



# **Vulnerable User Crash Response Program Annual Report**

**Delivery & Operations Division**

**Engineering & Technical Services Branch**

**Traffic Engineering Section**

**January 2026**

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### Background

The Oregon Department of Transportation is working to create safer networks for walking and biking in and between communities across the state. In alignment with the direction set out in the Transportation Safety Action Plan (TSAP) and consistent with direction received from the Oregon Transportation Commission, ODOT initiated the Vulnerable User Crash Response Program in July 2023 to address vulnerable road user (VRU) safety events equitably and rapidly across Oregon.

While this program was new to ODOT in 2023, the epidemic of vulnerable user fatalities is not new. Fatal crashes involving people walking, rolling or bicycling steadily increased over 10+ years in Oregon, peaking in 2022 (see Figure 1).

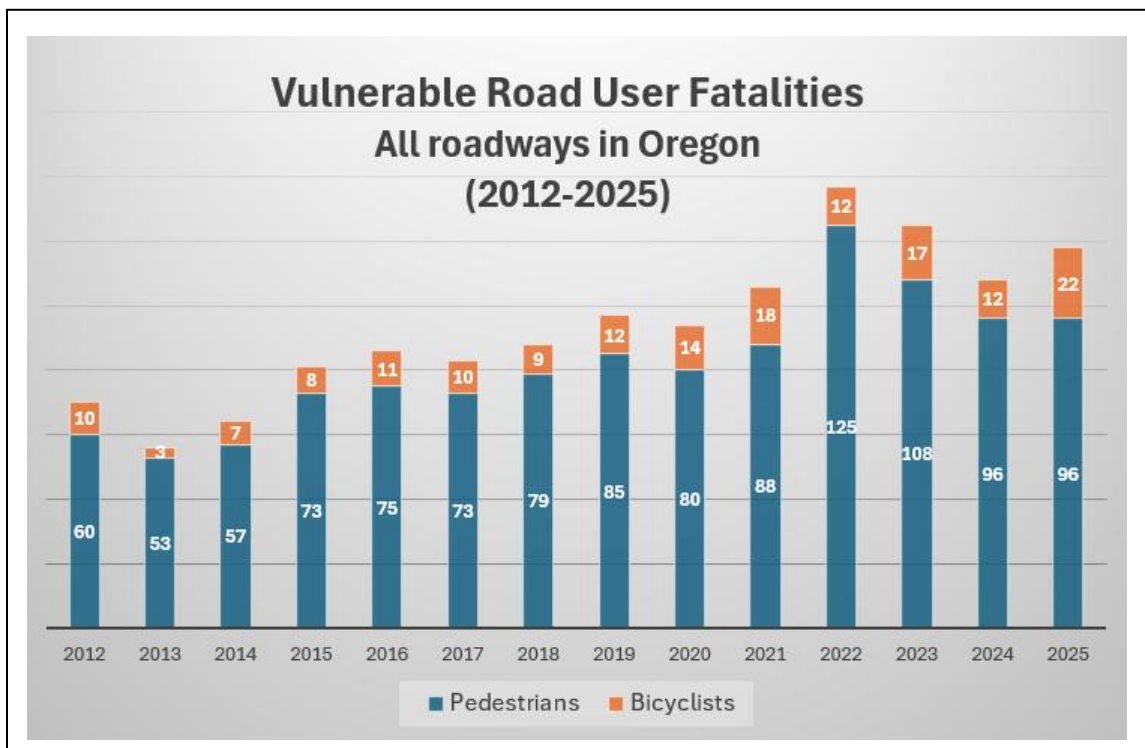


Figure 1: Vulnerable road user fatalities – Oregon (2012-2025)

Traditional safety projects can take several years to complete due to the complexities with funding processes, right of way purchases and multi-discipline design work. The Vulnerable User Crash Response Program, however, enables ODOT to act quickly after the report of a death of a vulnerable road user on the state highway system.

This program focuses on treatments that can be implemented in a year or less at fatal vulnerable road user crash sites or along high-priority corridors on state highways. The program is funded at \$10.6 million through HB 2017 State Safety Priority Funds (SSPF) for the 2024-2027 funding cycle.

The program utilizes a two-track approach to address vulnerable road user safety.

## Vulnerable User Crash Response Program

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- Responsive – Assess fatal vulnerable user crashes as they occur and respond as appropriate with safety improvements within one year.
- Systemic – Identify and assess high-priority safety and equity corridors for vulnerable road user safety improvements along an entire corridor and implement within one year.

Budget splits for the program and upper limits for individual projects are shown in Table 1.

Table 1: Budget splits for VUCR Program

Budget Splits	Funding Target (2024-2027)	Triggering Event	Project Amounts
Program Admin.	5% (\$530k)	n/a	
Responsive	60% (\$6.39 million)	Fatal pedestrian or bicycle crash on state system	\$10k per location for investigation. Up to \$750k per location for design and construction.
Systemic	35% (\$3.73 million)	Priority corridors identified each STIP cycle	\$20k per corridor for investigation. \$1.0 – 1.6M per corridor for design and construction.

## Responsive Program

A multi-discipline VRU fatal crash review team started monthly meetings in January 2024. Each month, they review recent vulnerable user fatal crashes, discuss site conditions and identify potential contributing factors to each crash.

Next, they develop a list of potential treatments and actions for each crash site that could be applied in a short timeframe to address contributing factors. The results are directed to the appropriate ODOT region office for a thorough investigation including considering additional solutions based on local knowledge, existing planning documents and field visits.

In 2025, the VRU fatal crash review team reviewed each of the 46 fatal crashes that occurred on the state highway system where a vulnerable road user was killed. Appendix A includes a map of those crash locations in 2024 and 2025. The VRU fatal crash review team recommended the region office further investigate specific safety treatments at 16 of those crash sites. The status of the investigation and potential development of a project are discussed in the following sections.

The VRU fatal crash review team recommended no treatments at the 30 remaining crash sites. This finding was primarily due to the crashes occurring on expressways, freeways, or in rural areas with very dispersed patterns of bicycle and pedestrian use where quick-build, low-cost treatments were unlikely to be effective.

### Trends and Observations

Several trends are evident in the fatal VRU crash data for 2025. As seen in 2024, higher facility speed and expressway/freeway designations are often associated with VRU fatalities. Over 75% (35 of 46 total fatal crashes) occurred on facilities with a posted speed of 45 mph or higher. The posted speed at each of the VRU crash sites in 2025 is shown in Figure 2.

Crash reports from the first three quarters of 2025 indicated that drugs and/or intoxicants were involved in 58% of the crashes for either the driver or vulnerable road user. We expect that proportion to rise as evidence related to several crashes becomes available. Another significant trend is the high proportion of VRU crashes that occurred during hours of darkness. In 2025, 78% of these crashes occurred during hours of limited daylight (dark, dawn, or dusk).

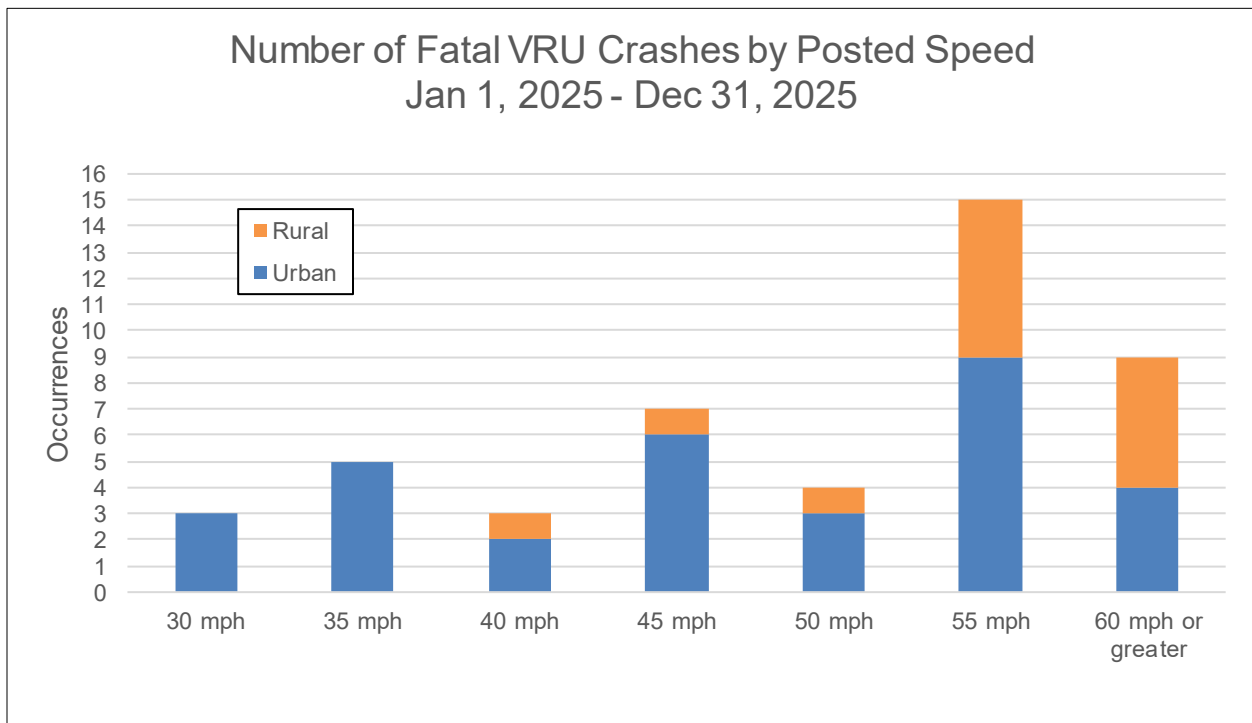


Figure 2: Number of Crashes by Posted Speed

### Responsive Program Countermeasures

Over the past year, the VRU fatal crash review team suggested a wide range of countermeasures for region consideration. Suggestions for further consideration included:

- Illumination
- Signing
- Enhanced crosswalks with visibility enhancements and refuge islands
- Enhanced pavement markings including bike lane lines
- Sidewalk infill

## Vulnerable User Crash Response Program

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- Intersection daylighting (prohibiting parking near crosswalk)
- Speed feedback signs
- Bus stop relocation
- Speed zone review
- Vegetation management
- Lower speed limits

While most efforts to date under the program have been focused on low to moderate speed facilities (45 mph and under), the crash reviews have also led to safety projects in several high-speed locations, specifically:

- On U.S. 199 between Selma and Cave Junction (posted speed: 55 mph), ODOT Region 3 Planning unit is conducting an alignment study for a shared use path.
- On I-5 in Salem (posted speed: 60 mph) ODOT District 3 will be repairing the fencing along I-5 in Salem in March 2026.

The purpose of both projects above is to physically separate vulnerable road users from high-speed traffic.

## Responsive Project Status and Timelines

The following charts (Figure 3) illustrate a timeline for each of the construction projects initiated by the VRU crash review team. The charts show the initial crash date and ODOT timelines for crash review, region investigation, project design, and project construction for projects that involved or will involve capital improvements. For project marked as “paused,” further development has been temporarily suspended due to the agency’s present fiscal situation. No new contracts will be issued for construction on these projects until authorized by the Delivery and Operations Division administrator.

## Responsive Project Scope and Budget

As of Dec. 31, 2025, the VUCR Program authorized \$5,855,521 for safety investigations, analysis, design work and anticipated construction work associated with the responsive projects as shown in Table 2. As of Dec. 31, 2025, the budget and expenditures for those projects totaled \$2,200,437; that figure is expected to rise as more projects complete their construction that had already began prior to the direction to “pause” initiating new construction projects on Jan, 7, 2026.

In addition to funds allocated to specific projects, \$423,289 has been expended on program development, crash summary reports, crash review team meetings, and other administrative tasks since the program’s inception in July 2023.

# Vulnerable User Crash Response Program

## Project Timelines (Jan 2026)

### Responsive Projects

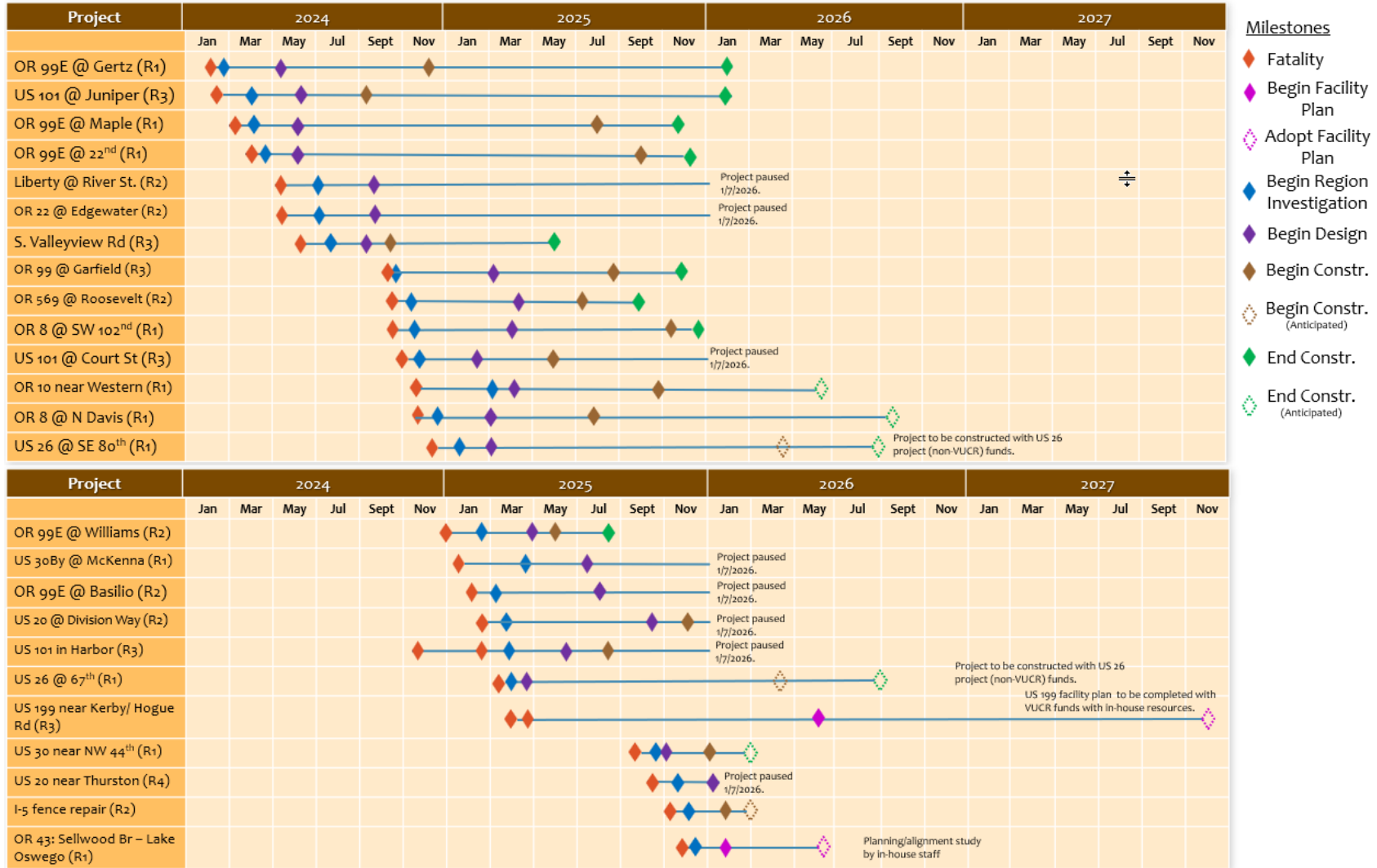


Figure 3: Project Timelines

## Vulnerable User Crash Response Program

Table 2: Responsive Project Budgets and Expenditures

Crash Date	City	Location	Current Status	Project Scope	Budget	Expend through 12/31/25
2/5/2024	Portland	OR 99E (MLK) at Gertz Road & vicinity	Construction complete	Illumination, new guide signing, new median separator, lane markings.	\$600,000	\$277,785
2/27/2024	Reedsport	US 101 – near 12 <sup>th</sup> St	Construction complete	Enhanced crosswalk at Juniper with RRFB, illumination, new curb ramps.	\$510,000	\$364,921
3/9/2024	Clackamas Co.	OR 99E (McLoughlin Blvd) at SE Maple St & vicinity	Construction complete	Enhanced crosswalk at Maple St with RRFB, island, illumination. Speed zone review, new speed limit signing if speed limit is lowered.	\$160,000	\$143,589
4/9/2024	Milwaukie	OR 99E (McLoughlin Blvd) at SE 22nd Ave.	Construction complete	Add fencing along east side of McLoughlin Blvd.	\$137,000	\$48,398
5/22/2024	Salem	OR 99E (Liberty St) at River St NE	Pre-bid – project paused	Enhanced crosswalk at the intersection of Liberty St & River St NE.	\$159,640	\$56,854
5/11/2024	Salem	Edgewater St (OR 22) near MP 24	Pre-bid – project paused	Delineate and clarify ramp alignment and path, add illumination.	\$107,200	\$56,854
6/29/2024	Jackson Co.	South Valley View Road (I-5 conn) near Eagle Hill Rd and Bear Creek Greenway	Construction complete	Illumination and/or additional ped warning signs.	\$24,006	\$24,006
10/11/2024	Medford	Rogue Valley Highway near Garfield Ave.	Construction complete	Project includes marking of buffered bike lane, restriping, drainage basin adjustment, repaving, illumination.	\$662,413	\$625,583
10/20/2024	Eugene	OR 569 at Roosevelt Rd	Construction complete	Project includes right-turn overlap signal phasing.	\$55,000	\$45,104
10/23/2024	Beaverton	OR 8 between SW 102nd and SW 104th	Construction complete	Illumination was installed at SW 102, SW 103 <sup>rd</sup> , and SW 104 <sup>th</sup> .	\$25,000	\$13,939
11/10/2024	Harbor Area, Curry Co.	US 101 in Harbor Area	Pre-bid – project paused.	Project includes bike lane markings (complete) and pedestrian signage (complete). Illumination work has been paused until further notice.	\$226,491	\$59,181
11/15/24	Beaverton	OR 10 near Western Ave	Pre-bid – project paused	Project includes modified signal phasing at Western.	\$196,000	\$64,310
11/19/2024	Cornelius	OR 8 near N Davis St	Design <sup>1</sup>	Investigation includes consideration of accessibility of push buttons, consideration of illumination.	\$500,000	\$58,259

## Vulnerable User Crash Response Program

Crash Date	City	Location	Current Status	Project Scope	Budget	Expend through 12/31/25
12/15/2024	Portland	US 26 near SE 80th	Design <sup>2</sup>	Project includes median island to prevent left turns from driveways.	\$190,000	\$30,071
12/27/2024	Woodburn	OR 99E near Williams Ave	Construction complete	Project includes reapplication of pavement markings, upgrade signs, new illumination.	\$11,275	\$11,275
1/15/2025	Portland	US 30 By near N McKenna Ave	Pre-bid, paused	Project includes enhanced pedestrian crossings at N McKenna Ave, N Monteith Ave, and Van Houten Ave.	\$435,000	\$77,217
1/30/2025	Hubbard	OR 99E near Rudometkin Dr.	Design <sup>1</sup>	Project includes enhanced ped crossing near Rudometkin Dr, illumination, ADA curb ramps.	\$449,000	\$66,5790
2/18/2025	Lebanon	US 20 near Division Way	Construction	Project includes illumination, larger speed signs, edge line markings	\$50,000	\$25,778
2/22/2025	Harbor Area, Curry Co.	US 101 near Benham Lane	Pre-bid, paused	Project includes bike lane markings (complete) and pedestrian signage (complete). Illumination work has been paused.	\$226,491	\$59,181
3/9/2025	Portland	US 26 near SE 67 <sup>th</sup> Ave	Design <sup>2</sup>	Project includes modifications to median island, illumination	\$222,000	\$35,135
3/19/2025 & 4/15/2025	Josephine Co.	US 199 between Selma and Cave Junction	Scope of work	Planning and alignment study for shared use path along this portion of US 199.	\$260,000	\$1,252
8/3/2026	Portland	US 30 near NW 44 <sup>th</sup> Ave	Construction	Project includes illumination, bicycle way finding	\$10,000	\$894
10/17/2025	Bend	US 20 near Thurston Ave.	Design <sup>1</sup>	New median island at Thurston, upgrade crossing at Seward with RRFB	\$500,000	\$3,674
10/30/2025	Salem	I-5 between Center St. & OR 22	Construction	District 3 maintenance staff will repair fence along this portion of I-5.	\$50,000	\$1,719
11/11/2025	Portland	OR 43 between Sellwood Bridge and Lake Oswego	Signing is complete. Planning study initiated.	District 2B installed 4 new bicycle warning signs. A planning/alignment study will assess safety, operations, geometric design, cost estimate for 2-lane option.	\$95,000	\$8,626
				Other projects not advanced to design or construction	\$35,425	\$17,672
<b>Total:</b>					\$5,855,521	\$2,200,437

<sup>1</sup> Project managers have been directed to develop the engineering plans and specifications but to not proceed to construction until further notice.

<sup>2</sup> This project will be using funds from a non-VUCR program.

### Systemic Program

A component of the VUCR Program includes addressing corridors with known risk factors in a systemic fashion where cost-effective treatments are applied to reduce the likelihood of future crashes. Treating these corridors with proven safety countermeasures such as bike lanes, crosswalk visibility enhancements, pedestrian refuge islands and lower speed limits will help safely connect people to the bus stops, shopping areas, schools and parks that are often located along these same corridors. Treating entire corridors in one project helps meet our Strategic Action Plan goal of identifying corridors to apply strategic safety investments.

### Methodology for Systemic Corridor Selection

In alignment with the VRU Safety Assessment in the Transportation Safety Action Plan (TSAP), the selection of corridors for the systemic portion of the program was based on a combination of a risk score and a crashes-per-mile score (2018-2022 data). The risk score was based on the presence or absence of certain roadway and demographic risk factors associated with higher VRU crash frequencies. The risk score was calculated using the following factors:

1. Medium-high or high equity index.
2. Functional classification of minor arterial or major collector.
3. Annual average daily traffic between 10,000 and 40,000 vehicles.
4. Schools within one mile.
5. Transit stops within one mile.
6. Posted speed limit greater than or equal to 35 mph.
7. Number of lanes greater or equal to two lanes per direction.
8. Traffic signals within 0.5 miles.
9. Access density greater or equal to 40 access points per mile.
10. No bike lane.
11. No sidewalk.
12. Shoulder width less than or equal to 6 feet (rural only).
13. No street lighting (ODOT Region 1 only).

Region representatives on the review team assisted the VUCR Program to select a portion of the OR 540 corridor in North Bend to receive safety treatments including two new enhanced pedestrian crossings, illumination, marked bicycle lanes, and ADA curb ramps. The U.S. 101 corridor in Newport was selected to receive upgrades to eight existing crosswalks and a project on the U.S. 20 corridor in Bend will add two new enhanced pedestrian crossings and new illumination.

### Systemic Project Schedule and Budget

Each of the systemic projects were selected with an anticipated schedule for design and construction in mind. Design and construction began in 2025 on the OR 540 project as some capacity was available in the Region 3 Technical Services center for that work at that time. The

# Vulnerable User Crash Response Program

## Construction Project Timelines

Systemic Projects



Figure 4: Systemic project timelines

projects along U.S. 101 in Newport and U.S. 20 in Bend began design in 2025 but construction is not anticipated until 2026 or 2027. The budgets and expenditures for each of the systemic projects is shown in Table 3.

Table 3: Systemic Project Budgets and Expenditures

Region	City	Location	Current Status	Project Scope	Budget	Expend through 12/31/25
2	Newport	US 101 between NE 15 <sup>th</sup> St and Bayley St	Design <sup>1</sup>	Upgrades to signs, markings, illumination at eight pedestrian crossings.	\$430,000	\$31,483
3	North Bend	OR 540 between Broadway Avenue and Fir Street	Construction	Enhanced pedestrian crossings near Spruce St and near Fir St including RRFB's, illumination, marked bike lanes, ADA ramps.	\$1,600,000	\$938,038
4	Bend	US 20 at Norton Ave and at Lafayette Ave	Design <sup>1</sup>	Enhanced pedestrian crossings at Norton Avenue and at Lafayette Ave	\$1,000,000	\$78,880
Totals:					\$3,030,000	\$1,048,401

<sup>1</sup> Project managers have been directed to develop the engineering plans and specifications but to not proceed to construction until further notice.

## Program Accomplishments

Initiation of the Vulnerable User Crash Response Program in 2023 and the operation of the program in 2024 and 2025 has helped the agency realize a goal of responding to fatal VRU crashes in a quick, effective, and coordinated manner. The Vulnerable User Crash Response Program has created a process to evaluate conditions after a fatal VRU crash, and make funds immediately available to design and install safety countermeasures when feasible and appropriate.

Program funds totaling \$5.9 million have been committed to the investigation, design, and construction of safety treatments at 23 VRU fatal crash sites. An additional \$3.0 million has been committed to treating longer portions of urban corridors in Newport, North Bend, and Bend. Specific accomplishments for the program in 2025 include:

## Vulnerable User Crash Response Program

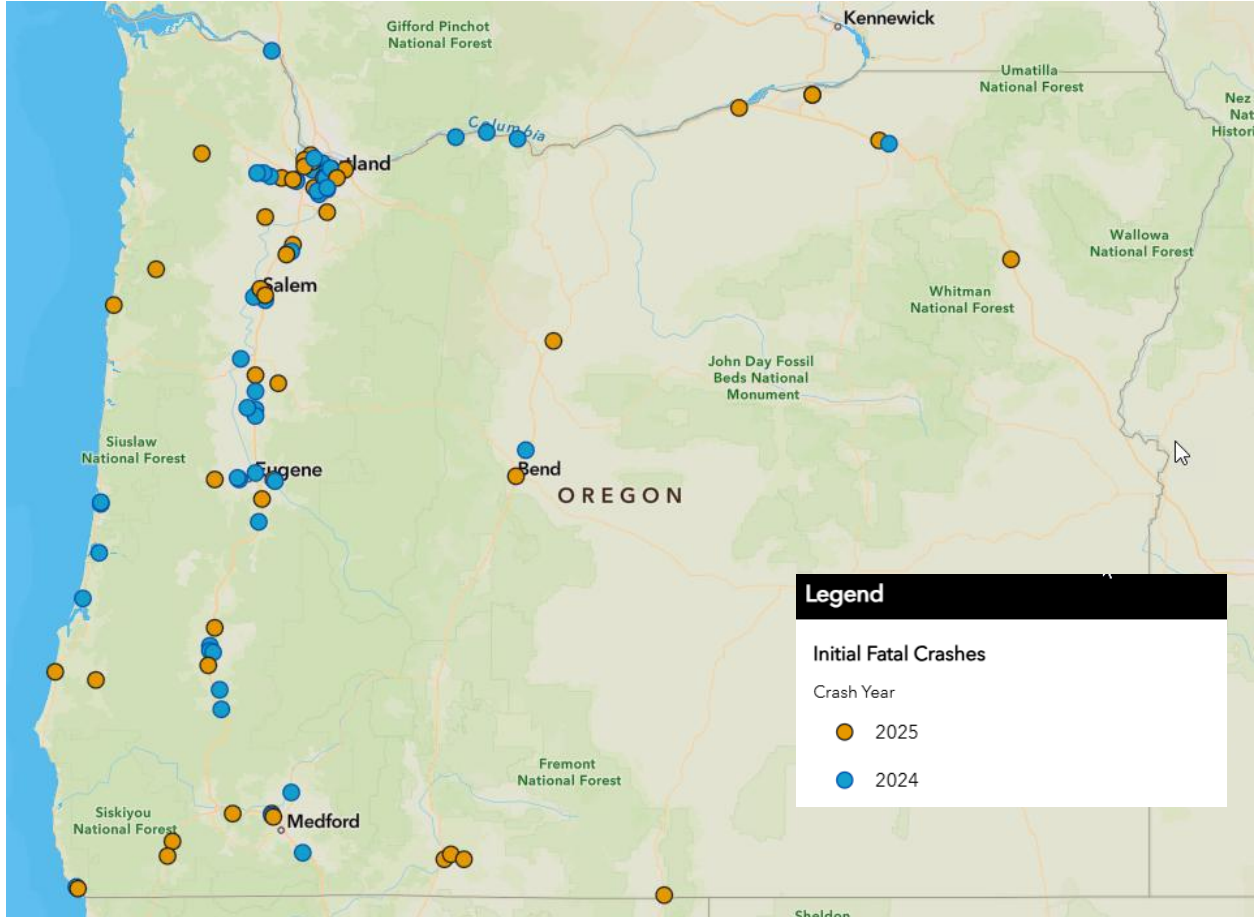
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- All 46 VRU fatal crashes on ODOT highways were reviewed by the VRU crash review team.
- One review resulted in fence repair along a portion of I-5.
- Seven of the crash reviews led to a project that is in design or pre-bid (four) or has proceeded to construction (three).
- Two VRU fatalities along U.S. 199 in Josephine County led to a planning project that will establish the preferred layout for a shared use path between Selma and Cave Junction. A review of a fatal VRU crash along OR 43 in Portland led to a project that will evaluate the feasibility and cost of providing bicycle lanes along a portion of that highway.
- One systemic project (OR 540 in North Bend) has advanced into construction and is expected to be completed in spring of 2026. Other systemic projects (U.S. 101 in Newport, U.S. 20 in Bend) have advanced to engineering design; those projects are anticipated to be ready for construction in late 2026 or early 2027.

Summaries of completed projects are shown in Appendix B.

# Appendix A

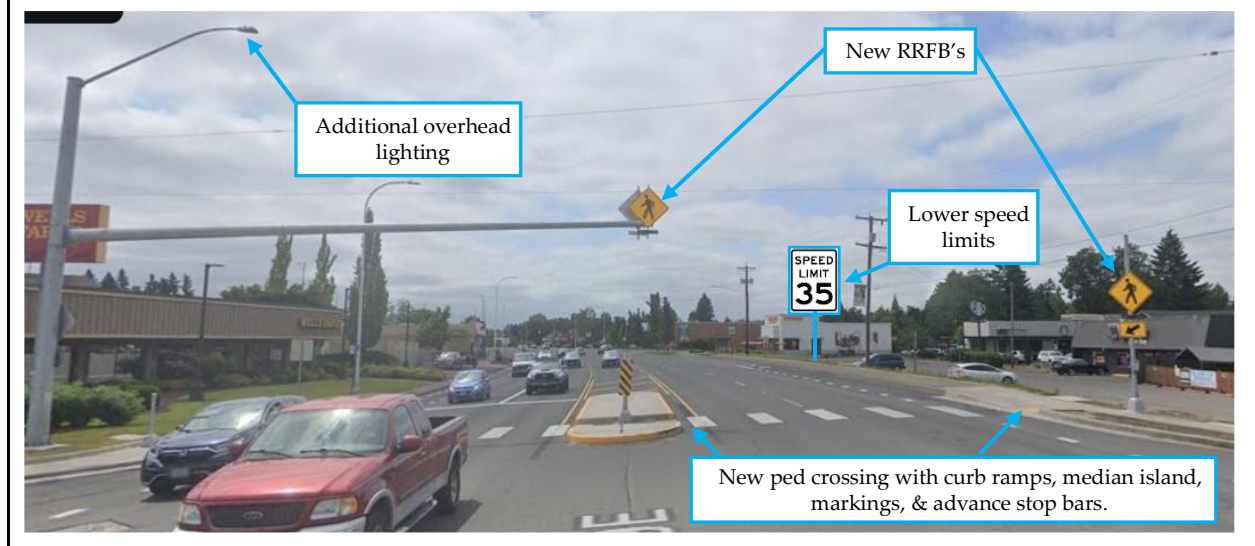
Fatal Vulnerable Road User Crashes, ODOT Highways  
Jan 1, 2024 – Dec 31, 2025



# Appendix B

## Selected Projects Completed in 2025

<b>Project Location:</b>	<b>OR 99E in Clackamas Co. (crash occurred at Maple St.)</b>
<b>Description:</b>	<p>Speed limit lowered from 40 mph to 30 mph (MP 6.3 - MP 6.37).</p> <p>Speed limit lowered from 40 mph to 35 mph (MP 6.37 – MP 11.88)</p> <p>The schedule for an enhanced pedestrian crossing was accelerated under a project that was already under development when the fatal crash occurred.</p>
<b>Project Cost:</b>	\$142,669 (speed limit changes only)
<b>Date of Fatal VRU crash:</b>	March 9, 2024
<b>Date of Project Completion:</b>	September 2025



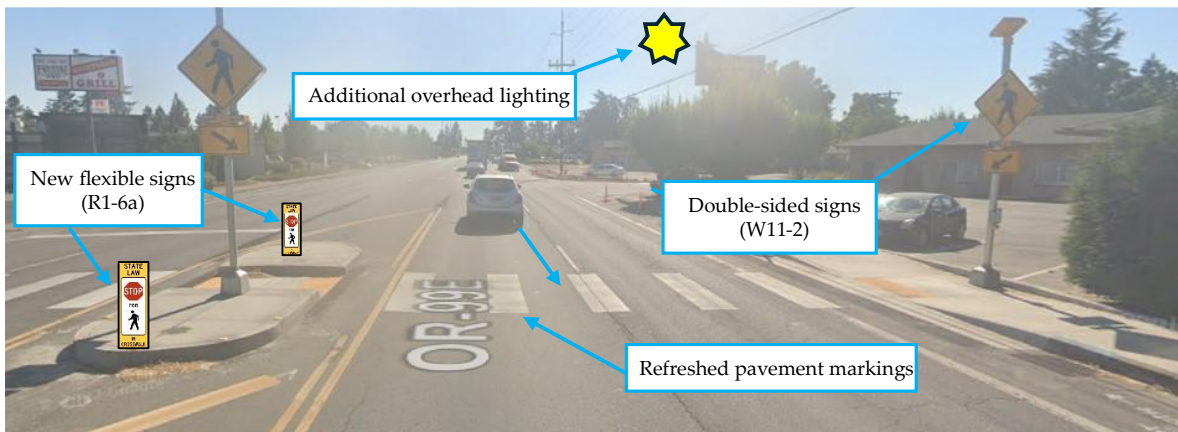
<b>Project Location:</b>	<b>South Valley View Road, Jackson Co.</b>
<b>Description:</b>	Project included new illumination, new pedestrian warning signs, and oversized speed limit signs.
<b>Project Cost:</b>	\$24,006
<b>Date of Fatal VRU crash:</b>	June 29, 2024
<b>Date of Project Completion:</b>	May 2025



<b>Project Location:</b>	<b>OR 569 at Roosevelt Drive, Eugene</b>
<b>Description:</b>	Project added protected phasing for NB, EB, and WB right turns. This will eliminate the conflicts between the right turn movements and pedestrians in those crosswalks.
<b>Project Cost:</b>	\$45,104
<b>Date of Fatal VRU crash:</b>	Oct. 20, 2024
<b>Date of Project Completion:</b>	August 2025



<b>Project Location:</b>	<b>OR 99E near Williams Ave, Woodburn</b>
Description:	Project applied new pavement markings, upgraded signs, added illumination.
Project Cost:	\$11,275
Date of Fatal VRU crash:	Dec. 27, 2024
Date of Project Completion:	July 2025



<b>Project Location:</b>	<b>OR 99E (SE McLoughlin Blvd) near 22<sup>nd</sup> Ave, Milwaukie</b>
Description:	Fencing installed along SE McLoughlin Boulevard
Project Cost:	\$48,398
Date of Fatal VRU crash:	April 9, 2024
Date of Project Completion:	December 2025



<b>Project Location:</b>	<b>OR 99 South of Garfield St, Medford</b>
Description:	Buffered bike lanes, drainage basin adjustment, median modification, repaving.
Project Cost:	\$625,583
Date of Fatal VRU crash:	October 11, 2024
Date of Project Completion:	October 2025



<b>Project Location:</b>	<b>OR 8 near SW 102, Beaverton</b>
<b>Description:</b>	Add lighting to utility poles near 102 <sup>nd</sup> , 103 <sup>rd</sup> , and 104 <sup>th</sup> along OR 8
<b>Project Cost:</b>	\$13,9390
<b>Date of Fatal VRU crash:</b>	10/23/2024
<b>Date of Project Completion:</b>	December 2025



<b>Project Location:</b>	<b>U.S. 101 near Juniper St, Reedsport</b>
<b>Description:</b>	New enhanced pedestrian crossing with RRFB, illumination.
<b>Project Cost:</b>	\$364,921
<b>Date of Fatal VRU crash:</b>	2/27/2024
<b>Date of Project Completion:</b>	January 2026

