Safety: Fatalities and Serious Injuries

Report to the Rebuilding Our Transportation Vision Workgroup

October 2026

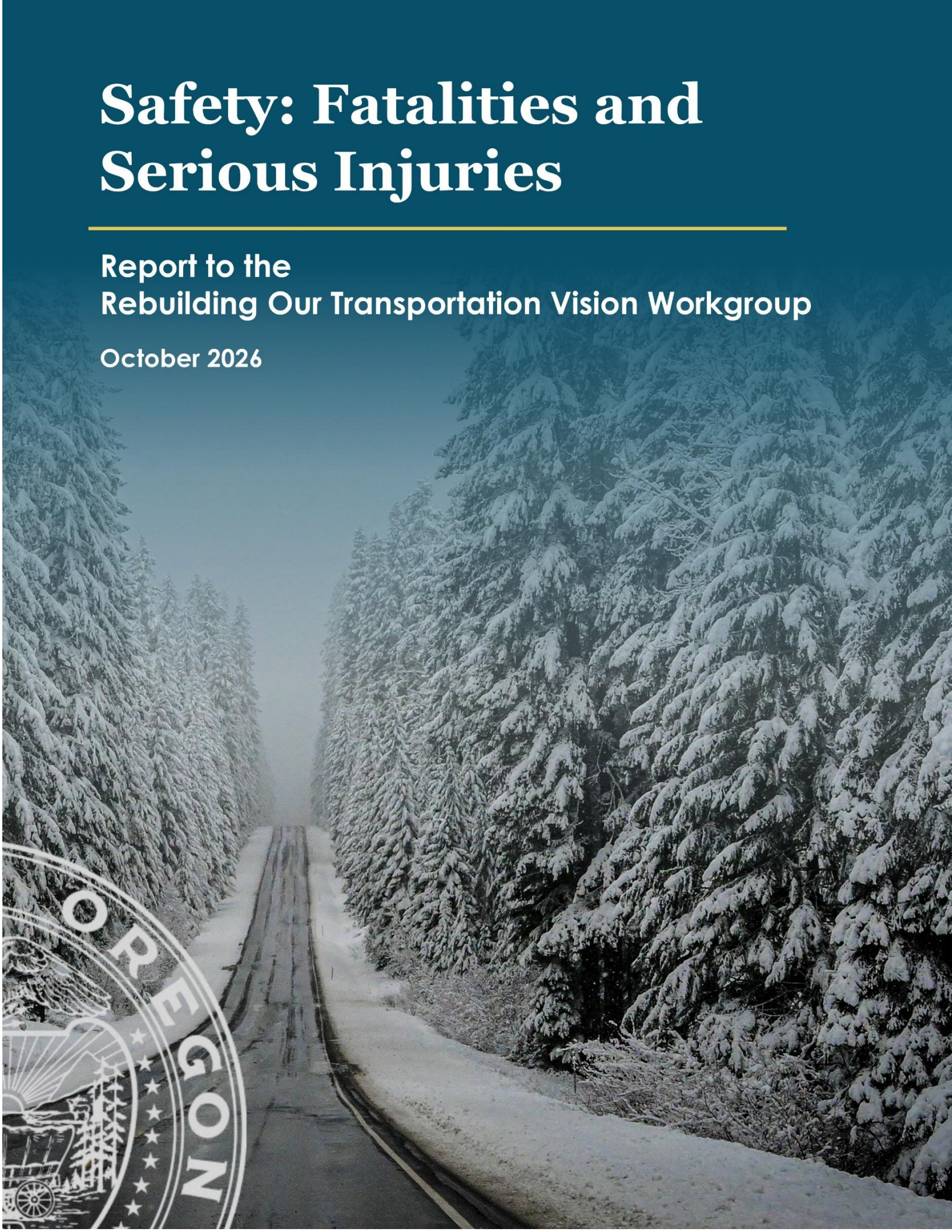


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Transportation Safety in Oregon Today

Whether people travel by car, bicycle, on foot or another mode, every Oregon traveler deserves to reach their destination safely. Yet everyone has a story about an unsafe condition, a near miss or a crash. Many people also know someone who was seriously injured or killed on a roadway.

No loss of life on our transportation system is acceptable. Serious injuries also cause life-altering consequences for survivors and their families. We owe our families, friends, neighbors and ourselves a safer transportation system.

Although Oregon has set clear goals to dramatically reduce fatalities and serious injuries by 2035 and eliminate them by 2050, current safety-focused investment levels fall dangerously short. A significant increase in state funding for targeted safety strategies can reverse these heartbreaking trends and save thousands of lives over the next decade.

Safety Problems

Oregon has one of the highest traffic death rates per vehicle mile traveled. It ranks 43rd among U.S. states, with 50th representing the worst rate. That marks a steep decline from a decade earlier, when Oregon ranked 13th.[i]

Crash trends are moving in the wrong direction. Fatalities and serious injury crashes have risen sharply since 2020.[ii]

- Fatalities peaked at 603 in 2022, then declined to 536 in 2024 and 488 in 2025.[iii]
- However, serious injuries more than doubled, from 1,590 in 2020 to 3,664 in 2024.

Problem Statement

Oregon's roads are some of the most unsafe in the nation.

Safety is slipping with fatalities and serious injuries at record highs. Increased impairment, speeding and distraction are major causes for traffic deaths and life-altering injuries, especially at intersections in urban areas and involving roadway departure in rural areas. Focused efforts are needed to save lives and prevent serious injuries.

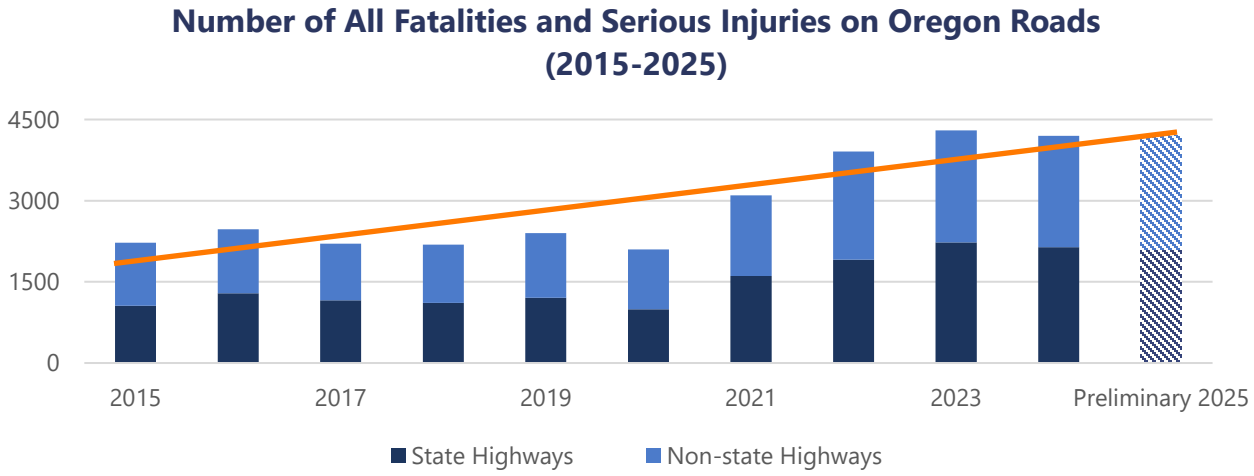


Figure 1 – The orange line shows the upward trend of fatalities and serious injuries happening for all Oregon roads.

The combined **4,200 fatalities and serious injuries in 2024 cost Oregon an estimated $8.4 billion**. This estimate uses Federal Highway Administration (FHWA) data that place the average cost of each fatality or serious injury at roughly $2 million. The estimate includes emergency and medical services, lost market and household productivity, workplace and legal costs, travel delays, property damage and other costs.[iv]

Most importantly, 4,200 is not just a number. It represents people who matter to others, contribute to their communities and cannot be replaced.

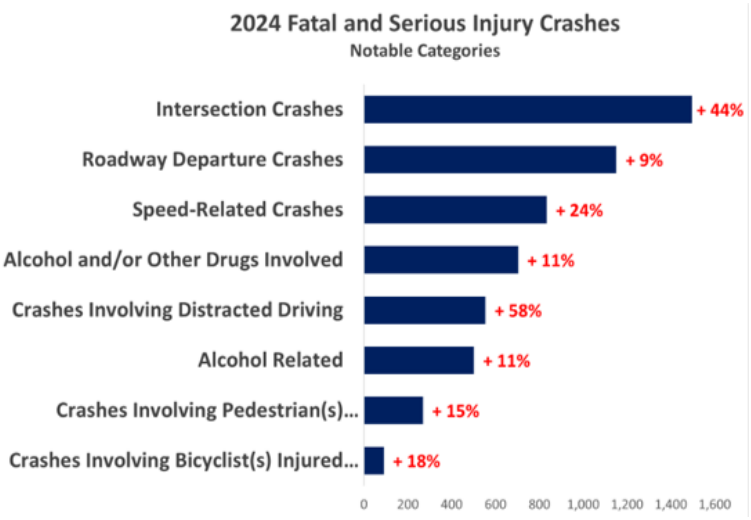


Figure 2 – 2024 fatal and serious injury crashes by category comparison to 2019-23 average.

We must do more to address Oregon's safety problems.

This starts with focusing on the biggest issues on state highways, county roads and city streets. According to data and as established in the Oregon Transportation Safety Action Plan (TSAP), the top emphasis areas to address include intersections and roadway departures, as well as speeding and impairment.[v]

Proven Safety Solutions

Current and future safety funding will focus on speeding, impairment, intersections and roadway departures**.**

Addressing these issues requires a multifaceted Safe System approach. This approach recognizes that people make mistakes and a combination of safer vehicles, safer speeds, safer roads and behavioral safety programs are needed.[vi] It underpins the Oregon TSAP, which calls for engineering and behavioral solutions.

Proven engineering and behavioral countermeasures can reduce fatalities and serious injuries.

Behavioral Solutions

Behavioral solutions include outreach, education, enforcement and other approaches to encourage people to drive and travel safely. These actions can help reduce speeding and impaired driving, for example. National data shows there are several effective behavioral solutions, rating them on a five-star scale. Examples include:

- Automated speed enforcement (five-star effectiveness).
- Lowering the legal blood alcohol concentration threshold from 0.08% to 0.05% (four-star effectiveness).
- Driving while impaired courts, which provide intensive supervision for repeat impaired-driving offenders (four-star effectiveness).[vii]

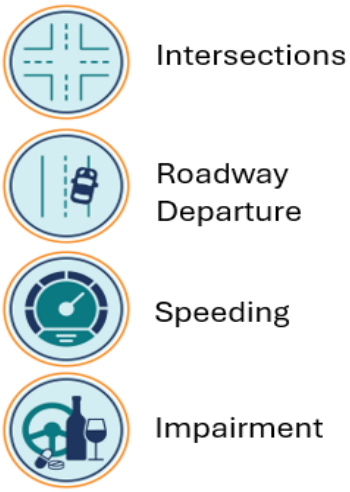


Figure 3 – The four high-priority categories identified in the Oregon Transportation Safety Action Plan (TSAP).



Figure 4 – A pedestrian walks along the highway shoulder in Shady Cove, Jackson County. An enhancement project in 2017-18 built sidewalks and bike lanes through the town. *Photo by Oregon Department of Transportation*

Engineering Solutions

Infrastructure solutions help reduce the potential for or severity of crashes through the design of roadways, intersections and multimodal features. Effectiveness is quantified by crash reduction potential. Examples include:

- Roundabouts, which can reduce crashes by 78% to 82%.[viii]
- Centerline rumble strips, by 23% to 45%.
- Improved signal hardware, by 20% to 30%.[ix]

Investment Results

Oregon's primary safety investment program, the All Roads Transportation Safety (ARTS) program, uses proven countermeasures to prioritize infrastructure projects.[x] The program funds cost-effective improvements in high-need areas on state highways, county roads, city streets and tribal roads. The federal government provides about $40.7 million annually, or $122 million during each three-year Statewide Transportation Improvement Program (STIP) cycle. Demand far exceeds available funding. In the most recent cycle, the program supported only 37% of requests for the most critical improvements. Based on crash-reduction estimates for the latest round of funded projects, **each $1 million invested in ARTS prevents an estimated five fatalities or serious injuries.**

Although crash-reduction estimates are projections of benefits, before-and-after studies have confirmed these results after construction. Benefits are most acute at the location where the safety treatment was made. Without these investments, Oregon's safety record would be worse. Statewide trends, however, show that Oregon needs broader system improvements.

Oregon has adopted three major goals to eliminate fatalities and serious injuries by 2050. Future investments should move the state toward those goals. The TSAP calls for a small reduction by 2027 (1%), a much larger reduction by 2035 (30%) and a complete elimination of fatal and serious injury crashes by 2050 (100% reduction). Future efforts need to focus on helping to reach these goals.



Location-Specific Safety Improvement

The intersection of OR 47 and Verboort Road in Washington County had a high crash volume before being rebuilt as a roundabout, which resulted in:

- 58% reduction in all crashes
- 75% reduction in fatal and serious injury crashes

Funding and Programs

Dedicated safety funding is primarily sourced from federal highway safety programs. **Oregon contributes very few state dollars to programs focused on reducing fatalities and serious injuries.**

There are no dedicated state dollars that go to ARTS, which is a proven program to save lives on all roads. State safety funds only consist of:

- A requirement for Oregon Department of Transportation (ODOT) and not locals to spend $10 million per year, out of its **State Highway Fund** allocation, on addressing safety needs.
- A $15 million per year off-the-top allocation of **State Highway Funds** (from ODOT, counties and cities collectively) for Safe Routes to School (SRTS) safety investments for kids biking and walking.



Figure 5 – Before a Safe Routes to School project was built to add bike lanes and improve the street crossing for kids at the Ash Creek Elementary School the intersection was dangerous; not only for elementary aged students. *Photo by Polk County*

There are also other state funding sources for behavioral programs and those are also very limited. The following state sources are based on prescribed amounts that do not increase over time:

- **Driver license fee** is imposed to fund teen driver education (bringing in about $2.7 million annually).
- **Fee on motorcycle endorsements** that is used for motorcycle safety programs (bringing in about $535,000 annually).

Federal highway safety programs provide most dedicated safety funding. **For engineering projects,** the federal Highway Safety Improvement Program supports the ARTS program, guardrail upgrades and rail-crossing safety. Oregon receives about $47.6 million annually from the federal program. **For behavioral programs,** federal funding supports traffic enforcement grants, coordination with courts, education, outreach and other activities. Oregon receives about $18 million annually from the National Highway Traffic Safety Administration.

Existing Revenue Sources

Table 1 – Current state funding sources, what each pay for plus the average amount charged and taken in.

Source	Program Funded	Amount
Driver License Fee	The fee supports the Student Driver Training Fund.	The state set it at $6 in 1999. Raises about $2.7 million annually.
State Highway Fund	House Bill 2017 directs ODOT allocate funds to safety, funded through the State Highway Fund.	$10 million annually.
Motorcycle Safety Fee	The fee supports the motorcycle safety program.	Oregon charges $38 for a new motorcycle endorsement and $28 for renewal. Raises about $535,000 annually.



Figure 6 – Middle school students from Stephens Middle School helped kicked off Salem-Keizer's first ever Bike Bus event; funded through the Safe Routes to School Program. *Photo by Oregon Department of Transportation*

Safety in Oregon Tomorrow

Scenario 1: No Additional Funding

Current safety funding is inadequate and 10-year projections remain flat. Inflation will reduce the number of safety projects and programs that can be delivered with the same funding.

Shrinking these programs will directly undermine Oregon's ability to eliminate fatal and serious injury crashes. At current funding levels, fewer high-risk locations will receive essential improvements and fewer new drivers will gain the skills they need to drive safely.

If funding remains unchanged, trends from the past decade indicate that fatalities and serious injuries could rise 15% over the next 10 years. That would mean about 600 additional deaths or serious injuries because Oregon could not deliver critical interventions at the scale needed to meet its statewide goal.[xi]

Fewer Safety Construction Projects

Construction costs rose nearly 40% during the past decade and analysts project annual inflation of 5.3% for infrastructure. Even if safety funding remains level, inflation will reduce purchasing power and the number of projects agencies can deliver.

During the next STIP cycle, **ODOT expects to deliver 25 fewer ARTS infrastructure projects**, a 30% decline.

Fewer Safety Funds Invested in Changing Behaviors

Funding for non-infrastructure safety programs remains flat and reaches only a small share of the need, while costs are projected to rise 3.5% annually.

- Of Oregon's 178 law enforcement agencies, only 26 receive ODOT grants for driving under the influence of intoxicants enforcement, or 15%.

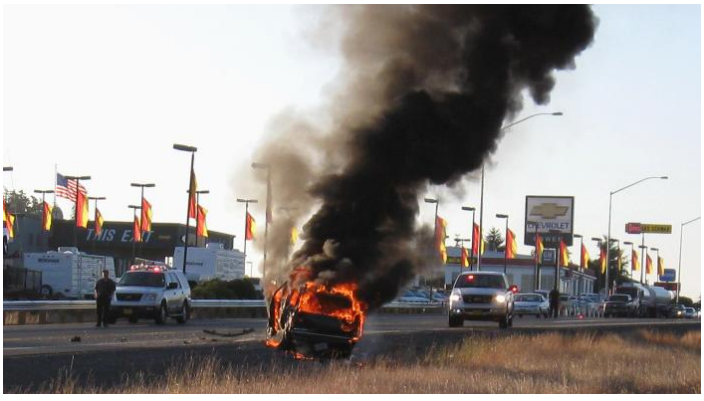


Figure 7 – The driver of this vehicle was reportedly cited for Driving Under the Influence of Intoxicants (DUII) after he was pulled, unconscious, from his burning SUV by another driver on OR 22. *Photo by Oregon Department of Transportation*

- Only about 30% of Oregonians aged 15 to 17 participate in driver education.
- In 2026, the Oregon Legislature redirected $5 million in teen driver education funding to address roadway maintenance gaps.
- By 2027, the programs will face an $8 million gap between available funding and the amount needed to keep pace with inflation.
- That gap will reduce activities supported by the current investment of about $22 million annually.
- An estimated 30% fewer students will receive teen driver education and agencies will conduct fewer impaired-driving enforcement activities.

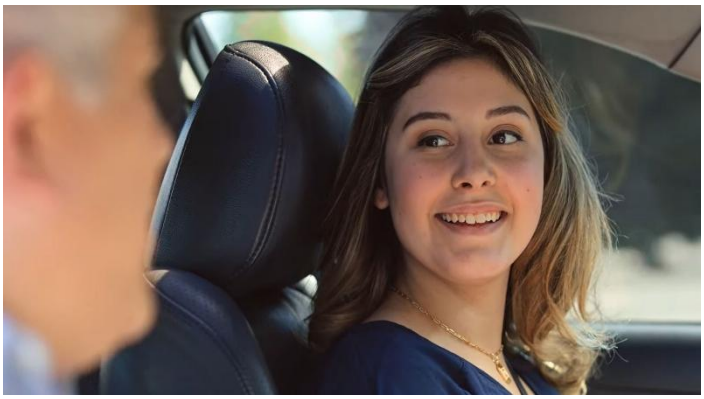


Figure 8 – Only 30% of Oregon teens participate in driver education programs. *Photo by Oregon Department of Transportation*

Declining Funds for Maintenance Also Impact Safety

Beyond dedicated safety programs, reduced maintenance and preservation will likely worsen safety outcomes. Insufficient funding for pavement markings, signs, rumble strips, guardrails and snow and ice removal will make Oregon roads less safe. Deteriorating pavement, especially on higher-speed roads, also creates safety risks.

Oregon needs more maintenance and preservation funding to prevent further declines and dedicated safety funding to reverse the rise in fatalities and serious injuries.



Figure 9 – Icy roads and crashes slow traffic on Interstate 5 north of Albany. This section of I-5 is prone to crashes in icy/snowy conditions. *Photo by Oregon Department of Transportation*

Additional Funding Needs

Safety in Oregon is eroding. Current investments have improved specific high-risk locations, but statewide trends continue to worsen.

On average, nearly 2,000 more people die or sustain serious injuries on Oregon roads each year than a decade ago. The data identify the leading problems: intersection crashes, roadway departures, speeding and impairment. Proven countermeasures can address these issues and additional funding can help to get Oregon back on track.

Additional safety funding should be directed to the highest-need locations, regardless of jurisdiction. Focused strategies will be used to address the four priority areas. These strategies include urban and rural solutions that apply statewide. Some require funding; others require policy changes, as discussed in the policy section of this memo.

Under every scenario, Oregon would use the strategies in Table 2 to direct safety investments toward the most urgent problems and the most effective solutions.

Table 2 – Strategies for programs and projects that will support the four priority areas.

Focused Strategies	Description	Priority Area
Improve Signalized Intersection Safety	**Funding for:** Upgrading and maintaining signals to enable use of leading pedestrian intervals, protected turn phasing, yellow change interval and other modern signal timing techniques. **Policy:** Require leading pedestrian intervals where equipment allows.	Intersection
Expand use of roundabouts	**Funding for:** Roundabouts for intersection traffic control; using size and scale to fit the roadway context.	Intersection
Rumble strips, guardrails, warning signs	**Funding for:** Rumble strips, guardrails, curve warning signs. **Policy:** Add rumble strips when repaving rural high-speed roads.	Roadway Departure and Impairment
Reduce vehicle speeds	**Funding for:** Lane narrowing, curb extensions, raised crossings, road diets and vertical deflection.	Speeding

Focused Strategies	Description	Priority Area
	Policy: Review speed limits and set to the appropriate context; lower speed limits on roads where they were raised in HB 3402 (2015).	
Advance Automated Enforcement	**Policy:** Advance automated enforcement (e.g. speed safety cameras) through legislative action, ensuring statewide implementation and reducing administrative barriers and burdens.	Speeding and Impairment
Reduce Blood Alcohol per se Impairment Threshold	**Policy:** Revise state law for alcohol, reducing Blood Alcohol Concentration impairment threshold from 0.08% to 0.05%.	Impairment
Improve Vulnerable Road User Safety	**Funding for:** Cycle track, intersection lighting, rectangular rapid flashing beacons (RRFBs), leading pedestrian intervals, pedestrian bulb outs, other traffic calming techniques.	Intersection and Speeding
Expand Driver Education	**Funding for:** Develop and expand driver education, awareness and advocacy programs to improve safe driving by young and novice drivers. Consider older driver training.	All
Driving While Impaired Courts	**Funding for:** Expanding availability of specialized courts dedicated to changing the behavior of impaired driving offenders through intensive supervision and treatment to additional jurisdictions.	Impairment

The memo presents two additional scenarios. Scenario 2 increases funding to keep pace with inflation. Scenario 3 adds enough funding to prevent an estimated 2,000 additional fatalities and serious injuries over 10 years. Both scenarios represent a substantial increase in state dollars, since most dedicated safety funding is federal.

Scenario 2: Sustain Core Services

Keeping pace with infrastructure inflation of 5.3% would fund the same number of infrastructure projects as today but would not reverse worsening safety trends.

Using a lower 3.5% inflation assumption for behavioral programs, additional funding would allow the first adjustment to driver education reimbursement rates since 2005. The increase would help current providers continue offering classes as costs rise and encourage new providers to expand access for teens. It also would support startup costs for automated speed enforcement pilot programs. Oregon

would direct all new funding through existing programs and focus it on the strategies listed in the table.

Objective

Hold investment levels steady to **fund the same number of projects**.

Outcome

- **Safety trends continue to worsen** and Oregon does not meet its safety goals. Oregon could not reduce fatalities and serious injuries 30% by 2035 or eliminate traffic deaths by 2050.
- Agencies would **continue improving specific high-risk locations** and fund at least the same number of infrastructure projects as today.
- Teen driver education would **continue serving about 8,700 students** annually.

Revenue Need

An annual average of $29.6 million in additional state funding is needed over the next 10 years to fund these investments. *(Note: Due to annual inflationary pressures, more funding will be needed in 2037 than in 2028, but this figure is the average amount needed over the 10-year period.)*

Scenario 3: Critical Investments

This scenario adds $528 million over 10 years to reduce fatalities and serious injuries by addressing 5.3% infrastructure inflation, then increasing funds to prevent 2,000 additional fatalities and serious injuries over the decade.[xii]

This scenario would:

1. Direct funding to the **ARTS program**, or a similar competitive program that uses crash data, need and return on investment to select projects on any public road in Oregon.
2. For behavioral programs, the scenario would **expand teen driver education and support automated speed enforcement.** Teen driver education uses dedicated funding sources. Automated enforcement would require a source outside the State Highway Fund. Depending on the source of new revenue, Oregon also could use non-infrastructure options from the Policies, Regulations or Other Efficiencies section to implement programs that reduce crashes and serious injuries.

Objective

Slow increases in fatalities and serious injuries by reducing serious injuries and fatalities by 2,000 over 10 years.

Outcome

- The scenario would **slow the projected 15% increase in fatalities and serious injuries.** However, Oregon would still fall well short of its goal to reduce fatalities and serious injuries 30% by 2035. Over 10 years, added funding could prevent an estimated 2,000 fatalities or serious injuries if Oregon used it through a program such as ARTS.
- Behavioral funding would allow **teen driver education** to serve more students.
- Support **initial automated enforcement pilot programs**. Over time, citation revenue could cover ongoing automated enforcement costs.

Revenue Need

An annual average of $52.8 million in additional state funding is needed over the next 10 years to fund these investments in addition to existing federal funds and limited state funds. *(Note: Due to annual inflationary pressures, more funding will be needed in 2037 than in 2028, but this figure is the average amount needed over the 10-year period.)*

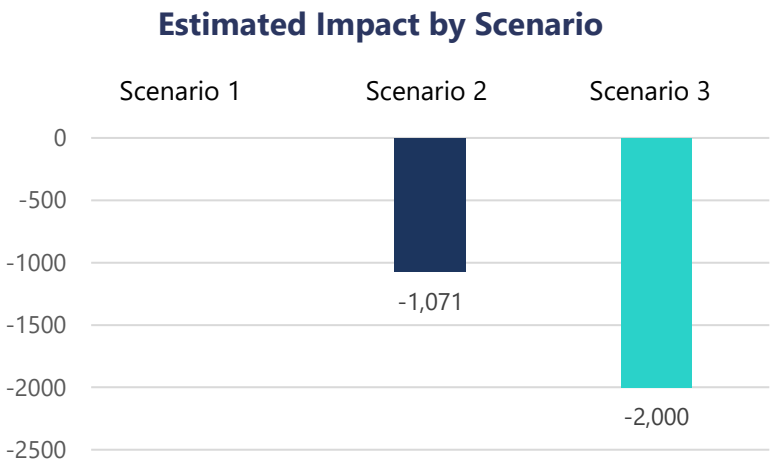


Figure 10 - Estimated fatalities and serious injuries prevented under each scenario. The figure does not show the current trend line, which projects a 15% increase over 10 years.

1Meeting the Full Needs

Neither previous scenario puts Oregon on track to meet its safety goals.

Scenario 3 could prevent twice as many fatalities and serious injuries as Scenario 2, but Oregon still projects a 15% increase in total fatalities and serious injuries over the next 10 years.

As a result, more people will die or sustain serious injuries on Oregon's roads in the future than today. Without sufficient funding, Oregon must decide whether it can achieve its traffic safety goals or accept more traffic deaths and serious injuries.

To meet its 2035 safety target, Oregon would need to increase state funding by $6.8 billion over the next 10 years, an average of $680 million annually. This estimate far exceeds the amounts in the other scenarios because it funds both a reversal of the projected 15% increase in fatalities and serious injuries and the additional reductions needed to meet the TSAP goal of a 30% reduction by 2035. Like the other scenarios, the estimate accounts for 5.3% inflation to sustain today's buying power and uses results from the most effective ARTS projects.

Policies, Regulations and Other Efficiencies

Policy changes can complement funding and help reduce fatalities and serious injuries. ODOT and local agency partners will continue to look to national and other state best practices to ensure that the most meaningful policy solutions are implemented within the available resources. Some policies may create costs for ODOT, local governments, courts or other state agencies, but the scenario investment levels do not include those costs. Other policies may be low or no cost.

Table 3 – Programs and policies that the Vision Workgroup should evaluate to address safety needs.

Program/Policy	Description	Notes/Considerations
Automated Enforcement	Authorize automated speed enforcement on state highways. Lawmakers could model the program on other states and first allow ODOT to use speed cameras in highway work zones. If the program succeeds, ODOT and locals could expand it to other locations such as school zones and roads with high crash risk factors like high speed, high traffic volumes, wide road-crossing distances and history of crashes.	Existing automated enforcement laws for cities should be clarified and simplified to make deployment easier. Laws should be expanded to include counties. Consider implementation tools such as grant programs for local start-up costs.
Rumble Strips	Add legislative language requiring that whenever a rural high-speed road is repaved or reconstructed, centerline rumble strips are installed and edge line rumble strips are considered.	This would solidify an existing ODOT policy, statewide for all roads.
Leading Pedestrian Intervals	Increase visibility and safety of pedestrians at enabled urban signals by requiring the ped walk signal to start several seconds before the same direction road traffic light turns green.	Allow for exceptions via documented engineering decisions.
Reduce Blood Alcohol Legally Defined Impairment Level	Change Oregon's blood alcohol impairment threshold from 0.08% to 0.05%.	Model legislation after Utah.

Program/Policy	Description	Notes/Considerations
Restore Lower Speed Limits	Restore the speed limits on state highways to the pre-2015 limits that were in place prior to implementation of HB 3402 (2015).	
High-Risk Speeding Legislation	Follow states that require intelligent speed assistance for drivers at highest risk, such as people whose licenses were suspended for excessive speeding, repeated reckless driving or street racing.	Intelligent speed assistance uses vehicle technology to warn drivers or limit acceleration when they exceed the speed limit.
Mandatory Driver Education	Require driver education courses. Programs could include teen driver education and diversion programs for drivers who receive moving violations.	Use other states' laws as models.
Driving While Impaired Courts	Expand specialized courts that use intensive supervision and treatment to change the behavior of repeat impaired-driving offenders.	From January 2023 through May 2026, Beaverton's driving while impaired court, known as BSOBR, graduated 53 participants and reported a 9.8% recidivism rate, compared with about 30% for traditional driving under the influence of intoxicants cases.
Increased Traffic Enforcement	Oregon has one of the lowest rates of traffic enforcement officers per capita, which may partially account for Oregon's poor safety performance. In addition to automated enforcement, the state should consider funding to support more traffic enforcement officers.	
Federal Funding Requirements and Local Certification	Federal funding carries strict and often costly compliance requirements. Additional state funding could help agencies deliver projects more cost-effectively.	ODOT, Association of Oregon Counties and League of Oregon Cities should study other states' practices and identify ways to streamline federal compliance and local certification.

Overall Recommendations

With serious injuries more than doubling and fatal crashes rising sharply, Oregon is far off track from achieving its 2035 and 2050 safety goals.

Dedicated funding to save lives and prevent life-altering injuries is insufficient, with little investment from the state. If Oregon wants to reverse these troubling traffic safety trends, Oregon needs to dedicate dollars. Today the state invests little in these outcomes.



Figure 11 – ODOT Incident Responder Sergio Mendoza and Medford Police Traffic Sgt. Trevor Arnold strengthen their response plans and reactions by walking through how to handle a crash on the new OR 62 Rogue Valley Expressway (2019). *Photo by Oregon Department of Transportation*

In addition to investments, policy options exist that can make a difference. For example, enabling automated enforcement can help address Oregon's speeding epidemic. While there will be upfront costs, speed cameras pay for themselves over time. The goal is not to raise revenue but to change behavior that is proven to make roads safer.

Nationally and in Oregon, safety solutions are not singular, policies can be put into place and engineering and behavioral investments are needed.

We know what is effective and can save lives but lack sufficient resources to address the significance of the problem. Action is needed to demonstrate Oregon's commitment that no loss of life is acceptable and help ensure that people can get to where they need to go and be able to come home to their friends and loved ones at the end of the day.

Subgroup Members

ODOT and the Governor's Office would like to thank the Safety and Livability Subgroup for dedicating their time and expertise to this memo.

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[i] Statistic based on FARS data. Oregon's rank of 43 is an average of the past 5 years. FARS Encyclopedia: States - Fatalities and Fatality Rates

[ii] ODOT. Figure 1. Accessed online at ODOT State of the System – Safety

[iii] Based on preliminary ODOT crash data for 2025.

[iv] FHWA. Crash Costs for Highway Safety Analysis. Accessed online 2026 at: Crash Costs for Highway Safety Analysis. As guided by this document, crash costs have been adjusted for Oregon based on state-specific cost of living, injury-to-crash ratios and vehicle-to-crash ratios.

[v] ODOT. Figure 2. Accessed online at Oregon Department of Transportation: State of the System - Safety: State of the System: State of Oregon

[vi] FHWA. Zero Deaths and Safe System. Accessed online 2026 at: Zero Deaths and Safe System | FHWA.

[vii] NHTSA. Countermeasures that Work. Accessed online 2026 at: Countermeasures That Work | NHTSA.

[viii] https://highways.dot.gov/sites/fhwa.dot.gov/files/Roundabouts_508.pdf

[ix] ODOT Crash Reduction Factor Manual (July 2026 Edition). Accessed online 2026 at: https://www.oregon.gov/odot/Engineering/ARTS/CRF-Manual.pdf

[x] For more information on the ARTS program visit: Oregon Department of Transportation: All Roads Transportation Safety Program: Engineering: State of Oregon.

[xi] Estimated using the prior 5-year average as the base for fatalities and serious injuries and assuming a 15% reduction spread linearly over each year.

[xii] This number was calculated using cost estimates from the highest impact ARTS projects and should be considered a maximum reduction in serious injuries and fatalities for $528 million.