



2028 Regional Transportation Plan

Draft Engagement and Consultation 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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Purpose and background

The purpose of this engagement and consultation plan is to guide development of the 2028 Regional Transportation Plan for the Portland metropolitan region. The document is a companion to the work plan, which 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 regional transportation system plan for the region under state law. 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 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.
- 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.

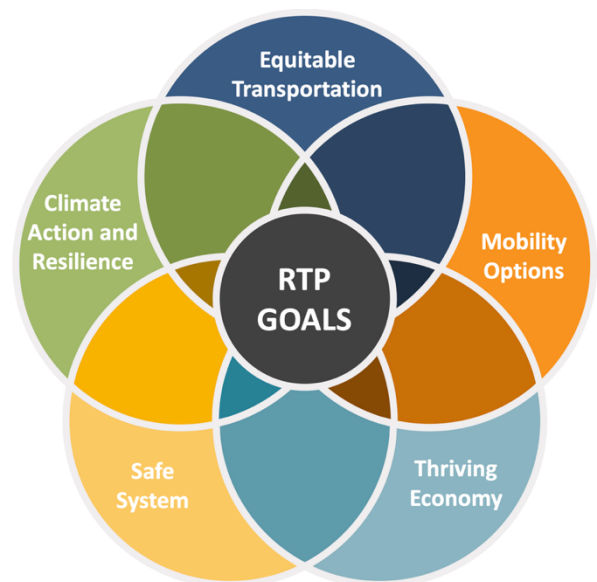
Since the last update, the region has experienced significant changes in travel behavior, project costs, revenues, public expectations, and transportation system needs. The 2028 RTP update provides an opportunity to update and align transportation projects and programs with current and future needs and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

Building a plan together

The following 2028 RTP engagement plan is grounded in Metro’s guiding principles for meaningful public engagement documented in [Metro’s Public Engagement Guide](#) and the U.S. Department of Transportation’s promising practices for meaningful public involvement in transportation decision-making.

During the scoping phase, Metro received input about desired meaningful engagement components and goals for the 2028 RTP. One prominent theme that arose was the need to include meaningful engagement throughout the RTP process. Meaningful engagement also fulfills federal and state requirements.



Meaningful engagement will occur throughout the life of the project intentionally including the perspectives of people and communities who are affected by the 2028 Regional Transportation Plan.

Meaningful engagement occurs by intentionally including the perspectives of people and communities who are affected by the 2028 Regional Transportation Plan. Meaningful engagement is rooted in nurturing relationships and taking into consideration the diverse communication and engagement needs of participants. It acknowledges the role trauma plays in people's lives to mitigate harm and foster a welcoming and collaborative

environment. Similarly, meaningful public engagement requires transparency with participants about how their input will be used and how it can affect change.

A retrospective of past engagement

The project team reviewed previous input gathered from community members, organizations, transportation agencies and government partners during the 2023 Regional Transportation Plan update and through more recent regional transportation planning efforts. The engagement from the 2028 RTP update is not starting from scratch and builds upon the priorities and expectations expressed by participants in earlier engagement efforts. By bringing previous engagement feedback forward into the 2028 RTP update, Metro is honoring the time and effort community members and partners have provided in helping Metro understand local and regional transportation needs and priorities.

A review of previous engagement efforts revealed several consistent themes that will guide the 2028 RTP process. Across communities, partners, and organizations, people expressed the following desires related to engagement and RTP priorities:

- **RTP process transparency** - Partners and community members reflected on a general desire to continue learning how decisions are made and how they can influence the outcomes of the RTP.
- **Meaningful engagement** - There was a sense of appreciation and continuous improvement in providing engagement opportunities that go beyond informing to create genuine dialogue, collaboration and shared problem-solving.
- **Tying investments to community transportation challenges and priorities** - Participants offered tangible investment recommendations aligned with addressing the RTP's goals.

The captured themes were presented during a 2028 RTP Community Leaders' Forum in Spring 2026 where participants from across the region unanimously supported the engagement analysis. A separate and detailed analysis is under development and will be available on [Appendix XYZ – August 2026].

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 project.

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The following table (XY) showcases the demographics of the population who lives in the region necessary for adjusting community engagement efforts.

[data table on population demographics]

[Exploring demographic of trends]

Identifying interested parties

The 2028 RTP update offers engagement opportunities for a variety of participants. Identifying key interested parties ensures the update process gathers the voices across the region. Similarly, the process helps address the diverse engagement needs particularly for communities historically excluded from transportation planning. Clear identification also supports coordinated decision-making across jurisdictions and improves transparency of the plan. Together, these strategies contribute to a more equitable, effective and responsive Regional Transportation Plan.

- Metro Council
- Local jurisdictions and special districts, including transit providers and Ports
- State agencies, including the Oregon Department of Environmental Quality, Oregon Department of Land Conservation and Development and Oregon Department of Transportation
- Advisory committees involved with partner agencies that are engaged in transportation and/or related issues
- Joint Policy Advisory Committee on Transportation (JPACT)
- Transportation Policy Alternatives Committee (TPAC)
- Metro Technical Advisory Committee (MTAC)
- Metro Policy Advisory Committee (MPAC)
- Business and economic development interests, including large and small employers, business organizations, associations and chambers of commerce
- Southwest Washington Regional Transportation Council (RTC) and other Clark County governments
- Federal and state legislators and elected officials representing counties and cities in the region
- Federal agencies, including the Federal Highway Administration, Federal Transit Administration and the U.S. Environmental Protection Agency
- Committee on Racial Equity (CORE)

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- General public
- Community leaders and organizations, including community-based advocacy organizations working with historically under-represented communities, health and equity interests, environmental and land use issues and transportation advocacy groups
- Philanthropic foundations and institutions
- Black, Indigenous and people of color (BIPOC) majority communities, people with low incomes and people with limited English proficiency
- Youth and older adults
- People with disabilities
- People at the intersection of multiple communities who have been underserved in decision-making processes

Public engagement goals

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

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

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, (3) engaging regional jurisdictions and interested parties and (2) demonstrating how community input shaped each phase and the final RTP by publishing engagement summaries linking public feedback to plan strategies, policies and investment recommendations.

Support community participation in local transportation decisions

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, with community specific input, to county coordinating committees during relevant RTP 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 regional lived experience 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)

Consultation with Tribal governments

Metro will consult with Tribal governments throughout the process, beginning in the scoping phase. The earlier involvement ensures that Tribal perspectives help shape the consultation approach and strategies from the very start. By moving from consultation to early and ongoing collaboration, Metro creates an effective planning process that reflects the sovereignty, knowledge and priorities of Tribal nations across the region.

Metro invited consultation with seven tribes to inform the 2028 update to the Regional Transportation Plan during the scoping phase. In alphabetical order, these Tribes included:

- 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

In response to the 2023 RTP consultation findings and recommendations, Tribal priorities, concerns, themes and requests identified through consultation, the Metro Tribal Affairs program will work with Metro planning staff to create a distinct Tribal consultation plan detailed recommended approaches to Metro's tribal consultation process for the update.

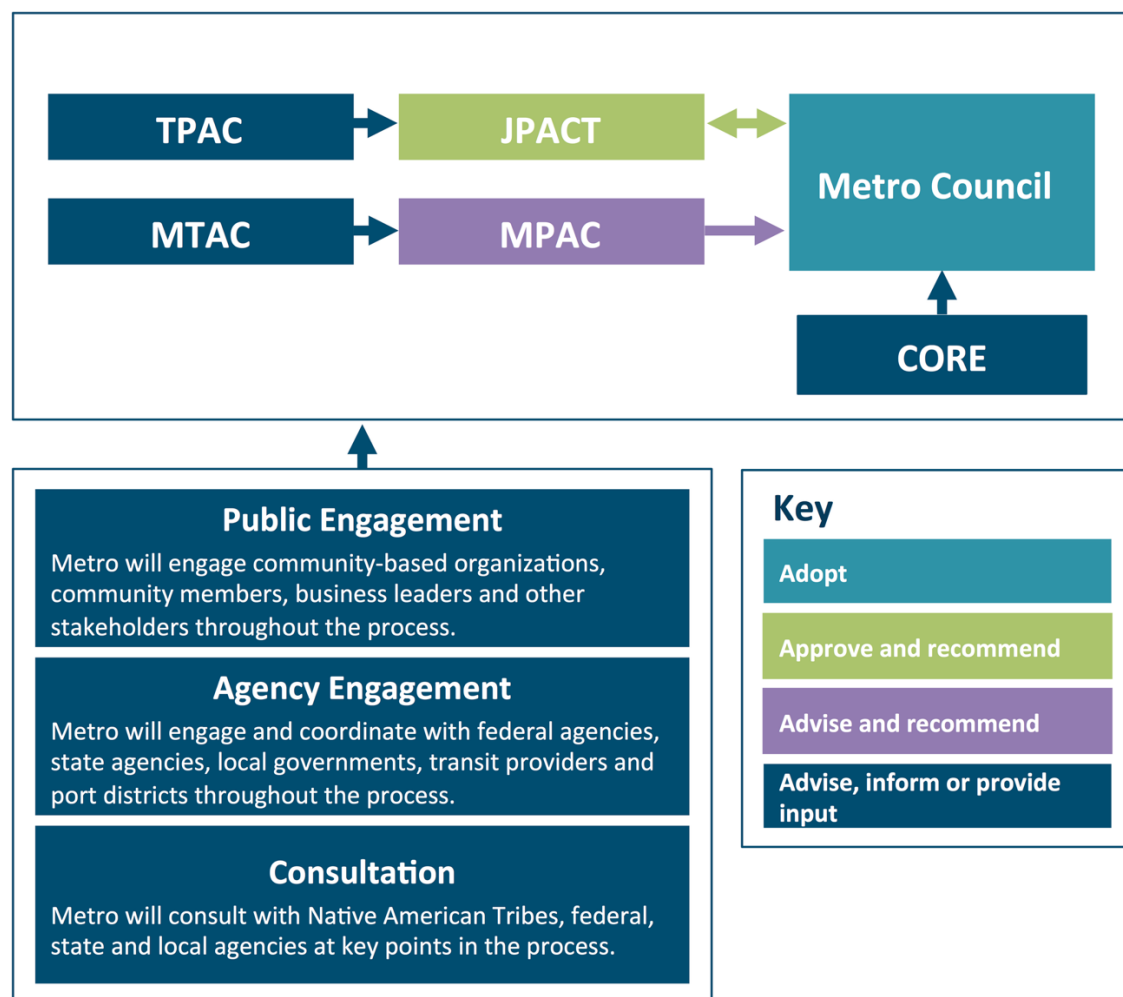
Regional transportation decision-making framework

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.

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 and land use issues, including the RTP, at the policy level, and the Metro Technical Advisory Committee 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.

Engagement strategies

The RTP engagement 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.

- Engagement will include accessible and welcoming opportunities for community members and interested parties to share their experiences and ideas
- Engagement strategies will be responsive to evolving relationships, feedback and changing conditions, to the extent possible.
- The constraints of this process, including federally designated timelines, will be clearly communicated.

Interactive online engagement

Online engagement will feature interactive surveys, concise and accessible information, and videos that make RTP topics relatable. Community members can participate in ways that are comfortable and convenient for them. Providing brief, plain language content creates a more inclusive process where participants 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

Storytelling amplifies the voices of community members who have been historically left out of public decision-making processes and are affected by transportation policies and investment decisions. 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 works with community-based organizations (CBO's) serving and expressing the perspectives of Black, Indigenous and people of color to elevate the voices of communities that have been historically ignored or marginalized in policy decisions. Through these partnerships, CBO's have consistently invested their expertise, leadership capacity and limited resources in working with Metro to have a meaningful impact in the policies and investments that affect their communities. 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 Black, Indigenous and people of color, people with disabilities, people with limited English proficiency, youth and older adults being involved in Metro discussions and decision-making spaces.

Engagement 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.

Public Engagement Plan (September 2026) Details outreach activities, schedule, public engagement framework and interested parties.

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 (Summer 2026). In this invitation, Metro will seek feedback on how Tribes would like to be involved in the 2026 RTP process. A separate Tribal consultation plan will be developed detailing these consultation efforts.

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 maintain an interested parties email list that will be an ongoing feature of the public engagement effort.

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

- Introduction and announcement of the project
- Invitation to participate in online surveys
- Refinement of RTP goals, objectives and performance targets
- Identification of transportation needs and priorities
- Development of a shared investment strategy and action plan

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.

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, businesses, business and economic development groups (including two business roundtables), community-based groups and organizations. The project team will also seek to coordinate with agency partners in order 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.

Public engagement reports (Ongoing) Throughout the process, the project team will document all public involvement 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.

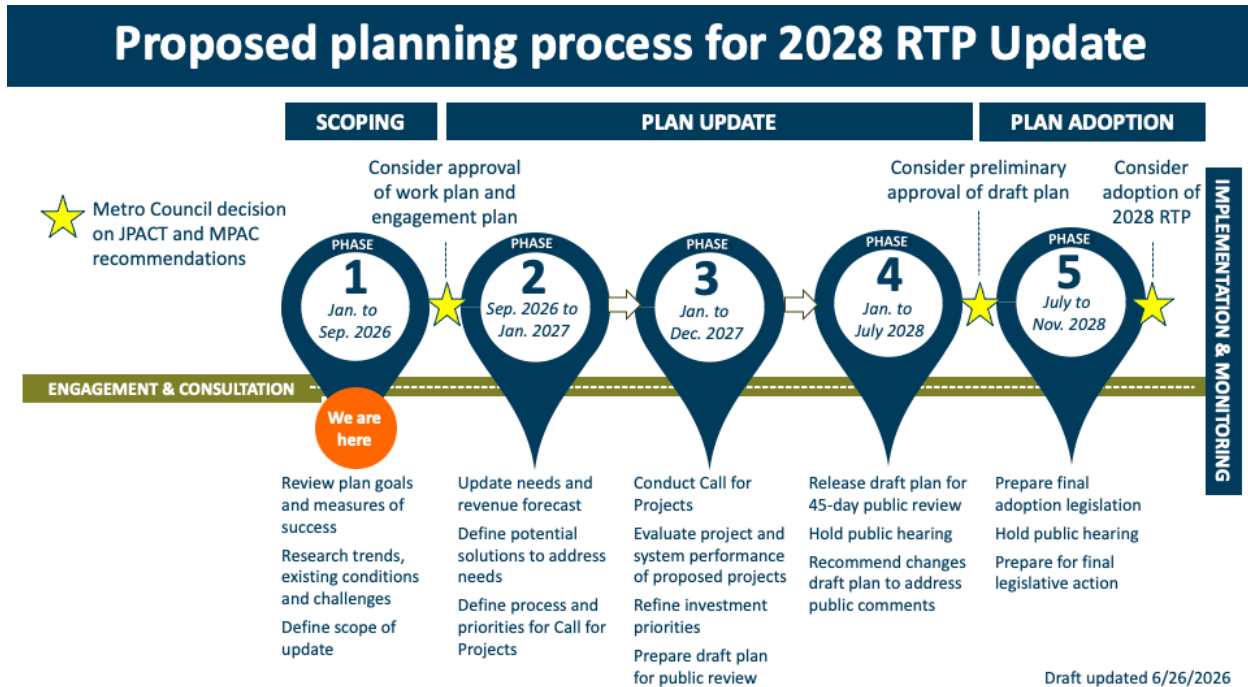
Metro Council public hearings (Phase 4 and Phase 5) Hearings will be hosted by the Metro Council as part of regular meetings as part of the 45-day public comment period and the final adoption process.

Final public engagement summary report (Phase 5) A final summary report containing a complete evaluation and overview of the engagement effort, including a discussion of the successes and potential areas for improvement will be created at the end of the process.

2028 RTP timeline

From January 2026 to November 2028, the Metro staff will engage the public and local, regional and state partners to update the Regional Transportation Plan. The 2028 RTP update will be completed in five phases.

Figure 2. Timeline for the 2028 Regional Transportation Plan Update



Summary of planning and engagement activities and key project milestones

[Add final RTP Work Plan Overview table]

Engagement Roles and 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	Community 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
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 • Make recommendations to decision-makers	<i>Community partnerships and engagement activities will seek to strengthen public trust and be more inclusive of historically underrepresented communities, youth and older adults.</i>
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	

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 5 Centers for the Arts, the Portland Expo Center and the Oregon Zoo.

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