish the inflation factor applied for YOE.
	Recommendation: The Federal Team recommends that the RTP include a project prioritization process that clearly demonstrates how performance-based planning is used to identify and prioritize projects that support regional goals and policies.
	Recommendation: The Federal Team recommends that local and statewide planning efforts and planning documents, which play an important role in the development of the RTP, be clearly articulated in the RTP document through an integrated approach.
	Recommendation: The Federal Team recommends that the Congestion Management Process continue to serve as a vital tool and resource for enhancing the region's understanding of congestion and developing effective reduction strategies. To support this effort, Metro should ensure that CMP products, such as the Atlas of Mobility Corridors and RTP Regional Mobility Corridor Strategies, are updated, incorporating the most recent data and analysis on congested corridors. Additionally, the revised RTP should clearly outline the strategies developed through the CMP and their anticipated outcomes. Lastly, the FHWA plans to conduct an additional review of Metro's CMP to identify opportunities for improvement, aiming to enhance the CMP's effectiveness and relevance to the development of both the RTP and TIP.

Appendix B. Metro corrective actions approved by the Land Conservation and Development Commission (2025)

The 2028 Regional Transportation Plan (RTP) update will address Metro corrective actions approved by the Land Conservation and Development Commission (LCDC) in 2025. Some of the corrective actions will be addressed through the 2028 Regional Transportation Plan update and other regional planning activities and some will be addressed through the Climate Smart Strategy update as part of implementation of Future 50 through legislative updates to the Growth Concept, Regional Framework Plan and regional functional plans in 2027-30.

Table B-1. Metro corrective actions approved by the Land Conservation and Development Commission (LCDC) in 2025

Topic area	Corrective action approved by LCDC
Climate Smart Strategy Update	Metro will work with state and local partners to conduct a comprehensive review and update to the Climate Smart Strategy. *Note: This action will be aligned with Future Vision implementation through legislative amendments to the Region 2040 Growth Concept, Regional Framework Plan, and regional functional plans in 2027-30.*
	Metro will update its Climate Smart Strategy implementation monitoring and reporting to reflect the updated strategy and any changes recommended to the Climate Smart Strategy performance monitoring measures and targets. *Note: This action will be aligned with Future Vision implementation through legislative amendments to the Region 2040 Growth Concept, Regional Framework Plan, and regional functional plans in 2027-30.*
Transportation options and demand management	Metro will update the Regional Travel Options (RTO) Strategic Plan and develop a Regional Transportation Demand Management (TDM) strategy. Metro should undertake this action with the following elements: • Prioritize transportation options services when developing the next RTP.

Topic area	Corrective action approved by LCDC
	• Work cooperatively with cities, counties, and transportation options providers to advance transportation options services across the region. *Note: This action was largely completed in April 2026 with JPACT and Metro Council approval of the Regional TDM Strategy. The 2028 RTP update will incorporate policy recommendations from the adopted strategy. Programming and investments in TDM will occur through the Regional Travel Options Program.*
Transportation electrification	Metro will work with regional partners to identify actions to advance transportation electrification in the greater Portland region that complement existing federal and state policies and programs. *Note: This action was completed in November 2025 as part of development of the Comprehensive Climate Action Plan.*
On-going monitoring and reporting of GHG emissions	Metro will continue monitoring and reporting current state and regional trends in transportation-related greenhouse gas emissions in coordination with ODOT. *Note: This action will be addressed in the 2028 RTP update and the Climate Smart Strategy update.*
Analysis tools and methods improvements	Metro will continue to improve its climate analysis tools, assessment methods and capabilities in advance of the 2028 RTP update to better estimate greenhouse gas impacts of RTP projects and to better inform regional policy and investment decisions that impact climate. *Note: This action will be addressed in the 2028 RTP update and the Climate Smart Strategy update.*
Improve process for prioritization of climate-friendly investments	Metro will work with cities, counties, community-based organizations and transportation agencies to improve the process of developing and evaluating the RTP project list. *Note: This action will be addressed in the 2028 RTP update.*
Planning and funding Climate Smart Strategy investments	Metro will increase efforts to prioritize and secure funding for transit service, bicycle and pedestrian infrastructure, and other regional greenhouse gas reduction strategies identified in the Climate Smart Strategy. Metro should undertake this action with the following elements:

Topic area	Corrective action approved by LCDC
	• Prioritize pedestrian, bicycle, and transit infrastructure and services in the development of the next RTP to significantly increase support for these modes above the existing RTP. • Work cooperatively with cities, counties, and transit service providers to advance transit service. • Update the Regional Functional Plan to include requirements for cities and counties to prioritize planning, funding, and development for pedestrians, bicycles, and transit to ensure that local actions make a significant change in the development of the transportation system. *Note: This action will be addressed in the 2028 RTP update and aligned with Future 50 implementation and legislative amendments to the Region 2040 Growth Concept, Climate Smart Strategy, and Regional Framework Plan in 2027-29 and subsequent updates to regional functional plans in 2030 and the 2033 RTP update.*

Appendix C. Population and household estimates for the Oregon Metro jurisdictional boundary and Portland metropolitan planning area (2020-2024)

The table below shows the demographics of the population who lives in the region necessary for adjusting community engagement efforts. The table details American Community Survey data on the regional demographics of the Portland region and the Metropolitan Planning area.

Table C-1. Population and household estimates for the Oregon Metro jurisdictional boundary and Portland metropolitan planning area (2020-2024)

		Metro jurisdictional boundary		Metropolitan planning area	
Ethnicity (2020-2024 ACS)	*Population estimate*	1,667,610		1,690,007	
White (alone, not Hispanic)		1,080,727	64.8%	1,097,022	64.9%
Black or African American		96,179	5.8%	96,566	5.7%
American Indian/Native American or Alaska Native		49,273	3.0%	49,949	3.0%
Asian or Asian American		202,058	12.1%	203,013	12.0%
Pacific Islander		19,673	1.2%	19,813	1.2%
Hispanic, Latino or Spanish origin		245,774	14.7%	249,749	14.8%
some other race		207,021	12.4%	203,013	12.0%
Sex (2020-2024 ACS)	*Population estimate*	1,667,610		1,687,087	
Female		837,451	50.2%	848,468	50.2%
Male		830,159	49.8%	841,539	49.8%
Age (2020-2024 ACS)	*Population estimate*	1,667,610		1,687,087	
younger than 18		325,994	19.5%	331,049	19.6%
18 to 24		128,384	7.7%	130,111	7.7%
25 to 34		271,359	16.3%	273,817	16.2%
35 to 44		269,611	16.2%	272,554	16.1%
45 to 54		224,486	13.5%	227,670	13.5%
55 to 64		188,441	11.3%	191,486	11.3%
65 to 74		156,321	9.4%	158,663	9.4%
75 and older		103,014	6.2%	104,655	6.2%

		Metro jurisdictional boundary		Metropolitan planning area	
Income (2020-2024 ACS)	*Household estimate*	689,019		696,973	
less than $10,000		27,586	4.0%	27,774	4.0%
$10,000 to $19,999		34,845	5.1%	35,143	5.0%
$20,000 to $29,999		33,811	4.9%	34,099	4.9%
$30,000 to $49,999		75,783	11.0%	76,571	11.0%
$50,000 to $74,999		94,317	13.7%	95,439	13.7%
$75,000 to $99,999		85,772	12.4%	86,760	12.4%
$100,000 to $149,999		128,705	18.7%	130,551	18.7%
$150,000 or more		208,199	30.2%	210,636	30.2%
Disability (2020-2024)	*Noninstitutionalized civilian population estimate*	1,656,064		1,687,087	
Disability		216,830	13.1%	219,943	13.0%

Source: 2020-2024 American Community Survey (5-year estimates)

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About Metro

Metro is the regional government in greater Portland. Metro manages public services and regional systems that protect the environment, support the local economy and ensure every community can thrive.

Metro coordinates regional planning and funds new affordable homes and supportive housing services. It manages 19,000 acres of parks and natural areas and the region's garbage and recycling system. Metro also runs the Oregon Convention Center, Portland'5 Centers for the Arts, the Portland Expo Center and the Oregon Zoo.

Metro is led by a nonpartisan elected council. It serves 1.7 million people in 24 cities across Clackamas, Multnomah and Washington counties.

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STAFF REPORT

IN CONSIDERATION OF RESOLUTION NO. 26-5614 FOR THE PURPOSE OF APPROVING THE WORK PLAN THE 2028 REGIONAL TRANSPORTATION PLAN UPDATE

Date: September 4, 2026

Department: Planning, Development & Research

Meeting Date: October 8, 2026

Prepared by: André Lightsey-Walker, Senior Transportation Planner

Presenters: Ted Leybold (Transportation Policy Director, Metro) and André Lightsey-Walker (RTP Project Manager, Metro)

Length: 30 minutes

ISSUE STATEMENT

Metro is updating the Regional Transportation plan that guides development of plans, policies and investments throughout the region. The Joint Policy Advisory Committee on Transportation (JPACT) and Metro Council jointly share responsibility for developing and adopting an updated plan every five years. Adoption or amendment of the RTP is a land use action under the statewide land use planning program. As such, MPAC serves in an advisory role to the Metro Council.

The Work Plan establishes the scope, schedule, decision making process, engagement and consultation approach, technical activities, major deliverables and adoption milestones needed to complete the update by November 30, 2028. Completion by this date is necessary to maintain compliance with federal requirements and preserve the region's eligibility for federal transportation funding.

Approval of Resolution No. 26-5614 by JPACT and the Metro Council approves the work plan, establishes the process for developing the 2028 RTP, and directs staff to proceed with the second phase of the update.

STRATEGIC CONTEXT & FRAMING

The Regional Transportation Plan is greater Portland's long-range blueprint for planning and investing in a safe, reliable and multimodal transportation system that serves people and businesses across the region. Under Federal law, the next update is due by November 30, 2028, when the current plan expires. Providing continued compliance with federal planning requirements ensures continued federal transportation funding eligibility for projects and programs in the region. Under state law, Metro is also responsible for developing a regional transportation system plan (TSP), consistent with the Regional Framework Plan, statewide planning goals, the Oregon Transportation Planning Rule (TPR), the Metropolitan Greenhouse Gas Reduction Targets Rule, the Oregon Transportation Plan (OTP), and by extension state modal plans.

Metro Council initiated scoping for the 2028 RTP update on March 10, 2026, and reviewed the draft Work Plan and engagement approach on July 7, 2026. Between March and September 2026, staff gathered input from Metro Council, regional advisory committees, county

coordinating committees, local governments, transportation agencies, community and business partners, and regional, state and federal agencies.

Feedback generally affirmed the direction of the Work Plan and proposed engagement approach while identifying opportunities to strengthen clarity, coordination and accountability. Revisions focused on accessible and geographically representative engagement, partner coordination, better distinguishing Tribal consultation, regional transportation needs, transparent project evaluation, financial constraints, climate analysis, and expanding the timeline for the Call for Projects.

Staff also integrated the previously separate Work Plan and Engagement Plan into a single document. This allows the technical work, engagement, consultation, milestones and decisions to be presented as one coordinated process.

JPACT is scheduled to consider approval of the Work Plan and a recommendation to Metro Council on September 17. MPAC is scheduled to consider its recommendation to Metro Council on September 23. Metro Council action on JPACT and MPAC's recommendations is scheduled for October 8.

Summary of Scoping Engagement and Consultation Activities

The RTP project team conducted a formal scoping process from March through September 2026 to gather input on the scope, priorities, engagement approach and decision-making process for the 2028 RTP update. The process included briefings, work sessions and discussions with policy, technical, community and jurisdictional partners throughout the region.

Engagement and consultation activities included:

- Scoping discussions with Metro Council, JPACT and MPAC to identify regional priorities and provide policy direction for the update.
- Discussions with the Transportation Policy Alternatives Committee (TPAC), the TransPort subcommittee to TPAC, and the Metro Technical Advisory Committee (MTAC) on the proposed Work Plan, engagement approach, technical work and performance evaluation process.
- Discussions with county coordinating committees and their technical advisory committees in Clackamas, Multnomah and Washington counties to incorporate local perspectives and strengthen coordination with cities and counties.
- Consultation with federal, state, and regional agencies, including resource agencies and the Department of Land Conservation and Development, the Oregon Department of Transportation, the Department of Environmental Quality.
- Engagement with Metro's Committee on Racial Equity (CORE), Committee on Disability Inclusion (CODI) and Public Engagement Review Committee (PERC) to inform the project's approach to racial equity, disability inclusion, accessibility and meaningful public participation.
- A Community Leaders Forum of regionally representative CBO leaders to seek feedback on the plan's goals and priorities for this update to address.
- Two Regional Planning Workshop that brought together local, regional and state partners to discuss system- and project-level evaluation measures, initial findings from the

transportation needs assessment and a proposed project assessment prioritization framework to meet state and federal requirements.

- Individual conversations with elected officials and business leaders.

The Phase 1 Scoping Engagement and Consultation Report in Attachment 1 provides more detail. Input received through these activities informed revisions to the Work Plan and helped clarify regional priorities for the update to address and the technical analysis and engagement needed to support the update. The Work Plan was subsequently reviewed through the regional advisory committee process, including recommendations from TPAC, MTAC, JPACT and MPAC before consideration by Metro Council.

Engagement and consultation will continue throughout the RTP update, including:

- Regular briefings and work sessions with Metro Council, regional advisory committees and county-level coordinating committees at key milestones.
- Regional Planning Workshops focused on major policy and technical topics.
- Ongoing coordination and engagement with cities, counties, transit providers, ports, state and federal agencies, community organizations and business groups.
- Consultation with federally recognized Tribes.
- Community engagement designed to reach geographically diverse communities, communities of color, people with disabilities and others who have historically been excluded from transportation decision making.
- Review and comment opportunities as draft policies, investment priorities and plan materials prior to key milestones.

ANALYSIS AND INFORMATION

Known Opposition

None known. Scoping feedback generally supported moving forward with the Work Plan.

Legal Antecedents

Federal, state and regional requirements governing the RTP update are summarized in Resolution No. 26-5614.

Anticipated Effects

Approval will conclude the scoping phase and enables the 2028 RTP update to proceed to the next phase. The project team will develop a more detailed schedule of stakeholder engagement activities and discussions of TPAC, MTAC, MPAC, JPACT and the Metro Council.

Financial Implications

Funding for Phases 2 and 3 of the work plan (through June 30, 2027) is accounted for in the current adopted Metro budget and the FY 2026-27 Unified Planning Work Program (UPWP). Implementation of future phases of the work plan will be determined through future budget and UPWP actions.

Advancing Racial Equity

Equity will be integrated throughout engagement, including a dedicated Equity Framework analysis of major RTP elements, identification of transportation needs, project evaluation and

development of regional policies and strategies. Staff will continue working with CORE, community organizations and other partners to understand how transportation conditions and proposed investments affect communities of color and other underserved and marginalized communities.

Advancing Climate Action

The RTP is a key tool for implementing 2040 Growth Plan, adopted in 1995, and the Climate Smart Strategy, adopted in 2014 and approved by the Land Conservation and Development Commission (LCDC) in 2015. The RTP can advance climate action by guiding long range transportation policies and investments toward a lower carbon and more resilient regional transportation system. The 2028 RTP update will consider how transportation investments can reduce climate pollution, expand access to lower carbon travel options, improve resilience and meet regional and state climate goals. Climate considerations will inform the identification of needs and potential solutions, evaluation of proposed projects and programs, and the plan's investment priorities. The update will also communicate the tradeoffs, resources and additional actions needed to achieve adopted climate goals, and make recommendations for the Climate Smart Strategy update.

Explicit list of stakeholder groups and individuals who will be involved.

This information is described in more detail in the work plan.

ACTION REQUESTED

Adopt Resolution No. 26-5614, approving the work plan for the 2028 RTP update.

POLICY OPTIONS FOR CONSIDERATION

1. Adopt Resolution No. 26-5614 as recommended by JPACT.
2. Do not adopt Resolution No. 26-5614 and refer it back to JPACT with a recommendation for amendment.

IDENTIFIED POLICY OUTCOMES

Per Council and JPACT direction, the work plan affirms the five (5) RTP goals adopted in 2023 RTP as the foundation for the 2028 RTP (e.g., safety, equity, climate, mobility options and thriving economy) and reflects Council and JPACT policy and process priorities for developing the 2028 RTP. The update will develop a federal and state compliant plan that is financially realistic, advances the five RTP goals, and is responsive to community and regional needs and priorities.

STAFF RECOMMENDATION

Adopt Resolution No. 26-5614.

ATTACHMENTS

1. 2028 RTP Scoping Feedback Incorporated into the Work Plan
2. 2028 RTP Engagement and Consultation Schedule through 2026
3. 2028 RTP Phase 1 Scoping Engagement and Consultation Report

Memo

Metro
600 NE Grand Ave.
Portland, OR 97232-2736

Date: September 4, 2026

To: RTP interested parties

From: André Lightsey-Walker, RTP Project Manager

Subject: 2028 RTP Scoping Feedback Incorporated into the Work Plan

Purpose

This memo summarizes how scoping feedback informed revisions to the 2028 Regional Transportation Plan Work Plan. Feedback was provided by the Metro Council, regional advisory and county coordinating committees, Metro's Committee on Racial Equity (CORE), Committee on Disability Inclusion (CODI), Public Engagement Review Committee (PERC), TransPort subcommittee to TPAC, the Port of Portland, local governments, state and federal agencies, resource and transportation agencies, and community and business partners. Additional details about engagement activities conducted during the scoping phase can be found in the staff report and attachments to Resolution No. 26-5614.

Staff reviewed this input to identify opportunities to strengthen the RTP update's overall direction, clarify how the work will be carried out and establish clearer commitments for engagement, coordination, technical analysis and public review. The revisions also respond to requests for greater clarity about the RTP's regional context, desired outcomes, analytical approach, project development process, climate and funding work, and connections to related state, regional and local planning efforts.

As part of the revision process, staff combined the Work Plan and Engagement Plan into a single document. Integrating engagement activities and decision points into the overall project schedule to create a more cohesive roadmap and makes it easier to understand when input will be gathered, how it will inform technical work and where it will shape key decisions throughout the update.

This memo describes the major changes made in response to scoping feedback. Some input will continue to inform later phases of analysis, engagement, and implementation as the 2028 RTP update advances.

How feedback shaped the Work Plan

Staff reviewed each item of scoping feedback to determine how it could best inform the RTP update. Feedback generally affirmed the Work Plan's direction while identifying opportunities to strengthen clarity, coordination and accountability. Staff also combined the Work Plan and Engagement Plan into a single document, integrating engagement

activities and decision points directly into the overall project schedule. This provides a clearer, more cohesive roadmap for how engagement will inform technical work, policy discussions and key decisions throughout the update.

Revisions focused on engagement and accessibility; regional context and policy foundations; project goals and desired outcomes; technical analysis and project development; climate, funding and implementation; and public review and adoption. Feedback not reflected in a specific revision was either already addressed by existing language or documented for consideration during later analysis, engagement, or implementation.

Changes made to the Work Plan

Engagement approach and accessibility

- Added principles stating that engagement will be tailored to local context, inclusive and geographically representative, with a clear explanation of each opportunity's purpose and how input can influence RTP decisions.
- Strengthened expectations for concise, plain language and accessible materials in multiple formats.
- Replaced limited workshop language with ongoing Regional Planning workshops before major decisions on regional transportation needs, performance measures, forecasted revenue, the Call for Projects, project evaluation and investment priorities and tradeoffs.
- Broadened participation commitments to include all regional transit providers; continued coordination with local governments throughout every phase; and briefings with business, industry, economic development, labor and community-based partners.
- Added use of lessons learned from a synthesis of previous RTP engagement, local Transportation System Plan engagement and other transportation planning efforts to shape future engagement activities.

Regional context, coordination and policy foundation

- Expanded the RTP purpose and background to connect transportation planning with housing, land use, growth management, economic development, public health, community well-being, climate action, equity and quality of life.
- Broadened the access framing to include jobs, housing, education, health care, essential services, daily needs, recreation, tourism, nature and other regional destinations.
- Added regional commuting, freight movement, cross jurisdictional travel and connections among communities, employment and industrial areas, transit services and regional destinations.

- Added changing travel patterns, emerging transportation technologies and electrification as trends that may affect travel behavior, system performance, climate outcomes, transportation revenues and available options.
- Added coordination with current regional growth management work related to freight access and industrial and employment land readiness.
- Distinguished government to government consultation with sovereign Tribal governments from coordination, consultation and engagement with local governments and other partners.
- Added recognition of geographic and community differences as important context and a strength of regional decision making.
- Expanded the policy foundation to recognize relevant modal, topical, funding, safety, resilience, emergency transportation routes, freight, transit, climate and partner plans completed since 2023, including the 2025 Regional Freight Strategy, the 2026 Regional Transportation Demand Management Strategy and relevant recommendations.

Alignment of RTP, Climate Smart Strategy and Future Vision updates, funding and implementation

- Clarified that Future 50 will provide the broader regional vision for the 2028 RTP within the limits of the two project schedules.
- Clarified that the RTP and Climate Smart Strategy updates are coordinated, yet legally distinct planning processes. The RTP update will address RTP-related corrective actions approved by the Land Conservation and Development Commission in January 2025 and report on progress implementing the Climate Smart Strategy and the actions needed to meet the region's state-mandated greenhouse gas emissions reduction targets. A separate effort to update the Climate Smart Strategy will be sequentially aligned with implementation of Future 50. This alignment will be formalized through legislative amendments to the 2040 Growth Concept and Regional Framework Plan. The amendments will satisfy the preferred land use and transportation scenario requirements of OAR 660, Division 44 and provide an updated the land use and transportation policy foundation for the updated Climate Smart Strategy. A separate work plan and coordinated timeline will be developed.
- Committed to update financial assumptions using information from the 2027 Oregon Legislative Session, federal transportation reauthorization and other funding developments.

Project goals and desired outcomes

- Expanded the Thriving Economy outcome to address job and workforce access, freight reliability, industrial and employment land readiness, business and industry vitality, tourism, regional destinations and economic competitiveness.
- Strengthened the revenue outcome to include identification of regional transportation needs, the resulting funding gap, potential new funding strategies and future implementation actions.
- Added practical, implementable, project ready and cost-effective outcomes to the Work Plan's approach to prioritization and funding tradeoffs.
- Strengthened climate communication by committing to explain analytical assumptions, funding and policy conditions, tradeoffs among strategies, and the additional actions and resources needed to meet adopted climate targets.
- Replaced the equity placeholder with a reference to Metro's Strategic Plan to Advance Racial Equity, Diversity and Inclusion.

Technical analysis and project list development

- Clarified county coordinating committees having an early role in shaping the needs assessment, revenue forecast, Call for Projects and key project list work.
- Clarified the process for developing and refining system- and project-level performance measures in partnership with Metro's advisory committees, local, regional and state agencies, and community and business partners, consistent with federal and state requirements and direction adopted by JPACT and Metro Council in the 2023 RTP.
- Established a 70-day Call for Projects and added early notice, coordination, guidance, training, online resources, technical assistance and office hours, including support with Transportation System Plan consistency with state requirements.

Public review and adoption

- Kept public meeting and hearing formats flexible based on timing and engagement needs while retaining required legislative hearings.

Conclusion

The revised Work Plan reflects the breadth of scoping feedback while remaining focused on the strategic direction, major activities and key decision points for the 2028 RTP update. It provides clearer commitments for engagement, coordination, technical analysis and public review while preserving flexibility to develop specific methods and recommendations through future phases of the process. Feedback requiring further analysis or implementation detail will continue to inform the RTP update as the work advances.

2028 Regional Transportation Plan Update Meeting and Engagement Schedule for 2026

This document details the Phase 1 and Phase 2 meeting schedules for the 2028 Regional Transportation Plan (RTP) update. It covers all discussions involving the Metro Council, regional advisory committees and county-level coordinating committees, as well as meetings with community leaders and consultations with agencies and Tribal governments. *Dates and topics are subject to change.*

Key acronym definitions for reference: Joint Policy Advisory Committee on Transportation (JPACT), Transportation Policy Advisory Committee (TPAC), Metro Policy Advisory Committee (MPAC), Metro Technical Advisory Committee (MTAC), Metro Committee on Racial Equity (CORE), Metro Committee on Disability Inclusion (CODI), Metro Public Engagement Review Committee (PERC), TransPort (subcommittee to TPAC)) and county coordinating committees (Clackamas County Transportation Advisory Committee (CTAC), Clackamas County Coordinating Committee (C4) Metro Subcommittee, East Multnomah County Transportation Committee (EMCTC), East Multnomah County Transportation Committee Technical Advisory Committee (EMCTC TAC), Washington County Coordinating Committee (WCCC) and Washington County Coordinating Committee Transportation Advisory Committee (WCCC TAC)

Month	Date	Who	Topic(s)
March	3/10	Metro Council	
	3/19	JPACT	
April	4/02	CTAC	
	4/03	TPAC	**Discussion:** 2028 RTP Work Plan: Scoping Kick-Off • RTP goals • JPACT and Metro Council priorities for the update • Engagement strategies
	4/13	WCCC	
	4/15	MTAC	
	4/15	C4 Metro Subcommittee	
	4/22	MPAC	
May	5/12	CODI	**Discussion:** 2028 RTP Scoping Kick-Off • RTP 101 and goals • Accessibility

Month	Date	Who	Topic(s)
May	5/13	TransPort	**Discussion:** 2028 RTP Scoping Kick-Off
	5/19	Community Leaders Forum	**Discussion:** • RTP 101 • Initial findings on community transportation priorities and values identified through a retroactive Metro engagement analysis • How community partners would like to engage in the 2028 RTP update process • Strategies for engaging with all regional communities
June	6/03	EMCTC TAC	**Discussion:** Draft 2028 RTP Work Plan
	6/04	WCCC TAC	
	6/04	CTAC	
	6/05	TPAC	
	6/10	TPAC Workshop	**Discussion:** 2028 RTP Status Update and Performance Evaluation Approach
	6/17	MTAC	**Discussion:** Draft 2028 RTP Work Plan
	6/23	PERC	**Discussion:** 2028 RTP Scoping and Engagement Strategies
	6/24	Consultation with local, regional, state and federal resource and transportation agencies	**Discussion:** • RTP 101 • Opportunities and challenges • Topics or issues agencies want addressed • Relevant policies, plans, planning activities or data to consider • Effective ways to collaborate and participation needs
July	7/07	Metro Council	**Discussion:** Draft 2028 RTP Work Plan
	7/08	EMCTC TAC	
	7/08	CTAC	

Month	Date	Who	Topic(s)
July	7/09	WCCC TAC	**Discussion:** 2028 RTP Work Plan
	7/09	Consultation with local, regional, state and federal resource and transportation agencies	**Discussion:** • RTP 101 (with a climate emphasis) • Opportunities and challenges • Topics or issues agencies want addressed • Relevant policies, plans, planning activities or data to consider • Effective ways to collaborate and participation needs
	7/10	TPAC	**Discussion:** 2028 RTP Work Plan
	7/13	EMCTC	
	7/13	WCCC	
	7/15	C4 Metro Subcommittee	
	7/16	JPACT	
	7/22	MPAC	
August	No meetings this month		
September	9/9 & 9/10	County coordinating committee TACs	**Discussion:** • 2028 RTP: Revenue Forecast Development Process and Coordination • 2028 RTP: Findings from Metro Review of Local Transportation System Plan Project Lists and 2023 RTP Project List

Month	Date	Who	Topic(s)
	9/11	TPAC	**Action:** Vote to recommend approval of the 2028 RTP Work Plan **Discussion:** • 2028 RTP: Work in Progress and Work Ahead Requiring Local Coordination • 2028 RTP: Findings from Metro Review of Local Transportation System Plan Project Lists and 2023 RTP Project List
	9/15	Metro Council work session	**Discussion:** 2028 RTP Work Plan
	9/16	MTAC	**Action:** Vote to recommend that MPAC recommend Metro Council approval of the 2028 RTP Work Plan
September	9/17	JPACT	**Action:** Vote to approve the 2028 RTP Work Plan and recommend Metro Council approval of the work plan
	9/17	CORE	**Discussion:** 2028 RTP Equity Considerations
	9/23	Regional Planning Workshop	**Discussion:** • Statewide Transportation Strategy (STS) Monitoring Report • 2028 RTP: Initial findings from the Needs Assessment • 2028 RTP: Project list assessment background and proposed approach
	9/23	MPAC	**Action:** Vote to recommend Metro Council approval of the 2028 RTP Work Plan
October	10/02	TPAC	**Discussion:** 2028 RTP: Draft Needs Assessment
	10/08	Metro Council meeting	**Action:** Vote to approve the 2028 RTP Work Plan
	10/15	JPACT	**Discussion:** • 2040 Look Back • Oregon Travel Study Findings

Month	Date	Who	Topic(s)
November	11/06	TPAC	**Discussion:** • 2028 RTP Update: Draft Revenue Forecast (introduction) • 2028 RTP: Regional Transportation Needs Assessment Briefing Book • 2028 RTP: Phase 3 Call for Projects Approach (introduction)
	11/13	MTAC	**Discussion:** • 2028 RTP: Regional Transportation Needs Assessment Briefing Book • 2028 RTP: Phase 3 Call for Projects Approach (introduction)
November	11/17	Metro Council work session	**Discussion:** • 2028 RTP: Regional Transportation Needs Assessment Briefing Book • 2028 RTP: Draft Revenue Forecast and Phase 3 Call for Projects Approach
	11/18	MPAC	**Discussion:** • 2028 RTP: Regional Transportation Needs Assessment Briefing Book • 2028 RTP: Phase 3 Call for Projects Approach
	11/19	JPACT	**Discussion:** • 2028 RTP: Regional Transportation Needs Assessment Briefing Book • 2028 RTP: Draft Revenue Forecast and Phase 3 Call for Projects Approach
December	12/04	TPAC	**Discussion:** 2028 RTP: Phase 3 Call for Projects Approach and Cost Targets
	12/09	MTAC	**Discussion:** 2028 RTP: Phase 3 Call for Projects Timeline and Next Steps

Month	Date	Who	Topic(s)
	12/16	Regional Planning Workshop	**Discussion:** TBD
	12/17	JPACT	**Discussion:** 2028 RTP: Phase 3 Call for Projects Approach and Cost Targets

Scoping phase engagement report

2028 Regional Transportation Plan

August 2026

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Introduction

Regional Transportation Plan overview

The Regional Transportation Plan (RTP) is the federally-required metropolitan transportation plan and the state-required regional transportation system plan for the greater Portland region.

Metro is responsible for regional land use and transportation planning under state law and the federally-designated Metropolitan Planning Organization (MPO) for the Portland metropolitan area. As the MPO, Metro is responsible for leading and coordinating updates to the Regional Transportation Plan every five years. Each update addresses the evolving needs of the region and meets federal and state requirements for the plan. The last update was adopted in November 2023. Adoption of an updated plan is necessary to maintain compliance with federal requirements and eligibility for federal transportation funding.

Phase 1: Scoping engagement overview

The 2028 RTP started in winter 2026 and will be complete by Dec. 2028. Engagement and consultation will happen throughout the five phases of the planning process. This report summarizes the engagement activities and results from Phase 1: Scoping. These conversations highlighted key trends and challenges facing the region. The scoping engagement was also crucial for re-affirming the 2023 RTP goals and identifying desired outcomes and priorities for the 2028 RTP. The 2028 RTP work plan is informed by the engagement during the scoping phase exploring how the region is growing and changing. This report captures the input gathered from the following engagement activities:

Regional and county coordinating committees

The Regional Transportation Plan Team engaged the Metro Council and regional policy and technical advisory committees. Committees engaged included:

- Joint Policy Committee on Transportation (JPACT)
- Transportation Policy Alternatives Committee (TPAC)
- Metro Policy Advisory Committee (MPAC)
- Metro Technical Advisory Committee (MTAC)

- Metro's Public Engagement Review Committee (PERC)
- Metro's Committee on Disability and Inclusion (CODI)
- Country coordinating committees of Clackamas County, East Multnomah and Washington County)

Conversations with regional leaders

The RTP team met with regional elected officials and senior organizational leaders in one-on-one, in-person settings. The conversations were semi-structured exploring key issues and opportunities that should be considered throughout the 2028 RTP update process. Elected officials and leaders shared effective ways for community members and organizations to meaningfully engage in shaping the region's transportation system. The conversations also included building alignment between Metro and regional leaders, fostering strong partnerships to support a transparent and collaborative RTP update process.

Community leaders forum

Metro hosted a Community Leaders Forum for the 2028 Regional Transportation Plan (RTP) update on May 19, 2026. The event engaged community leaders in discussions about the RTP goals, emerging challenges, engagement opportunities and outlining the 2028 RTP timeline. It was held virtually and included representatives from organizations primarily serving the greater Portland region.

Federal, state, regional and natural resource agency consultations

Metro invited 54 local, regional, state and federal resource agencies and transportation agencies to participate in two consultation meetings. The purpose of the consultation meetings was to introduce and describe the planning process and invite agencies to ask questions, share concerns and provide input on the project. These agencies will be asked to consult multiple times throughout the 2028 RTP update.

Report methodology

The report summarizes the findings from each of the four engagement activities. It explores common themes, areas of alignment and unique perspectives that emerged across participants and engagement formats. Themes were developed by grouping similar ideas and issues raised by participants. The frequency with which topics were mentioned, the level of emphasis participants placed on an issue and its relevance to the RTP were all considered during the analysis. The resulting themes presented in this

report reflect the collective input received through all four engagement activities rather than the views of any single participant or group.

Where participants found consensus

Several themes appeared across the four engagement activities. The following themes give insight into the issues and priorities that resonated broadly among participants.

Safety is a priority

Safety consistently emerged as a shared regional priority. Regional committees broadly agreed that safety should remain central to investment decisions.

Key themes:

- understand relationships among safety, vehicle miles traveled (VMT) and transportation system performance
- identifying projects that produce measurable safety benefits
- reducing traffic fatalities and serious injuries remains a top objective.
- address high-crash corridors, railroad crossings and roadway safety concerns.
- invest in pedestrian, bicycle and multimodal safety improvements.
- safety investments should recognize tradeoffs while focusing on reducing conflicts between users and modes.

Transportation funding challenges and fiscal realities

Funding concerns emerged as one of the most significant challenges facing regional transportation and the 2028 RTP update. Participants stressed that transportation goals around safety, climate, mobility and equity cannot be achieved without sustainable funding sources. Measurable outcomes and performance-based decision-making are more important than ever.

Key themes included:

- constrained federal and state funding environment
- uncertainty surrounding current and future transportation revenues
- rising construction and project delivery costs

- need for better understanding of long-term transit funding mechanisms
- revenue forecasts that reflect changing travel behavior and workforce patterns

Economic development and transportation

Participants called for stronger integration between transportation planning and a thriving economy. Participants consistently emphasized that the greater Portland region is experiencing heightened economic concerns. There was also interest in coordinating the RTP more closely with economic opportunities, workforce access, freight studies and industrial land planning.

Key themes included:

- alignment with Comprehensive Economic Development Strategy (CEDS)
- Investing in transportation connections between housing and job centers
- the role of transportation investments in supporting traded-sector industries[1]
- Develop a shared understanding that transportation should be viewed as an economic development investment, not solely a mobility investment.
- freight movement (rail, trucking, industrial access) remains a regional priority
- Portland airport access was identified as important for business growth and workforce mobility
- industrial land readiness, employment land development and access to shovel-ready sites were recurring topics

Concerns regarding achieving climate goals

A consistent theme across discussions was the need for greater transparency regarding regional and state climate goals. Participants emphasized that the 2028 RTP update should include open dialogue around the gap between adopted climate goals and current policies. Similarly, the 2023 RTP assumed significant progress on tools such as congestion pricing and transit investment, which now face substantial political and financial barriers.

[1] Traded sector industries produce goods and services that generate sales outside of the region, bringing new income and growing the regional economy.

While there was broad support for maintaining climate the RTP climate goal, there was also recognition that achieving the goal will require difficult conversations about funding and policy tradeoffs.

Key points included:

- RTP can be a tool to engage decision-makers in what would be required to achieve state greenhouse gas reduction goals
- transparency about the consequences of failing to implement major climate reduction strategies
- acknowledgment where current policies and investments fall short
- continue conversations around Vehicle Miles Traveled (VMT) reduction, greenhouse gas emissions and electrification in the transportation network

Transportation, housing and land use

Regional leaders highlighted the intersections transportation has with housing and land use integrations. They would like to see coordination between transportation, housing and land use decisions reflected in the RTP.

Key themes included:

- Transportation planning should be more closely integrated with housing and growth strategies.
- Concerns were raised about residential growth occurring in areas without adequate transportation infrastructure or transit service.
- Residents should be able to access schools, jobs, services and amenities closer to home.
- Transportation investments should help support both housing affordability and economic opportunity.
- better understanding regional commuting patterns.
- explore changing travel patterns driven by housing

Public engagement and the RTP

Participants frequently noted that public trust in government is low and that engagement should be authentic, transparent and responsive. There was unanimous support for broad and meaningful engagement throughout the RTP update. However, innovative

engagement strategies are necessary to effectively engage in areas outside of central Portland.

Key recommendations included:

- Clearly define engagement objectives.
- Describe the RTP and what decisions it influences in plain language.
- Coordinate RTP engagement opportunities with local Transportation System Plan updates and transportation projects.
- Engage youth, disability communities, Black, Indigenous and people of color,
- Interest was expressed in engaging businesses, economic development organizations, community groups and transportation providers.
- Engage with communities outside of Metro’s planning area.
- Leverage existing committees and project partnerships to minimize administrative burden on local staff.
- Strengthen coordination between Metro, local jurisdictions, state and regional interested parties.
- Engagement during the needs assessment, revenue forecasting and project prioritization phases are most crucial.
- Engagement regarding economic development and transportation funding are interconnected
- Participants stressed that engagement should be transparent about the region's transportation funding gaps and its ability to address all needs.

Emerging themes across engagement activities

Participants generally aligned on many of the region's transportation priorities. These themes reflect perspectives, local conditions priorities, while still representing important considerations for the 2028 RTP update. Together, they provide a more nuanced understanding of the opportunities, challenges and issues that participants believe should inform the planning process.

Climate and public health

Jurisdictional public health staff are coordinating with transportation committees. Participants commented on the connections between transportation, environmental outcomes, equity and public health.

Key themes included:

- Climate goals should be accompanied by transparent implementation strategies and performance measures.
- Transportation electrification, active transportation and transit investment remain important climate strategies with public health outcomes.

RTP project evaluation

Participants expressed desire to evaluate past and future transportation investments. Regional committees also expressed interest in more transparent project assessment tools that can help decision-makers understand tradeoffs.

Key themes included:

- assess how projects advance RTP goals
- suggestions and considerations for evolving the measurement of climate, safety, equity and thriving economy goals
- review implementation of 2023 RTP recommendations
- evaluate outcomes from previous RTP investments
- improve project performance methodologies

Call for projects and local government coordination

County coordinating committees consistently requested more time during the Call for Projects (CFP) process. There was strong support for continuing technical engagement through County Coordinating Committees and existing local government networks.

Key themes included:

- extend Call for Projects timelines to allow sufficient time for county and city coordination
- support smaller jurisdictions with technical assistance
- encourage jurisdictions to submit projects even if funding is uncertain

Transit service and mobility options in a constrained environment

The greater Portland region's public transit service is experiencing significant funding and service reductions. Leaders want a regional focus on maintaining service, improving regional access and expanding mobility choices in a constrained environment

Key themes included:

- Airport access, workforce transportation and connections to job hubs are priorities.
- Maintaining and investing in bus rapid transit, rail investments, microtransit, community shuttles and mobility-as-a-service concepts.
- Long-term transit expansion remains important but must be supported by sustainable funding sources.

Transportation system maintenance

Regional leaders emphasized the importance of maintaining existing transportation assets alongside future investments.

Key themes included:

- Preservation of roads, bridges, transit assets and other infrastructure should remain a core RTP focus.
- Aging infrastructure remains a significant concern throughout the region.
- Parts of the region cited maintenance as a higher priority than major expansions.

- Public support for new projects may depend on adequately maintaining existing facilities.

Transportation needs are not one-size-fits-all

Several regional leaders stressed that transportation policies should reflect local conditions. Similarly, community needs can vary significantly from community to community.

Key themes included:

- Urban, suburban and rural communities face different transportation challenges and priorities.
- Project evaluation and investment decisions should recognize geographic and demographic differences.
- The RTP should have tailored engagement and implementation strategies to engage varying parts of the region.

Implications of emerging technologies

New technologies and their policy implications for the Portland region in the horizon. Regional leaders expressed wanting to understand how new technologies may shape the transportation system.

Key themes included:

- The RTP should address how autonomous vehicles, drones, e-bikes, e-scooters, and road-user charging are impacting the transportation system
- High-speed rail was identified by some stakeholders as a transformative regional opportunity.
- Participants raised questions about the economic, workforce and infrastructure implications of emerging technologies.
- Innovation should be explored while maintaining focus on current transportation needs and system reliability.

Community leaders forum #1

Purpose

Metro hosted a Community Leaders Forum for the 2028 Regional Transportation Plan (RTP) update on May 19, 2026. The event engaged community leaders in discussions about the RTP goals, emerging challenges, engagement opportunities and outlining the 2028 RTP timeline. It was held virtually and included representatives from organizations primarily serving the greater Portland region.

Key themes

The Community Leaders Forum revealed the following:

- Safety, affordability, equity, reliability and climate continue to be top of mind for community members. Specific concerns include the rising costs and increasing difficulty of accessing transit, affordability of transportation modes, inadequate or unsafe infrastructure making transportation access difficult, adapting to emerging transportation modes, and climate change and feeling prepared for emergencies.
- Community leaders ask for clear and accessible communication and meaningful engagement and collaboration. Engagement should be tailored to meet the needs of specific communities, including the format, language and location.
- Community leaders consider a successful regional transportation system one that provides accessible, safe and reliable alternative mobility options, enhanced mobility for people with disabilities, and access to information in different languages. They are most interested in eliminating traffic deaths, serious injuries and crash hot-spots, as well as identifying evaluation measures that focus on lived experience and accessibility.

Read the full report: Appendix A

Federal, state, regional and natural resource agency consultations

Purpose

As part of Phase 1, Metro invited 54 local, regional, state and federal resource agencies and transportation agencies to participate in two consultation meetings. The purpose of the consultation meetings was to introduce and describe the planning process and invite agencies to ask questions, share concerns and provide input on the project. These agencies will be consulted multiple time throughout the 2028 RTP update.

Key themes

- Alignment with state and regional transportation, climate and economic development objectives.
- Discussing the lack of sustainable funding and economic constraints affecting transportation investments.
- Transportation electrification, energy infrastructure and emerging technology considerations.
- Industrial land readiness, freight mobility and economic competitiveness.
- Environmental stewardship, stormwater management and regulatory compliance.
- Workforce development, apprenticeship pathways and equitable access to transportation careers.
- Cross-jurisdictional coordination, particularly with southwest Washington partners.
- Early and ongoing agency consultation throughout planning, environmental review and project development.

Read the full report: Appendix B

Next steps

The feedback gathered during RTP scoping engagement will inform the refinement of engagement strategies incorporated into the 2028 RTP Work Plan and future outreach activities. The work plan and will be tentatively adopted by JPACT and Metro Council in early October 2026. A tentative Community Leaders Forum #2 will revisit these findings, refine phase 2 outcomes and provide additional opportunities for discussion, clarification and input. Meaningful engagement opportunities will continue to be offered throughout the RTP update process, ensuring ongoing public participation and collaboration with interested parties.

Collectively, these findings help refine the RTP public engagement plan's goals into a SMART (specific, measurable, achievable, relevant and time-bound) format:

- Broad regional engagement
- Support community participation in local transportation engagement opportunities
- Providing RTP process transparency
- Integrating lived experiences alongside technical data

Appendix A: Community leaders' forum report

Community Leaders' Forum #1 Engagement Summary

2028 Regional Transportation Plan

July 2026

Purpose

Metro hosted an intitial Community Leaders' Forum for the 2028 Regional Transportation Plan (RTP) update on May 19, 2026. The engagement event set the initial groundwork stage for reviewing RTP goals, indentifying emerging challenges, discussing engagement opportunities and outlining the RTP update timeline. It was held virtually and invited representatives from community-based organizations primarily serving the greater Portland region. It was hosted by Metro's Planning, Development and Research department staff who faciliated an RTP phase 1 (see figure 1.1), initial scoping conversation.

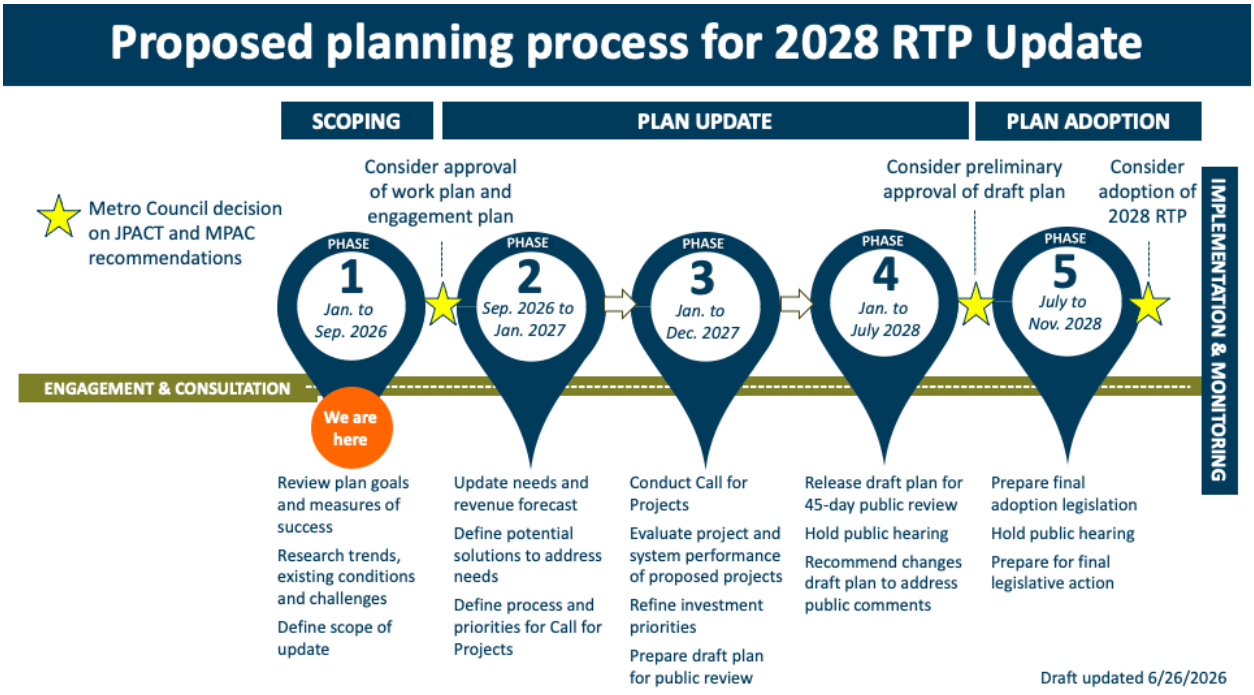


Figure 1.1: Five RTP phases from January 2026 to November 2028

The intended outcomes from the event included the following:

- Providing an RTP 101 overview to community leaders
- Reviewing the community transportation priorities and values identified through an initial retroactive Metro engagement analysis
- Understand how community partners would like to engage in the 2028 RTP update process
- Gather strategies for engaging with all regional communities

What is Metro?

Metro manages public services, regional systems and long-range plans that protect the environment, support the local economy and ensure every community in greater Portland can thrive. Metro's service district boundary encompasses 24 cities in areas of Clackamas, Multnomah and Washington counties serving the region's population of nearly 1.7 million residents.

Metro is led by a nonpartisan elected council consisting of a president who is elected regionwide, and six councilors elected by district every four years in nonpartisan races.

Find your councilor here: https://gis.oregonmetro.gov/boundary-lookup-tools/find-your-councilor

What is the Regional Transportation Plan?

As the federally-designated Metropolitan Planning Organization (MPO), Metro is responsible for leading and coordinating updates to the Regional Transportation Plan (RTP) every five years to address the evolving needs of our growing region. For transportation projects to be eligible to receive Federal and state funding they must be included in the RTP. The last update was adopted in 2023. The next update is due by November 30, 2028, when the current plan expires.

The Regional Transportation Plan (RTP) serves as greater Portland's long-range framework for planning and investing in a safe and reliable system that serves everyone, whether they drive, walk, roll, take transit or transport goods and services throughout the region. It includes the desired regional goals and details how investments in the transportation can support our region's residents, communities and businesses today and into the future.

Engagement methodology

The selection of participants in the initial Community Leaders' Forum involved several considersations. Invitation criteria considered whether they were a 2023 RTP scoping phase participant, operated as a community-based organization, involvement in a recent Metro transportation planning activity and demonstrated regional outreach. Similarly, Metro requested referrals and invited organizations who regional committee members recommended during 2028 RTP update scoping presentations. Finally, Metro invited all current TPAC community representatives to attend. A $300 stipend was awarded to each organization who participated.

Attendees

Organization	Focus efforts/communities
1000 Friends of Oregon	Land use and conservation
Adelante Mujeres	Latine Women & families
Climate Solutions	Clean energy
Explore Washington Park	Natural area convervation
Meals on Wheels People	Seniors and elders
The Street Trust	Multimodal transportation options
Todos Juntos	Rural families in Clackamas County
Trash for Peace	Waste and Recycling
Upstream Access	Disability access

The participants were provided an agenda and PowerPoint slides prior to the meeting. The meeting was held during a two-hour timeslot. The forum began with an RTP 101 session covering the RTP's purpose, goals and timeline of the update. Next, participants were given a review of the restropectiv analysis were given an overview of the following

Participants completed a brief questionnaire during the forum so staff to help verify whether the needs they identified in the retrospective analysis resonate with what communities are experiencing. The input gathered here informs the 2028 RTP update and its engagement plan, both built around the five goals first adopted in the 2023 RTP: Mobility Options, Safe System, Equitable Transportation, Thriving Economy, and Climate Action and Resilience.

Figure 1.2 RTP goals

Before publication and broad distribtion of this report, event participants were given an opportunity to review the first draft of the report. Their feedback helped validate the findings, reduce potential author bias and ensure the final report authentically refelcts the contributions and perspectives shared during the event.

Key takeaways

The Community Leaders Forum revealed the following:

- Safety, affordability, equity, reliability and climate continue to be top of mind for community members. Specific concerns include the rising costs and increasing difficulty of accessing transit, affordability of transportation modes, inadequate or unsafe infrastructure making transportation access difficult, adapting to emerging transportation modes, and climate change and feeling prepared for emergencies.
- Community leaders ask for clear and accessible communication and meaningful engagement and collaboration. Engagement should be tailored to meet the needs of specific communities, including the format, language and location.
- Community leaders consider a successful regional transportation system one that provides accessible, safe and reliable alternative mobility options, enhanced mobility for people with disabilities, and access to information in different languages. They are most interested in eliminating traffic deaths, serious injuries and crash hot-spots, as well as identifying evaluation measures that focus on lived experience and accessibility.

Summary

Community transportation concerns and challenges

Community leaders supported the goals for the 2023 RTP – safety, thriving economy, equity, moblity options and climate action & resilience – still resonate with their understanding of a successful regional transit system.

Rising costs and difficulty accessing transit

Today and similar to 2023, transit remains strained. Community leaders mention underinvestment, reduced service and longer waits. Tighter paratransit rules and accommodations fall hardest on riders with the fewest alternatives, including older adults, people with disabilities, and transit-dependent households. Immigration-related fear adds another barrier, reducing transit use among Latine residents and pointing to a need to rebuild trust and a sense of safety.

Affordability of transportation modes

Community is experiencing affordability pressures from several simultaneous directions including declining service, rising gas prices and the cost of owning a car put reliable mobility further out of reach.

Inadequate or unsafe infrastructure

Dark roadways, unlit rural corridors, inaccessible infrastructure and rough pavement that can trigger pain for people who use mobility devices came up alongside crashes and personal safety on transit.

Adapting to electric micromobility and automated vehicles

Electric mobility devices of varying varities are a newer concern, spreading faster than the data, safety strategies, and public guidance needed to manage them, and community leaders worry that automated vehicles and private rideshare could draw riders away from public transit at a fragile moment for the system.

Climate and emergency-preparedness concerns

Community leaders are interested in learning more about emergency preparedness and response work. They recognize the dire need for climate action and resilience-building.

Engagement

Communities continue to be concerned about the region's priorities and want to be meaningfully engage throughout the 2028 RTP update. Accessibility is a concern to be inclusive of more people's specific experiences and support needs, such as people with disabilities and non-English speaking communities.

Clear and accessible communication

Community leaders asked for clear, accessible communication and for more chances to take part and be heard, and most asked to stay involved across every phase of the update.

No single method reaches everyone, and leaders asked for a dynamic mix that meets people where they are, from small-group conversations and interactive workshops to online, written, and phone surveys, supported by ASL and non-English interpretation.

Homebound older adults often have very low access to technology and prefer paper or phone options, and people with disabilities need engagement that is accessible in-person or online.

Meaningful enagement and collaboration

Many framed their participation around the people they represent, such as transportation demand management for Explore Washington Park and older adults and 82nd Avenue for Meals on Wheels People. Participants also offered to partner directly on engagement opportunities, including 1000 Friends of Oregon extending the reach of Metro's communications through their own networks, Meals on Wheels People hosting engagement at one of their dining centers, and Upstream Access inviting the 2028 RTP team to their emergency planning events.

Coordination opportunities for Metro and community partners

Community leaders shared current and upcoming transportation-related iniatives where Metro's 2028 RTP project team could be a helpful partner:

- **Adelante Mujeres** is currently coalition building alongside other organizations on environmental justice work, most notably advocating for a Fair Transportation Bill.
- **Explore Washington Park** is working on transit-related incentives, shuttle connectivity, parking management and active transportation improvements within Washington Park.

- **Meals on Wheels People** is working towards electrification of their fleet vehicles.
- **Upstream Access** invites the 2028 RTP project team to participate in the organization's Person-Centered Emergency Planning (P-CEP) events.
- **1000 Friends of Oregon** is part of *Move Oregon Forward*, a statewide coalition organizing regionally around the 2027 legislative session, which provides an opportunity for connection with the 2028 RTP update.

Defining and measuring success

Community leaders shared what they consider elements of a successful regional transportation system and offered community-centered ways to measure that success.

Accessible, safe and reliable alternative mobility options

Community leaders consider a successful regional transportation system one that is connected and multimodal – where people of all ages, abilities and income levels can reliably and safely reach jobs, schools, parks, community centers and essential services without having to rely on a private vehicle. Safety and reliability are considered important, especially for people of color, people who do not speak English, and people living with disabilities. Increasing mobility options, especially in areas that are currently difficult to access using alternatives, would also contribute to success.

Enhanced mobility for people with disabilities

Community leaders would like to see enhanced mobility for people with disabilities, especially those who rely on paratransit. It is important for paratransit vehicles to stay on schedule and function as intended.

Access to information in different languages

Community members who do not speak English or only speak some English struggle to access information in their own languages. Ensuring language access would help these community members stay connected to planning processes, utilize different transportation modes safely and effectively, share their opinions and feel more involved.

Eliminating traffic deaths, serious injuries and crash hot-spots

Community leaders are interested in measuring the number of crashes and traffic-related deaths and serious injuries and seeing reductions in all three areas. They consider the elimination of crash hot-spots as a measure of increasing safety and are interested in how crash hot spots overlap with other inequity indicators.

Measuring rider experience, accessibility and affordability

Community leaders are interested in identifying measures that focus on lived experience and accessibility, including travel time reliability for transit users, affordability

of transportation options, percentage of households within safe walking distance to frequent transit, and community perceptions of safety and accessibility.

Next steps

The feedback gathered from this event will be incorporated into both the RTP public engagement plan and the work plan to help refine engagement strategies and inform future outreach activities. These documents will be tentatively adopted by JPACT and Metro Council in early October 2026. Similarly, a tentative Community Leaders Forum #2 will revisit these findings, refine phase 2 outcomes and provide additional opportunities for discussion, clarification and input. Third, meaningful engagement opportunities will continue to be offered throughout the RTP update process, ensuring ongoing public participation and collaboration with interested parties.

Collectively, these findings help refine the RTP public engagement plan's goals into a SMART (specific, measurable, achievable, relevant and time-bound) format:

- Broad regional engagement
- Support community participation in local transportation engagement opportunities
- Providing RTP process transparency
- Integrating lived experiences alongside technical data

Summary of Federal, state, regional and natural resource agency consultations

2028 Regional Transportation Plan

August 2026

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Overview

Metro initiated the 2028 Regional Transportation Plan (RTP) update in January 2026. The update process was split into four phases. Phase 1 of the process is dedicated to scoping the project.

As part of Phase 1, Metro invited 54 local, regional, state and federal resource agencies and transportation agencies to participate in two consultation meetings. The purpose of the consultation meetings was to introduce and describe the planning process and invite agencies to ask questions, share concerns and provide input on the project.

Agencies were asked to provide input on several key elements of the RTP update, including:

- Opportunities and challenges you anticipate for this RTP cycle
- Topics or issues your agency wants addressed in the update
- Relevant policies, plans, planning activities or data that Metro should consider to ensure coordination
- The most effective ways to collaborate with your agency throughout the process
- How your agency would like to participate in the upcoming phases of the RTP

Metro hosted two consultation meetings to support Phase 1 of the 2028 RTP. Six representatives from six agencies provided written comments.

1. The first consultation meeting was held virtually on Wednesday, June 24, 2026, from 10 a.m. to 12 p.m. Eleven representatives from seven local, regional, state and federal resource and transportation agencies attended.
2. The second consultation meeting was held virtually on Thursday, July 9, 2026, from 1 to 3 p.m. Ten representatives from eight local, regional and state resource and transportation agencies attended. This meeting included a climate emphasis.

Participating agencies

The following local, regional, state and federal resource agencies and transportation agencies participated in at least one of the consultation meetings or submitted written comments:

- Clean Water Services
- C-TRAN
- National Marine Fisheries Service (NMFS) Oregon Washington Coastal Office

- Oregon Bureau of Labor and Industries (BOLI)
- Oregon Department of Energy (ODOE)
- Oregon Department of Environmental Quality (DEQ)
- Oregon Department of Fish and Wildlife (ODFW)
- Oregon Department of Land Conservation and Development (DLCD)
- Oregon Department of State Lands (DSL) Multnomah County Office
- Oregon Department of Transportation (ODOT)
- Oregon Department of Transportation (ODOT) Climate Office
- Oregon Department of Veterans Affairs (ODVA)
- Oregon Water Resources Department (OWRD)
- Port of Portland
- Port of Vancouver
- Southwest Washington Regional Transportation Council (SW RTC)
- U.S. Army Corps of Engineers (USACE)
- U.S. Environmental Protection Agency (EPA) Region 10

Summary

This section summarizes the input that was received, organizing feedback into five sections: (1) opportunities, (2) challenges, (3) topics to address, (4) relevant policies, plans, planning activities or data, and (5) participation and collaboration.

Opportunities

- **Goal alignment:** The 2028 RTP should highlight the strong linkages between the 2028 RTP and the 2023 Oregon Transportation Plan.
- **Travel survey findings:** Agencies would like to utilize findings from the recent travel survey to have a better understanding of who is using the different types of roadways by functional classification, trip purpose and mode. This could help with a wide range of management and design strategies.
- **Better emphasize alternative transportation options:** The prioritization of alternative transportation options should be greater in the 2028 RTP than previous iterations, especially considering regional and state climate goals. It was suggested that Metro better highlight intentions to improve performance in key areas, namely bicycling, transit and other alternative options, in presentation materials.

- **Informing other projects:** It is recommended that strategies included in the 2028 RTP intended to increase industrial land readiness should be reflected in the next update of Metro's urban growth management boundary decision.
- **Construction workforce development:** A technical memorandum was submitted to Metro that identifies the following recommended RTP provisions and performance measures.
    - Adopt a construction-workforce-equity policy in the RTP that references, scales, and makes durable the C2P Regional Framework across the funded pipeline.
    - Tie workforce provisions to the project pipeline at appropriate cost thresholds rather than leaving them project-by-project and optional.
    - Expand recruitment and preparation of 22–26-year-old women into the additive band through women-focused pre-apprenticeship and paired childcare and anti-harassment supports.
    - Calibrate readiness and supportive-services prep to actual trade entry gates.
    - Support direct- or preferred-entry pre-apprenticeship into the licensed trades as the mechanism that actually places prepared young candidates in the openings the pipeline creates.
    - Extend hardship and emergency assistance across the full apprenticeship term.
    - Replace "average age" with an outcome measurement set, disaggregated by race and gender, with an explicit equity hold-harmless on older entrants.
    - Use existing infrastructure rather than building new systems.

Challenges

- **Limited funding constricts project implementation:** Funding is a persistent issue that transportation agencies face, making it challenging to develop a financially-constrained project list.
- **Fiscal and economic challenges:** Fiscal and economic challenges at the local, regional and state levels are top of mind for agencies.
- **Limited transportation access for industrial areas:** Limited transportation access is one of the key infrastructure challenges preventing industrial sites from being fully utilized.
- **Shortage of development-ready land and infrastructure:** Oregon faces a persistent shortage of development-ready land and infrastructure that limits the state's ability to retain and compete for business investment, which undermines the state's growth objectives.

- **Different emissions modeling systems:** Concern was raised that EPA's Motor Vehicle Emission Simulator (MOVES) values will be used as inputs for the 2028 RTP and Oregon Statewide Transportation Strategy (STS) values will be used as inputs for the Climate Smart Strategy. Agencies recognize that there are a few gaps in the MOVES system, specifically in its ability to respond to federal policy changes. There is also a potential disconnect with the MOVES system because it anticipates policies and funding Oregon has previously relied on that may no longer be available.

Topics to address

- **Coordination with southwest Washington:** Metro should continue to coordinate with partners in southwest Washington to foster improved alignment, accuracy and data sharing between Oregon and Washington on transportation issues.
- **Transportation electrification:** As transportation electrification accelerates, transportation planning becomes energy systems planning. ODOE requested that Metro plan for charging infrastructure, freight and fleet electrification and energy system coordination.
- **C-TRAN service impacts:** C-TRAN requested that Metro address project opportunities that may impact C-TRAN service now or in the future.
- **Metro travel demand model:** Agencies were curious if Metro is updating the travel demand model it utilizes. Metro has received final data from a recent household travel survey and is in the process of updating the model. It should be ready by the start of 2027.
- **Minimizing impacts and mitigation:** Agencies prioritize minimizing impacts to environmental resources while being practical with what is required from developers or contractors. Mitigation is something to consider. When impacts are unavoidable, mitigation is often required, and it can be tricky to find opportunities in urbanized areas.
- **Stormwater impacts and 6-PPDQ:** The primary interest of the NMFS is stormwater effects on NMFS-trust resources, including Endangered Species Act (ESA) listed salmon. Generally, agencies view stormwater pollutants important to consider. Metro Parks and Nature requests that the 2028 RTP explicitly calls out 6-PPDQ as an emerging and critical issue and encourages or requires that proposed transportation projects consider green infrastructure opportunities to filter stormwater run-off from roadways.
- **Workforce development and youth engagement:** BOLI requested that Metro address workforce development and collaboration between apprentices and youth.

- **Climate Smart Strategy and Land Conservation and Development Commission (LCDC) review:** It would be helpful for DLCD to understand which parts of the upcoming Climate Smart Strategy update may trigger LCDC review.
- **Regional Transportation Functional Plan:** DLCD requested that Metro make clear whether Metro anticipates an update to the Regional Transportation Functional Plan following the 2028 RTP update, especially since the plan has been out of date.

Relevant policies, plans, planning activities or data

- **Clean Water Act (Section 404) and Rivers and Harbors Act (Section 10):** Under Section 404 of the Clean Water Act (33 CFR Part 328.3) and Section 10 of the Rivers and Harbors Act (33 CFR part 329.4), all wetlands and waterbodies (like streams and rivers) are assumed jurisdictional and are protected under federal law unless an approved jurisdictional determination (AJD) finds the wetlands or waterbodies non-jurisdictional. Without an AJD, a permit is generally required to fill, impact or otherwise remove a wetland or water from a site. The USACE has a variety of permitting tools on the agency's website to determine the appropriate permit. Agencies should be wary of whether projects also trigger the Clean Water Act (Section 401), the Rivers and Harbors Act (Section 408) or the Endangered Species Act.
- **Clean Water Services design and construction standards:** CWS holds design and construction standards that describe administrative and technical requirements for development and construction activities within the agency's jurisdictional boundary (i.e., urban areas of Washington County). These include standards for vegetated resource buffers, and the agency is looking for projects that avoid or mitigate impacts to areas with those buffers. There are also stormwater standards that apply to Phase 3 of the RTP.
- **Climate Resilience Attributes of Oregon Lands and Waters Final Report:** The State recently finished defining climate resilience attributes for Oregon lands and waters.
- **C-TRAN Long-Range Transit Plan:** C-TRAN is in the process of updating the agency's long-range transit plan. It will be adopted by the end of 2026.
- **Grid readiness assessment:** DEQ assessed electrification demand over the next 10 years and the possible impacts on utilities, highlighting areas with high demand that may not have the necessary capacity. This report will not be published, but it can be made available to the 2028 RTP project team.
- **Electric vehicle (EV) adoption review:** DEQ reviewed EV adoption in Oregon, taking into account federal policy changes and vehicle regulations.

- **Oregon Highway Plan (OHP):** Undergoing an update and is expected to be adopted in late 2027.
- **Oregon Statewide Transportation Strategy (STS):** ODOT is monitoring the state's progress towards climate goals. ODOT will have updates to the STS in Fall 2026 that will include datasets that can inform the 2028 RTP. The STS will also include information on climate adaptation and resilience that can inform the 2028 RTP.
- **Oregon Transportation Plan (OTP):** Updated in 2023.
- **Regional Freight Strategy (2025):** Suggested as a key plan to consider during the RTP update. Three policies were highlighted for improving freight mobility: Policy 1, Policy 2 and Policy 6. Policy 5 was highlighted for increasing industrial land readiness.
- **Pollutant resources:** The Department of Ecology in Washington has resources to reference about pollutants.
- **Proposed rule for redefining federal waters of the U.S.:** This rule was proposed in November 2025. If approved, this rule may redefine waters in Oregon.

Participation and collaboration

- **Early coordination:** Agencies value early coordination opportunities.
- **Coordination with southwest Washington:** The most effective way for Metro to coordinate with agencies in southwest Washington, such as the Port of Vancouver, is through SW RTC.
- **Specific project review:** It is difficult for some agencies to provide feedback or input without specific projects to evaluate. The USACE reviews projects on a case by case basis. Each project in the RTP would need to be submitted to the USACE for review.
- **Environmental assessment:** Agencies would like the opportunity to review early versions of the 2028 RTP update's environmental assessment before it is available for public review. DSL shared that if there are projects that are anticipated to impact wetlands or waterways, early engagement with the Department is always encouraged. Clean Water Services is available to conduct desktop review of wetlands or streams in the project area and to discuss 30% design standards and considerations. Additionally, it was suggested that the 2028 RTP project team connect with the Regional Habitat Connectivity Working Group on the environmental assessment.

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Metro works with communities across greater Portland to plan and manage public services and systems that cross city and county lines.

Metro Council President

Juan Carlos González

Metro Councilors

Ashton Simpson, District 1
Christine Lewis, District 2
Gerritt Rosenthal, District 3
Miles Palacios, District 4
Mary Nolan, District 5
Duncan Hwang, District 6

Auditor

Brian Evans

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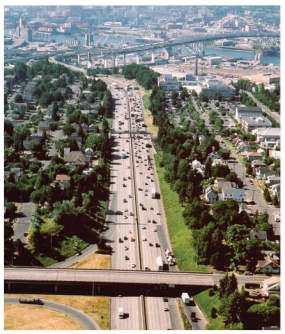
Metro

September 16, 2026

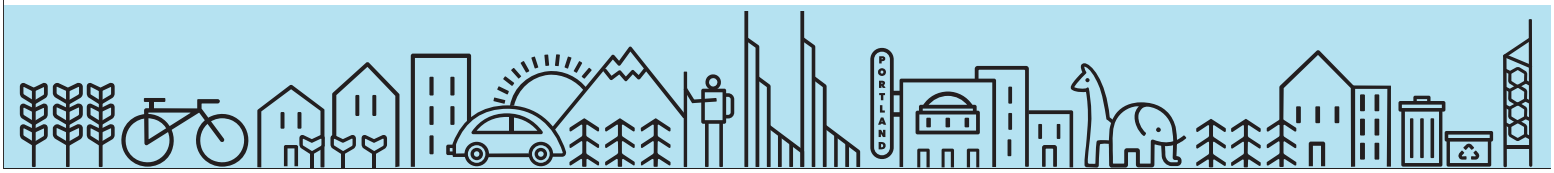
2028 Regional Transportation Plan Work Plan







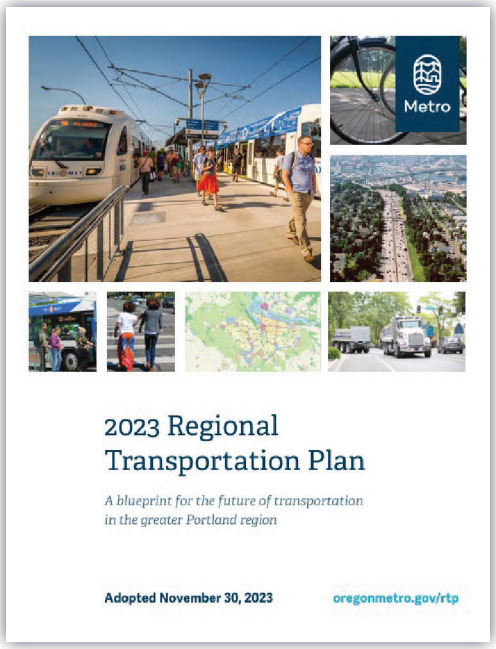




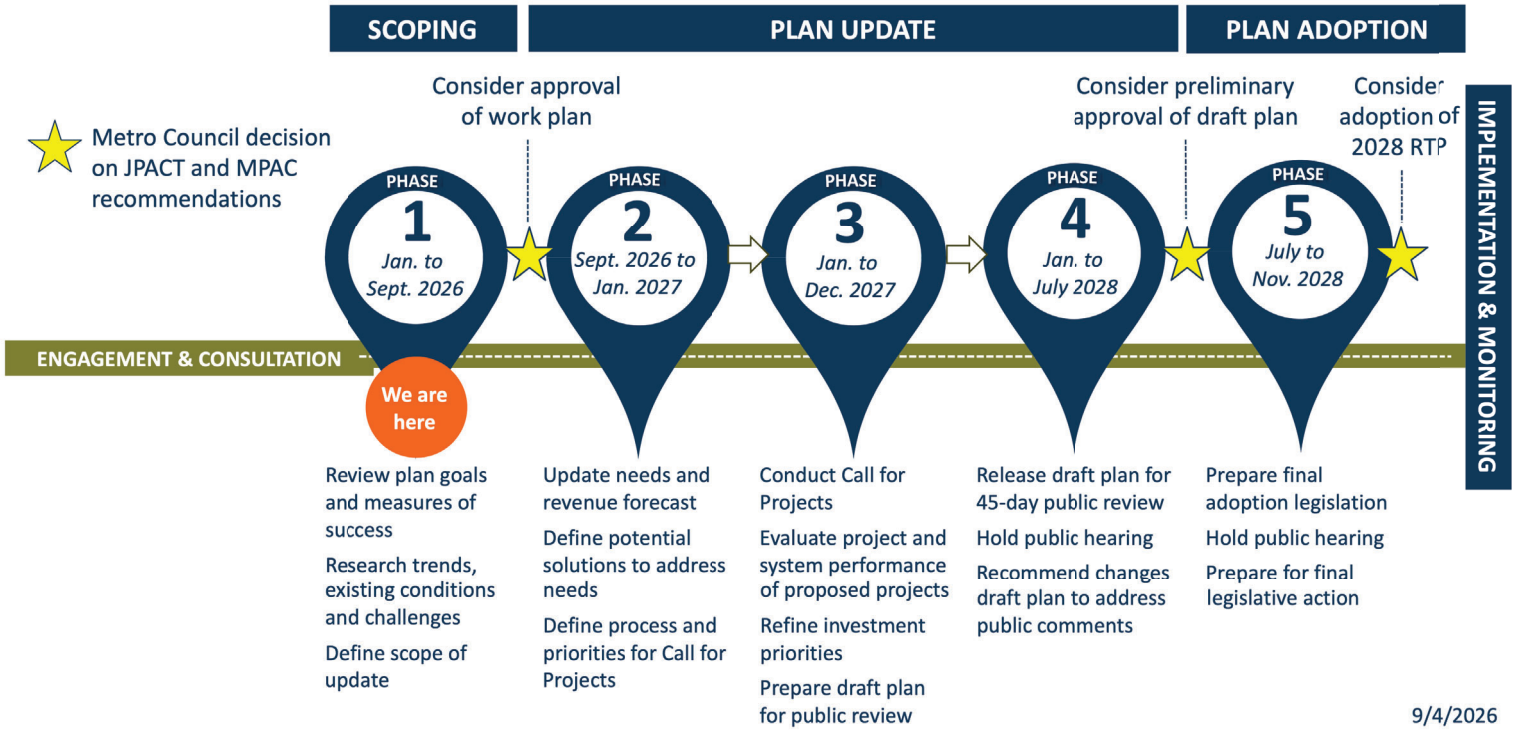
What is the *Regional Transportation Plan*?

The *Regional Transportation Plan (RTP)* is the **region's long-range transportation system plan.**

- **Defines priority transportation elements** to implement the region's Future Vision and 2040 Growth Concept
- **Sets regional policy direction** for the transportation system
- **Identifies transportation needs** through 2050
- **Coordinates investments** at local, regional, state, Tribal and federal levels
- **Connects goals** – land use, housing, transportation, climate, equity, safety, and economic
- **Establishes priorities** for federal and state transportation funding



Planning process for 2028 RTP Update



Phase 1 Scoping engagement report

The report summarizes engagement activities and findings from *Phase 1*:

- Four key engagement activities
- Engagement methodology
- Regional consensus themes
- Emerging themes
- Full engagement reports
  - Community leaders' forum
  - Agency consultations





Who has Metro engaged?

- Regional advisory and county coordinating committees and subcommittees
- Local governments
- Regional, state and federal resource, transportation and land use agencies
- Port of Portland and Port of Vancouver
- Parks and recreation districts (THPRD & NCPRD)
- Business partners and community partners
- Committee on Disability Inclusion (CODI)
- Public Engagement Review Committee (PERC)
- Scoping conversations roadshow w/ Metro Council, elected officials and senior leaders

What have we heard?

- **Broad support for the regional transportation goals** established in the 2023 RTP and the Metro Council and JPACT priorities for the update
- **Address the constrained funding realities** through intentional engagement, adopted policies and recognizing varying transportation needs across communities
- **Strengthen planning and coordination** through each phase of the update
- **Meaningful community engagement**, transparent decision-making



How feedback shaped the Work Plan

Feedback generally affirmed the plan's direction while identifying opportunities to strengthen clarity, coordination and accountability

A more cohesive roadmap – Staff integrated the Work Plan and Engagement Plan into a *single document*

Revisions focused on key topic areas – from the policy foundation, technical analysis, accessibility, consultation and engagement approach

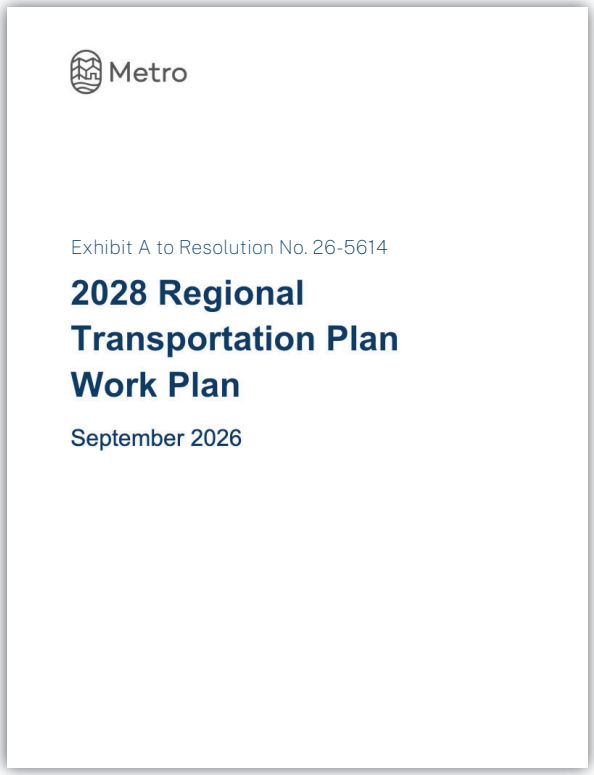

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Exhibit A to Resolution No. 26-5614

2028 Regional Transportation Plan Work Plan

September 2026

What are the key areas of change?

Topic	Examples
Project goals and desired outcomes	Expanded, strengthened and added project outcomes
Regional context and policy foundation	Added transportation trends and expanded policy foundation to recognize relevant plans completed since 2023
Technical analysis and project development	Clarified early role of county coordinating committees, clarified the process for developing and refining system- and project-level performance measures, extended the Call for Projects period from 39 to 70 days
Alignment with other Metro efforts and State funding	Clarified alignment and coordination between the 2028 RTP update, Future 50 and updates to the Climate Smart Strategy, the Regional Framework Plan and the 2040 Growth Concept Committed to update financial assumptions using information from the 2027 Oregon Legislative Session and other funding developments
Engagement approach and accessibility	Added engagement goals, strengthened expectations for engagement materials, broadened participation commitments, added lessons learned from past engagement
Consultations	Refined consultation approach with Tribes

See Attachment 1 to Staff Report to Resolution No. 26-5614

Finalizing the work plan for the 2028 RTP update

Group	Date	Purpose
TPAC	9/11	**Action:** Consider recommending JPACT approval of the Work Plan
Metro Council	9/15	**Discussion:** Review updates to the Work Plan and prepare for Oct. 8 action
MTAC	9/16	**Action:** Consider recommending that MPAC recommend Metro Council approval of the Work Plan
Committee on Racial Equity (CORE)	9/17	**Discussion:** Discuss how the 2028 RTP process will address equity
JPACT	9/17	**Action:** Consider approving TPAC's recommendation
MPAC	9/23	**Action:** Consider approving MTAC's recommendation
Metro Council	10/8	**Action:** Consider recommendations from JPACT and MPAC

Looking ahead towards the Call For Projects

Needs Assessment (June to November 2026)

Assessment of regional transportation needs

Revenue Forecast (June to December 2026)

Forecast of anticipated available project funding

Call for Projects (January 15 to March 26, 2027)

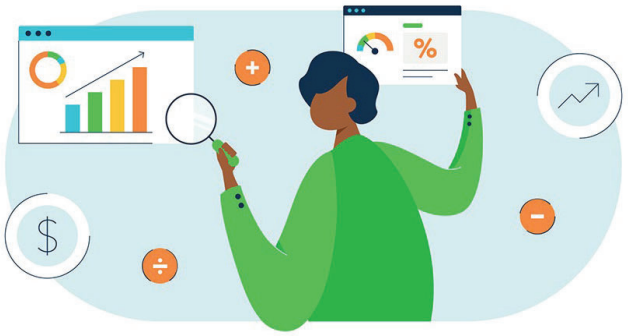
70-day period for eligible entities to submit projects

System and Project Evaluation Process (April to August 2027)

Evaluate projects and programs submitted by partners during the Call for Projects

Revenue forecast update

- **Metro staff is updating the revenue forecast** to reflect existing and new reasonably expected local, regional, tribal, state, federal and transit revenues
- **Staff are coordinating directly with partners** – cities, counties, ODOT, TriMet, SMART, the Port of Portland and tribes



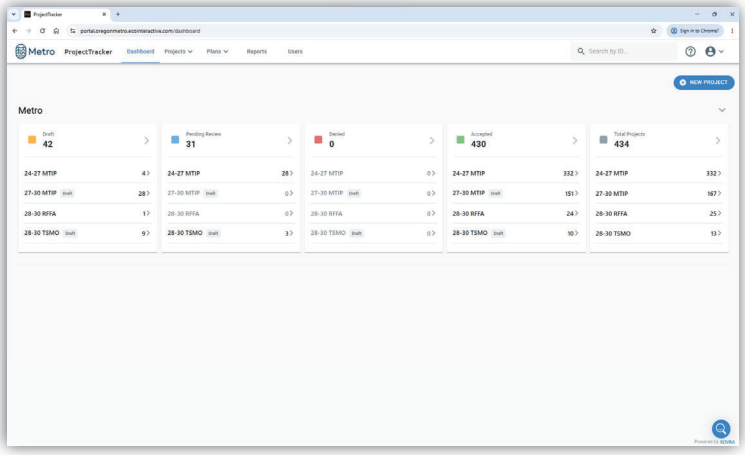
Looking ahead

Status update to TPAC in October

Draft forecast in November

Migration of 2023 RTP projects to *Project Tracker*

- Metro is migrating 2023 RTP projects into new online **Project Tracker platform**
- **The same platform is already used for MTIP, RFFA and ODOT's STIP,** allowing more consistent project tracking from planning through construction
- **Training and resources for partners** will be available later this fall

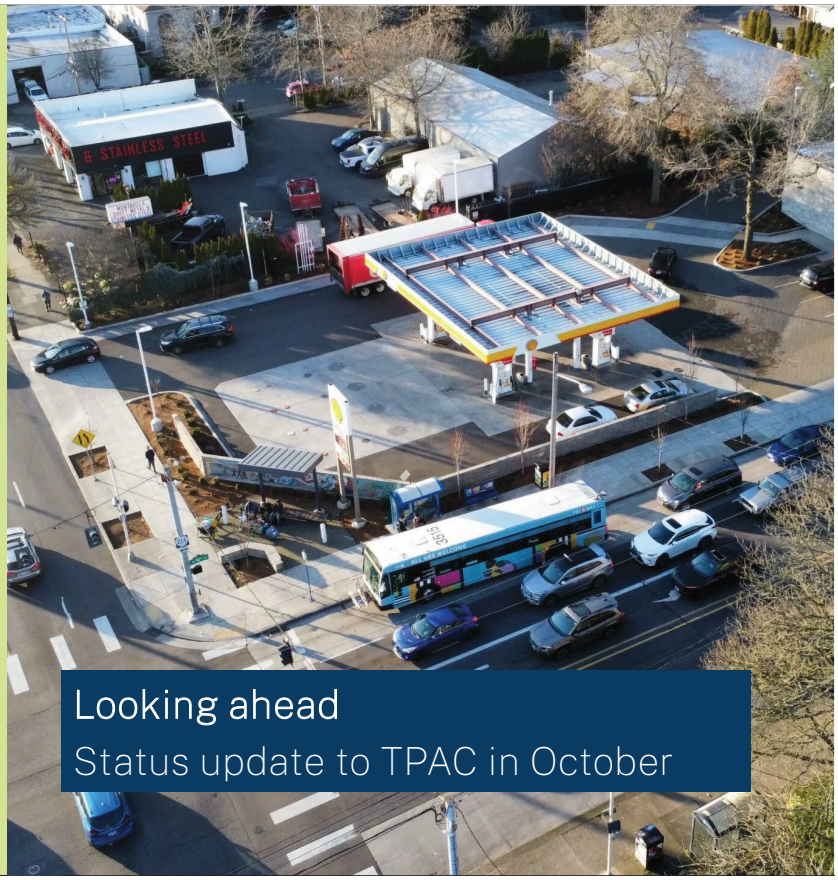


Looking ahead

Status update to TPAC in October

Review of completed RTP Projects

- **Partners provided updates on projects** completed or under construction since 2023
- **Metro staff are preparing a summary of these investments** and a map showing where they are located for policymakers and the public
- **Project status will also be updated** in the new Project Tracker

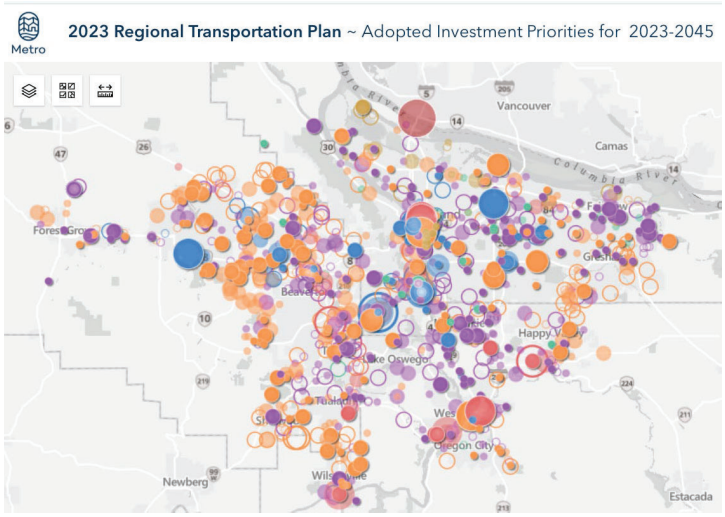


Looking ahead

Status update to TPAC in October

Review of RTP projects not in Transportation System Plans (TSPs)

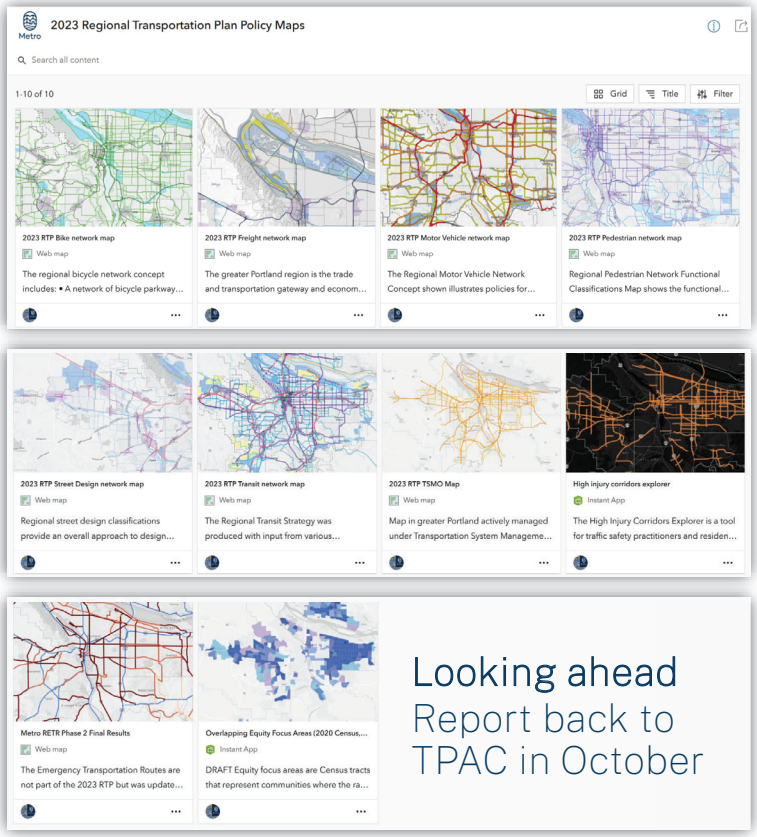
- **Metro is identifying current RTP projects that do not appear to be included in a city or county Transportation System Plan** as required by state rules
- **Metro identified options** that allow priority 2023 RTP projects to remain eligible for submission to the 2028 RTP, in consultation with DLCD



Explore the investment priorities adopted in the 2023 RTP:

RTP system maps

- Metro received housekeeping updates to the Chapter 3 RTP modal system maps based on local plans completed since 2023
- Staff are preparing updated draft maps and a summary of changes
- Updated maps will inform needs assessment (i.e., gaps)

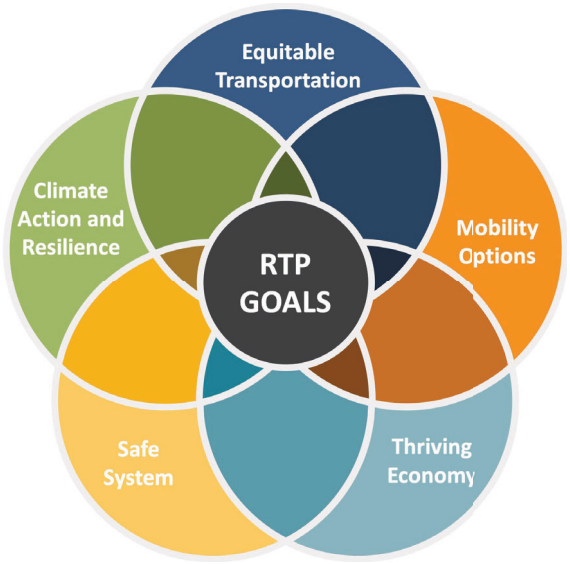


Looking ahead

Report back to TPAC in October

Needs Assessment

- Metro is identifying regional transportation needs based on RTP goals, policies and measures
- Initial findings will be discussed at the September Workshop
- Findings will be discussed by technical and policy committees in November to inform the Call for Projects



Looking ahead

September Regional Planning Workshop

Report back to TPAC in November

Project List Assessment

- Metro is working with partners to update the 2023 RTP project list assessment approach to address state and federal rules and 2023 RTP commitments
- Assessment is not a screening tool – it will show how individual projects advance each RTP goal
- Updates will be discussed by technical and policy committees in November to inform the Call for Projects



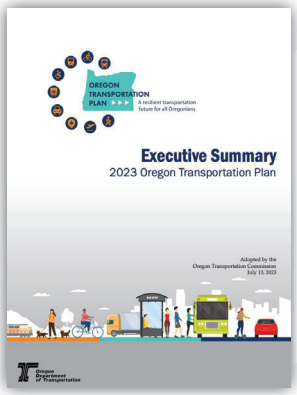
Looking ahead

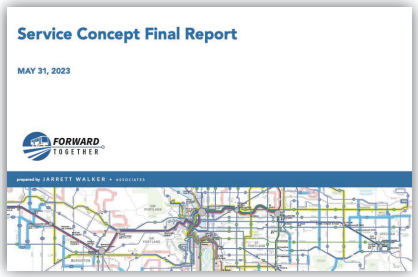
September Regional Planning Workshop

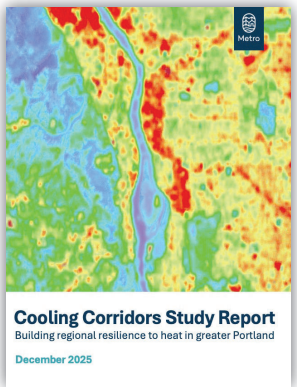
Report back to TPAC in November

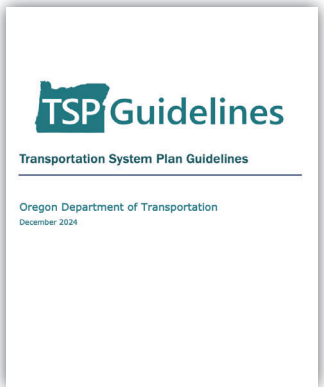
Review of Plans and Policies

- Metro reviewed plans and policies completed since 2023 that are relevant to the update
- TPAC provided feedback on the draft review during summer 2026
- A final report will be available in October to inform future phases, including updates to policies in Chapter 3









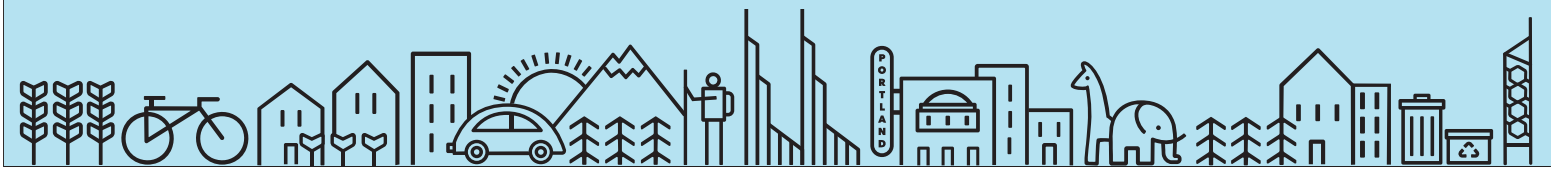
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Thank you

André Lightsey-Walker, 2028 RTP Project Manager
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Alfredo Haro, 2028 RTP Engagement Lead
alfredo.haro@oregonmetro.gov

oregonmetro.gov/projects/2028-regional-transportation-plan



Memo

Metro
600 NE Grand Ave.
Portland, OR 97232-2736

Date: Monday, September 16, 2026
To: C4M members and Interested Parties
From: Marne Duke, Senior Regional Planner
Subject: Regional Vanpool Action Plan

Purpose
Update C4M members on the progress of the ODOT vanpool program, Get There by Vanpool, and the Regional Vanpool Action Plan in preparation for September 17 JPACT presentation.

Project Overview
The Regional Vanpool Action Plan is a project led by Metro's Regional Travel Options (RTO) staff to give research and direction needed to advance vanpool as a practical and appealing travel option for commuting workers in the Metro region. Vanpool is an effective Transportation Demand Management (TDM) tool that can assist in meeting goals identified in the 2023 Regional Transportation Plan, the Regional Climate Smart Strategy, and the Regional TDM Strategy.

The Regional Vanpool Action Plan has been guided by a Technical Working Group compiled of regional stakeholders and, thus far, informed by a TPAC workshop, regional peer interviews and an employer focus group.

Why a Regional Vanpool Action Plan?
To encourage vanpooling across Oregon and in the Portland metropolitan region, ODOT has designated an estimated $3 million statewide in programming and subsidies. This effort will temporarily replace the need for an agency to manage vanpool providers, subsidies and National Transit Database (NTD) reporting, something the region is currently lacking. These funds will be spent through an award to a vanpool vendor to provide services for commuters in urban and rural areas statewide. Metro's work to support this project is funded through a grant from ODOT's Transportation Options Program, Innovative Mobility Program, and Carbon Reduction Program.

For the duration of the contract, the successful vendor will be required to focus approximately 35 percent of their outreach and marketing effort on vanpools starting or ending in the Portland metro area, and approximately 50 percent of their effort on vanpools that start of end in rural areas or vanpools with passengers in agricultural, manufacturing, healthcare, hospitality, or other businesses with lower-wage workers or off-peak shifts. This vendor will facilitate all services and reporting needed for three years, with ODOT facilitating the receipt and distribution of 5307 funds from the federal government.

Goals of the project:

1. Ensure a strategic regional approach to employer outreach and assistance to take advantage of ODOT vanpool contract for subsidy, services and reporting.
2. Identify priority audiences/areas for subsidies and services to inform outreach efforts and approval of vanpool services,
3. Create an action plan to ensure sustainability of vanpool programs and subsidies beyond the three years of funding from ODOT

Funding for this project comes to Metro through a grant from ODOT's Transportation Options Program, Innovative Mobility Program, and Carbon Reduction Program. With this investment, ODOT and Metro hope to increase the number of vanpools in the region and reduce vehicle miles traveled from commute trips.

The draft action plan is available online at www.oregonmetro.gov/vanpool.

Milestones and Next Steps

Major milestones next steps for the project are outlined in Table 1:

Table 1:

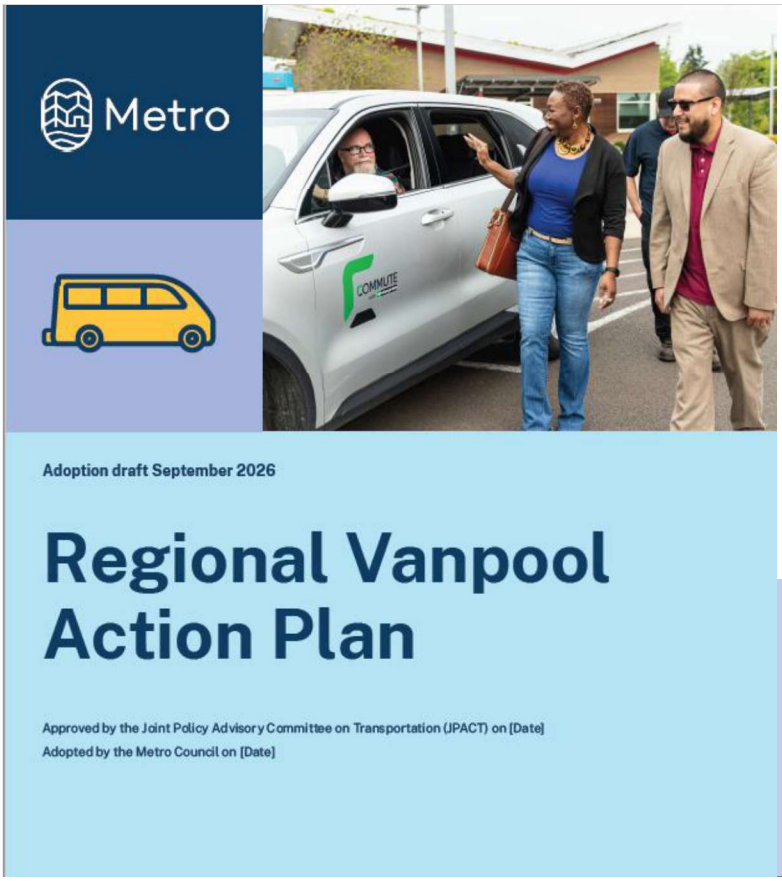
Audience	Timeframe	Action
Technical Advisory Committee meetings	August 2025 – April 2026	Contributed and assisted in shaping plan, strategies and outcomes
Employer focus group	April 16, 2026	Discussed needs and concerns about vanpool, reviewed select actions for input
TPAC workshop	May 1, 2026	Presentation on project, draft action plan
County Coordinating Committees and County Coordinating Committees Technical Advisory Committees	April-September 2026	Presentation on project, draft action plan
Public Comment period and survey	July 1-30	Online public feedback on the draft action plan, questions on attitudes and preferences.
TPAC	September	Introduce resolution for accepting plan
JPACT and Metro Council	September	Present draft Action Plan, introduce resolution
TPAC, JPACT and Metro Council	October/November	Request for acceptance of plan

Metro

September 16, 2026

Metro Regional Vanpool Action Plan

Marne Duke
Regional Travel Options



Previous meeting

- Overview of ODOT vanpool program
- Vanpooling 101
- Outline of Vanpooling Action Plan

Presenting at JPACT Sept. 17

Why now?



Opportunities

- $3.5M in funding from ODOT
- Leverage existing network of commute partners
- Enthusiasm from employers and public

Needs

- Fill transit service gaps & reductions
- Ease cost burdens

ODOT Vanpool program

- Contract with Commute with Enterprise
- 3-5 years – until funds are spent
- Metro and partners lead in promotion, connecting employer/commuters with program



Program details

Employee Vanpool Subsidy
Up to 50% of a vanpool's monthly cost
- $550 per month up to 8 seats
- $750 per month 9–14 seats

Program participants have access to:
- Employee vanpool matching
- Vehicle rental, maintenance, insurance, & 24/7 roadside assistance
- Rider billing management
- Flexible month-to-month participation
- Guaranteed Ride Home options

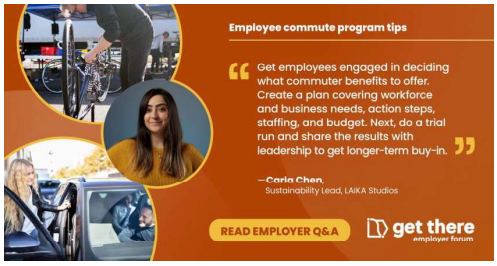


Campaign launch

get there by vanpool

- Webinar – Oct. 15
- Digital and direct mail ads
- Direct outreach to target employers
- Resources for employers on web site
- 1:1 consultations includes partner staff





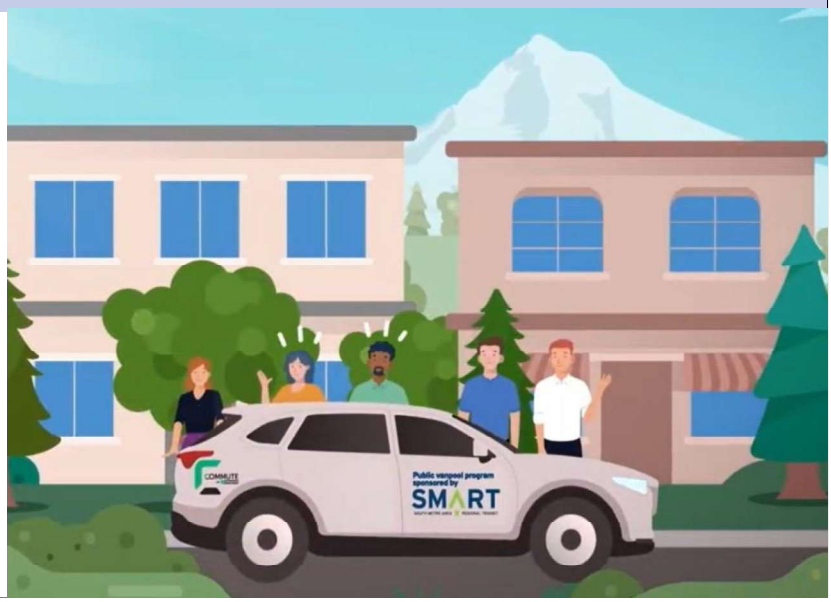
Outreach in Clackamas County

- Chamber partnerships & events
- 20 employers identified in outreach plan
- Outreach in community newsletters
- Coordinating with County and jurisdictions on outreach



Follow up to Action Plan engagement

- Likely about 200 vanpool added for the entire state
- Translating and customizing materials for agricultural workers
- Creation of partner toolkit & FAQ page



Clackamas County TO plan

- ClackCo Travel Options plan was adopted in April 2026
- Renewed Regional Travel Options grant July 2026 – June 2029
- Funding to implement strategies including:
  - Travel Options Coordinator
  - Carpool / Vanpool Incentive Program
  - Bicycling Skills Education (includes e-bicycle)



Actions 2026- 2027

1. Develop a **program framework** ☑
2. Develop and implement a unified regional **branding and messaging** ☑
3. **Engage employers** in industrial corridors and job centers ☑
4. Identify and assemble **key partners and stakeholders for work group**
5. Conduct a vanpool **"roadshow"** & deliver Vanpool 101 **training** for partners

Actions for work group 2027- June 2028

1. Identify **performance metrics** and agree upon **ROI needed** to continue programming
2. Identify and advocate for **funding opportunities** for subsidies
3. Recommend **governance** and program **responsibilities** with regional partners

Next Steps

- **Request for Adoption of Action Plan**
  - **TPAC – JPACT – Metro Council**
- **Work Group recruitment – Nov/Dec**

September 2026

Community Connector Study: Outcomes







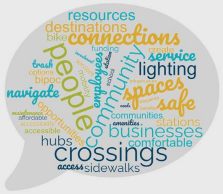






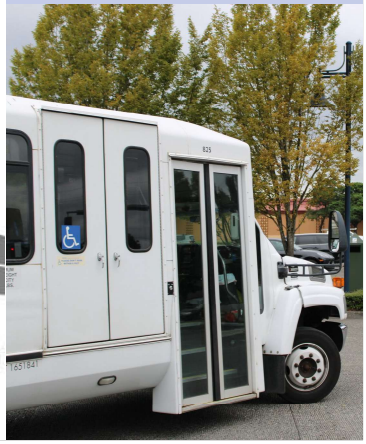
Meeting regional needs

- Transportation in areas with less people
- Access to jobs
- Access to areas of interest
- Service early or late in the day



Study Process





Engaging community







ADELANTE MUJERES

FUTURE GENERATIONS COLLABORATIVE

Upstream Access

Confederated Tribes of Siletz Indians
Portland Area Office

EAST PORTLAND CHAMBER of COMMERCE

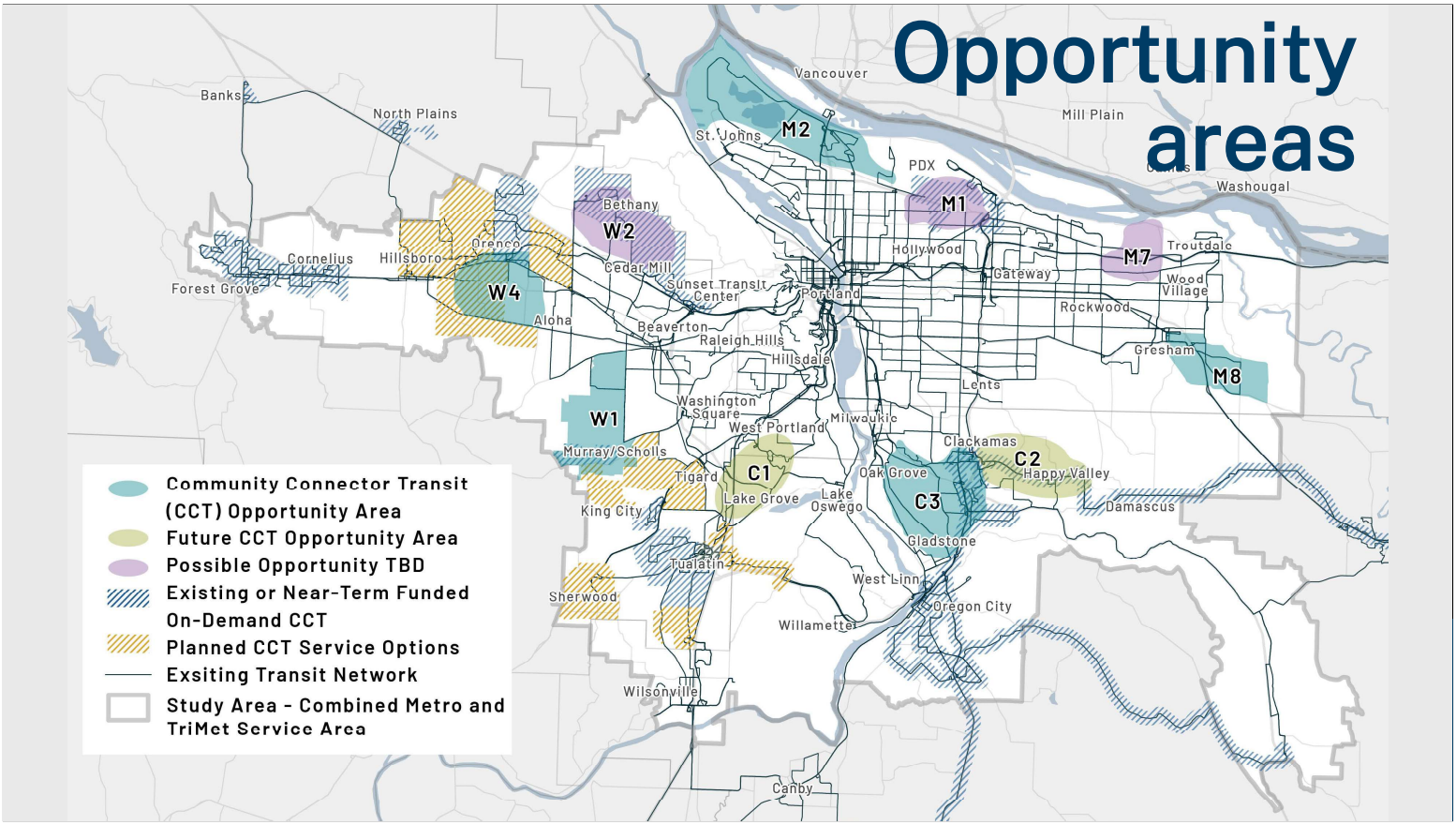
Clackamas County BUSINESS ALLIANCE

CCA COLUMBIA CORRIDOR ASSOCIATION

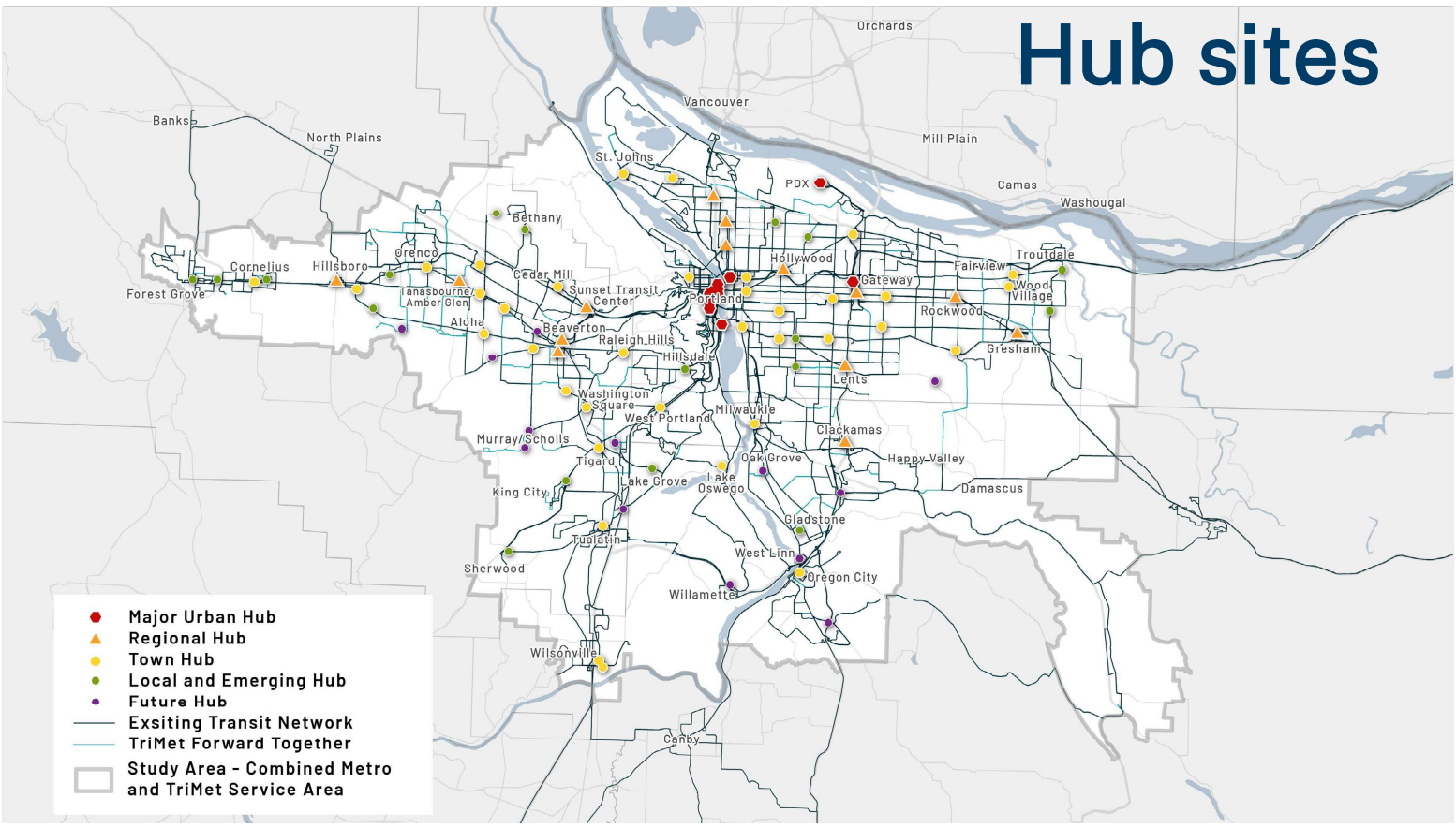
WCCC WASHINGTON COUNTY CHAMBER of COMMERCE

PORTLAND METRO CHAMBER EST. 1870

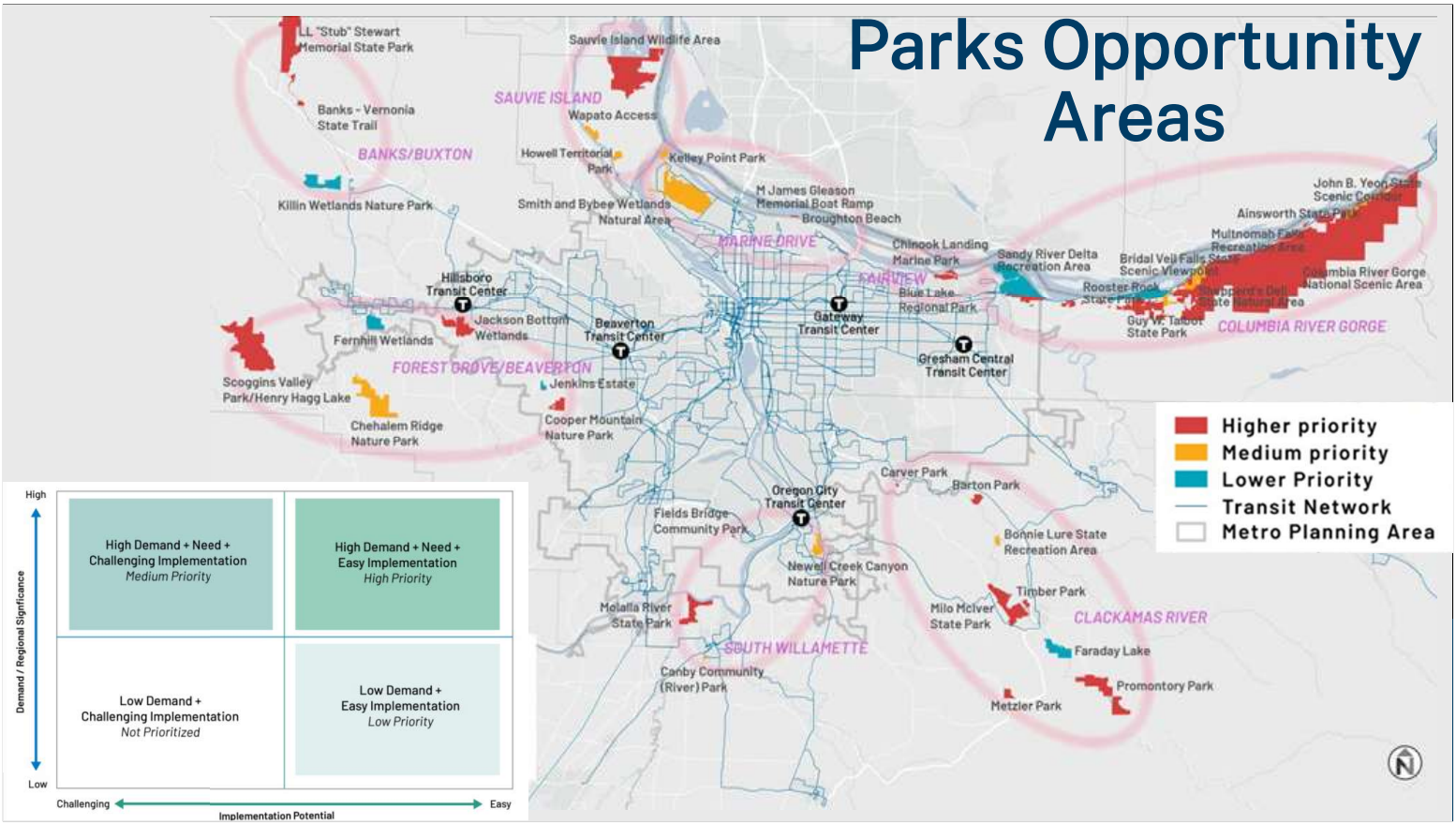
Opportunity areas



Hub sites



Parks Opportunity Areas



Key Recommendations

Community connector transit

- Advocate for increased funding at state level
- Identify additional regional funding sources for CCT
- Make the most of existing funding
- Establish a venue for regional transit coordination
- Improve information-sharing to the public

Mobility hubs

- Pilot and retrofit existing assets
- Integrate mobility hub elements into development cycles
- Establish cross-agency governance
- Manage curb space flexibly
- Plan for long-term operations and maintenance
- Secure site control
- Establish the technology framework
- Update local land use codes
- Establish sustainable funding models

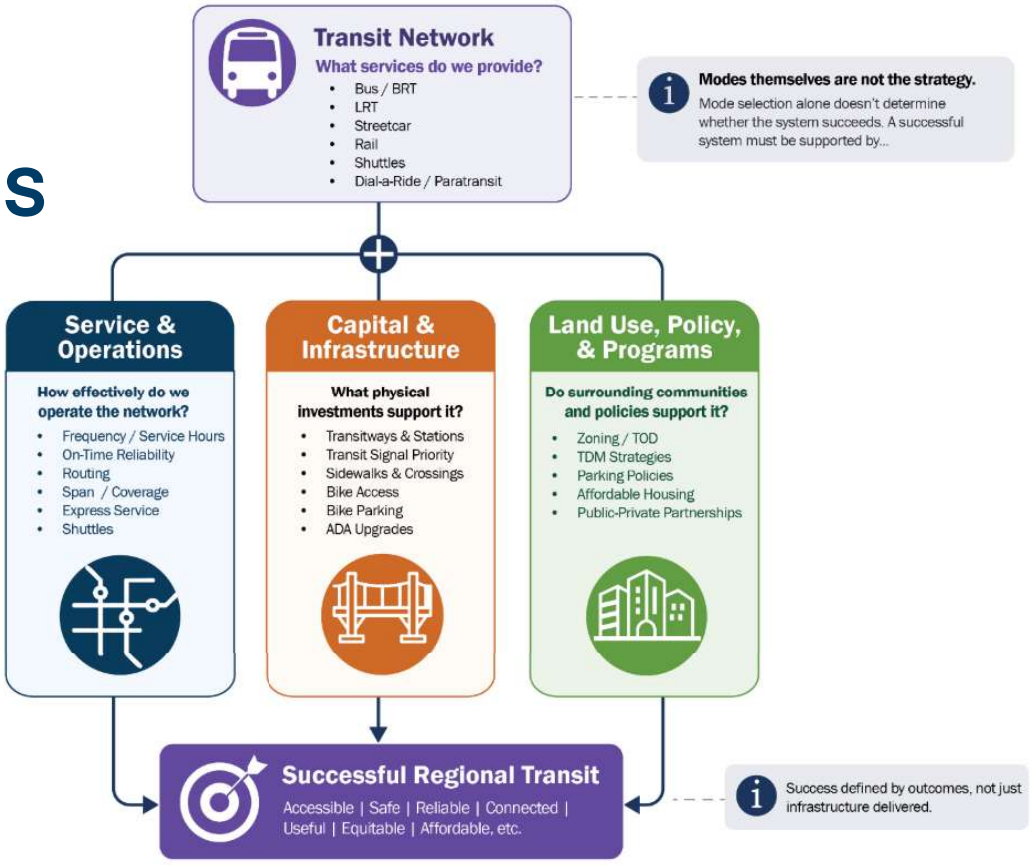
Access to parks

- Start with targeted, scalable pilots
- Design services around recreation behavior
- Integrate services with the regional transit network
- Address site access and circulation constraints early
- Use right-sized accessible vehicles
- Build strong partnerships and community connections
- Pair service launches with proactive outreach and wayfinding
- Explore diversified funding and cost-sharing strategies
- Evaluate performance based on access and experience
- Plan for adaptation over time

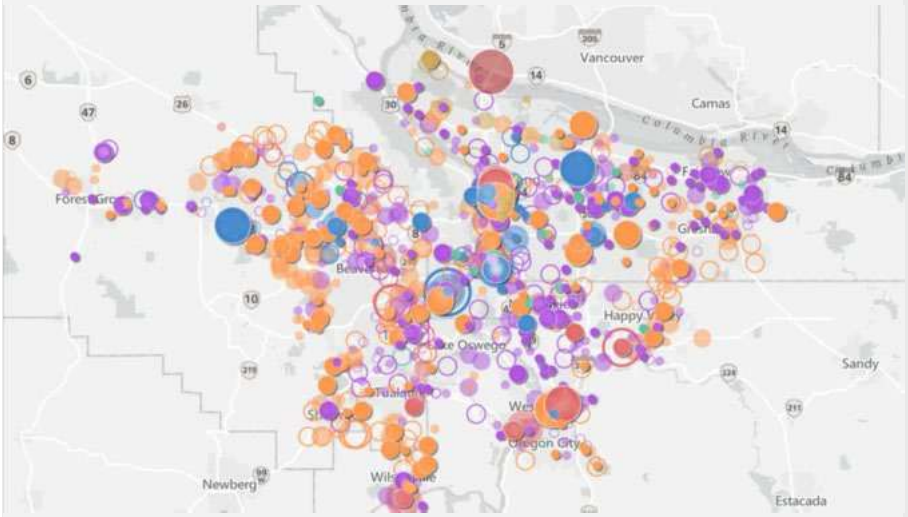
Cross-cutting recommendations

- Clarify Metro's role
- Enable Implementation through standard tools
- Support program integration and incremental delivery
- Advance access, affordability, and inclusion
- Improve coordination and system consistency
- Track Outcomes and define what comes next
- Funding research and advocacy

Transit Investments







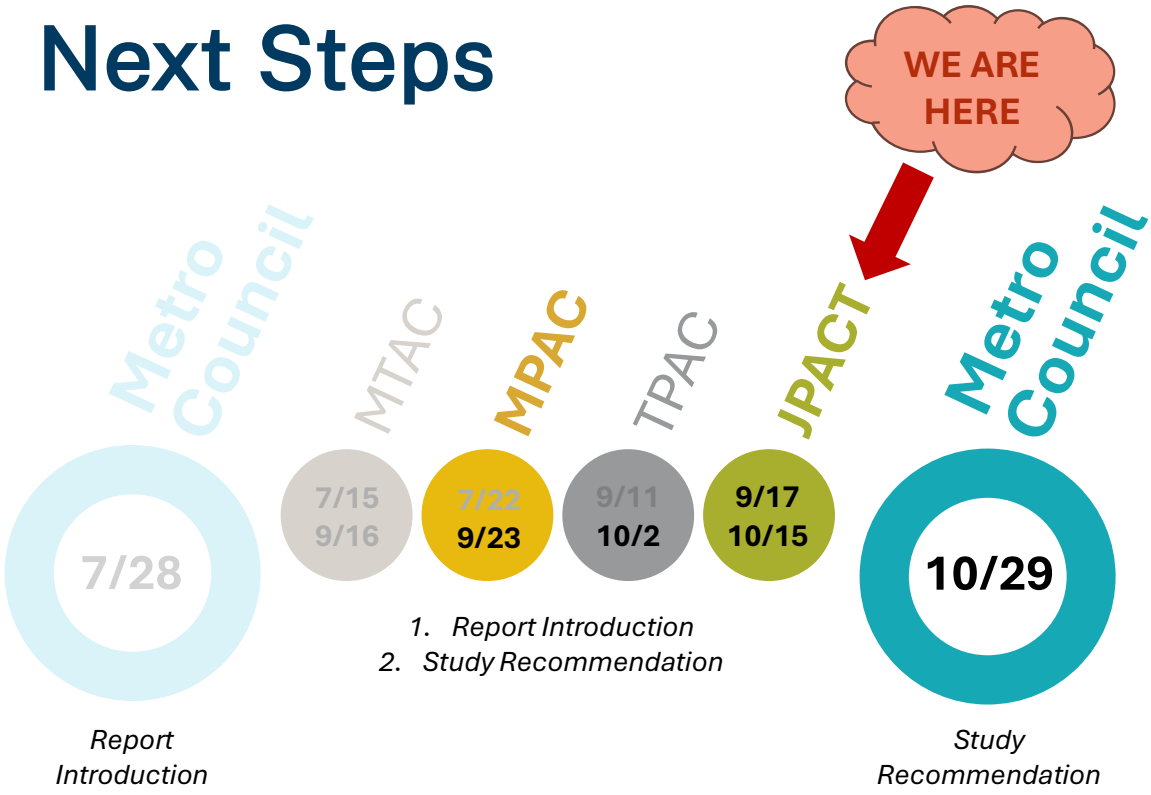
Regional Plans

- 2028 RTP Update
  - Transit vision
  - Transit policies
  - Transit network map
  - Strategic project list
- RTS
- RTFP & UGMFP





Next Steps



Metro

Thank you!

Ally Holmqvist,
Senior Transportation Planner
Ally.Holmqvist@oregonmetro.gov

oregonmetro.gov

Memorandum

To: C4 Metro Subcommittee
From: **Team TPAC, Representing Clackamas County & Clackamas Cities**
Re: September Transportation Policy Advisory Committee (TPAC) Highlights
Date: September 11, 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, a total of eighteen people died between July 1 and Aug. 31 in crashes while walking, bicycling, and driving. Four deaths occurred in Clackamas County. Actions taken to improve street safety were highlighted by ODOT, the City of Beaverton, and Together for Safer Roads.
- *Action:* MTIP Formal Amendment: TPAC recommended JPACT approval of an amendment adding the 82nd Ave. Civic Corridor project to the 2027-30 MTIP and canceling the OR-213/82nd Ave. project to align funding and project delivery.
- *Action:* 2028 RTP Work Plan: TPAC recommended JPACT approve the work plan, guiding ongoing project work phases. In response to jurisdictional requests, Metro extended the Call for Projects from 30 to 70 days (Jan. 15 to March 26, 2027) and confirmed that coordinating committees will need to endorse the project list submittal.

2028 Regional Transportation Plan: Work in Progress and Ahead Requiring Local Coordination

Metro provided an overview of work underway for the 2028 RTP, including the needs assessment, revenue forecast and cost targets, project migration to Project Tracker, system map updates, project assessment, and policy review. These efforts will establish the needs and revenue framework for the upcoming Call for Projects. Local agencies are requested to review and complete the local revenue forecast worksheets by September 30, for further refinement. Metro has offered ongoing technical assistance as the Call for Projects approaches.

Discussion: TPAC appreciated that the project assessment will illustrate how projects relate to regional goals rather than serve as an initial screening tool. Members also encouraged continued examination of safety, updated travel behaviors, and other outcomes through the needs assessment, with further discussion set for the Sept. 23 *Regional Planning Workshop*.

2028 Regional Transportation Plan: Findings from Metro Review of Local Transportation System Plan Project Lists and 2023 RTP Project List

Metro reviewed more than 1,000 projects in the 2023 RTP to improve coordination between the regional plan and local Transportation System Plans (TSPs). The preliminary review identified 161 financially constrained and at least 60 unconstrained RTP projects that may need

additional coordination or confirmation with local TSPs; 28 projects remained under review. Metro, in consultation with DLCD, outlined several pathways for the 2028 RTP, including incorporating projects through a TSP update or amendment, carrying them on the RTP unconstrained list, or considering them in a future RTP cycle. This incremental approach recognizes that jurisdictions are at different stages of updating their plans while working toward consistency between local needs and updated state requirements.

Discussion: TPAC discussed how requirements interpretations apply to various project types and project sponsors and referenced continued work on project list coordination. Metro plans to return to TPAC with DLCD participation for further discussion.

Community Connector Transit Study: Report

Metro presented final recommendations from the Community Connector Transit Study, focusing on implementation tools, coordination, funding, mobility hubs, and Metro's role as a regional convener. The findings could inform the 2028 RTP's transit vision, policies, network map, and future Regional Transit Strategy. TPAC supported continued coordination that makes implementation easier while maintaining local flexibility and decision-making. Metro will return in October seeking a recommendation to JPACT to accept the study findings.

Draft Updated Regional Trails System Plan Map

Metro presented the draft Regional Trail System Plan map, developed with local agencies to identify regional trails and coordinate with the RTP. The update includes about 200 map edits and 35 miles of trails completed since 2023. TPAC requested clear guidance on which regional trails qualify for RTP inclusion. Metro will conduct stakeholder review this fall, with Council adoption expected in early 2027.

Upcoming Agenda Highlights

September 23 Workshop: *In-Person*	**October 2 Regular Meeting: *Virtual***
Regional Planning Workshop Topics: • Statewide Transportation Strategy Monitoring Report • RTP: Initial Needs Assessment Findings • RTP: Project Assessment Prioritization Framework and Proposed Approach	• *Action*: Community Connector Transit Study: Acceptance; Regional Vanpool Action Plan • *Info*: Cascadia Highspeed Rail Update; 2028 RTP: Draft Needs Assessment; MTIP Project Tracker website demo; Future Vision Update

For More Information, Contact

County Representatives
Jeff Owen, Clackamas County
Alt: Karen Buehrig, Clackamas County
Alt: Jamie Stasny, Clackamas County

City Reps
Will Farley, City of Lake Oswego
Alt: Dayna Webb, City of Oregon City
Alt: Laura Terway, City of Happy Valley

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

Memorandum

To: C4 Metro Subcommittee
From: **Team MTAC, Representing Clackamas County & Clackamas Cities**
Re: May Metro Technical Advisory Committee (MTAC) Highlights
Date: July 15, 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.

Community Connector Transit Study: Report

MTAC reviewed the draft Community Connector Transit (CCT) Study. Launched in September 2024, the CCT explores how community connector transit solutions could expand the network and improve transit in areas with limited access to bus service. Outcomes of this study will inform updates to the Regional Transportation Plan.

Discussion Highlights:

- TriMet expressed hope that future CCT funding conversations will include funding for all forms of transit.
- Members appreciated that TriMet recently rolled all transit service providers into their trip planner and encouraged coordinated marketing amongst different providers.
- A MTAC member inquired about the costs of micromobility coupled with other transit costs and how micromobility might fall within the range of transit options that will be funded. Metro responded that the study was focused on opportunities for community connectors throughout the region, not on all transit.

2028 Regional Transportation Plan Draft Work Plan

Metro staff presented on the draft work plan and engagement plan that will guide the 2028 Regional Transportation Plan (RTP). Metro Council and JPACT must adopt an updated RTP every five years to maintain compliance with federal and state requirements. The 2028 RTP update is due by November 30, 2028.

Discussion Highlights:

- MTAC members identified a need to extend engagement on this project to groups outside of the UGB.
- A question was asked on the evaluation of projects and whether projects in Transportation System Plans (TSP) will need to be re-evaluated prior to inclusion in the RTP. Metro responded that the evaluation criteria is still underway and will be built out further with partners in the fall.

- Clarity on the financial forecast timing was requested. Metro responded that they are in the process of standing up a RTP finance team and more information will come.
- Clean Water Services expressed need to be involved with the call for projects, citing that there should be partnerships around road projects where sanitary lines exist.
- A request was made for support in understanding Oregon's Transportation Planning Rule (TPR) and how it informs analysis on local Transportation System Plans. Metro responded that they are working to understand new TPR rules. They host a quarterly TSP Coordination Group that discusses DLCD rules and anyone is welcome to join.

2040 Growth Concept Lookback Case Studies

The City of Hillsboro and the City of Milwaukie shared their reflections on successes and challenges in implementing the 2040 Growth Concept. Hillsboro focused on Orenco Town Center and Tanasbourne/AmberGlen Regional Center. Milwaukie focused on their Town Center.

Future Vision Regional Values Engagement

Project staff gave MTAC an overview of additional results from the spring public engagement and briefed MTAC on the Future Vision Commission's progress towards establishing Regional Values. These values will serve as the basis for the Future Vision Plan.

Discussion Highlights:

- Metro was asked how staff will be coordinating the Future Vision to integrate the Regional Values with the Regional Transportation Plan currently underway. Metro responded that 2028 RTP will not be incorporating the Future Vision, but that the next RTP will as by then the Growth Concept will have been updated, which informs the RTP.

Upcoming Agenda Highlights

August 19, 2026	September 16, 2026
Meeting CANCELLED	• CCT RES# 26-5588: Community Connector Transit Study: Acceptance • Distributed Forecast Recommendation • 2028 RTP Work Plan and Engagement Plan Recommendation • Land Banking • CEDS update

For More Information, Contact

County Representatives
Jamie Stasny, Clackamas County
Alt: Martha Fritze, Clackamas County

City Reps
Laura Terway, Clackamas County Other Cities
Kelly Hart, City of Oregon City
Erik Olson, City of Lake Oswego

Report Prepared by: Becca Tabor, Clackamas County, btabor@clackamas.us