Memo

From:	OHP Project Team
Date:	April 2026
Re:	OHP: Existing Conditions Memo

Introduction

ODOT is beginning a comprehensive update to the Oregon Highway Plan (OHP). The new OHP will not just be about highways, but rather about all that happens on roadways, how the modes interact, and how to prioritize investments and make decisions about the full system.

ODOT Mission

To provide a safe, efficient transportation system that supports economic opportunity and livable communities for Oregonians.

The new OHP will help implement the goals and strategies of the 2023 Oregon Transportation Plan (OTP) as they apply to the state highway system. The new plan will be system user-focused, with an emphasis on climate, equity, and safety, and a major effort to meet current and anticipated needs of the OHP such as how to update the old mobility policy and how to reflect and support new initiatives such as Metropolitan Transportation Planning.

This memorandum outlines the existing conditions of Oregon's highway system as tracked by several key performance measures and indicators. The new Oregon Highway Plan will include a vision, goals, policies and strategies that will build on opportunities and anticipated challenges that result from trends occurring in Oregon and nationally. The following memo summarizes the highway inventory, state of good repair, safety outcomes, mobility performance, and freight in Oregon.

The information in this memorandum is not exhaustive, and all items listed here may not be addressed in the OHP. It reflects recent data and studies available to ODOT's Transportation Planning Analysis Unit in late 2025 and early 2026; it is a point in time collection of information, and it could differ from related information gathered differently for other purposes. This information will address many of the opportunities, challenges and trends faced by system

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users, freight, transit agencies, other state agencies, and regional and local governments. The OHP team will use this information to develop policy and guidance that will shape and support future decisions about transportation system planning, investment, construction, operations, and maintenance statewide.

Existing Conditions

In order to inform the Oregon Highway Plan, this memo examines the existing conditions of Oregon's highway system, covering the following categories:

- Summary of the System
- State of Good Repair
- Safety
- Mobility
- Freight and Economy

Summary of the System

Oregon has a wide network of roadways covering the state. Roadways receive a functional classification[1] based on their specifications and levels of traffic. Table 1 shows the total length, lane miles (length multiplied by number of lanes), and vehicle miles traveled (VMT) of roadways broken down by functional classification in Oregon.

Table 1: Oregon's Roads by Functional Classification

	Length			Lane Miles			VMT (millions)		
Functional Classification	Rural	Urban	Total	Rural	Urban	Total	Rural	Urban	Total
Interstate	495	234	730	2,024	1,116	3,140	4,084	5,578	9,662
Other Freeways and Expressways	0	69	69	0	287	287	0	1,445	1,445
Other Principal Arterial	2,657	857	3,514	5,910	2,738	8,648	4,573	5,686	10,260
Minor Arterial	2,223	1,285	3,509	4,541	2,997	7,538	1,969	4,440	6,409
Major Collector	8,164	2,115	10,279	16,338	4,270	20,608	2,240	2,910	5,150
Minor Collector	7,996	532	8,528	15,993	1,067	17,060	931	296	1,227
Local	42,469	10,070	52,539	84,938	20,140	105,078	843	1,820	2,663
Total	64,005	15,162	79,167	129,743	32,616	162,359	14,640	22,176	36,816

Source: Highway Statistics Series 2023, FHWA

[1] https://www.fhwa.dot.gov/policyinformation/hpms/hfcccp.cfm

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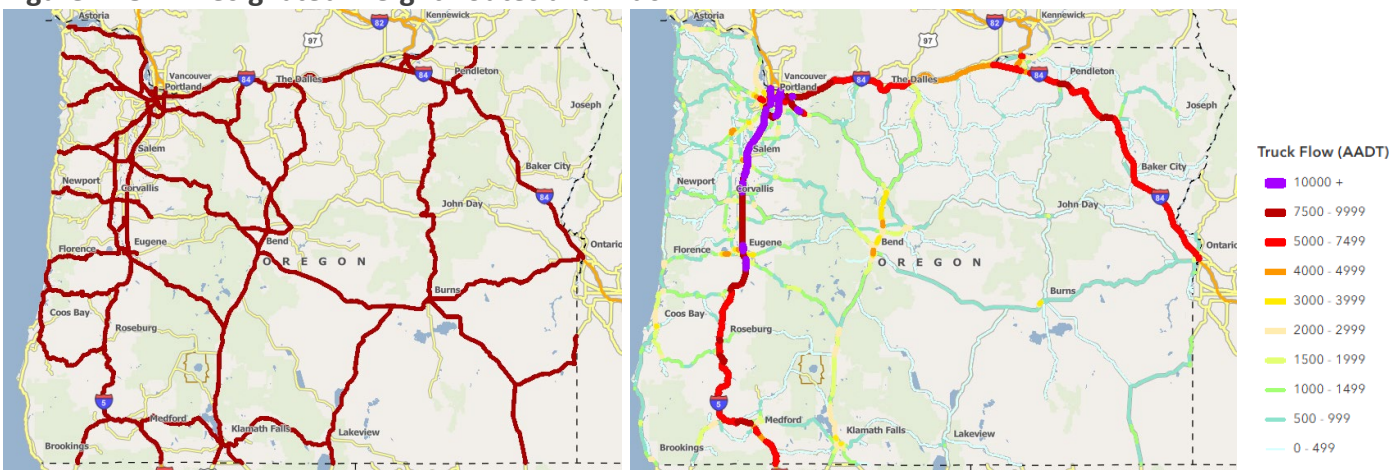
The length and lane-miles of roads are substantially greater in rural locations than in urban, but VMT is significantly greater in urban roads. This creates different maintenance needs between rural and urban locations, as some types of maintenance, such as weathering and gradual seismic shifts, occur everywhere and scale with the lane miles of roadway, while other types of maintenance scale with the level of wear-and-tear caused by vehicle traffic. Similarly, while interstates and principal arterials carry a majority of VMT, they have significantly less lane miles than collectors and local roads. These differences may play an important part in highway investment strategies and policies from the OHP.

Figure 1: OHP Designated Freight Routes and Truck AADT



Source: ODOT TransGIS

Figure 1 shows the OHP designated freight routes in Oregon alongside average annual daily traffic (AADT) estimates for trucks. While we observe truck traffic along all designated freight routes, the magnitude of traffic is highly correlated with the functional classification, namely interstates and principal arterials, and the population density of different regions. Focusing on the highest truck flow corridors while maintaining accessibility throughout the state is crucial for sustaining Oregon's regional economies and connections to the rest of the nation.

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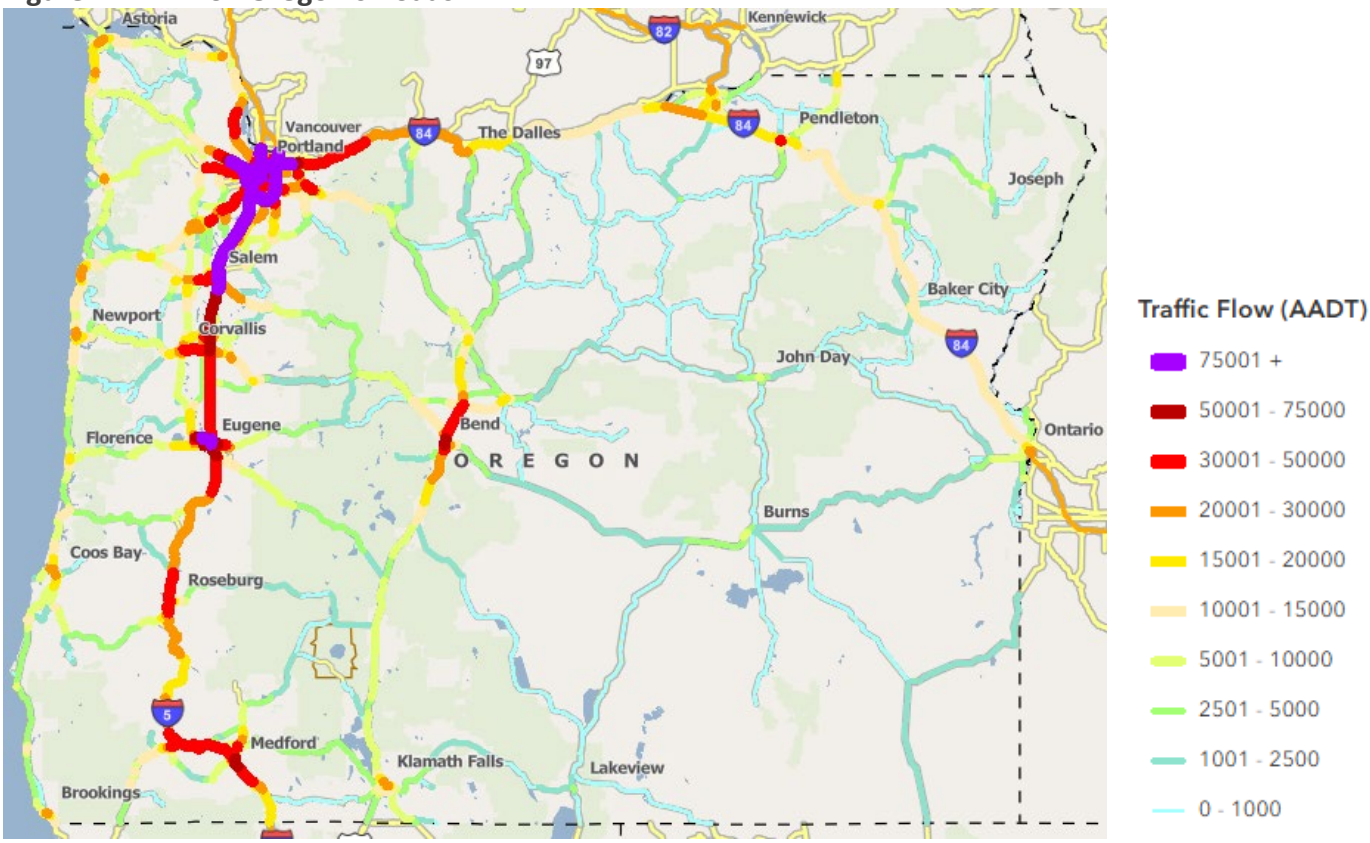
Figure 2: AADT on Oregon's Roads



Source: [ODOT TransGIS]

Figure 2 shows the AADT on Oregon's roads. Traffic is again seen to be highly concentrated near metropolitan regions along interstates and principal arterials, but there are stark differences compared to truck flows. Hwy 101 along Oregon's coast and connections to I-5 from the coast see higher relative levels of traffic compared to trucks, while I-84 along the northern edge of Oregon sees lower relative levels of traffic compared to trucks. These traffic differences speak

to the economic differences and types of activity throughout the state, as well as the needs for future planning around these routes.

Many assets that are part of the transportation system often go unnoticed yet play critical roles. Culverts, underground pipes or structures that allow water to flow under a road, are crucial for protecting roads by preventing flooding and erosion. ODOT's TransGIS database currently lists 30,250 culverts in the state—each of which requires periodic maintenance to remove debris and prevent blockages. ODOT has 1,455 traffic signals which manage the flow of traffic at intersections and require substantial physical and electrical infrastructure to stay operative. Sidewalks and bike facilities, while often seemingly invisible to drivers, are essential space for walkers, bikers and other non-auto users of the system. While not complete, ODOT currently has 1,985 miles of sidewalks and 2,235 miles of bike facilities (bike lanes, shoulder > 5', and shared lanes) inventoried in its data catalogue. Traffic signs play a crucial role in the transportation system letting people know where they are, where they are going, where they shouldn't go, how fast they should go, and many other helpful insights or warnings. ODOT has 290,650 signs inventoried in its data catalogue. Rail crossings are essential for the safe and smooth operating of vehicle and rail traffic, often becoming key sites for congestion or crashes if not designed and maintained properly according to its specific details. ODOT has 3,440 rail crossings across the state catalogued in its inventory. Scenic byways and scenic bikeways are roads providing access to some of Oregon's most beautiful locations and are a key component in recreation, tourism, and even freight and manufacturing around natural resources. ODOT has 3,082 miles of scenic byways and 1,169 miles of scenic bikeways.

Oregon's roadways and other assets that comprise the transportation system require monitoring and maintenance to stay functioning and fulfil Oregon's transportation needs. Deferred maintenance compounds in three ways: the rate of deterioration tends to increase over time, the cost of repairs increases exponentially with deteriorated condition, and the cost of construction increases over time while ODOT's revenue source rates (i.e. gas tax rate) tend to remain flat (see ODOT Bridge Condition Report 2024, Figures 11, 12 and 13). Road maintenance, bridge inspections, pavement condition measurements, culvert and drainage clearance, snow plowing, sanding, striping, roadkill removal, data analysis and monitoring, emergency services, roadside clearance from crashes and natural disasters—while many of these maintenance services happen behind the scenes they are essential for the system to perform efficiently and effectively. The division of ODOT's legislatively approved budget for 2025-2027 is shown in Figure 3. Maintenance is allocated $602 million, 10% of the total budget, on par with debt service which costs $668 million, 11% of the total budget. Project delivery and support is the largest single budget area at $2.3 billion (45%)

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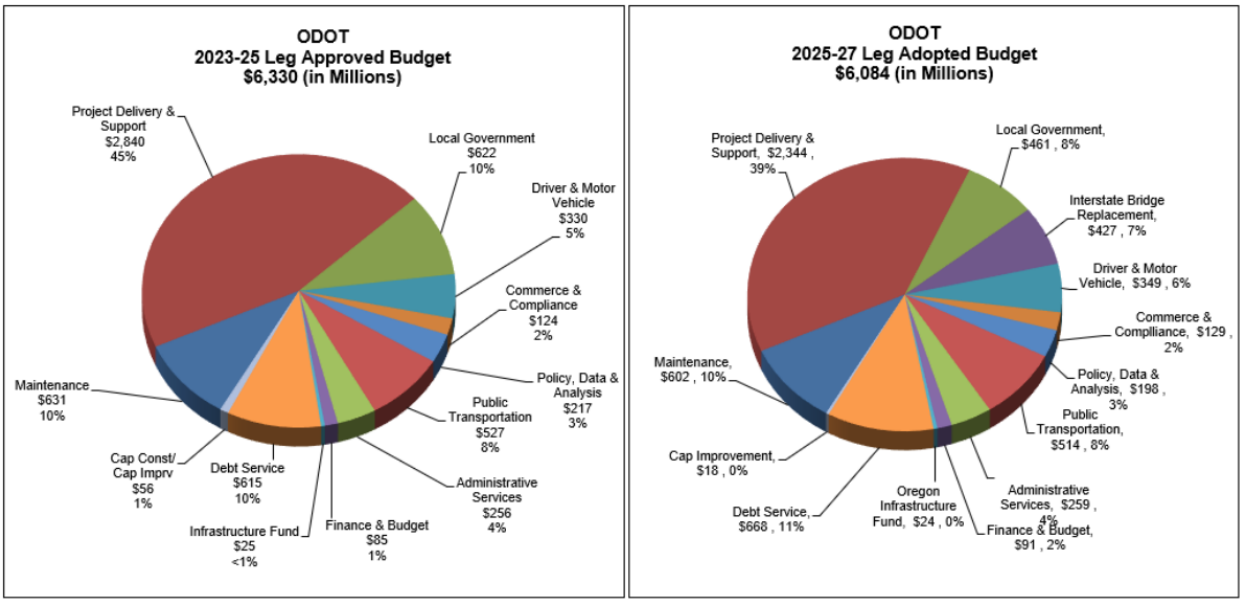
Figure 3: ODOT Legislatively Adopted Budget 2025-2027



Source: [2025-2027 Legislatively Adopted Budget](), ODOT.

State of Good Repair

Pavement Condition

In Oregon and across the country, maintaining existing transportation infrastructure is a high priority. Oregon's key performance measure on pavement condition, shown in Figure 3, is the percent of pavement centerline miles rater "fair" or better out of total centerline miles in the state highway system. By this metric, Oregon has done well and maintained 'fair' or better condition for over 85% of centerline miles since 2012.

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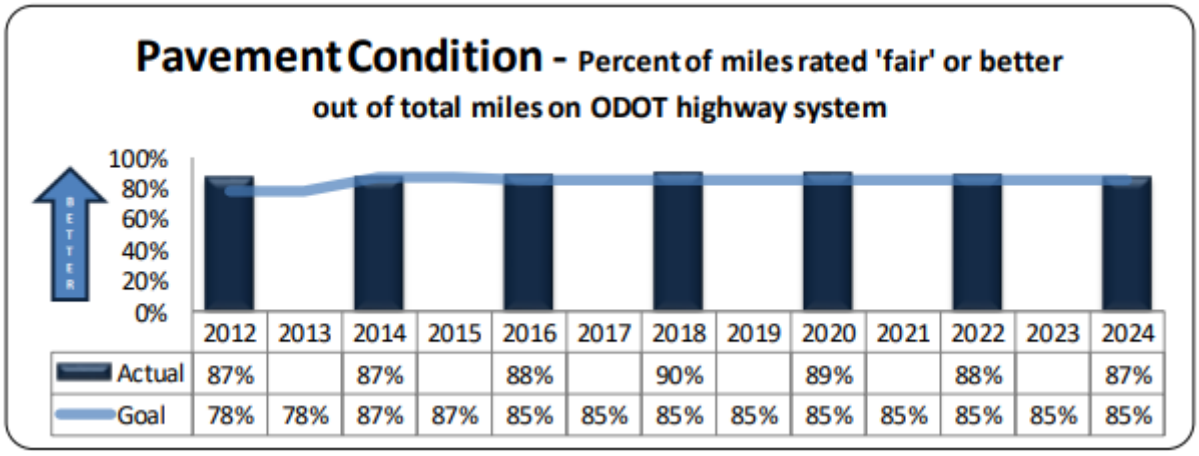
Figure 4: KPM for Pavement Condition



Source: Pavement Condition, ODOT. Feb 2025

However, the percentage of roads in fair or better pavement condition varies by the type of road as shown in Figure 5. Interstate routes show the highest percentage of fair or better condition at 97% in 2024, while state and region/district level routes are lower at 87% and 82%, respectively. As shown in Table 1, these arterials and collectors carry the majority of VMT and deteriorate faster as a result. Across all highway classifications and volumes the percentage of pavement in good condition has declined over time.

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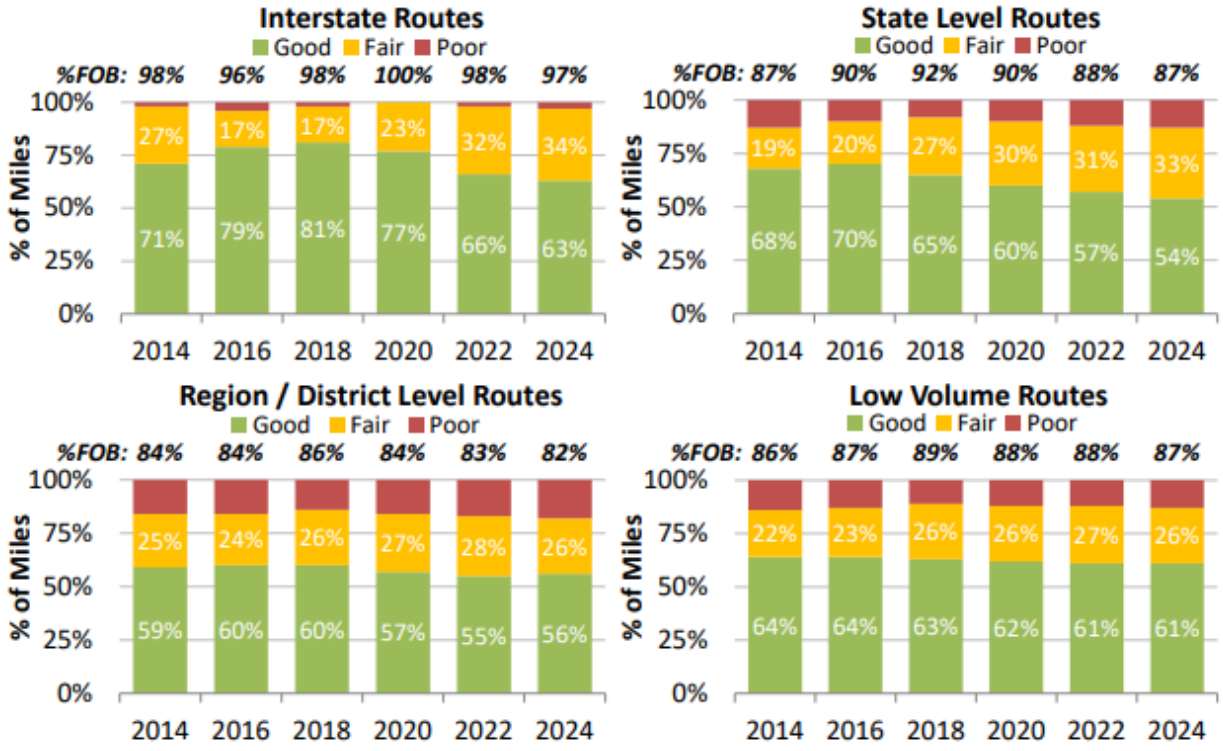
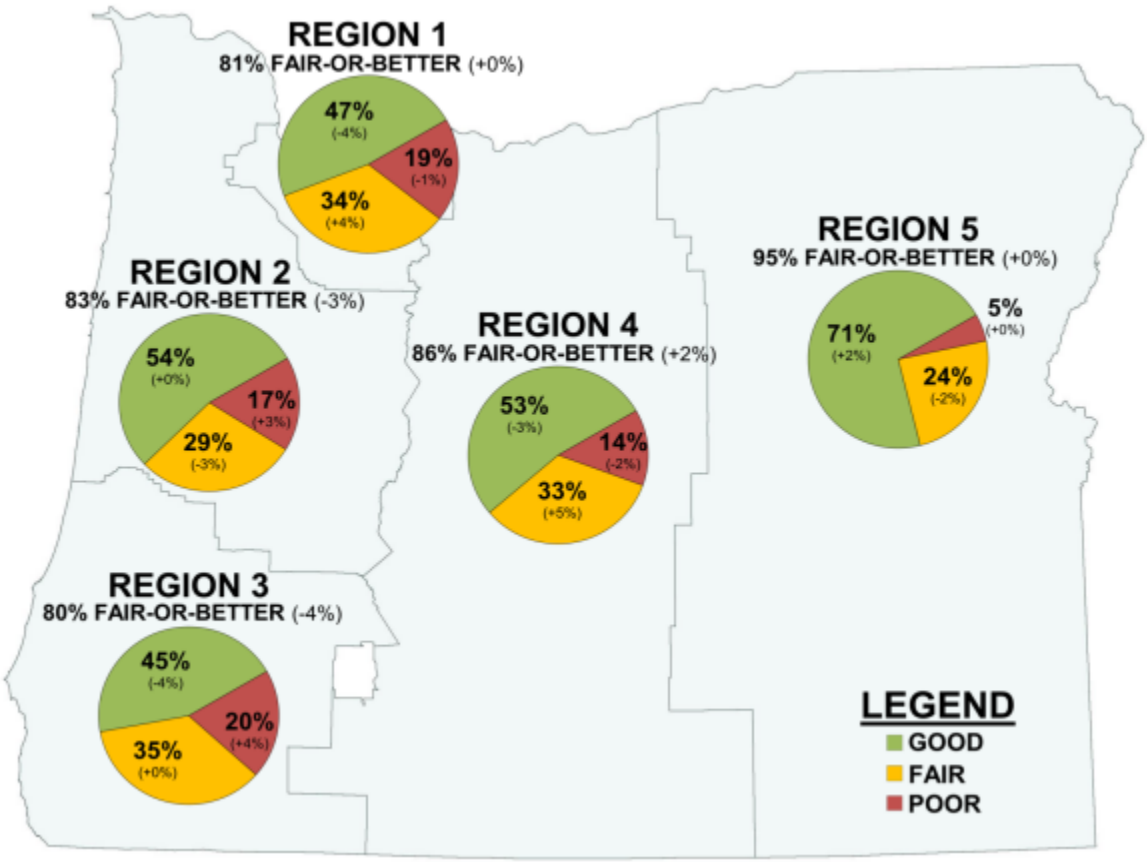
Figure 5: Pavement Condition by Highway Classification and Volume



Source: 2024 Pavement Condition Report, ODOT. Feb 2025

Pavement condition also varies heavily by region as shown in Figure 6. Areas with higher population density, traffic volumes, or mountainous geography show significantly lower percentages of fair or better pavement: 81% for Region 1, 83% for Region 2, and 80% for Region 3, compared to 86% for Region 4 and 95% for Region 5. While the statewide pavement condition is above the KPM goal, this statistic is heavily influenced by the varied length and stress exposure of roads in different regions.

Figure 6: Pavement Condition by Region



Source: [2024 Pavement Condition Report](), ODOT. Feb 2025

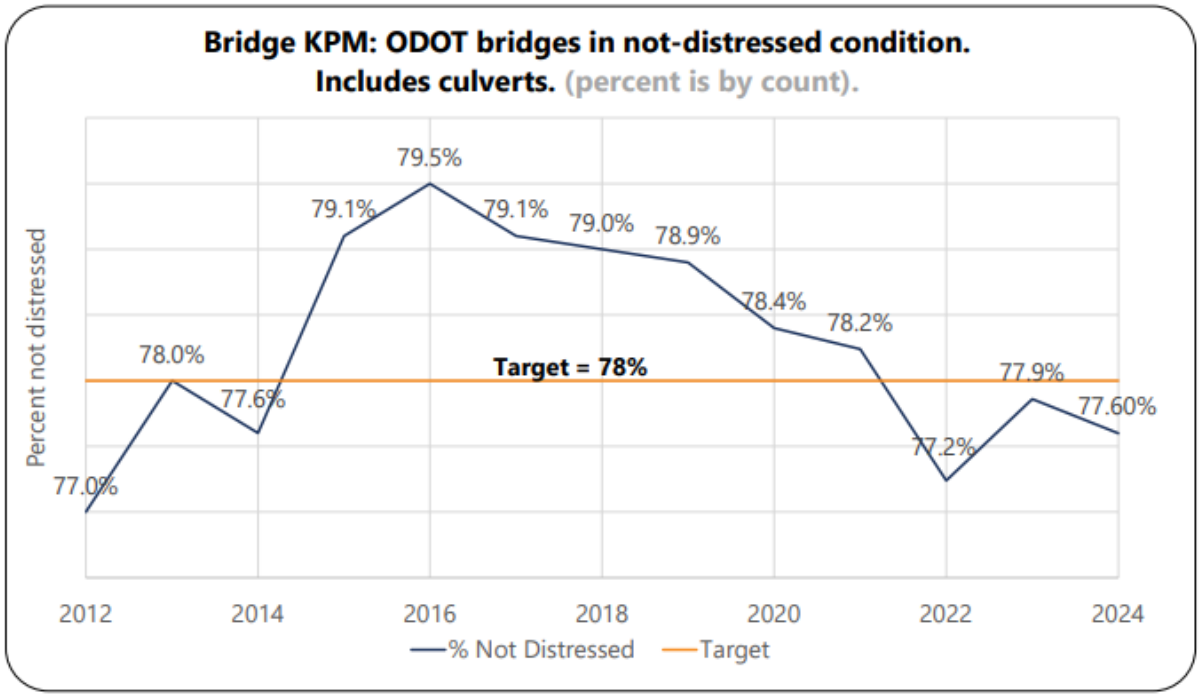
While Oregon is still above its KPM goal for pavement condition, the observed trend of declining percentage of pavement in good condition alongside the increasing proportion of pavement in fair condition is indicative of an increasing maintenance backlog and could lead to a sharp change in the KPM as pavement eventually deteriorates from fair to poor without increased maintenance. The pavement condition report emphasizes that pavement funding levels are well below the estimated need to maintain the existing condition and repair the backlog. Rapid declines in pavement condition are anticipated over the next decade. Poor pavement condition results in diminished safety, reduced travel times, higher vehicle repair costs, and increased pavement repair/replacement costs. Condition tends to deteriorate exponentially and the cost of repairs increases exponentially with deteriorated condition, creating a compounding escalation of increasing cost from deferred maintenance. Proactively

maintaining Oregon's pavement condition results in better transportation outcomes at a lower cost.

Bridge Condition

While pavement constitutes the bulk of the highway transportation system, bridges provide key connections over otherwise impassable terrain. Oregon's KPM on bridge condition, shown in Figure 7, is the percent of state highway bridges that are 'not distressed'. Since 2012, Oregon has hovered near its goal of 78%, but with a decreasing trend since 2016. It is projected that current funding levels will not stop the decline, which is primarily due to the aging bridge inventory, history of underfunding, and bond repayment soaking up sorely needed funds. ODOT has incorporated a bridge strategy focusing on preservation and maintenance in response to the insufficient funding levels needed to sustain conditions.

Figure 7: KPM for Bridge Condition

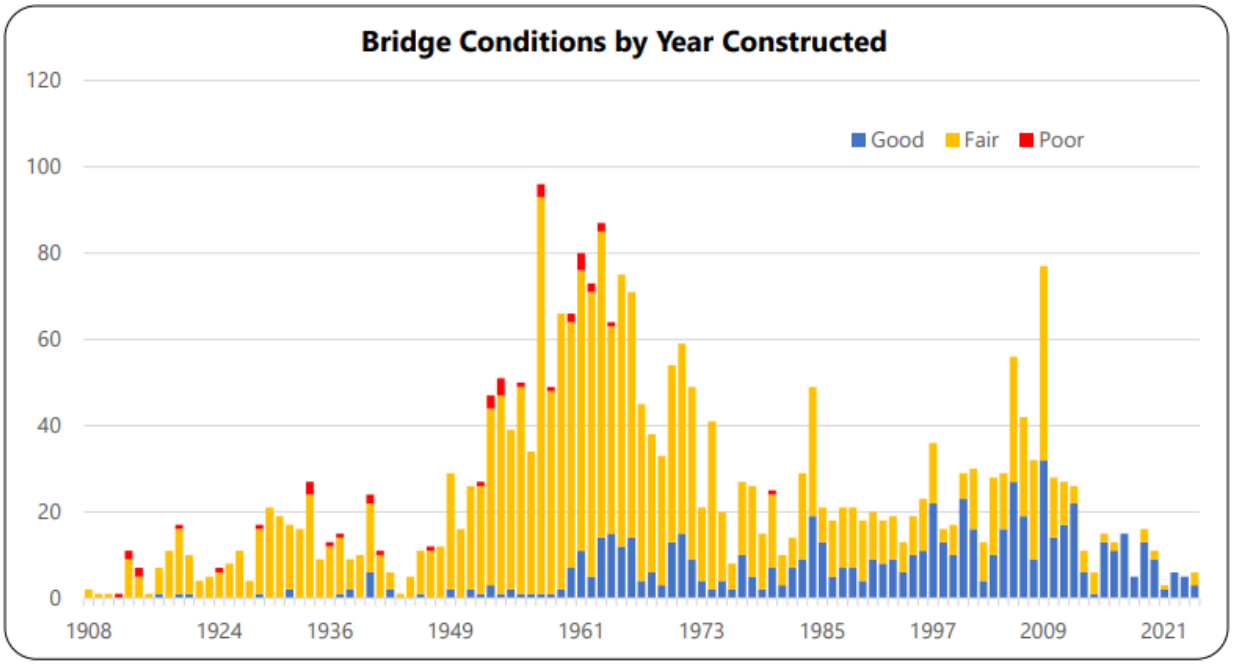


Source: Bridge Condition Report 2024, ODOT.

Figure 8 shows the large number of bridges constructed during the 1950s and 1960s (the Interstate Highway System was initiated in 1956). This construction boom has resulted in a looming wave of bridges approaching the end of their service lives. While many are still in fair condition, which is safe, the maintenance and rehabilitation needs only increase with age. The

lifespan of an individual bridge should be somewhere between 75 and 100 years. Under current funding levels the number of bridges entering distressed state will rapidly increase over the next two decades, resulting in load postings and potentially closures, which in turn can result in massive detours, loss of economic competitiveness, and community isolation.

Figure 8: Bridge Conditions by Year Constructed



Source: Bridge Condition Report 2024, ODOT.

Safety

Improving safety in transportation is ODOT's top priority. While Oregon's goal is zero fatalities, interim targets are set each year in order to reduce fatality and serious injury rates on the way. Oregon's KPM for safety is traffic fatalities and serious injuries per 100 million VMT. Figure 9 shows that the rate of traffic fatalities and serious injuries has been increasing since 2019, and is above the national average rate for fatalities per 100 million VMT. Factors associated with the increasing crash rate included distracted driving, speed, young drivers (age 15-20), non-motorist collisions, substances, and not wearing seat belts. Oregon's strategy to reduce traffic fatalities and serious injuries is to continuously improve data collection and cataloguing, analyze the causes of fatalities, and apply proven countermeasures.

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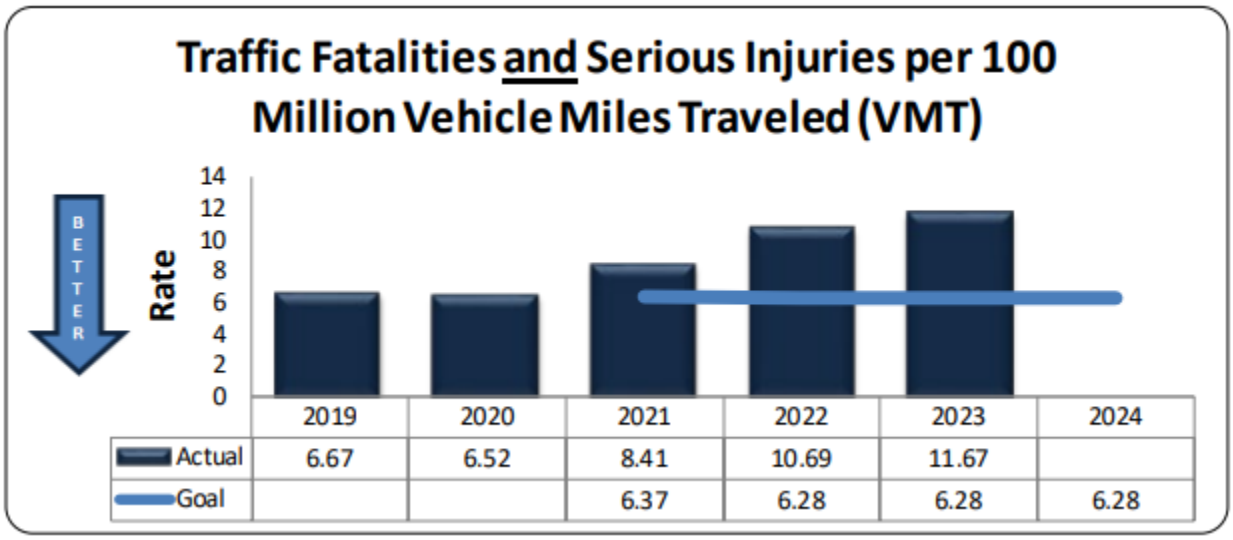
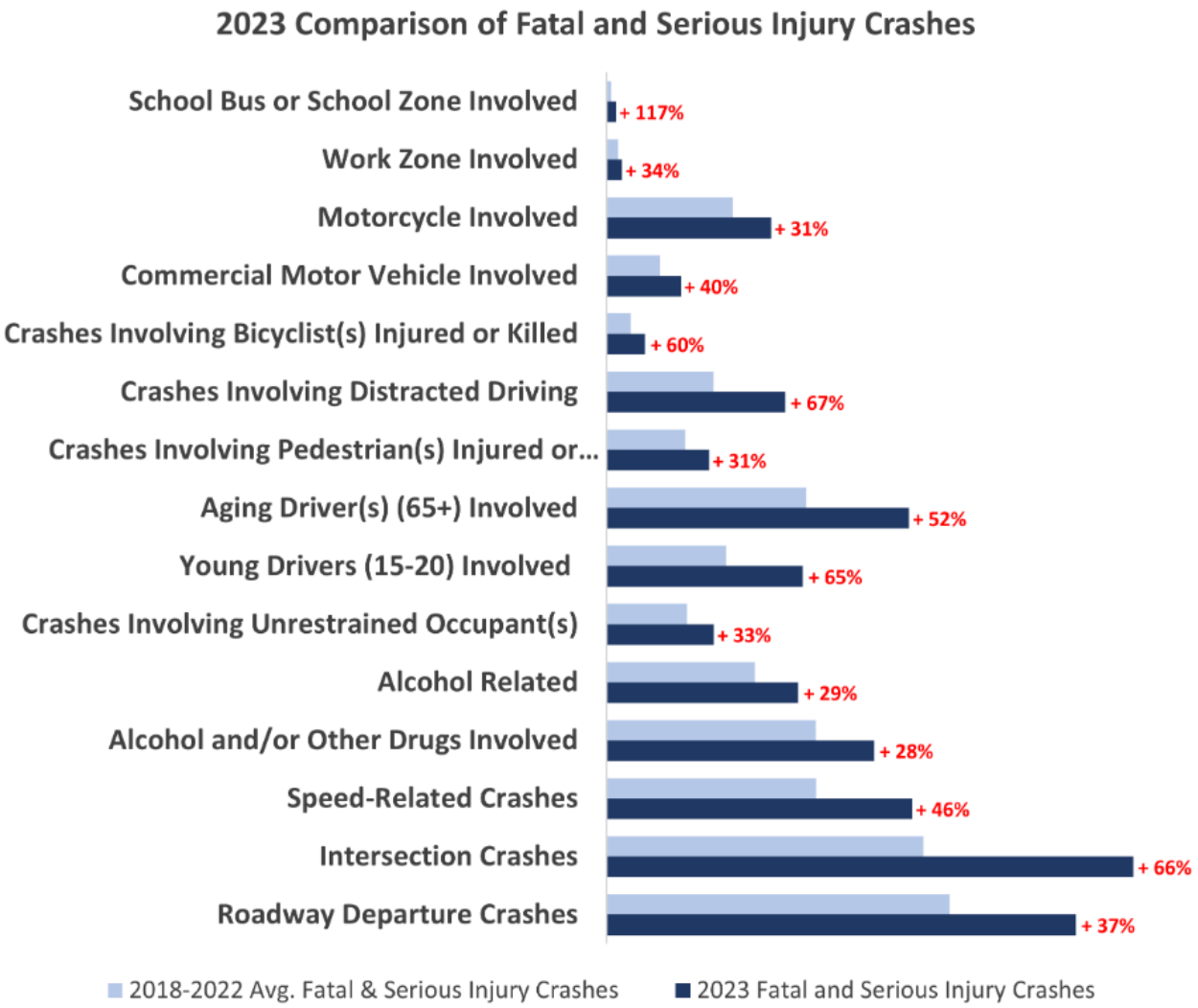
Figure 9: KPM for Safety



Source: Traffic Fatalities and Serious Injuries, ODOT. June 2025

Figure 10 shows a comparison of types of fatal and serious injury crash between 2018-2022 and 2023. While all types of crashes increased, the largest percentage increases involved school bus or school zone, distracted driving, intersections, young drivers (15-20), and bicyclist. In terms of the number of crashes, the largest increases involved intersections, aging drivers (65+), and roadway departures. This data on changes in different types of crashes informs safety investments to target the highest risk factors.

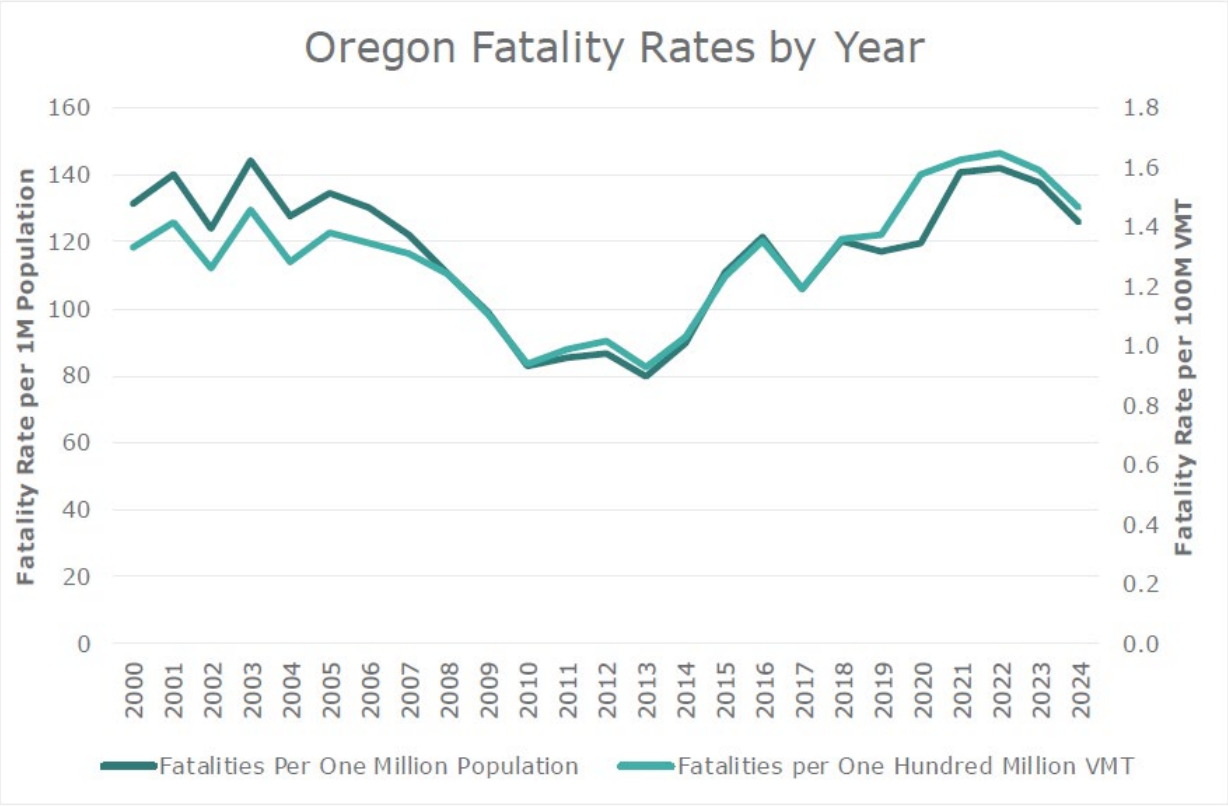
Figure 10: Comparison of Types of Fatal and Serious Injury Crashes



Source: State of the System Dashboard: Safety, ODOT. 2025

The recent increase in Oregon's safety KPM is largely driven by the increasing rate of serious injuries. Figure 11 shows that both fatalities per 1 million population and per 100 million VMT have been declining since 2022. While currently at levels comparable to 2000, the recent trend of decline in both rates is encouraging since their rise during 2009-2021 after the decline from 2005-2009.

Figure 11: Oregon Fatality Rates per Population and VMT



Source: 2026 Oregon TSAP Update, ODOT. Oct 2025

Alongside Oregon's strategy of setting safety goals and monitoring and analyzing crash data, in order to improve safety outcomes Oregon searches a variety of topics laid out in the Transportation Safety Action Plan (TSAP). Vehicle weight and size have been steadily increasing since 1990 as shown by the proportion of sport utility vehicles, pickup trucks, and crossover utility vehicles, which has been linked to the increase in overall traffic injury for vehicle occupants and vulnerable road users.

Pedestrian and bicyclist fatalities and serious injuries have increased significantly since 2019 as shown in Figure 12. Primary contributing factors include not yielding right-of-way, being illegally in roadway, not wearing visible or reflective clothing, and disregarding traffic signals.

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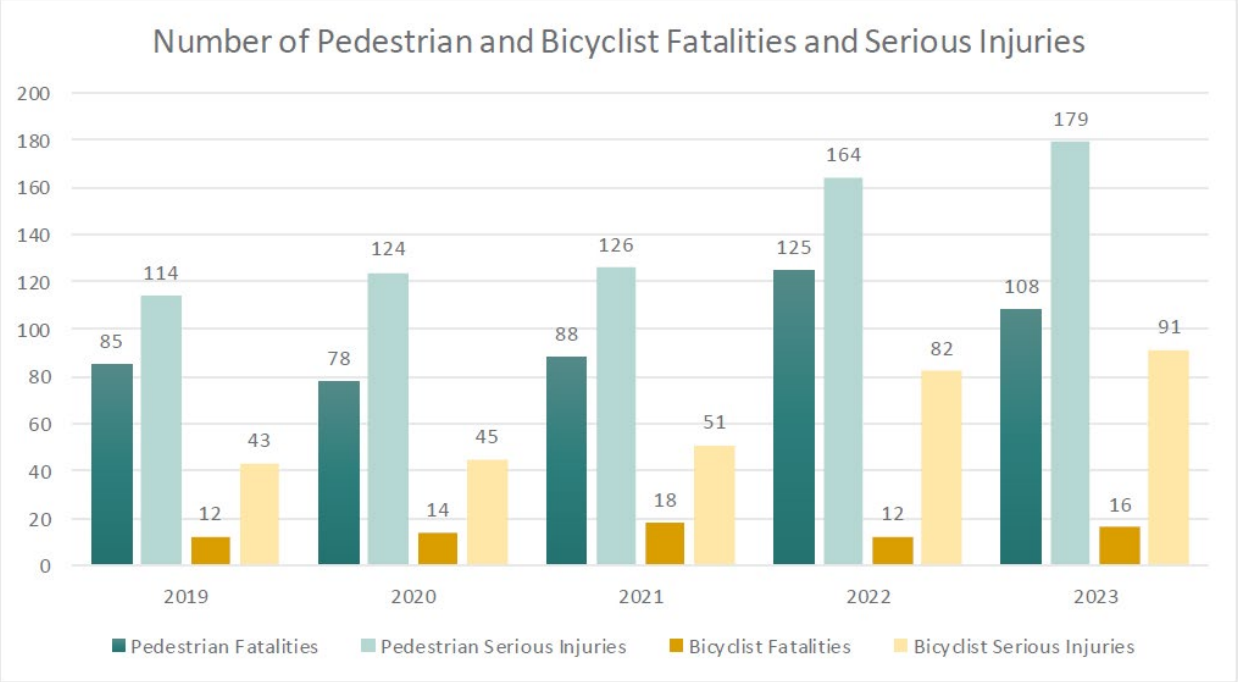
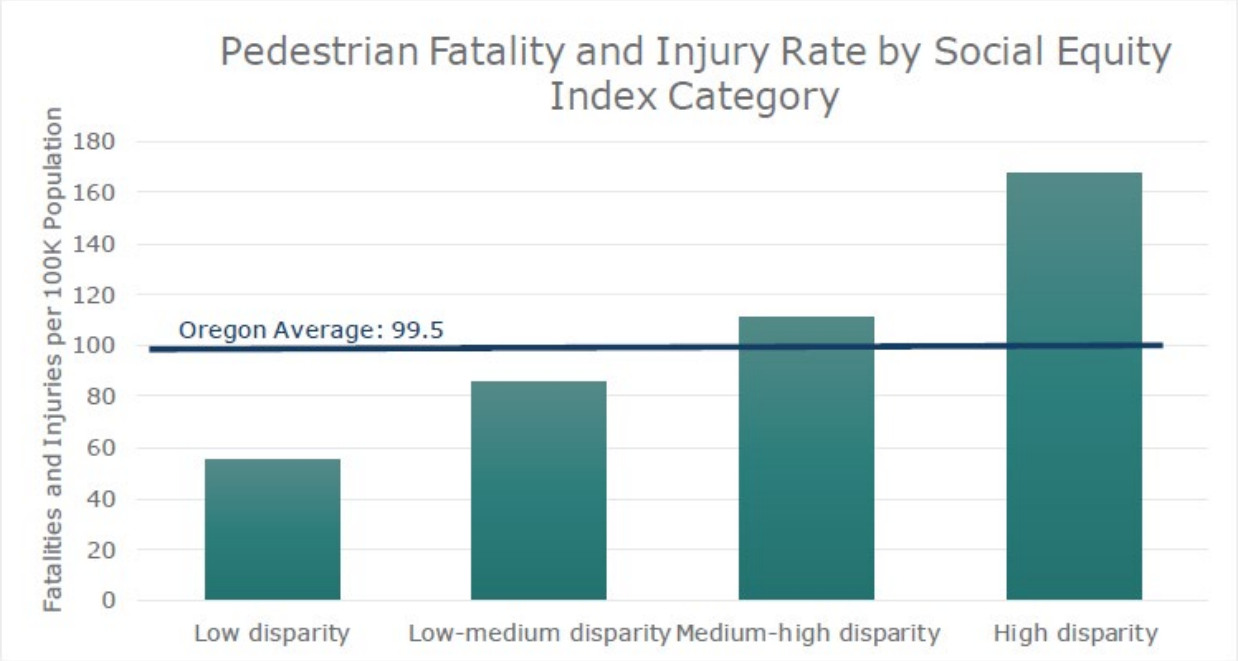
Figure 12: Pedestrian And Bicyclist Fatalities and Serious Injuries 2019-2023

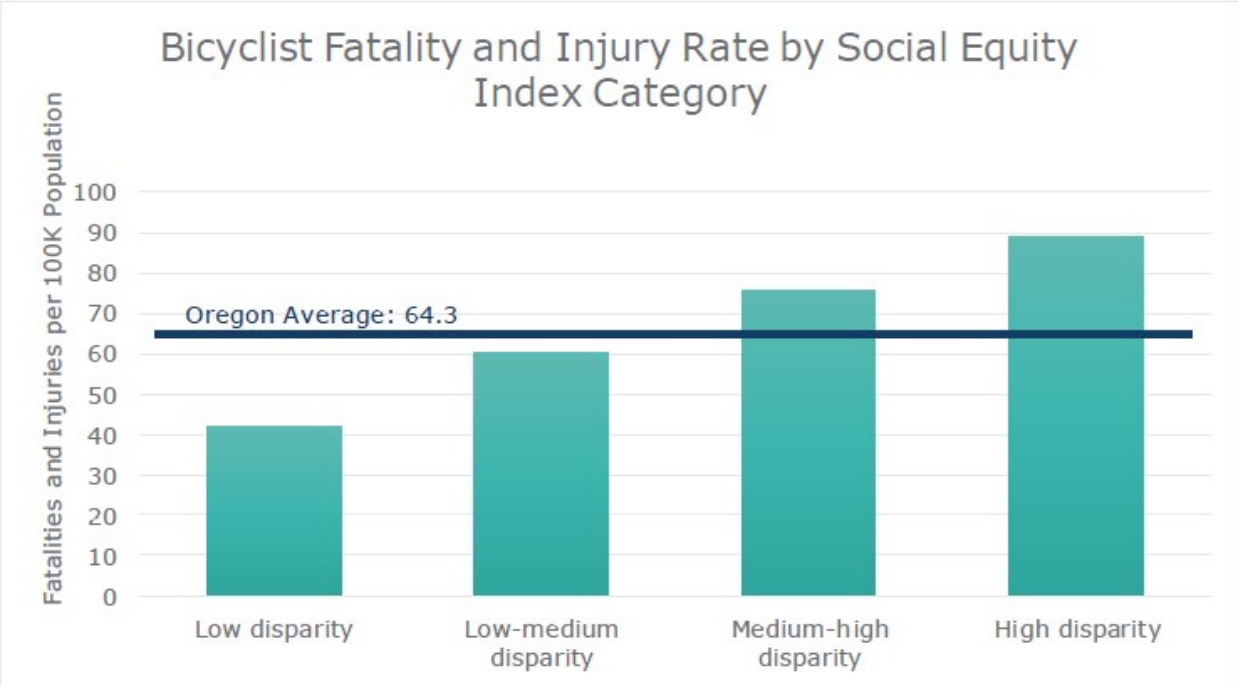


Source: 2026 Oregon TSAP Update, ODOT. Oct 2025

Not everyone is exposed to the same levels of risk in the transportation system. The Social Equity Index (SEI) is a measure of disparity focusing on economically and socially vulnerable populations in Oregon (ODOT Social Equity Index 2023 Update). Figure shows how SEI values at the Census block group level correlate with fatality and serious injury rate per 100K population. Areas categorized as low disparity show substantially lower fatality and serious injury rates than high disparity areas.

Figure 13: Pedestrian and Bicyclist Fatality and Injury Rate by Social Equity Index Category

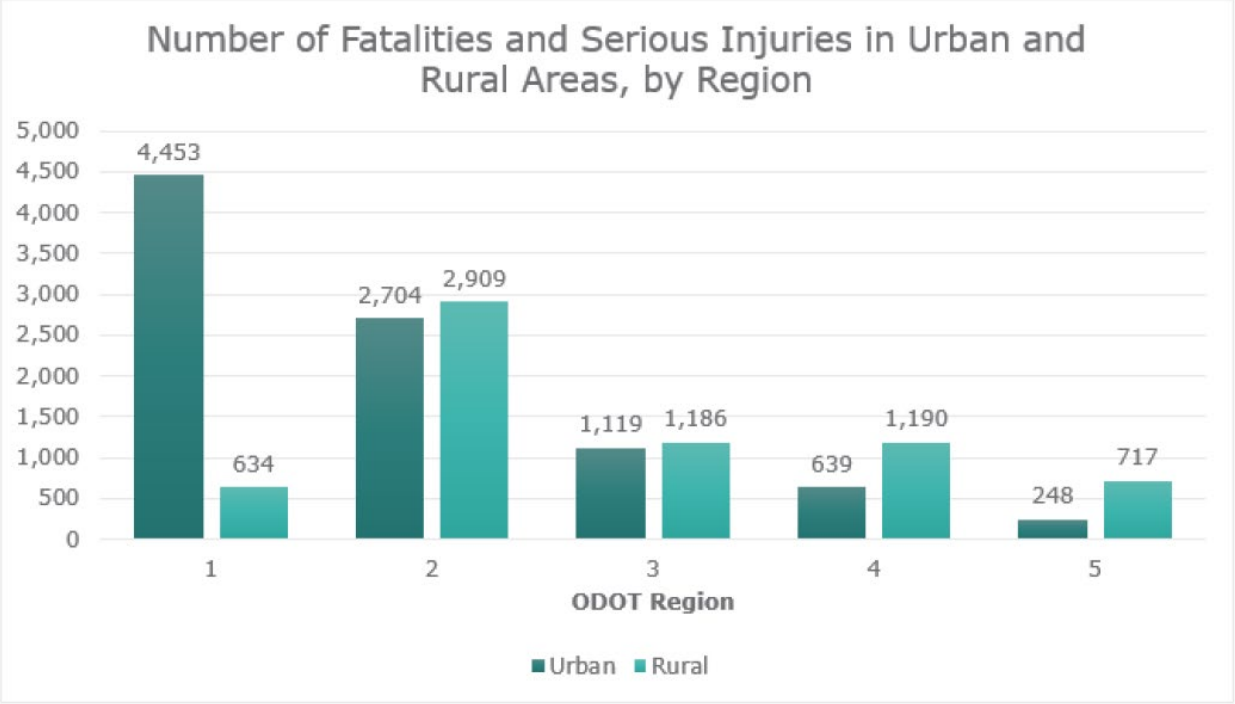




Source: 2026 Oregon TSAP Update, ODOT. Oct 2025

The number of fatal and serious injury crashes varies throughout the state, in part corresponding to differences in traffic levels and regional factors. The recent TSAP update included a breakdown of crashes in urban and rural areas by region as shown in Figure 14. Statewide, 58% of fatalities and serious injuries occurred in urban areas and 42% occurred in rural areas—compared to 60% of VMT in urban areas and 40% in rural areas (see Table 1).

Figure 14: Fatalities and Serious Injuries by Urban and Rural Areas, By Region



Source: 2026 Oregon TSAP Update, ODOT. Oct 2025

To inform policy around safety it is important to analyze crash data by road functional class alongside traffic data. Table 2 from the recent TSAP update shows how although Interstates have around 8% of fatal and serious crashes, they also have 26% of VMT—reflecting that on a crash per mile traveled basis interstates are considerably safer. Other principal arterials, minor arterials, and major collectors show an inverse relationship—the proportion of fatal and serious crashes on these roads is higher than their proportion of VMT. One takeaway from these statistics is that although higher speeds are correlated with a higher frequency and severity of crashes, the context of that speed plays a large role in safety outcomes. Design features of the

interstate system, including limited access and restricted geometries, can create a safer environment for high speed travel.

Table 2: Crashes and VMT by Functional Class

FUNCTIONAL CLASS	FATAL CRASH PRORPORTION	SERIOUS INJURY CRASH PROPORTION	FATAL AND SERIOUS INJURY CRASH PROPORTION	STATEWIDE VMT PROPORTION
INTERSTATE	8.1%	7.9%	8%	26%
OTHER FREEWAYS AND EXPRESSWAYS	0.8%	2.0%	2%	4%
OTHER PRINCIPAL ARTERIAL	39.9%	36.3%	37%	28%
MINOR ARTERIAL	22.3%	25.1%	25%	17%
MAJOR COLLECTOR	18.9%	18.8%	19%	14%
MINOR COLLECTOR	3.6%	3.5%	4%	3%
LOCAL	6.4%	6.4%	6%	7%

Highlight: Fatal and serious injury crashes are overrepresented by 5% or more

Source: 2026 Oregon TSAP Update, ODOT. Oct 2025

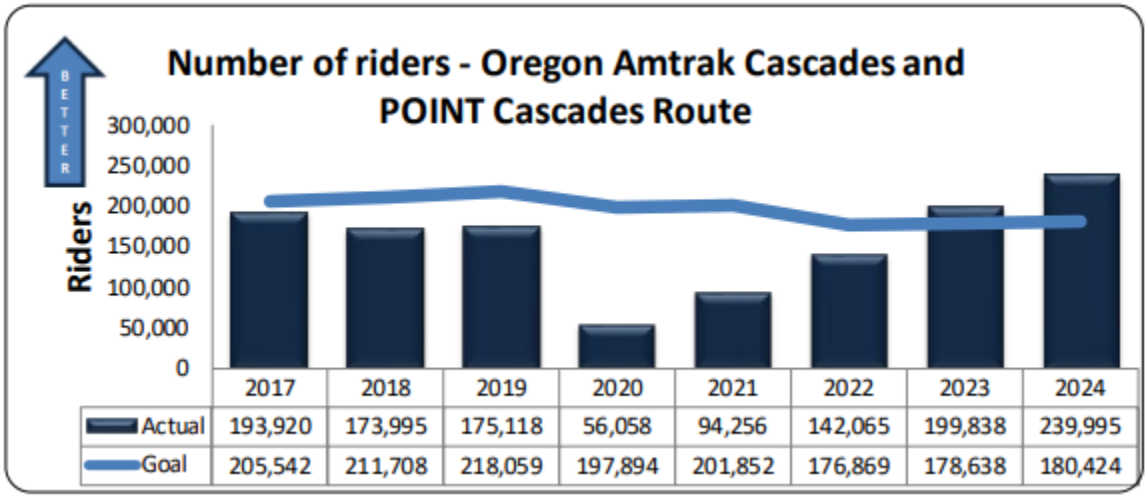
Mobility

Key Performance Measures

Oregon has several KPM's for mobility, shown in Figure 15, reflecting the performance of different travel modes. For passenger rail although the number of riders on the Amtrak Cascades and POINT Cascades routes dropped during the COVID pandemic, ridership has rebounded to be not only above 2017-2019 levels but above the KPM goal. Efforts to improve ridership include ridership monitoring to determine which trains attract the most passengers, adjusting train schedules to fit ridership needs, adjusting the fare structure, and developing new routes including two round trips between Portland and Seattle that began in December

2023. For pedestrians and bicycles the completeness of the walking and biking systems (measured by having marked crosswalks and walkways and bikeways in "fair" or better condition) currently measures 45%, just under the target goal of 49% in 2024. Limited funding and competing priorities for roadway space have made progress slow on this KPM, and limited data has also made this category a challenge to measure effectively. For motor vehicles the number of congested lane miles has stayed below the target KPM since 2016, even after the rapid rebound of traffic after the COVID pandemic. Through a combination of new technology and data analytics ODOT influences congestion by optimizing the use of infrastructure, managing the traffic network, and supporting transportation options. For transit ridership Oregon has been underperforming in relation to its KPM average number of transit rides per Oregonian since 2016. While the COVID pandemic substantially reduced the number of transit rides per Oregonian, there has not been a rebound in the proceeding years. ODOT continues to work with local transit providers, who determine their local needs and priorities, to use funding as well as possible on factors agencies can control such as service frequency, reliability, geographical coverage, and fares.

Figure 15: Mobility KPMs



	2017	2018	2019	2020	2021	2022	2023	2024
Actual	193,920	173,995	175,118	56,058	94,256	142,065	199,838	239,995
Goal	205,542	211,708	218,059	197,894	201,852	176,869	178,638	180,424

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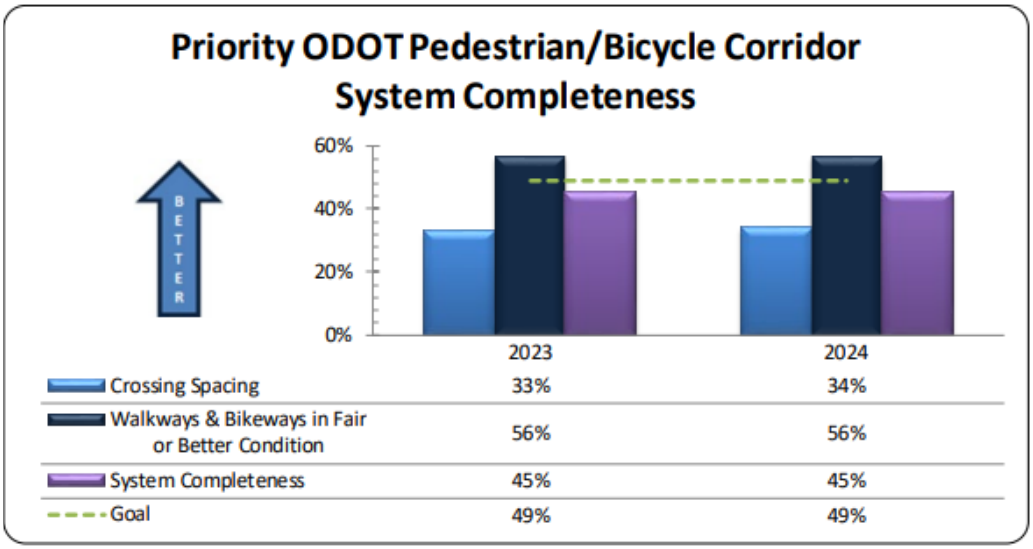
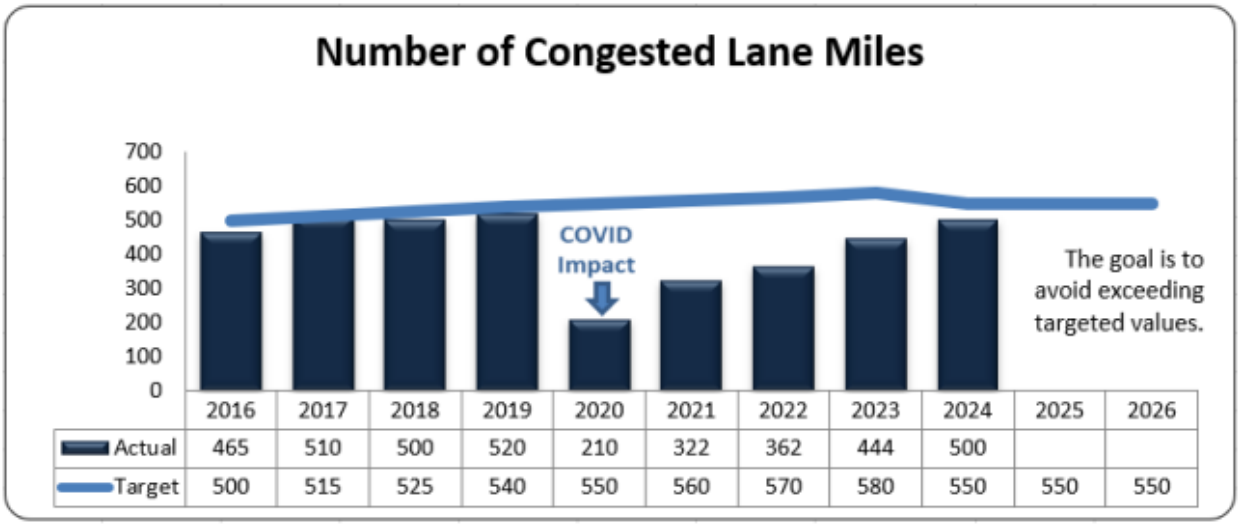
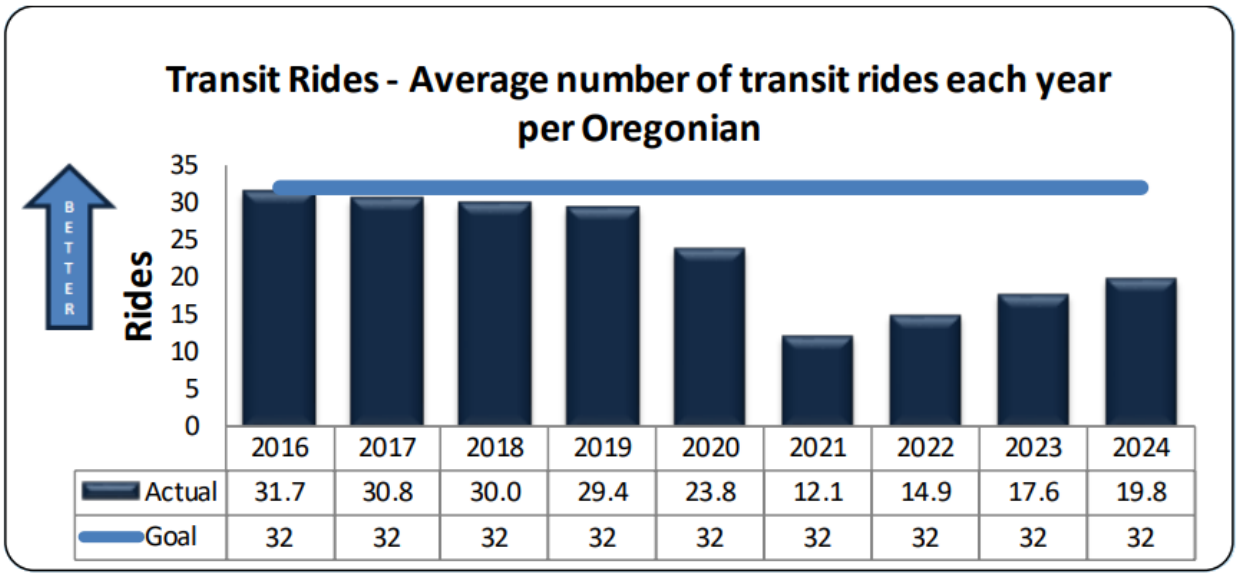

Priority ODOT Pedestrian/Bicycle Corridor System Completeness
BETTER
60%
40%
20%
0%
2023
2024
Crossing Spacing 33% 34%
Walkways & Bikeways in Fair or Better Condition 56% 56%
System Completeness 45% 45%
Goal 49% 49%


Number of Congested Lane Miles
700
600
500
400
300
200
100
0
COVID Impact
The goal is to avoid exceeding targeted values.
2016 2017 2018 2019 2020 2021 2022 2023 2024 2025 2026
Actual 465 510 500 520 210 322 362 444 500
Target 500 515 525 540 550 560 570 580 550 550 550



	2016	2017	2018	2019	2020	2021	2022	2023	2024
Actual	31.7	30.8	30.0	29.4	23.8	12.1	14.9	17.6	19.8
Goal	32	32	32	32	32	32	32	32	32

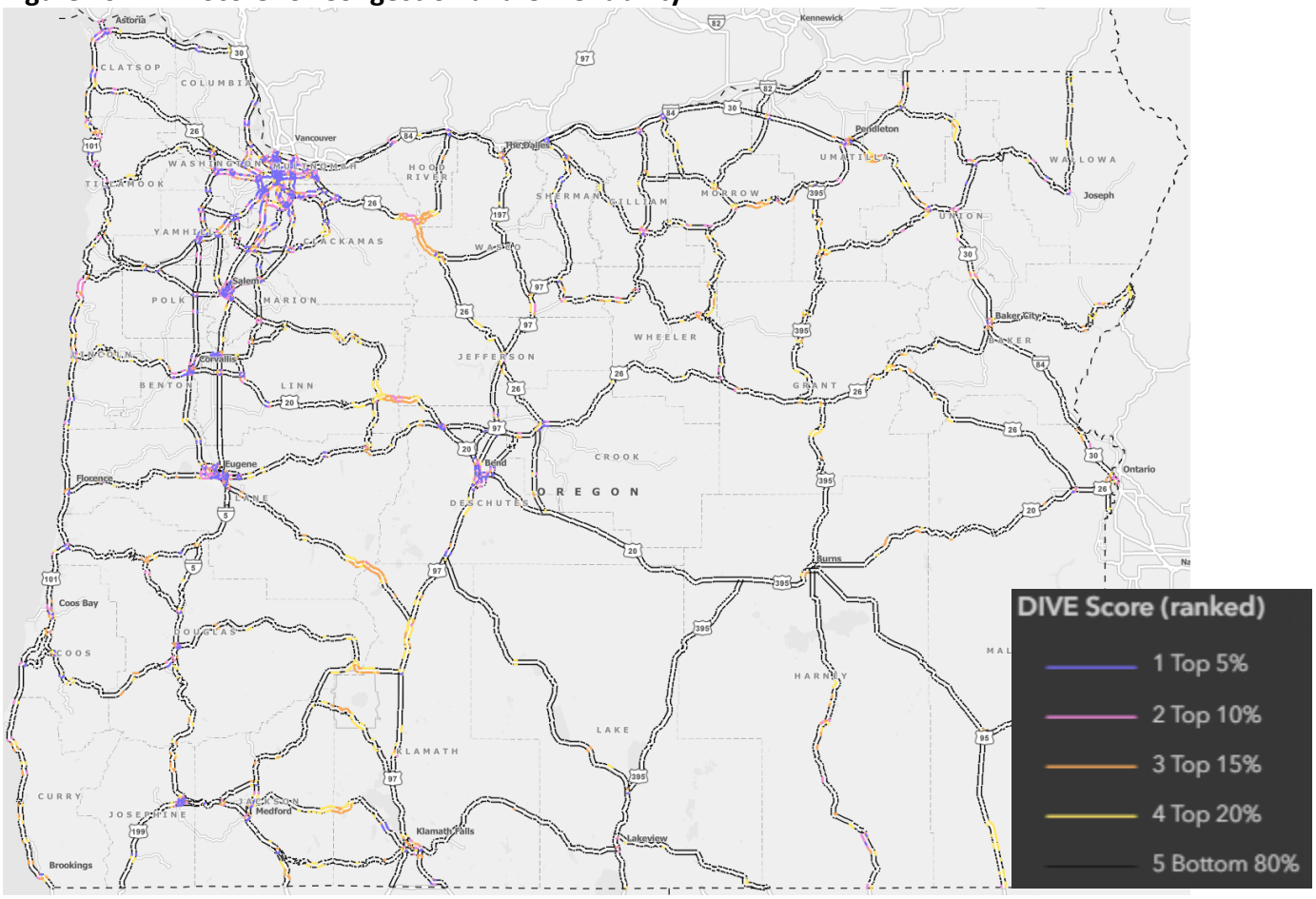
Source: Key Performance Measures, ODOT. 2025

DIVE Score

The duration, intensity, variability, and extent (DIVE) score developed by ODOT's Transportation Planning Analysis Unit is an in-depth measure for understanding mobility and congestion. The DIVE score is a "weighted weekly hours of congestion and unreliability" composite performance measures using the Travel Time Index (TTI) and Planning Time Index (PTI), calculated using INRIX XD speed and travel time data archived on RITIS. Figure 12 shows the DIVE score for Oregon's primary highways and arterials. Congestion tends to occur near metropolitan areas, namely Portland, Salem, Corvallis/Albany, Eugene, Bend, and Grants Pass. Outside of Portland, the interstate routes do not tend to show much congestion, indicating smooth travel throughout the state. However, interchanges and arterials nearby the interstate often show congestion, reflecting the need for monitoring growth trends and scaling infrastructure accordingly. The Bend metropolitan area is in a unique position as one of the fastest growing areas in the state with no nearby interstate routes, which is reflected in the relatively high levels of congestion. However, Bends congestion occurs on Highway 20 and Highway 97B, while notably the portion of US Highway 97 designated as the Bend Parkway has very low congestion particularly along its limited access stretches. Highway 101, the primary coastal route, contains many hotspots of congestion and unreliability shown by the high DIVE score, particularly near population centers, but this may be unavoidable due to the confluence of local traffic, through traffic, land use for tourism and recreation, and lack of alternate routes. Highway 20 in between Sweet Home and Sisters has a high DIVE score, potentially due to its mountainous geography and route geometry, and is the primary route connecting the Bend metropolitan area and the Willamette Valley. The area around the intersection of Highway 26

and Highway 35 shows high levels of congestion and unreliability, potentially due to its limited merging infrastructure meant for traffic from multiple routes including freight between Portland and Bend. Non-interstate primary routes through mountain passes, such as Highway 58 and Highway 140, also shower higher DIVE scores, potentially due to their more complicated geometries and combined purpose of facilitating freight, through traffic, and recreation. While the DIVE score is an aggregate measure of congestion and travel unreliability, its components can be examined to get a sense of the specific outcomes, if it is recurring or nonrecurring, and potential causes.

Figure 16: DIVE Score for Congestion and Unreliability



Source: DIVE Score, ODOT. 2026

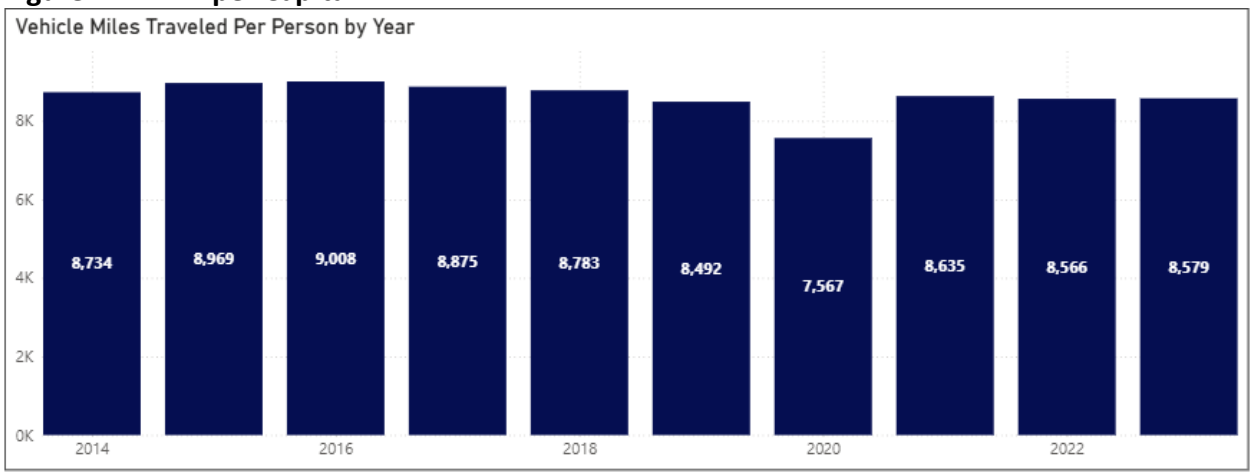
State of the System Dashboard

ODOT's State of the System Dashboard contains many insights on mobility throughout Oregon, including Oregonian's views on the importance of funding mobility, trends in VMT per capita, projects aimed at reducing congestion, multimodal use, and programs aimed at mobility. When surveyed on the importance of funding mobility, the top priorities were sidewalk/bike lanes, reducing traffic congestion, expanding roads/bridges, senior and disabled transit services, transit within cities, buses between cities, and Amtrak Cascade. People's inclination towards non-auto modes is somewhat reflected in Figure 17, which shows that since 2014 VMT per capita has been relatively constant with a slight decline.

Additional efforts improving Oregon's mobility are the Safe Routes to School program and payroll tax funded transit service expansion. The Safe Routes to School program helps kids access education safely with $15M annually to connect sidewalks and bike lanes, add or improve crossings, and ensure roadways around schools are safe for kids to walk and bike. The full benefits for children and families are hard to quantify, but include improved health outcomes, fewer crashes, lower costs of transportation, increased autonomy and growth for kids, improved quality of life, and even potentially improved social networks. Currently ODOT receives 3-5 times more SRTS funding requests than funding available.

The payroll tax funded transit service expansion has been a key program for expanding an otherwise stuck service. While transit can pay for itself through user fees in the right land use and population density situations, this threshold is often challenging to meet or slow to expand given Oregon's population distribution. Supporting transit service expansion likely has net-beneficial impacts for society because of transit use's positive externalities, and funding it with payroll taxes can create a positive feedback loop where improved transit service results in increased economic opportunities and job creation through the increased mobility and accessibility, lowered cost of transportation, and lower congestion levels.

Figure 17: VMT per Capita



Source: State of the System Dashboard: Mobility, ODOT. 2025

Mode Share and Mobility

Maintaining multiple options for travel modes is crucial for Oregon's mobility. Enabling walking, biking, transit, and micro-mobility reduces congestion, improves health outcomes, lowers greenhouse gas emissions, reduces parking requirements and accommodates denser land use, and can even foster more positive and frequent social interactions. Additionally, 15% of Oregon's driving age population does not have a drivers license and rely on multimodal transportation to get where they need to go (State of the System Dashboard: Mobility, ODOT. 2025).

Survey results from the 2023 Oregon Travel Study in Table 3 show the percentage of trips made using different modes for Oregon and by county. The percentage of trips made by car varies by county but is 81% for all of Oregon with a minimum of 67% in Multnomah and a maximum of 93% in Malheur. The percentage of trips made by car tends to be lower in urban areas and higher in rural areas. Walking has the next highest mode share at 12% for the state and a maximum of 23% in Multnomah county. Biking is significantly lower at only 1.5% of all trips made in the state, but with a maximum of 4.1% in Benton county. Transit availability varies heavily by county, but still makes up a considerable portion of trips at 1.3% for the entire state and a maximum of 3.3% in both Multnomah and Clatsop counties. Ultimately, while car trips constitute the bulk of transportation, the mode shares by county reveal that non-auto travel is still a significant portion of trips, particularly when the infrastructure and land use patterns facilitate each mode. Each mode of travel should be enabled because of the unique social benefits they bring, allowing Oregonians the freedom to choose what is best for them.

Table 3: Mode Share of Trips by County

County	Car	Walk	Bike	Transit
Oregon	81.1	12.1	1.5	1.3
Baker	90.7	4.7	2.0	0.0
Benton	72.0	18.4	4.1	1.0
Clackamas	84.3	9.6	0.9	0.8
Clatsop	76.4	12.1	0.8	3.3
Columbia	90.2	5.4	0.1	0.2
Coos	89.9	5.4	0.2	0.2
Crook	91.7	4.8	1.8	0.0
Curry	88.3	8.0	1.6	0.0
Deschutes	88.1	7.1	1.6	0.2
Douglas	91.7	4.1	0.4	0.2
Grant	90.5	5.3	1.5	0.0
Harney	91.6	4.8	0.6	0.6
Hood River	86.8	7.7	0.8	0.1
Jackson	86.4	8.3	1.3	0.9
Jefferson	91.8	3.8	1.0	0.0
Josephine	88.8	6.9	1.3	0.4
Klamath	83.1	7.4	3.1	0.6
Lake	84.7	14.2	0.2	0.0
Lane	80.2	12.4	2.3	1.0
Lincoln	88.6	8.0	0.5	0.4
Linn	87.8	7.6	0.4	0.4
Malheur	92.8	3.1	0.7	0.0
Marion	83.4	9.6	1.1	1.0
Morrow	87.9	5.9	0.5	0.3
Multnomah	67.1	23.2	2.8	3.3
Polk	86.3	9.3	0.3	0.8
Sherman	91.2	6.3	1.4	0.9
Tillamook	87.5	8.7	0.7	0.4
Umatilla	86.4	6.4	0.7	0.6
Union	85.7	9.2	1.8	0.1
Wallowa	87.7	11.8	0.1	0.0
Wasco	86.4	5.8	0.0	0.2
Washington	80.2	12.9	0.7	1.5
Yamhill	83.9	10.9	0.9	0.2

Source: Oregon Travel Study 2023, ODOT.

Note: Some counties were excluded due to unreliably small sample sizes

Freight and Economy

Freight is a major component of Oregon's transportation system and is essential for the functioning of the economy. According to Exhibit 4-1 of the 2025 Oregon Highway Cost Allocation Study, vehicles greater than 10,000 pounds make up approximately 10% of VMT on Oregon roads (2025 HCAS, ODOT). Table 4, from the Oregon Freight Plan (OFP), shows that in 2025 an estimated 290 million tons of freight, worth $291 billion, had an origin or destination in Oregon. The amount of freight traveling on Oregon roads is even higher, as some trips without an origin or destination in Oregon will still travel through. Looking ahead, the amount of freight tonnage with origin or destination in Oregon is forecasted to grow 77% by 2050. The value of freight in Oregon is forecasted to grow even more, 99%, partially from predicted Oregon industry shifts towards higher value goods. Ensuring access and travel time reliability throughout the state is crucial to maintaining these freight flows that uphold Oregon's economies.

Table 4: Freight by Value and Tons in Oregon

CATEGORY	2025	2050	2025 TO 2050 % GROWTH
Weight (millions of tons)	290	513	77%
Value (billions of $)	291	581	99%

Source: Freight Analysis Framework v5.7.1

Note: These values include only freight movements that have an Oregon origin or destination

The type of freight flowing in and out of Oregon reflects its regional economies and is informative for highway policy to ensure its transportation system is able to meet its needs. By tonnage, the top freight commodities are gravel, logs, wood products, nonmetal mineral products, and other ag products. By value, the top freight commodities are mixed freight, electronics, machinery, motorized vehicles, and other foodstuffs. While the Freight Analysis Framework (FAF) does not provide estimates of precise origin and destinations beyond large geographical regions, further analysis of Oregon freight flows (such as in the Oregon Freight Plan) can inform where heavy trucks are moving and which pavement and bridges are critical for ensuring access and connectivity. This type of analysis is currently conducted via the Statewide Integrated Model (SWIM) in ODOT's TPAU. As Oregon's infrastructure ages, without proper maintenance these critical routes can become restricted or have lower levels of service for heavy trucks carrying Oregon's economy.

Table 5: Truck Freight Top Commodities and Growth by Tonnage and Value

MODE	TOP COMMODITIES (TONNAGE)	CAGR % 2023-2050	TOP COMMODITIES (VALUE)	CAGR % 2023-2050
Truck Freight Top 5 Commodities	Gravel	1.4%	Mixed freight	2.5%
	Logs	2.9%	Electronics	2.3%
	Wood products	2.3%	Machinery	2.4%
	Nonmetal mineral products	2.1%	Motorized vehicles	1.4%
	Other ag products	0.2%	Other Foodstuffs	2.2%

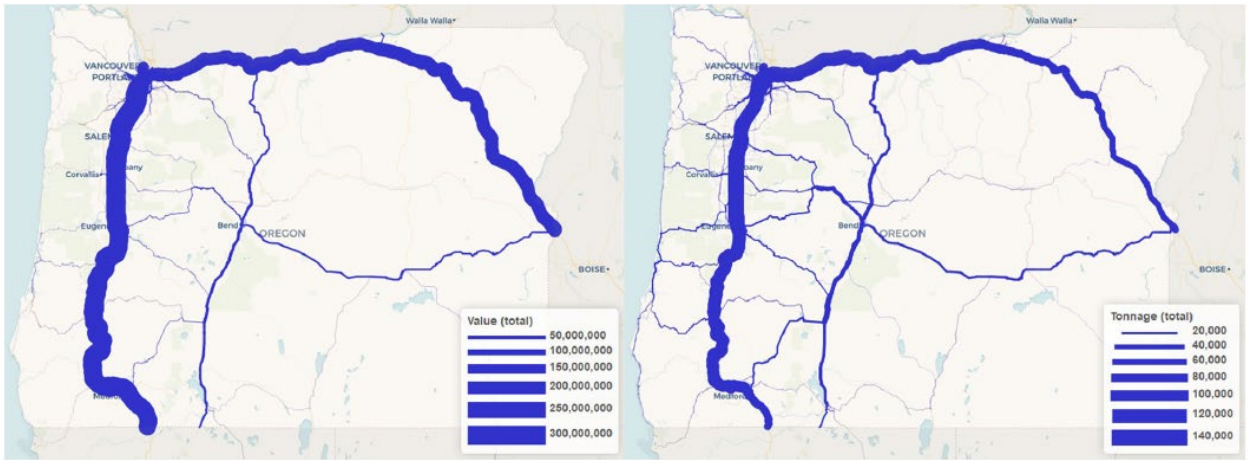
Source: Freight Analysis Framework v5.7.1

Note: These values include only freight movements that have an Oregon origin or destination

Figure 18 shows freight flows throughout Oregon as estimated by ODOT's Statewide Integrated Model (SWIM). The estimated freight flow along specific routes mirrors Oregon's freight corridor designations and truck AADT estimates (see Figure 1) but offers additional insights. By value, freight flows are more concentrated on Oregon's interstates I-5 and I-84, as well as the primary eastern Oregon routes US 97 and US 20. The high value commodities, such as electronics, machinery, vehicles, and pharmaceuticals, tend to be final products whose production and consumption is concentrated in dense population regions, which is reflected in their freight flows being more concentrated on the highest functional class routes connecting metropolitan regions. Ensuring smooth flows, travel reliability, and port/facility access along Oregon's principal routes is critical for maintaining Oregon's economic competitiveness in these industries. By tonnage, freight flows are still heavily concentrated on Oregon's interstates and primary routes, but notably have higher flows along all freight corridors throughout the state and even hard-to-reach sparsely populated areas. The high tonnage commodities, such as gravel, logs, wood products, nonmetal mineral products, and other ag products, tend to be inputs or intermediate products whose production and consumption is less concentrated in dense population regions, and instead depends on accessing the wide distribution of source materials throughout the state. Ensuring access through connectivity to each part of the state, even on less traveled roads, is critical for maintaining Oregon's economic competitiveness in these industries particularly given Oregon's vast land area and abundant natural resources.

Memo

Figure 18: Total Statewide Commodity Flows by Value (left) and Tonnage (right), 2019



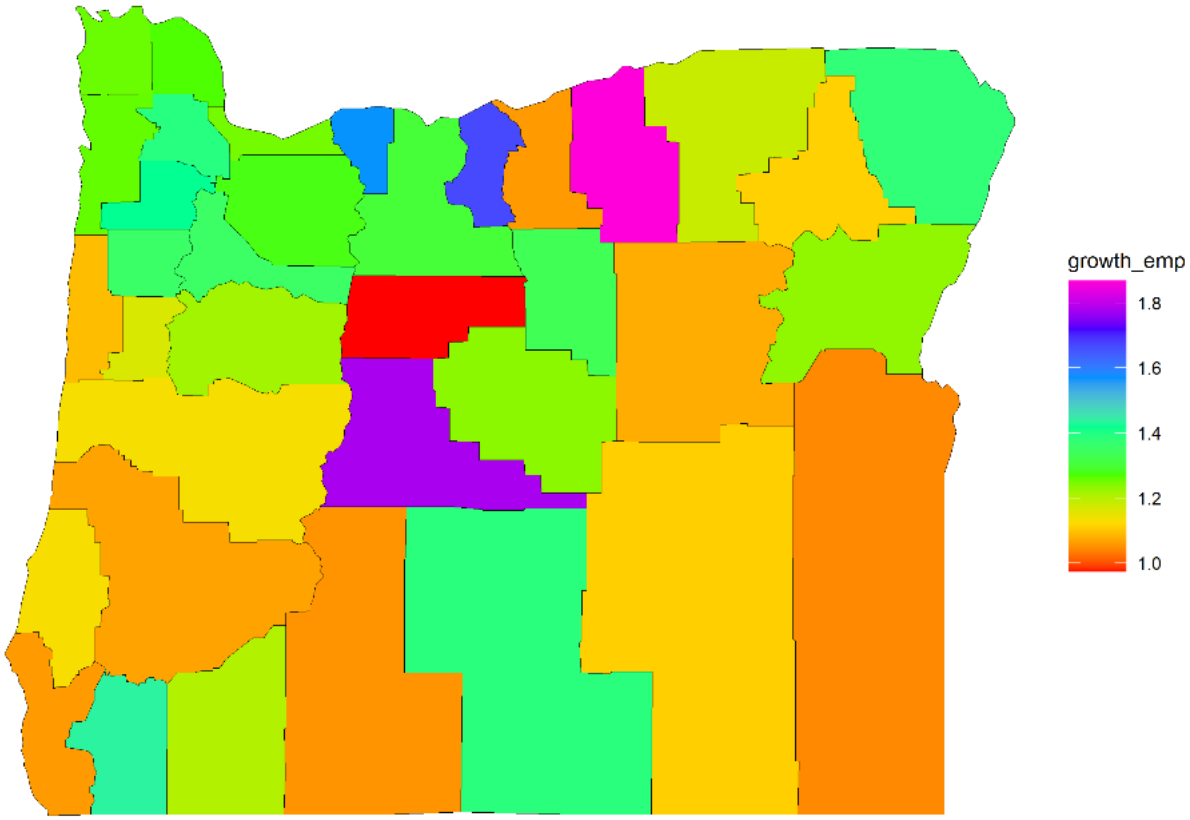
Source: SWIM Estimates in Oregon Freight Plan, 2023.

Connectivity, which the OFP defines as the ability of the freight network to move goods safely and efficiently between important components of the Oregon freight network, is critical because it allows businesses and industries to move their goods throughout Oregon and beyond in a cost-effective manner. The OFP identifies four multimodal corridors whose connectivity is vital to the state economy. The Western Corridor, containing Marine Highway 5, North-South I-5, and all parallel truck/rail facilities, contains some of the major intermodal facilities and ports in the state and connects Oregon with the rest of the nation and world. The Columbia River Corridor, including I-84 and Marine Highway 84, is the primary link between western Oregon and the east, including I-80 in Utah which connects to the large freight hub of Chicago. The Central Oregon Corridor, including US Highway 97 and some parallel rail lines, is critical for connecting Bend, the fastest growing metropolitan area in the state, and providing relief to support I-5 in case of major incidents. The US Highway 20 corridor runs east-west through the middle of the state, connecting the north-south corridors and several important cities including Newport, Corvallis, Bend, Boise, and beyond (eventually even to Boston). The US Highway 20 corridor critically cannot accommodate 53-foot trailers, requiring circumvention on parallel routes via OR 22 or OR 126. These four multimodal corridors provide cross-state and cross-regional access and are key priorities for monitoring, maintenance, and improving connections.

Figure 19 shows the growth in employment from 2002 to 2022 for each county in Oregon. Statewide employment growth was 27.8% during this time period, but regionally growth has varied substantially. Deschutes county, containing the Bend metropolitan area, has shown the

largest growth by far. The Deschutes county growth means that US 97 will likely see increased importance for both the local and statewide economy. The Portland to Salem region, Northwest Oregon, and the Rogue Valley have also shown higher than average growth since 2002. While the employment growth rate is slightly less than some other parts of the state, in absolute terms the Portland metropolitan region still accounts for a majority of employment in Oregon, accounting for 51.1% of all employment in Oregon in 2002 and 51.9% in 2022. Monitoring travel trends and roadway performance in this region should go hand in hand with transportation asset management and land use development to sustain and improve the health of this core of Oregon's economy. The roads in this region, particularly I-5, I-84, I-205, I-405, US 26, US30, OR 213, and OR 217, will continue to play a vital role in Oregon's economy. Looking South to Lane county, although it also represents a large share of the state's employment, it has shown relatively less growth since 2002. While all of Oregon's regional economies depend on the highway system and are showing some growth, the concentrated activity and growth in the Northwest region and Deschutes County will require more maintenance and system monitoring to keep their economies healthy.

Figure 19: Employment Growth by County from 2002-2022



Source: LEHD Census Data, 2023.

Conclusion

The transportation system is vital to the life of Oregon, and the Oregon Highway Plan guides how we maintain and improve that system. The existing conditions memo sets a baseline for the OHP by informing of the status of each aspect of the system and identifying gaps in performance to support decisions and build policy. The summary of the system highlighted the distribution of traffic on different parts of the system, showing that while a majority of Oregon's road mileage falls under the local rural classification, the majority of Oregon VMT takes place on other principal arterials and interstates. Oregon's pavement and bridge condition are currently in acceptable condition, being just above and below their respective target KPM's—however, under current funding and condition forecasts Oregon's pavement and bridges are likely to see massive deterioration to poor or failing condition over the next 20

years. The number of fatalities and serious injuries on Oregon's roads has continued to increase since 2019, significantly worse than the target KPM, and vulnerable road users in particular have seen a substantial increase in risk. Crashes disproportionately occur on other principal arterials, minor arterials, and major collectors—in part due to the combination of high speeds, road design, and high-frequency land-use. Mobility appears to be performing well across modes based on the current KPM's, but heavy congestion continues to persist in key metropolitan regions and VMT per capita has not substantially decreased since 2014. From a freight and economy perspective, economic growth and traffic flows are concentrated near metropolitan regions, I-5, I-84, and US 97. Maintaining the smooth flow of freight in congested areas while preserving access throughout Oregon is an essential priority, which may be challenging given the looming deterioration of key roads and bridges.

The data on existing conditions support continued investment and planning targeted towards Oregon's priorities. Maintenance and preservation should be prioritized over highway expansions. Non-automobile transportation should be encouraged to improve outcomes in numerous goal areas including safety, mobility, emissions, and quality of life. System changes should be considered alongside existing infrastructure maintenance schedules to reduce costs and align network completeness, particularly in urban and suburban settings. Innovative investments and continued analysis are required to improve safety, as previous efforts have not substantially impacted the worsening trend. The Oregon Highway Plan should address the issues laid out in this memo through the development of new performance measures, designations, and policy recommendations.