



2028 Regional Transportation Plan **Draft Work Plan**

June 26, 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

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Work Plan Overview

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

Throughout 2026 until late 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 and update the Climate Smart Strategy.

The document tells decision-makers, partners, and participants what the update involves, what to expect, 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, tribal and federal partners, community and business partners, and the public be engaged?
- 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 provides the framework for answering these questions through a coordinated process of technical analysis, public engagement, intergovernmental collaboration, 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 work plan establishes the scope, schedule, decision making process, technical program, engagement approach,

and major deliverables needed to complete the update by November 30, 2028, when the current plan expires.

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 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. 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 growing 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 in the RTP. Transportation projects come from local, regional and state adopted plans, strategies and studies that had a public process with opportunities for public input. This includes locally adopted transportation system plans, investment areas plans, facility plans, corridor refinement plans, transit service plans, concept plans, area plans, and the Oregon Legislature.

The 2028 update comes at a critical time for the region as public agencies and transportation providers face rising project costs, revenue uncertainty, changing travel patterns, climate obligations, safety challenges, aging infrastructure, and increasing demand for safe, reliable and affordable travel options.

[Map of Metro Region] [RTP Update Cycle] [Regulatory Framework]

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 for safety, equity, climate action, housing affordability, economic prosperity, and quality of life. The plan plays a key role in:

- **Shaping how people move and live** by identifying the projects, programs, and policies that support access to jobs, housing, education, essential services, recreation, and nature.
- **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.

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- **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**, ensuring that cities, counties, transit providers, freight partners, and state and federal agencies work together toward a safe and connected transportation system.

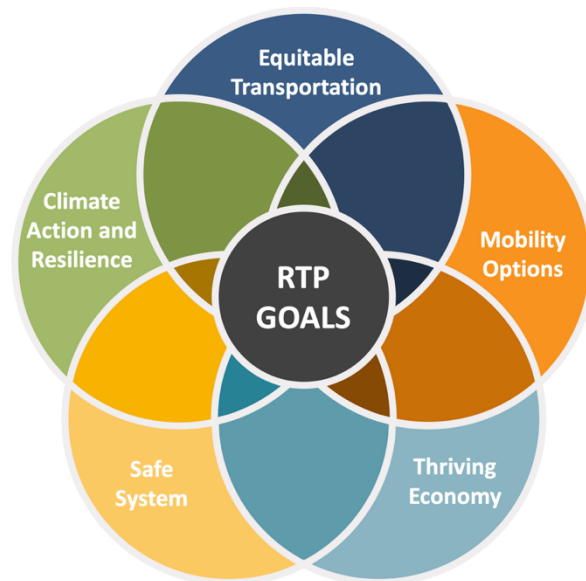
Since the last update, the region has experienced significant changes in travel behavior, project costs, revenues, public expectations, and transportation system needs. The 2028 RTP update provides an opportunity to update and align transportation projects and programs with current and future needs and available revenues through a practical, implementable, and regionally supported plan.

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

Project Goals and Desired Outcomes

The 2028 Regional Transportation Plan update will build from and advance the five adopted goals of the latest RTP. These goals, adopted by JPACT and the Metro Council in 2023, MPAC, JPACT and the Metro Council continue to support these goals 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



During the scoping phase, 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 a credible, actionable, and regionally responsive plan.

By **November 30, 2028**, we aim 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 better connecting transportation investments to job access, freight reliability, business vitality, and regional competitiveness.
- **Sets the table for updating the region's transit vision** by identifying current challenges, future opportunities, and strategic choices for transit service and investment. An update to the Regional Transit Strategy is anticipated to follow the 2028 RTP and Climate Smart Strategy updates and will reflect the updated Future Vision and, subsequently, changes to the 2040 Growth Concept.
- **Provides clarity on available revenues and funding capacity** to support future efforts to secure additional transportation resources for the region.
- **Navigates tradeoffs created by state and federal funding uncertainty** through transparent prioritization and fiscally realistic planning.
- **Communicates transparently about the region's ability to meet adopted climate goals** under current funding and policy conditions.
- **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.

Policy Foundation Overview

The 2028 RTP will be developed consistent with applicable federal and state requirements and coordinated with adopted regional and local policies and plans.

Federal Policy

- [Metropolitan transportation planning requirements](#)
- [Metropolitan transportation plan contents](#)
- [Financial planning and fiscal constraint requirements](#)

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- [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

New federal and state planning requirements and policy guidance

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 development of the new plan.

Federal corrective actions and recommendations (2025)

The 2028 RTP update will address RTP-related corrective actions and recommendations identified in the most recent USDOT Federal certification review (2025), shown in Table 1.

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Table 1. 2025 Federal Certification Corrective Actions and Recommendations

Topic Area	Corrective Action
2028 Regional Transportation Plan Update	The financial plan must include strategies for new funding sources for ensuring their availability.
	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.
	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.
	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.
	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.

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 to meet state climate goals and related VMT per capita targets;

- Using a prioritization framework to update the list of projects and programs in the plan based on their ability to improve safety, achieve equitable outcomes, and reduce per capita vehicle miles traveled (VMT) and other factors and the amount of funding available in the revenue forecast;
- Adopting the regional transportation system plan in coordination with the regional transportation plan that is required by federal law, through a single coordinated process; and
- Addressing the reporting requirements and corrective actions described below.

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.¹ Shown in Table 2, Metro is required to address these actions by November 2028, and include updates on the progress of these corrective actions in annual minor reports submitted to the department. The next major report is due no later than May 31, 2029.

Table 2. Metro Corrective Actions Approved by the Land Conservation and Development Commission (LCDC) in 2025

Topic Area	Corrective Action Approved by LCDC in 2025
Climate Smart Strategy Update	Metro will work with state and local partners to conduct a comprehensive review and update to the Climate Smart Strategy to inform the next RTP update.
	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.
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. • Work cooperatively with cities, counties, and transportation options providers to advance transportation options services across the region.

¹ The final LCDC Order was issued in January 2026:

https://www.oregon.gov/lcd/CL/Documents/2023_Metro_Report_LCDC_Order.pdf

Topic Area	Corrective Action Approved by LCDC in 2025
	<i>Note: This action was largely completed in April 2026 with JPACT and Metro Council approval of the Regional TDM Strategy.</i>
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. <i>Note: This action was completed in November 2025 as part of development of the Comprehensive Climate Action Plan.</i>
On-going monitoring and reporting of GHG emissions	Metro will begin monitoring and reporting current state and regional trends in transportation-related greenhouse gas emissions in coordination with ODOT.
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.
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.
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: • 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.

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). 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 the Climate Smart Strategy Update

Metro will update the Climate Smart Strategy concurrent and coordinated with development of the 2028 Regional Transportation Plan. The update will be informed by the 2026 [Statewide Transportation Strategy](#) Monitoring Report and address remaining corrective actions approved by LCDC in 2025. Work continues to determine how best to align the process to update the Climate Smart Strategy with the final RTP work plan and the 2026 Statewide Transportation Strategy Monitoring Report. More information will be added to this work plan.

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Relationship to the Update of Future 50, Metro's 50-year regional vision

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 our 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 2032 RTP will serve as the first RTP to fully align with Future 50 and subsequent plan and policy changes.

Relationship to Local Transportation System Plan Updates

Several local governments are in the process of updating (or have completed updates) to the local transportation system plans. 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 lists² 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;

² 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.

- Application of non-vehicle performance measures and standards; and
- Conducting enhanced review, coordination with affected jurisdictions and public engagement for 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 in Phase 3. State rules now require cities and counties to submit transportation projects to the RTP exclusively from their adopted local TSP financially constrained project list to ensure local and regional plan consistency.³ State rules also require the local TSP financially constrained project list to include 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 is seeking clarification from DLCD regarding how this impacts the 2028 RTP update and will work with partners during the scoping phase to identify projects in the 2023 RTP that are not currently adopted in a local TSP.

Regional Transportation Decision Making Overview

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
- Coordination across local, regional, tribal and state partners
- Transparent process, materials, and decision making

³ https://www.oregon.gov/odot/Planning/TSP-Guidelines/Documents/Financially_Constrained_Project_List_Development_Factsheet.pdf

- Inclusive engagement that reduces barriers to participation
- Focus on timely, practical, and implementable 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 transportation decision-making framework

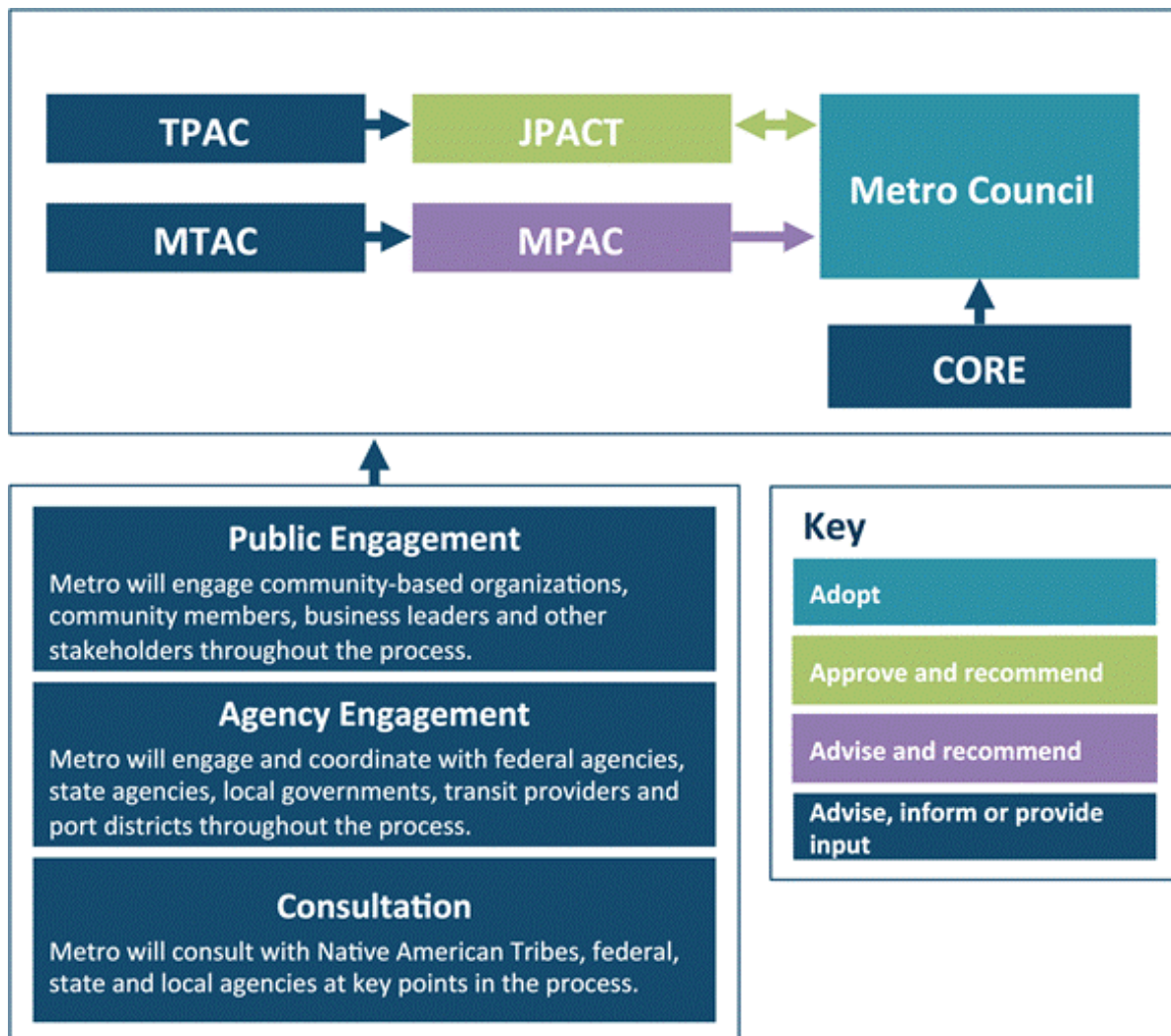
The 2028 RTP update relies on Metro's role as the federally designated Metropolitan Planning Organization (MPO) for the Portland metropolitan region, as designated by the U.S. Department of Transportation and the Governor of Oregon. Metro's regional transportation decision-making framework is shown in Figure 1.

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.

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Figure 1. Regional transportation decision-making framework



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.

Coordination and Consultation

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.

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

Tribal Governments

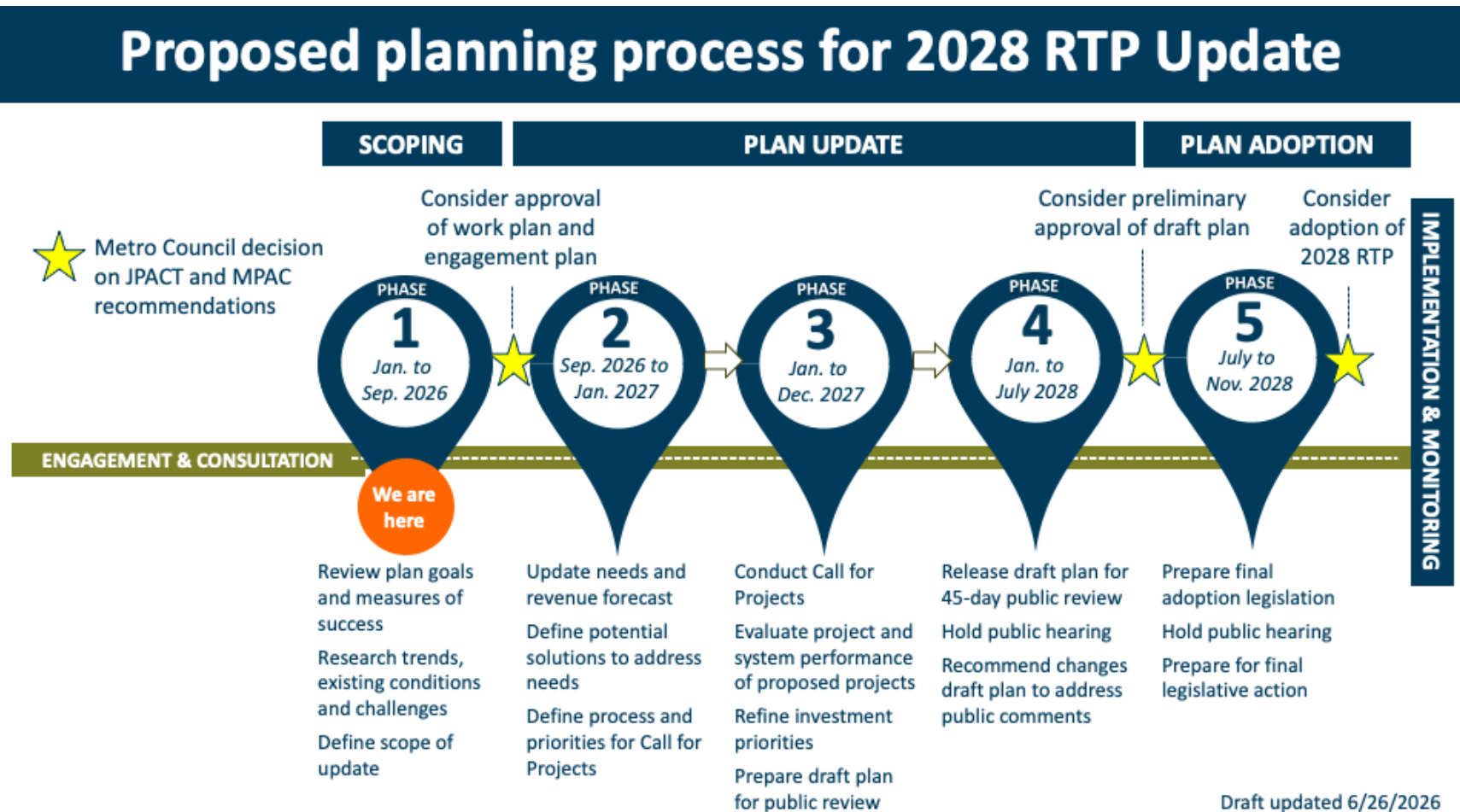
As part of the RTP's process, Metro will invite consultation with federally recognized tribes within the planning area boundary. The project team works directly with staff in Metro's Tribal Affairs department to coordinate these meetings and provide tribal representatives with the information they need to consult and meaningfully engage with the 2028 RTP update.

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 2, 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 and Climate Smart Strategy adoption in 2028.

Figure 2. Proposed 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 will focus on engaging decision makers, local, regional, state, Tribal and community partners, and members of the public to understand key trends and challenges facing the region. This phase will begin with a review of the adopted RTP goals and identifying desired outcomes for the process, and priorities that should be the focus of the update.

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 will also begin development of background data, tools, and methods that will be used to document how the region is growing and changing and evaluate how the transportation system is performing. A review of completed RTP projects and new plans and policies adopted since 2023 will be conducted. This information will support policy and project list decisions during the update.

Phase 1 | Planning and Research Activities:

- ❑ **Plan Goals and Measures of Success Review:** Review goals and measures for the 2028 RTP.
- ❑ **Plan and Policy Review:** Review relevant plans and policies to identify changes needed to 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 needed to align local, regional and state plans.
- ❑ **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 to Phase 2.
- ❑ **Project Database Migration and Project List Review:** Conduct jurisdictional review of RTP project list to identify projects under construction or completed in the region since 2023. Identify 2023 RTP projects that are not adopted in a local TSP. The project team will also be working to migrate the current RTP project list data to the Project Tracker data management system used for the Metropolitan Transportation Improvement Program and Regional Flexible Funds Allocation 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 include relevant data and findings from the Future 50 update to the regional vision, Oregon Travel Study, Climate Smart Strategy monitoring 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. This work will include preparing VisionEval to be used at a regional level to help evaluate greenhouse gas emissions. 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
- ☐ TPAC workshop on RTP performance evaluation framework and measures for project- and system-level analysis
- ☐ Convene inaugural Regional Transit Forum meeting with staff from transit agencies and organizations
- ☐ Consultation with Federal, state, regional and resource agencies
- ☐ Consultation with Tribes

Phase 1 | Milestones:

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

- ☐ Metro Council votes on approval of the 2028 RTP work plan and engagement plan

Phase 1 | Key Products and Deliverables:

- ☐ 2028 Regional Transportation Plan Work Plan
- ☐ 2028 Regional Transportation Plan Engagement and Consultation Plan
- ☐ Scoping Engagement Calendar
- ☐ RTP System Map Update Online Submission Tool
- ☐ Scoping Phase Engagement Report and Executive Summary
- ☐ Draft Public Engagement Retrospective Report
- ☐ Migration of RTP Project Database to Project Tracker
- ☐ 2050 Distributed Forecast
- ☐ Memos:
 - ☐ Summary and map of RTP projects completed since 2023
 - ☐ Plan and Policy Review
 - ☐ Summary of Proposed RTP System Map updates

Phase 2: Prepare Needs Analysis and Draft Revenue Forecast

September 2026 – January 2027 (5 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. 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 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, Tribal, and community partners to review the existing RTP project list and prepare for the call for projects in Phase 3. Metro will also work with local, regional, state, Tribal, and community partners to identify reasonably expected transportation revenues to support development of a

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draft revenue forecast and 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 analysis focused on the RTP's goals related to equity, climate, safety, mobility, and thriving economy. The needs analysis 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.
- ❑ **Evaluation Framework:** Update performance measures and targets, data and methods to support the technical analysis.
- ❑ **Needs Analysis:** Seek feedback on the current RTP project list and transportation needs and complete a multimodal needs analysis using the new mobility policy, updated multimodal inventories, and data from the Regional Freight Commodities Movement Study and Community Connector Transit Study to identify regional transportation needs and potential solutions.
- ❑ **State of the Transportation System Report:** 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.
- ❑ **Policy Updates:** Updates to existing RTP Chapter 3 policies that reflect new policies and information from work completed since 2023 will include:
 - 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 incorporating recommendations from the Community Connector Transit Study
- ❑ **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.

- ❑ **Initiate Climate Smart Strategy Update:** Align the process for updating the Climate Smart Strategy with final RTP work plan.

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)
- ❑ Convene quarterly Regional Transit Forum meetings with staff from transit agencies and organizations
- ❑ Develop Online (Story Map) Public 2028 RTP Open House
 - Topics TBD
- ❑ Metro Councilor engagement with constituents, regional leaders and elected officials
- ❑ TPAC workshops in support of the 2028 RTP needs analysis 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 in the development and implementation of the Call for Projects process
- ❑ Social media video posts on 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 analysis
 - Draft revenue forecast
 - Policy updates

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- 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
 - ❑ Climate Smart Strategy Update
 - ❑ Call for Projects process and timeline to guide update to list of RTP projects and programs
- ❑ Maps
 - ❑ Metropolitan Planning Area
 - ❑ Equity Focus Areas
 - ❑ Social Vulnerability Index 2.0
 - ❑ 2026 High Injury Corridor and Intersections Map
 - ❑ Regional Freight Commodities Movement Map
 - ❑ 2028 RTP System Maps
- ❑ State of the Transportation System Performance Report
- ❑ Regional Transportation Needs Analysis Report
 - ❑ Identify regional transportation system gaps, deficiencies and potential solutions
 - ❑ Identify opportunities to support increased use of alternative fuel vehicles, transportation electrification (including buses, e-bikes and other mobility devices), connected vehicles, driverless vehicles and other advanced technologies
 - ❑ Summarize potential transportation risks and vulnerabilities of Regional Emergency Transportation Routes to inform opportunities for making the transportation system resilient to natural and security hazards, climate change and extreme weather events
- ❑ 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*⁴

⁴ 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.

- ☐ Set funding 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” that are not currently in place
- ☐ Set funding target for additional project and program priorities the region would pursue if additional resources became available
- ☐ Draft RTP Chapters:
 - ☐ Chapter 1: Introduction and Plan Overview (draft)
 - ☐ 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)
- ☐ Public Engagement Report (Phase 2)

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 Evaluation:** Conduct and report on project- and system-level performance evaluation of proposed solutions relative to plan’s goals, objectives and performance targets. This evaluation will include an analysis to identify

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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 RTP revenue forecast and potential strategies and actions to implement new financing mechanisms. This will include updates to the draft revenue forecast to reflect the 2027 Oregon Legislative Session and federal transportation reauthorization.
- ☐ **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 Business Roundtable Meeting
- ☐ Convene Community Leaders’ Forum
- ☐ 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 Call for Projects to update the RTP “Constrained” and “Strategic” project lists (Feb. 1 to March 12, 2027)
- ☐ JPACT and the Metro Council consider feedback on draft project and program lists, performance evaluation and recommendations for finalizing the draft plan, appendices and Climate Smart Strategy for public review

Phase 3 | Products and Deliverables:

- ☐ Public Engagement Report (Phase 3)
- ☐ Regional Transportation Projects and Programs Evaluation Report(s)
- ☐ Draft RTP Chapters:
 - ☐ Chapter 5: Financial Plan

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- ☐ Chapter 6: Project and Program Investment Priorities
- ☐ Chapter 7: Project Evaluation and Plan Performance
- ☐ Chapter 8: Draft 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
- ☐ Public Review Draft Climate Smart Strategy Materials
 - ☐ Public review materials for the 45-day public comment period
 - ☐ Public review technical documentation

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 the 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 Public Engagement 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 hearing

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- ☐ 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 and Climate Smart Strategy
- ☐ Metro Council considers preliminary adoption of 2028 RTP and Climate Smart Strategy

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
- ☐ Public review Climate Smart Strategy (and supporting technical documentation)
- ☐ Public Engagement Report (Phase 4)
- ☐ Public Comment Period Report and executive summary
- ☐ 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 Climate Smart Strategy, 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 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

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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 and Climate Smart Strategy
- ☐ Metro Council considers adoption of 2028 RTP and Climate Smart Strategy

Phase 5 | Milestones:

- ☐ MPAC makes final recommendation to the Metro Council
- ☐ JPACT considers adoption of 2028 RTP and Climate Smart Strategy
- ☐ Metro Council considers adoption of 2028 RTP and Climate Smart Strategy

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
- ☐ Final Climate Smart Strategy
- ☐ Final adoption legislation for RTP and Climate Smart Strategy, including separate Ordinances, staff reports and findings of compliance with Statewide Planning Goals
- ☐ Final Public Engagement Report (Phase 5)

Engagement and Consultation Overview

The primary goal of our engagement process is to meaningfully engage a broad range of audiences, strengthen relationships with community leaders and public officials, elevate lived experiences, support community capacity, inform decision making and comply with applicable federal, state and regional public participation requirements.

The 2028 RTP update will use a transparent, inclusive and coordinated engagement and consultation strategy to ensure that local jurisdictions, transportation agencies, advisory committees, community-based organizations, Tribes, business and freight interests, advocacy groups and members of the public have meaningful opportunities to help shape the plan. Engagement will occur throughout the update process and will be timed to inform key milestones, including development of the policy framework, needs assessment, financial analysis, call for projects, project and program evaluation, draft plan review and final adoption.

A companion engagement and consultation plan has been designed to help people across the greater Portland region understand how regional transportation decisions are made and how their input can influence the RTP. Metro will provide complete, accurate, understandable and timely information about the update, clearly identify when and how people can participate and explain how input will be used. Engagement and consultation will also be documented so that decision makers, advisory committees, partners, and the public can understand the themes, priorities and concerns raised throughout the process.

A central purpose of engagement will be to learn about the transportation needs, priorities, and lived experiences of people across the region. The process will prioritize input from communities that have been historically underrepresented in transportation decision making, including Black, Indigenous and other people of color, people with disabilities, people with low incomes, people with limited English proficiency, youth and older adults.

Agency partner engagement

Metro will coordinate engagement with local jurisdictions, counties, transit providers, ODOT, ports, special districts and other transportation agencies through advisory committees, county coordinating committees, technical work groups, small group briefings and standing partner meetings. TPAC, MTAC, MPAC, JPACT and Metro Council will serve as key venues for technical review, policy direction, public input and regional decision making. Engagement with these bodies will be supported by public comment summaries, engagement findings and materials that clearly connect community and partner input to the decisions before them.

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Consultation with Tribes

Metro will consult with Tribes in coordination with Metro's Tribal Liaison. Consultation will begin early in the process and continue at key milestones, including the public review period. Metro will seek guidance from Tribes on how they would like to be involved in the 2028 RTP update and will offer opportunities such as email updates, briefings, individual consultation meetings, group consultation meetings and formal review of draft materials.

Consultation with regulatory, resource and partner agencies

Metro will also consult with regulatory, resource and partner agencies, including state and federal agencies, to ensure that the RTP reflects applicable requirements, regional priorities and agency expertise.

Engagement tools

The 2028 RTP update will use a mix of engagement tools to provide multiple ways for people to participate. These tools may include an RTP project website, online surveys, public comment opportunities, social media, email updates, public briefings, community leader forums, business and freight roundtables, advisory committee workshops, jurisdictional briefings, engagement toolkits, storytelling, community conversations, public hearings and written comment periods. Materials will be designed to be accessible, understandable and relevant to people who do not have technical transportation planning expertise.

Engagement tracking and documentation

Public comments, questions, and feedback will be tracked throughout the process. Metro will use comment summaries, engagement reports and public comment reports to share what was heard, identify major themes and explain how input informed the RTP. A final engagement summary will document the engagement process, summarize participation and input, identify successes and lessons learned, and support the public record for adoption of the 2028 RTP.

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.

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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.

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 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

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. The plan will also help decision makers understand tradeoffs between available revenues, project readiness, equity outcomes, safety outcomes, climate outcomes, system maintenance needs, and mobility priorities.

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.

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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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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's 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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