

Memo



From: OHP Project Team
Date: April 2026
Re: OHP Opportunities, Challenges, and Trends

Introduction

ODOT is beginning a comprehensive update to the Oregon Highway Plan (OHP). 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 user-focused, with an emphasis on climate, fairness, and safety. The update will include a major effort to meet current and anticipated needs of the OHP such as a modernized mobility policy and support for new initiatives such as the Metropolitan Transportation Planning Program and the Capital Improvement Plan.

The Oregon Highway Plan

Establishes long-range policies and investment strategies for the State Highway System

This memorandum informs the new plan. It outlines how **trends**, such as social, economic, and environmental changes, may affect the way Oregonians utilize the highway system, and how it contributes to the state's economy, vitality, and quality of life. The new Oregon Highway Plan will outline a clear purpose, set goals, and establish policies and strategies that build on emerging

"Trends" refer to developments that reflect changes in demographics, tendencies, habits, or behaviors.

opportunities and proactively address **challenges** driven by trends in Oregon and across the nation. The following summarizes trends, opportunities, and challenges that affect the roadway transportation system in Oregon.

The information in this memorandum is not exhaustive, and not all items listed here may be addressed in the OHP. It is a survey of readily available information in late 2025 and early 2026 from key sources. This document will address many of the opportunities, challenges and trends faced by system users, freight, transit agencies, other state agencies, and regional and local governments. This information will inform the new OHP that will then shape and support future decisions about transportation system planning, investment, construction, operations, and maintenance statewide.

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Trends

Several trends affect transportation in Oregon and use of the statewide highway system. These trends are important because they directly influence many of the opportunities and challenges facing the transportation system, now and in the future, and will therefore help shape the new OHP. The information summarized in this section was supplied by the Transportation Planning and Analysis Unit and is available in Appendix B.

Economic Diversification

- The industries with the greatest state GDP contribution are Real Estate and Government.
- The largest growth from 1997 to 2023 has been in Information, Durable Goods Manufacturing, Management of Companies and Enterprises, Professional, Scientific, and Technical Services, Healthcare and Social Assistance, and Arts, Entertainment, and Recreation.
- Natural Resource industries such as Agriculture, Forestry, Fishing, and Hunting, and mining have not shown as much change.
- In real terms (adjusted for inflation) construction has slowed.
- Several counties experienced a shift from retail and wholesale trade as dominant industries toward information- and service-oriented sectors.
- Manufacturing remains a major industry for many counties.
- Agriculture, Forestry, Fishing, and Hunting remain a major industry for many lower population density counties.

Population Change

- Oregon's population is growing, but slowly, up 12% from 2011 to 2024.
- Between 2009 and 2023, the population growth rate has been the largest in Deschutes County.
- Population dense areas, including Willamette Valley and Rogue Valley, are showing positive population growth.
- Several low population density counties, particularly in the south and east, are showing little to no population growth.
- Oregon has an aging population. From 2011 to 2024 Oregon has shown a decline in population aged 0-19 and 50-60, and an increase in population aged 30-50 and 60+.
- Deschutes County shows positive growth in all age groups except for 0-4.
- Crook, Morrow, Sherman, and Wheeler Counties show positive growth for ages 0-19.
- The shifting age demographics could have impacts on trip purposes and time of day.

Income and Poverty

- Overall, the real per capita income in Oregon has increased by 36% since 2000.

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- Gilliam, Sherman, Hood River, and Deschutes Counties saw the largest increases.
- Benton, Malheur, and Clackamas Counties saw the smallest increases.
- Multnomah County real per capita income increased less than Oregon overall.
- The percentage of population living below the poverty line has fallen from 13.6% in 2009 to 11.9% in 2023.
- In the time period of 2009 to 2023, poverty increased after the 2008 recession and peaked in 2014.

Employment Trends

- Statewide employment has grown by 27.8% from 2002 to 2022.
- Employment growth is largest in Deschutes County, the Portland to Salem Region, Northwest Oregon, and the Rogue Valley.
- Although the employment growth rate is less than some other parts of Oregon, the Portland metropolitan region, including Multnomah, Washington, and Clackamas Counties, still accounts for a majority of employment in Oregon, including 51.1% of all employment in 2002 and 51.9% in 2022.
- Although the employment in Lane County is relatively large, it has shown less growth since 2002.
- All of Oregon's regional economies depend on the highway system, but the concentrated activity and growth in the Northwest and Deschutes County will require more maintenance and system monitoring to keep their economies healthy.

Commuting and Travel Patterns

- Multnomah, Deschutes, Marion, and Lane Counties (Portland, Bend, Salem, Eugene) show significant commuting in, likely from Columbia, Jefferson, Polk, and Linn Counties, respectively.
- From 2002 to 2022, the number of people commuting into metropolitan areas from nearby regions increased. The cost of housing and the increasingly service oriented economy may be factors contributing to this, as economic growth has tended to stay clustered in metropolitan areas and remote work has facilitated households living farther away from their work location.
- US Route 97, which runs through the middle of Oregon including Deschutes County, will likely see increased importance for the local and statewide economy.
- On average, commute distances (home to work and work to home) have increased over the past two decades. From 2009 to 2023, the average car commute grew from 7.1 miles to 10.9 miles, bicycle commutes increased from 2.4 miles to 3.1 miles, and walking commutes rose from 0.6 miles to 1.4 miles.
- Remote work has likely increased over the past two decades, particularly following the COVID-19 pandemic. While detailed historical data are not available, the 2023 Oregon Travel Study

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estimates that roughly 40% of Oregon's employed population work from home at least once a week, 28% work from home at least three days a week, and 20% work from home full-time (five days a week).

Population Growth Projections

- Oregon's population is forecasted to grow 50%, up to 5.7M, by 2060.
- The highest growth rates are predicted to be in Deschutes, Polk, Crook, Clackamas, Washington, and Benton Counties.
- Although Multnomah County is predicted to have a middle-of-the-road growth rate, it has the largest expected increase in population.
- Gilliam, Wallowa, Baker, and Wheeler Counties are anticipated to have negative population growth by 2060, and the populations are relatively small in those counties.
- The population distribution across counties is not expected to shift significantly.
- The observed trend in age distribution is expected to continue, with a significant decline in population for ages 0-19 and significant increase in population for ages 65 and older.
- The declining younger and increasing older population forecasts are consistent across most counties except for a few smaller ones.

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Opportunities and Challenges Summary

Opportunities and challenges provide a foundation for shaping goals, policies and strategies that can anticipate change and support future decisions about the statewide highway system. The following section presents a summary of the most significant topic areas that the OHP should address and their associated opportunities and challenges that will influence ODOT's work on the OHP update.

Please refer to Appendix A for a more detailed list of the opportunities and challenges identified while acknowledging that neither of the Opportunities or Challenges sections are meant to be an exhaustive list, rather these represent a collection of ideas heard or identified to date. Additionally, not all ideas listed here will necessarily become OHP policies or strategies; rather, they will help initiate discussions with the OHP team, work groups, and sponsor team.

Although many of these opportunities and challenges are related to the key trends described above (many relate to more than one trend), some may be related to other Oregon historical or societal contexts.

1. Data, Tools, and Planning Resources

Opportunities

Since 1999, transportation planning has advanced dramatically. The OHP can capitalize on new real-time and geospatial data, big data analytics, and stronger forecasting tools to make more informed, adaptive decisions. The availability of modal and topic-specific plans—on freight, safety, climate, transit, and more—supports a more coordinated statewide strategy. New performance metrics and scenario-based planning allow for deeper insights into congestion, reliability, and future resilience.¹

Challenges

Despite these advancements, Oregon still relies heavily on limited measures like volume-to-capacity (v/c) ratios, which can misalign transportation decisions with land use and multimodal goals. Limited modal diversity and constitutional constraints on funding restrict the ability to fully leverage modern planning approaches. Expanding the performance framework will require both technical and cultural shifts within agencies and partner jurisdictions.

2. Location-Based and Regional Planning

Opportunities

The OHP can more intentionally integrate regional economic, demographic, and commuting data—particularly through tools like Public Use Microdata Areas (PUMAs)—to tailor transportation strategies to local needs.² Stronger coordination between transportation and land use planning can help align investments with designated growth areas and ensure that infrastructure capacity supports sustainable

¹ Oregon Department of Transportation, TPAU. (2022). 2020 Statewide Congestion Overview (Revised May 2022). State of Oregon. Retrieved September 2025, from https://www.oregon.gov/odot/Planning/Documents/2020_Congestion_Overview_Revised_May_2022.pdf

² Oregon Department of Transportation. (2020). Oregon Economic and Demographic Regions brochure and white paper. State of Oregon. Retrieved August 2025, from https://www.oregon.gov/odot/Planning/Documents/Oregon_Economic_and_Demographic_Regions_Brochure_and_White_Paper.pdf

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development. There is also an opportunity to improve planning across borders where commute sheds and freight movements cross city, county, metropolitan area, and state lines.

Challenges

Uneven regional growth patterns make a one-size-fits-all highway strategy impractical. Urban areas face rising congestion and multimodal needs, while some rural regions face slower growth and shrinking revenues. Jurisdictional boundaries complicate planning for high-demand corridors. Without improved regional representation and cross-border coordination, investment decisions risk being inequitable or misaligned with actual travel patterns and needs.

3. Safety

Opportunities

The OHP can embed the Safe System Approach and strengthen alignment with the Transportation Safety Action Plan (TSAP). With clear data on the most severe crash types—roadway departure, intersections, speed, impairment, and aging drivers—the plan can direct resources to proven, context-sensitive strategies. The OHP can also highlight opportunities to address pedestrian and biking risks by focusing on roadway segment improvements, intersection safety, and better lighting. Integrating vehicle design trends, modern analytics, and enhanced EMS coordination can further improve survivability and reduce disparities across urban and rural areas.

Challenges

Oregon faces worsening roadway safety outcomes: crashes have risen 44% over recent periods, and recent annual averages show 596 deaths and over 3,100 serious injuries—dramatic post-2020 increases. Vulnerable road users face particularly high risks, with 60% of serious pedestrian crashes occurring on roadway segments and 61% of serious bicycle crashes occurring at intersections.³ Larger, heavier vehicles exacerbate crash severity, and emergency services response times vary widely across the state. Addressing these issues at scale will require significant investment, coordination, and new policy approaches.

4. Infrastructure Condition and System Preservation

Opportunities

The OHP update can create a clear, prioritized preservation strategy that directs resources to the highest-value corridors and integrates climate resilience, seismic readiness, and modern maintenance practices. Increased data and asset management tools allow ODOT to better identify where preservation yields the greatest benefit.

Challenges

Oregon's infrastructure is deteriorating as demand increases and the cost of maintenance rises. Pavement costs have surged 40% in five years, while pavement funding has dropped, and poor-condition road mileage is forecast to double by 2030.⁴ Bridge conditions are declining, with aging

³ McGowan, Mary. (2025). *Agenda G: Transportation Safety Action Plan packet* [PDF]. Oregon Department of Transportation. Retrieved October 2025, from https://www.oregon.gov/odot/Get-Involved/OTCSupportMaterials/Agenda_G_Transportation_Safety_Action_Plan_PACKET.pdf

⁴ Peltz, Tova. (2025). *Agenda F: Preserving Transportation Assets: Pavement & Bridge Conditions PowerPoint* [PDF] Oregon Department of Transportation. Retrieved September 2025, from https://www.oregon.gov/odot/Get-Involved/OTCSupportMaterials/Agenda_F_Bridge_and_Pavement_Conditions_and_Strategies_Update_PPT.pdf

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Interstate-era structures, seismic vulnerabilities, winter chemical impacts, and debt obligations consuming available funds. Staffing shortages and low State Highway Fund balances further limit ODOT's ability to maintain the system. Large capital projects, such as the Interstate Bridge Replacement are sometimes necessary, however they also add complexity, long timelines, and funding uncertainty.

5. Funding, Investment, and Economic Realities

Opportunities

The OHP can modernize Oregon's approach to prioritizing and funding transportation investments by creating a transparent, outcome-based framework. Tools such as congestion pricing, tolling, road usage charges, value capture, and diversified revenue mechanisms offer long-term potential to stabilize the system and better manage demand. Improved coordination across federal, regional, and local agencies can stretch limited funds and align investment choices.

Challenges

ODOT's funding model is structurally unsustainable. Gas tax revenue is flattening and projected to decline with increased fuel efficiency and electrification. Revenue sources are not indexed to inflation, while construction costs have increased 80% since 2017. The 2025–27 biennium faces a **major budgetary shortfall** for core services, following years of reductions. Preservation needs alone require roughly \$980 million per year to maintain a state of good repair. Without new revenue, non-interstate paving will halt after 2027, and bridge replacement cycles will far exceed asset lifespans.⁵

6. Technology and Innovation

Opportunities

Emerging technologies offer significant potential to enhance mobility, safety, and sustainability. Automated vehicles (AVs) present opportunities to upgrade key corridors and improve operations. "Infrastructure-light" tolling technologies, managed lanes planning, and congestion pricing present future revenue and demand-management options. Expanding electric vehicle (EV) readiness, including charging infrastructure and freight corridor electrification, supports statewide climate goals. Advances in artificial intelligence (AI), machine learning, and big data can improve traffic operations, asset management, and safety performance, especially with stronger data architecture and governance.⁶

Challenges

Rapid technological change outpaces existing policies, funding, and infrastructure readiness. Tolling is currently paused, EV charging gaps persist, particularly in rural regions, and freight electrification requires major zoning and utility coordination. Modern data and analytic tools require updated systems, workforce skills, and long-term investment. The lack of consistent data governance and digital infrastructure limits ODOT's ability to fully capitalize on these technological opportunities.

⁵ Oregon Department of Transportation. (2024). Transportation Funding Needs (PDF). Retrieved September 2025, from <https://www.oregon.gov/odot/About/Documents/Transportation%20Funding%20Needs.pdf>

⁶ Henningson, Durham, & Richardson (HDR). (2024). Top 5 Trends in Implementing Transportation Technology. HDR, Inc. Retrieved September 2025, from <https://www.hdrinc.com/insights/top-5-technology-trends-us-transportation>

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7. Climate Change and System Resilience

Opportunities

The OHP can embed climate resilience and emission reduction directly into statewide highway planning. Vulnerability assessments, risk-based prioritization, and adaptive management can help protect assets from flooding, extreme heat, wildfire, and coastal erosion. The plan can support Oregon's goal of a 60% emissions reduction by 2050 through EV expansion, vehicle miles traveled (VMT) reduction strategies, sustainable construction practices, and multimodal investment. Building redundancy in the system—through transit, walking, biking, and strategic corridor improvements—strengthens system performance under extreme weather conditions.⁷

Challenges

Oregon faces escalating climate risks: by 2050, 72% of state highways are projected to face high flooding risk, 71% extreme heat exposure, and 280 state highway miles are vulnerable to coastal erosion. Transportation accounts for 35% of statewide greenhouse gas emissions, yet shifting travel behavior remains difficult.⁸ Infrastructure upgrades, EV charging deployment, and resilience retrofits require substantial long-term funding that current revenue structures cannot support. Resilience is not yet consistently embedded in design standards or project development processes.

8. Fairness and Mobility

Opportunities

The OHP update can institutionalize fairness in statewide highway planning by setting explicit fairness goals, requiring fair-weighted prioritization, and expanding data collection to better understand the experiences of underserved communities. Programs such as the Equitable Engagement Compensation Program can serve as tools for meaningful, community-driven engagement. Strengthened interagency coordination—with partners in health, housing, education, and economic development—can better connect transportation decisions to broader community well-being. The OHP can also reinforce commitments to remedy historic harms and improve multimodal access in marginalized or underserved communities.

Challenges

ODOT faces systemic data limitations, including incomplete demographic information and inconsistent collection practices. High costs, legal constraints, and organizational barriers hinder progress. Without standardized metrics, accountability mechanisms, and cross-agency data sharing, it is difficult to measure or track fair outcomes. Many communities—particularly rural and underserved populations—still lack safe, reliable multimodal access, and constitutional funding limits restrict investment in non-highway modes. Addressing historic inequities and current disparities requires sustained funding, expanded capability, and long-term commitment.

⁷ Oregon Department of Transportation. (2025). State of the system: Climate. State of Oregon. Retrieved September 2025, from <https://www.oregon.gov/odot/state-of-the-system/Pages/climate.aspx>

⁸ Oregon Department of Transportation. (2025). State of the system: Climate. State of Oregon. Retrieved September 2025, from <https://www.oregon.gov/odot/state-of-the-system/Pages/climate.aspx>

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Appendix A

Opportunities and Challenges

Opportunities

Increased and Enhanced Resources

Since the last OHP was adopted in 1999, transportation planning has advanced considerably, creating new opportunities to improve how Oregon evaluates and invests in its highway system. One of the most significant changes is the greater availability of data and analytical tools. Today's planners have access to more comprehensive, accurate, and timely information, including real-time traffic data, geospatial analysis, big data techniques, and others. This allows for deeper insights into travel behavior, system performance, and future demand and supports more informed and adaptive decision-making than was previously possible.

In addition to improved data, the state now benefits from a range of internal modal and topic-specific plans that were not available during the development of the previous OHP. These plans, covering areas such as freight, public transportation, safety, and climate, offer valuable guidance and can help shape highway strategies that are aligned with broader transportation system goals. Their integration into the OHP supports a more holistic and coordinated approach to planning.

Modern performance metrics also present a key opportunity. Advanced measures such as Average Annual Daily Traffic per Lane Capacity (AADT/C), Travel Time Index (TTI), and Planning Time Index (PTI) provide a more detailed and meaningful understanding of congestion and system reliability. In addition, the increased availability of mode-specific metrics makes it easier to evaluate performance across all travel modes.

Finally, scenario-based planning has become more sophisticated and accessible. With tools that can account for economic shifts, population growth, land use changes, and climate risks, planners are better equipped to model a range of potential futures. This supports more resilient and forward-looking investment strategies that can adapt to changing conditions and ensure Oregon's highway system continues to meet the needs of its communities.

Location-Based Planning

The updated OHP has the opportunity to take a more location-specific approach to planning by leveraging regional data and improving coordination with land use and cross-border issues. By incorporating regional economic, demographic, and commuting data, the plan can better ensure that transportation investments are responsive to the unique needs of different parts of the state. Utilizing geographic units like Public Use Microdata Areas (PUMAs) supports greater data consistency and helps align transportation decisions with local trends and conditions.

Stronger integration between transportation and land use planning also presents a key opportunity. By aligning highway investments with designated growth areas and accounting for existing and planned

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infrastructure capacity, the OHP can more effectively support sustainable development patterns and improve overall system efficiency. This alignment helps ensure that investments not only improve mobility but also reinforce broader community and environmental goals.

Additionally, the plan can more directly address cross-border and interregional challenges. High-demand corridors and labor markets that span state lines, particularly near Oregon's borders, play a significant role in regional congestion and economic connectivity. Current planning efforts often struggle with mismatched commute sheds and Metropolitan Planning Organization (MPO) boundaries. By focusing attention on these areas, the OHP can better support seamless travel, improve access to jobs, and enhance coordination across jurisdictional lines.

Funding

As Oregon updates its Highway Plan, the state has an opportunity to modernize how it prioritizes and funds transportation investments. A clearer, outcome-driven framework would help ODOT direct limited resources to projects that deliver the greatest public value—improving safety, reducing congestion, expanding access, and addressing fairness gaps in underserved communities.

Because traditional revenue sources like the gas tax are no longer keeping pace with system needs, the OHP update is also a chance to explore diversified tools such as congestion pricing, tolling, road usage charges, and value capture. These mechanisms can generate new revenue, better manage demand, and support environmental and resilience goals. Growing public support for sustainable and preservation-focused investments strengthens the case for modernizing how Oregon funds its transportation system.

Improved coordination across local, regional, and federal partners will further help align priorities and stretch limited dollars, supporting multimodal solutions that integrate highways with transit, biking, and walking. Clear performance targets and transparent reporting can reinforce accountability and ensure resources are producing meaningful results.

HB 3991 was passed by the Oregon legislature in September of 2025 with the intention of providing important near-term support to confront ongoing funding pressures. While this legislation was not intended to be a long-term fix, it was meant to stabilize the system and create the groundwork for more durable funding strategies to emerge through the OHP update. However, a referendum petition successfully gathered enough signatures to place key parts of the bill on an upcoming 2026 ballot for a statewide vote, pausing the implementation of several tax and fee increases. The funding situation is not resolved, and solutions are still needed for current challenges.

Technology

ODOT is well positioned to integrate emerging transportation technologies that can improve mobility, safety, and sustainability statewide. Advancements in AVs create opportunities to upgrade priority corridors for early adoption and to track resulting changes in safety and congestion to guide future operations.

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Even with tolling paused, ODOT can prepare for future implementation by monitoring new “infrastructure-light” tolling technologies, developing a managed lanes plan, and issuing requests for information (RFIs) to evaluate scalable, cost-effective approaches. Long-term options like cordon-based congestion pricing may also help manage traffic in cities like Portland; early planning and robust community engagement can lay the groundwork for equitable adoption when the region is ready.

The rapid growth of electric vehicles underscores the need for proactive planning. Updating fleet electrification strategies, coordinating regional readiness, and addressing freight corridor power and zoning needs will help support the transition.

Finally, integrating artificial intelligence (AI), machine learning, and advanced analytics can strengthen traffic management, safety, and maintenance. To enable this, the OHP should emphasize improved data collection, modern data platforms, and strong governance practices.

Climate and Resilience

The OHP update presents a strategic opportunity to address escalating climate threats while building a more resilient, sustainable transportation system. With environmentally related damages already costing Oregon hundreds of millions annually, this planning effort provides a framework for both adaptation and emissions reduction.

The OHP can integrate climate resilience into all stages of transportation planning, using tools like vulnerability assessments and risk prioritization, to protect critical assets from hazards such as flooding, extreme heat, and coastal erosion. With projections showing 72% of state highways at high flooding risk by 2050, 71% facing extreme heat, and 820 miles vulnerable to coastal erosion, embedding climate considerations is urgent⁸.

Transportation accounts for 35% of the state’s greenhouse gas emissions. The OHP can support Oregon’s 2050 goal of a 60% emissions reduction by promoting lower-emission travel, reducing vehicle miles, and electric vehicle (EV) adoption. Expanding infrastructure—critical given the need for 20,000 new public chargers by 2030, especially in rural and underserved areas. The plan can also cut emissions from construction and maintenance, which make up 70% of ODOT’s operational carbon footprint, through policies promoting low-carbon materials, renewable fuels, and environmentally conscious construction practices⁸.

To enhance system resilience, the OHP can prioritize multimodal options like transit, biking, and walking, offering essential redundancy during extreme weather. Implementation of adaptive management practices, including ongoing monitoring, flexible design standards, and triggers for reassessing vulnerabilities, will keep Oregon’s transportation system responsive to evolving climate risks.

Fairness and Mobility

This update allows ODOT the chance to embed fairness more deeply into highway planning. ODOT already prioritizes fairness, ensuring all Oregonians can access transportation regardless of identity,

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demonstrated through engagement, workforce diversity, contracting, and policy efforts. The update aims to better align highway policies with these commitments.

Research highlights significant data challenges such as insufficient data, data collection, and a lack of clear fairness metrics. These systemic barriers stem from high costs, legal issues, and organizational resistance. Building on ODOT's Strategic Action Plan, the OHP can set explicit fairness goals, require fair-weighted project prioritization, create dedicated funding for fairness projects, and enforce accountability through monitoring and reporting. Building on ODOT's existing fairness metrics, such as awarding a percentage of contracts to Disadvantaged Business Enterprises, the OHP can require standardized fairness measurements and systematic data collection focused on underserved groups. Formalizing data-sharing with sectors like health and housing will support cross-agency collaboration.

The OHP can institutionalize mandatory community engagement and bottom-up decision-making to ensure meaningful participation from historically underserved communities, moving beyond token consultation. ODOT's Equitable Engagement Compensation Program offers a model for this, alongside impact assessments that incorporate historical, cultural, and socioeconomic factors. Integrating qualitative community input with quantitative data bridges gaps between lived experience and technical planning.

Strengthening partnerships with health, housing, education, environmental, and economic development agencies will help align transportation with broader community objectives. Coordination with transit agencies, local governments, and metropolitan planning organizations should be mandated to enhance multimodal access. The plan must acknowledge and remedy historical harms from past highway projects, especially in marginalized and underserved communities, by prioritizing reconnection and mitigation efforts, and preventing future inequities.

The OHP should also provide training, technical assistance, and shared resources to build skills and capability statewide, particularly for smaller jurisdictions. By explicitly linking highway planning with federal mandates like Title VI and Executive Order 12898, and expanding fairness considerations across race, ethnicity, disability, gender, and class, the OHP should normalize fairness as an essential and integrated element of transportation planning.

Challenges

Safety

Since the 1999 OHP, Oregon's safety challenges have grown significantly more complex. System expansion, higher traffic volumes, and advanced technologies which increase driver distraction have contributed to worsening outcomes. Statewide crashes rose 44% between 2014–2018 and 2019–2023, and from 2021–2023 Oregon averaged 596 deaths and 3,172 serious injuries annually—up 33% and 82% from pre-2020 levels³. These trends require the updated OHP to address a far more hazardous environment than in previous plans.

Crash analysis highlights recurring factors linked to the most severe outcomes, many of which align with TSAP emphasis areas: Roadway Departure, Intersections, Speed, Alcohol and Drugs, and Aging

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Drivers. The OHP must incorporate and reinforce TSAP strategies—especially around speed management, impaired-driving prevention, intersection upgrades, and roadway departure mitigation.

Crash context matters greatly. For pedestrians, 60% of fatal and serious injury crashes occur on roadway segments, while 61% of serious bicycle crashes occur at intersections. Lighting is also critical: 67% of pedestrian FSI crashes happen in dark, dawn, or dusk conditions, compared with 26% for bicyclists³. These patterns underscore the need for context-sensitive design, improved nighttime visibility, and targeted improvements at high-speed corridors and intersections.

Vehicle design trends add additional challenges. Larger and heavier vehicles—now nearly 80% of U.S. sales—create higher risks for pedestrians and bicyclists due to greater crash forces and larger blind zones³. This growing mismatch between vulnerable road users and modern vehicle fleets must be considered in OHP policies.

Post-crash care also influences survivability. Rapid medical response is essential, especially within the “Golden Hour.” Oregon’s coordinated trauma and emergency management systems support this, but response times vary widely: urban areas face congestion, while rural regions contend with distance and terrain. These disparities highlight the need for OHP strategies that strengthen statewide emergency response capacity.

Infrastructure

Oregon’s transportation system is facing mounting strain as population growth increases demand on already aging roads, bridges, and transit networks. Congestion, safety issues, and deteriorating infrastructure are rising at the same time that funding is insufficient to address basic needs. Years of deferred maintenance have caught up, forcing the OHP to guide increasingly difficult trade-offs that will significantly affect communities and the economy.

Aging assets and rapidly rising construction costs are accelerating the decline of infrastructure. Pavement funding has dropped sharply, inflation has pushed project costs up by about 40% in five years, and by 2030 the mileage of poor roads is expected to double. Bridge conditions are also worsening, with only a small share remaining in good condition and replacement needs outpacing available resources⁹. Additional challenges, including seismic vulnerabilities, winter chemical damage, aging Interstate-era bridges, and bonding obligations, further constrain ODOT’s ability to keep up.

These system pressures are compounded by budget and staffing limitations. Declining gas tax revenue, rising service delivery costs, and multiple rounds of budget reductions have pushed the State Highway Fund balance near zero. Staffing shortages hinder maintenance, operations, and public-facing services. As a result, ODOT must prioritize only the most critical corridors and focus on preserving existing assets rather than replacing them.

Large capital projects like the Interstate Bridge Replacement Program highlight the complexity of planning under these constraints, with long timelines, uncertain federal funding, and exposure to inflation. Overall, Oregon’s transportation infrastructure is at a tipping point: with aging assets,

⁹ Shambaugh, Jeff. (2025). Agenda I: Legislative Key Performance Measure Report and State of the System Dashboard Packet [PDF]. Oregon Department of Transportation. Retrieved October 2025, from https://www.oregon.gov/odot/Get-Involved/OTCSupportMaterials/Agenda_I_Legislative_Key_Performance_Measures_PACKET.pdf

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shrinking resources, and growing needs, the state faces difficult choices that will shape safety, mobility, and economic health for years to come.

Funding, Investment, and Economic Realities

ODOT faces a deep structural revenue challenge driven by an outdated funding model that can no longer sustain the state's transportation system. The gas tax, which has long served as the foundation of the State Highway Fund, is flattening and projected to decline due to increasing vehicle fuel efficiency and the state's transition to electric vehicles. Because Oregon's transportation revenue sources are not indexed to inflation, their purchasing power shrinks each year, even as construction costs have risen more than 80% since 2017. Meanwhile, Operations and Maintenance functions rely on pre-2001 revenue streams that are steadily eroding, while the costs of materials, labor, and service delivery continue to escalate⁵.

These pressures have created a significant funding gap across ODOT's core service functions: Maintenance, DMV, Commerce and Compliance, and Agency Operations. Recent OTC budget materials show these functions face a \$354 million shortfall in the 2025–27 biennium, even after multiple rounds of voluntary reductions meant to prevent insolvency¹⁰. This gap has already led to cuts in essential maintenance activities such as crash response, snow removal, and pavement patching. DMV operations continue to run at a deficit, contributing to staffing shortages and long wait times, while aging agency facilities face major unfunded repair and modernization needs. With the State Highway Fund balance now at or near zero, ODOT no longer has reserves to cushion these shortfalls.

The most substantial unmet needs lie in safety and preservation investments. System Preservation alone—covering pavement, bridges, culverts, and signals—requires an additional \$980 million annually to maintain a basic state of good repair. Pavement conditions are deteriorating faster than ODOT can address them, and non-interstate paving is projected to halt after 2027 without new revenue. Bridge replacement cycles now stretch to roughly 900 years, far beyond typical design life. At the same time, major HB 2017 commitments such as the I-5 Rose Quarter and I-205 improvements carry a combined funding gap between \$2.15 and \$2.65 billion, adding further long-term pressure⁵.

Regional and Location Specific Needs

Oregon's transportation system is shaped by increasingly uneven patterns of regional growth. Urban areas continue to experience rising population, employment density, and congestion pressures, while many rural communities face slower growth or economic transition. These divergent trends produce distinct—and at times competing—highway system needs, making it difficult to apply uniform statewide policies or investment strategies.

Compounding this challenge is the limited ability of current planning processes to fully reflect regional differences in travel behavior, industry composition, demographics, and fiscal capacity. Without adequate regional representation, funding and project decisions risk being inequitable or poorly aligned with on-the-ground conditions, potentially directing resources away from communities with the most urgent or unique needs.

¹⁰ Brouwer, T, Casler, R, & Lynde, M. (2024). Agenda I: 2025-27 Agency Request Budget [packet]. Oregon Department of Transportation. Retrieved October 2025, from https://www.oregon.gov/odot/Get-Involved/OTCSupportMaterials/Agenda_I_2025-2027_ARB_PACKET.pdf

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High-growth areas located near borders, whether between cities, counties, MPOs, or states, add another layer of complexity. These locations often generate heavy commuter flows and freight demand that exceed the capacity of any single jurisdiction to manage. Yet administrative boundaries rarely align with real travel patterns, leading to fragmented planning, mismatched priorities, and challenges in delivering coordinated, multimodal solutions. Strengthening cross-border collaboration is essential to meet the mobility needs of Oregon's interconnected regions.

Integrating Land Use, Existing Metrics, and Modal Diversity

Efforts to align land use and transportation planning often fall short, despite the Transportation Planning Rule's (TPR) intent to coordinate mobility and growth. Reliance on v/c metrics continues to drive decisions, creating tension with local land use goals and, in some cases, limiting desired density increases within urban growth boundaries. While mobility targets work reasonably well in many rural areas, urban communities and rural areas with seasonal traffic continue to struggle to meet targets while also supporting complete communities and multimodal networks.

A narrow set of performance measures, particularly the continued emphasis on v/c, limits understanding of system performance across different contexts. Expanding the use of metrics such as AADT/C, the Travel Time Index, and the Planning Time Index would provide a more complete picture of congestion, reliability, and travel behavior. Using context-appropriate measures is essential for accurately identifying problems, evaluating solutions, and assessing how well all modes are serving travelers.

Modal diversity remains limited, with most residents relying on personal vehicles due to land use patterns, long travel distances, and constrained funding for alternatives. Constitutional limits on the use of highway funds also affect investment in transit, bicycle, and pedestrian infrastructure. Although recent funding programs have strengthened support for other modes, they are still insufficient to meet statewide mobility needs or meaningfully reduce auto dependence.

Shifting Needs and Expectations of the System

The Oregon Highway Plan update is unfolding at a time when the state's economic and travel dynamics are shifting more rapidly than ever, creating significant challenges for long-range planning. One of the most notable pressures comes from Oregon's changing economic landscape. The state is transitioning from an economy once rooted heavily in traditional industries toward one that is more diverse, service-oriented, and technology-driven. As new job centers emerge and economic activity disperses into different regions, the transportation system must adapt to serve new patterns of freight movement, employee travel, and commercial activity. This evolution complicates decisions about where to prioritize limited transportation investments, making it essential for the plan to remain flexible and forward-looking.

At the same time, evolving travel patterns are reshaping how Oregonians use the roadway system. The rise of remote and hybrid work has begun to flatten traditional peak-hour travel, reducing congestion at some times and in some corridors, while shifting demand to others. Instead of a pronounced morning and evening rush hour, many areas are seeing travel spread more evenly across the day. This

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creates longer-duration congestion and complicates the timing and targeting of capacity, operations, and maintenance strategies. The Highway Plan must therefore accommodate a network experiencing both reduced commuter peaks in some regions and unpredictable or emerging peaks in others, requiring a more adaptive and data-driven approach to planning.

Compounding these shifts is the rapid growth of recreational travel throughout the state. Oregon's outdoor destinations—coastal communities, mountain areas, and state parks—are seeing increases in year-round visitation. This trend is placing new pressures on highways that were not designed to accommodate such frequent or intense recreational use. The resulting congestion, seasonal bottlenecks, and accelerated pavement wear are creating mounting maintenance and operational needs. Addressing these challenges will require the Highway Plan to balance the demands of everyday mobility with the unique and often fluctuating pressures associated with recreation-driven travel.

Climate and Resilience

Oregon's Highway Plan update faces substantial challenges as the state works to address climate change and improve the resilience of its transportation network. One of the most significant concerns is the insufficient incorporation of resilience planning across the system. Much of Oregon's highway infrastructure remains vulnerable to natural disasters, including landslides, flooding, wildfires, and the looming threat of a Cascadia Subduction Zone earthquake. While some projects have incorporated hazard mitigation strategies, resilience is not yet consistently embedded in planning, design, or investment decisions. As climate impacts intensify and seismic risks remain ever-present, the lack of uniform resilience planning creates long-term vulnerabilities that threaten the reliability and safety of critical corridors.

At the same time, the Highway Plan must address the transportation sector's large contribution to greenhouse gas emissions. With transportation accounting for roughly 35 percent of Oregon's total GHG emissions, the state faces mounting pressure to reduce its carbon footprint⁸. Meeting climate goals requires tackling deeply rooted challenges, including the public's heavy reliance on single-occupancy vehicles and the difficulty of shifting travel to lower-emission modes. Expanding transit, walking, and biking options; improving system efficiency; and supporting the transition to cleaner vehicle technologies all require substantial, stable long-term funding; yet current revenue structures are strained and uncertain. Progress is further complicated by political and regulatory hurdles that influence land use, infrastructure investment, and statewide emission-reduction strategies.

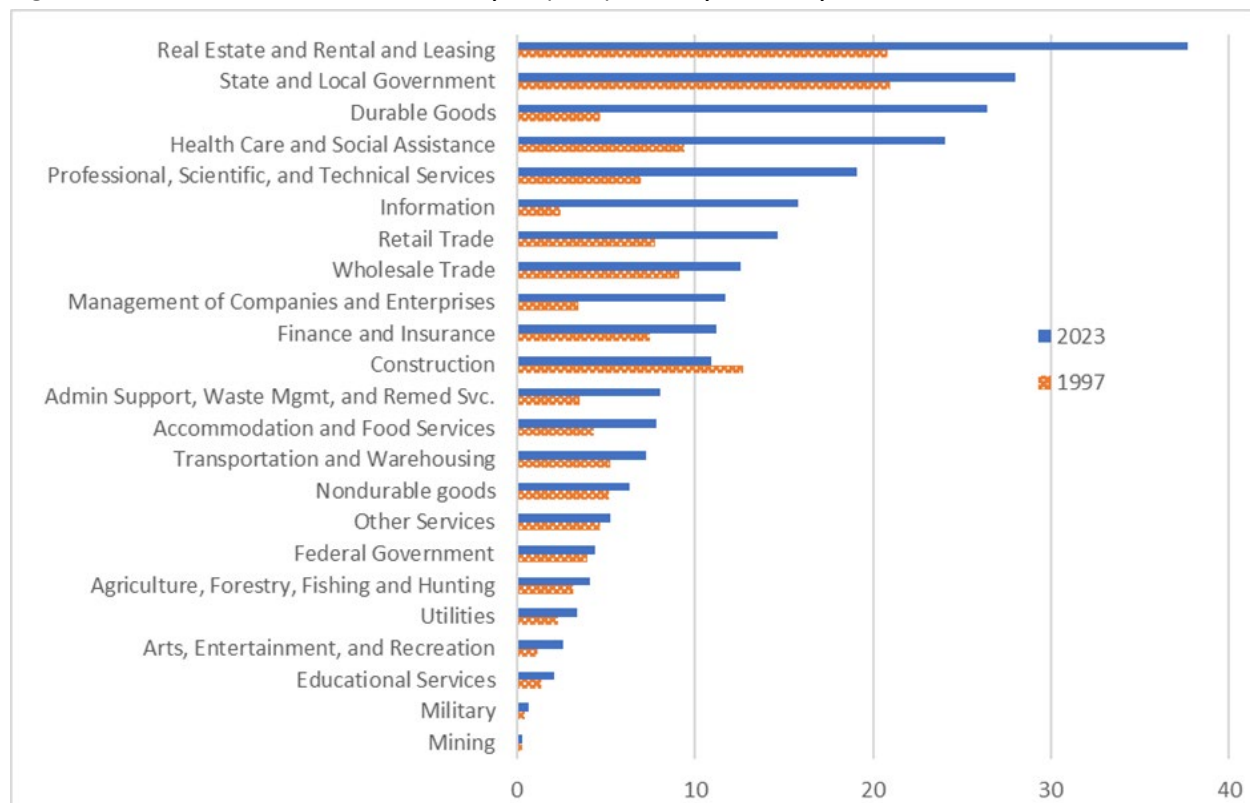
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Appendix B

Trends Data from Transportation Planning Analysis Unit

1. Economic Diversification

Figure 1: US Bureau of Economic Analysis (BEA) GDP by Industry



Source: BEA Real 2017\$ GDP by Industry and County for Oregon

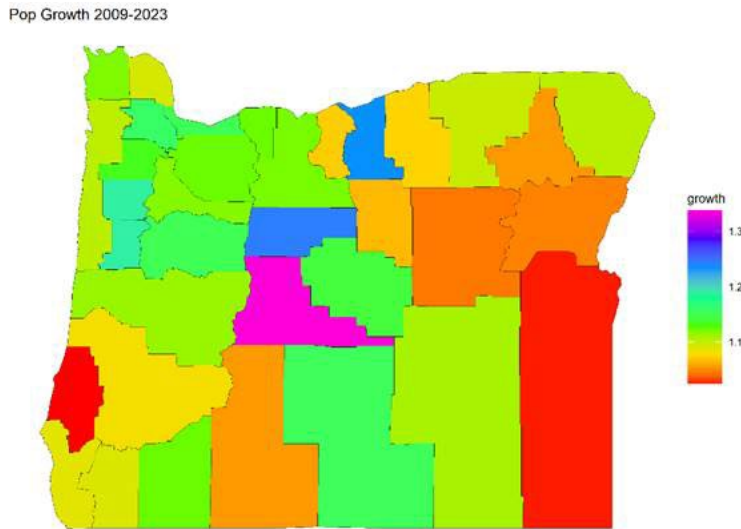
- The largest industries are real estate and government.
- The largest growth has been in Information, Durable Goods Manufacturing, Management of Companies and Enterprises, Professional Scientific and Technical Services, Healthcare and Social Assistance, and Arts Entertainment and Recreation.
- In real terms, construction has slowed.
- Natural resource industries such as Agriculture Forestry Fishing and Hunting and Mining have not shown as much change.
- Several counties have shown a shift away from Retail and Wholesale Trade as major industries towards Information and Service-oriented industries.

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- Manufacturing remains a major industry for many counties.
- Agriculture, Forestry, Fishing, and Hunting remains a major industry for many lower population dense counties.

2. Population Changes

Figure 2: Population Growth 2009-2023



Source: Census

- Between 2009 and 2023, population growth has been the largest in Deschutes County.
- Population dense areas, including Willamette Valley and Rogue Valley, have shown positive population growth.
- Several low population density counties, particularly in the south and east, have shown little to no population growth.

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Figure 3: Population Percent Change 2011-2024

Age Group	Population % Change 2011-2024																				Total
	0-4	5-9	10-14	15-17	18-19	20-24	25-29	30-34	35-39	40-44	45-49	50-54	55-59	60-64	65-69	70-74	75-79	80-84	85+		
OREGON	-19%	-8%	-4%	0%	-1%	6%	6%	21%	22%	21%	4%	-4%	-9%	8%	45%	84%	84%	37%	4%	12%	
BAKER	-17%	-1%	3%	-12%	-7%	1%	3%	26%	27%	19%	-21%	-27%	-26%	-7%	23%	46%	53%	24%	2%	3%	
BENTON	-20%	-10%	-9%	-5%	14%	19%	17%	23%	24%	27%	-1%	-10%	-20%	8%	57%	112%	90%	38%	8%	14%	
CLACKAMAS	-12%	-3%	-5%	-2%	-7%	10%	15%	25%	23%	21%	1%	-8%	-10%	10%	47%	98%	113%	61%	15%	13%	
CLATSOP	-24%	-9%	-3%	-5%	-12%	-4%	6%	17%	35%	42%	5%	-9%	-19%	12%	43%	105%	110%	36%	2%	12%	
COLUMBIA	-14%	-8%	-16%	-8%	-14%	11%	19%	16%	17%	7%	-8%	-15%	-10%	9%	42%	91%	96%	63%	24%	8%	
COOS	-25%	-9%	-4%	-10%	-19%	1%	-1%	21%	20%	19%	-10%	-25%	-24%	0%	30%	51%	53%	27%	9%	4%	
CROOK	11%	12%	0%	4%	20%	38%	54%	40%	45%	36%	12%	-5%	-3%	16%	45%	74%	103%	51%	17%	26%	
CURRY	-15%	-6%	-13%	-22%	-16%	-5%	3%	37%	23%	17%	-19%	-27%	-21%	2%	25%	52%	60%	26%	3%	6%	
DESCHUTES	-7%	2%	5%	13%	5%	20%	30%	49%	47%	41%	20%	16%	10%	25%	73%	117%	134%	78%	29%	31%	
DOUGLAS	-18%	-4%	-7%	-10%	-18%	-4%	11%	18%	24%	9%	-12%	-25%	-21%	-3%	26%	49%	51%	23%	3%	3%	
GILLIAM	0%	18%	36%	3%	36%	43%	38%	3%	10%	15%	-22%	-26%	-34%	10%	53%	64%	66%	18%	23%	12%	
GRANT	-6%	-5%	-19%	-23%	-26%	3%	6%	19%	20%	14%	-19%	-30%	-41%	-15%	-1%	40%	31%	43%	5%	-4%	
HARNEY	-5%	-6%	-4%	-20%	-27%	-2%	4%	3%	22%	18%	-14%	-32%	-30%	0%	19%	53%	41%	52%	30%	1%	
HOOD RIVER	-20%	-12%	-8%	-8%	9%	16%	0%	10%	6%	7%	-3%	-12%	-3%	36%	72%	117%	60%	27%	-8%	8%	
JACKSON	-19%	-3%	-2%	-1%	-2%	-5%	7%	24%	26%	23%	-3%	-14%	-17%	0%	33%	76%	75%	31%	-2%	8%	
JEFFERSON	-8%	9%	3%	-2%	4%	14%	25%	43%	26%	8%	-14%	-5%	-3%	13%	49%	64%	106%	68%	48%	16%	
JOSEPHINE	-15%	-2%	-10%	-13%	-13%	4%	16%	30%	24%	12%	-11%	-18%	-19%	-5%	26%	49%	59%	27%	-3%	6%	
KLAMATH	-11%	2%	-2%	-8%	-4%	-4%	11%	28%	20%	6%	-15%	-17%	-23%	-1%	27%	67%	53%	25%	-4%	5%	
LAKE	1%	1%	3%	-6%	18%	18%	16%	15%	23%	-6%	-2%	-16%	-31%	-8%	14%	54%	23%	40%	-2%	4%	
LANE	-17%	-7%	-7%	-7%	4%	14%	1%	13%	15%	19%	0%	-14%	-20%	-1%	43%	92%	92%	35%	1%	8%	
LINCOLN	-26%	-13%	-3%	-5%	45%	11%	-3%	6%	19%	31%	-3%	-20%	-25%	3%	43%	90%	85%	42%	4%	11%	
LINN	-14%	-5%	-7%	0%	-9%	10%	23%	33%	24%	18%	-3%	-8%	-10%	13%	44%	71%	73%	35%	-1%	12%	
MALHEUR	-24%	-7%	-4%	-1%	-11%	5%	3%	13%	7%	3%	-4%	-10%	-14%	5%	18%	28%	31%	6%	-19%	0%	
MARION	-22%	-10%	-6%	1%	3%	12%	11%	19%	19%	21%	6%	-2%	-3%	15%	47%	69%	69%	25%	-5%	9%	
MORROW	9%	20%	9%	19%	21%	64%	52%	45%	15%	40%	24%	7%	-3%	19%	61%	56%	62%	48%	34%	27%	
MULTNOMAH	-25%	-15%	-4%	6%	-8%	-13%	-7%	16%	21%	24%	17%	9%	-5%	6%	45%	98%	86%	23%	-10%	8%	
POLK	-15%	-4%	-2%	3%	15%	26%	23%	35%	26%	29%	13%	-1%	-10%	7%	44%	85%	76%	51%	13%	17%	
SHERMAN	19%	20%	-1%	-5%	7%	-1%	10%	34%	44%	55%	-16%	-30%	-16%	5%	22%	35%	8%	-8%	61%	9%	
TELLAMOOK	-28%	-10%	-2%	-1%	8%	10%	6%	31%	25%	24%	2%	-15%	-21%	3%	33%	69%	62%	17%	11%	9%	
UMATILLA	-24%	-14%	-4%	1%	-3%	16%	12%	26%	13%	10%	-1%	-9%	-10%	11%	33%	56%	56%	12%	10%	6%	
UNION	-26%	-13%	3%	0%	-18%	15%	-9%	14%	19%	26%	-9%	-28%	-35%	-14%	34%	57%	43%	21%	-7%	0%	
WALLOWA	-29%	-1%	10%	12%	46%	4%	-14%	13%	85%	45%	-1%	-38%	-33%	-7%	25%	68%	61%	12%	-11%	7%	
WASCO	-24%	-9%	-12%	-15%	-8%	9%	9%	31%	37%	22%	-8%	-17%	-19%	-3%	35%	64%	44%	23%	-27%	5%	
WASHINGTON	-19%	-12%	-2%	9%	3%	10%	8%	21%	18%	19%	8%	9%	6%	22%	65%	106%	112%	52%	16%	14%	
WHEELER	-21%	46%	-32%	-26%	62%	49%	3%	6%	3%	31%	-19%	-13%	-43%	36%	2%	31%	4%	9%	52%	3%	
YAMHILL	-20%	-13%	-12%	-1%	1%	8%	14%	19%	18%	14%	-1%	-9%	-2%	14%	55%	94%	81%	46%	13%	10%	

Source: Portland State University [Population Research Center](#)

- Oregon's population is growing, up 12% from 2011 to 2024.
- Oregon has an aging population, from 2011 to 2024 Oregon has shown a decline in population aged 0-19 and 50-60, and an increase in population aged 30-50 and 60+.
- Deschutes County has shown positive growth in all age groups except 0-4.
- Crook, Morrow, Sherman, and Wheeler Counties have shown positive growth for ages 0-19.
- Shifting age demographics could have impacts on trip purposes and time of day.

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3. Income and Poverty

Figure 4: Real Per Capita Income Growth

Real Per Capita Income Growth	
Region	2000-2023
Oregon	36%
Baker	45%
Benton	18%
Clackamas	25%
Clatsop	41%
Columbia	27%
Coos	52%
Crook	58%
Curry	37%
Deschutes	67%
Douglas	30%
Gilliam	110%
Grant	48%
Harney	47%
Hood River	78%
Jackson	40%
Jefferson	27%
Josephine	42%
Klamath	35%
Lake	31%
Lane	35%
Lincoln	36%
Linn	41%
Malheur	17%
Marion	33%
Morrow	59%
Multnomah	32%
Polk	27%
Sherman	80%
Tillamook	49%
Umatilla	38%
Union	31%
Wallowa	56%
Wasco	35%
Washington	34%
Wheeler	51%
Yamhill	44%

Figure 5: Poverty Rates by County for the years 2009, 2014, 2018, & 2023

County	Poverty % 2009	Poverty % 2014	Poverty % 2018	Poverty % 2023
Baker County, Oregon	19%	18%	16%	14%
Benton County, Oregon	19%	23%	19%	19%
Clackamas County, Oregon	9%	10%	8%	7%
Clatsop County, Oregon	13%	16%	10%	12%
Columbia County, Oregon	9%	13%	12%	9%
Coos County, Oregon	16%	18%	17%	16%
Crook County, Oregon	14%	21%	15%	10%
Curry County, Oregon	14%	15%	14%	13%
Deschutes County, Oregon	9%	15%	11%	9%
Douglas County, Oregon	14%	20%	16%	16%
Gilliam County, Oregon	11%	8%	11%	13%
Grant County, Oregon	14%	15%	15%	15%
Harney County, Oregon	15%	21%	17%	13%
Hood River County, Oregon	11%	16%	10%	5%
Jackson County, Oregon	14%	18%	16%	12%
Jefferson County, Oregon	17%	21%	20%	12%
Josephine County, Oregon	17%	20%	19%	16%
Klamath County, Oregon	18%	19%	20%	18%
Lake County, Oregon	18%	18%	17%	18%
Lane County, Oregon	16%	20%	19%	15%
Lincoln County, Oregon	17%	17%	17%	16%
Linn County, Oregon	15%	19%	14%	13%
Malheur County, Oregon	17%	28%	23%	18%
Marion County, Oregon	15%	19%	15%	13%
Morrow County, Oregon	17%	19%	16%	14%
Multnomah County, Oregon	16%	19%	15%	13%
Polk County, Oregon	13%	17%	14%	12%
Sherman County, Oregon	21%	19%	13%	18%
Tillamook County, Oregon	15%	18%	15%	12%
Umatilla County, Oregon	16%	17%	18%	13%
Union County, Oregon	15%	19%	16%	16%
Wallowa County, Oregon	11%	14%	15%	8%
Wasco County, Oregon	16%	17%	13%	12%
Washington County, Oregon	10%	12%	10%	8%
Wheeler County, Oregon	15%	18%	20%	10%
Yamhill County, Oregon	13%	17%	14%	10%

Sources: BEA Real GDP by County, Census American Community Survey (ACS)

5-Year Survey

- Overall, the real per capita income in Oregon has increased by 36% from 2000 to 2023.
- Gilliam, Sherman, Hood River, and Deschutes Counties saw the largest increases in GDP.
- Benton, Malheur, and Clackamas Counties saw the smallest increases in GDP.
- Multnomah County's GDP increased less than the overall Oregon GDP.

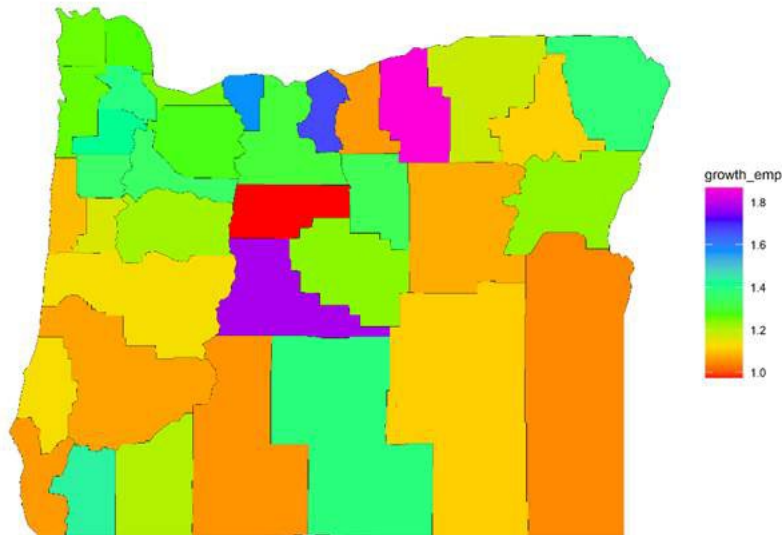
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- The percentage of population living below the poverty line has fallen from 13.6% in 2009 to 11.9% in 2023.
- Poverty increased after the 2008 recession but peaked in 2014.

4. Employment Trends

Figure 6: Employment Growth 2002-2022

Emp Growth 2002-2022



Source: Census LEHD Survey

- Statewide employment has grown by 27.8% from 2002 to 2022.
- Employment growth was largest in Deschutes County, the Portland to Salem Region, Northwest Oregon, and the Rogue Valley.
- US Route 97, which runs through the middle of Oregon including Deschutes County, will likely see increased importance for the local and statewide economy.
- Although employment growth has

lagged behind some other parts of Oregon, the Portland metropolitan region—including Multnomah, Washington, and Clackamas Counties—continues to account for the majority of the state's jobs, comprising 51.1% of total employment in 2002 and 51.9% in 2022.

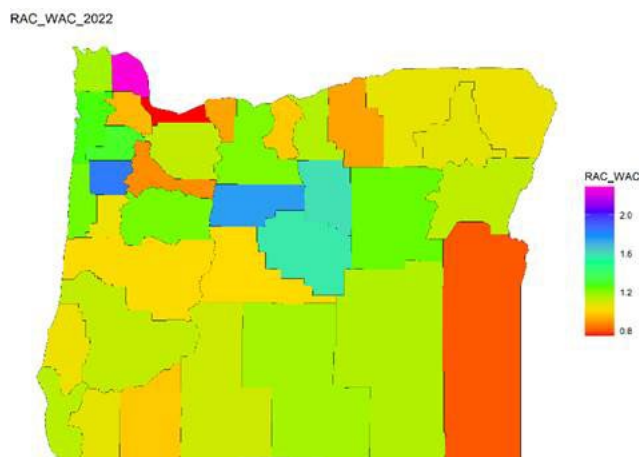
- Although Lane County has a relatively large employment base, it has experienced little growth since 2002.
- All of Oregon's regional economies depend on the highway system, but the concentrated activity and growth in the Northwest and Deschutes County will require more maintenance and system monitoring to keep their economies healthy.

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5. Commuting and Travel Patterns

Figure 7: Employee Residence to Workplace Ratio

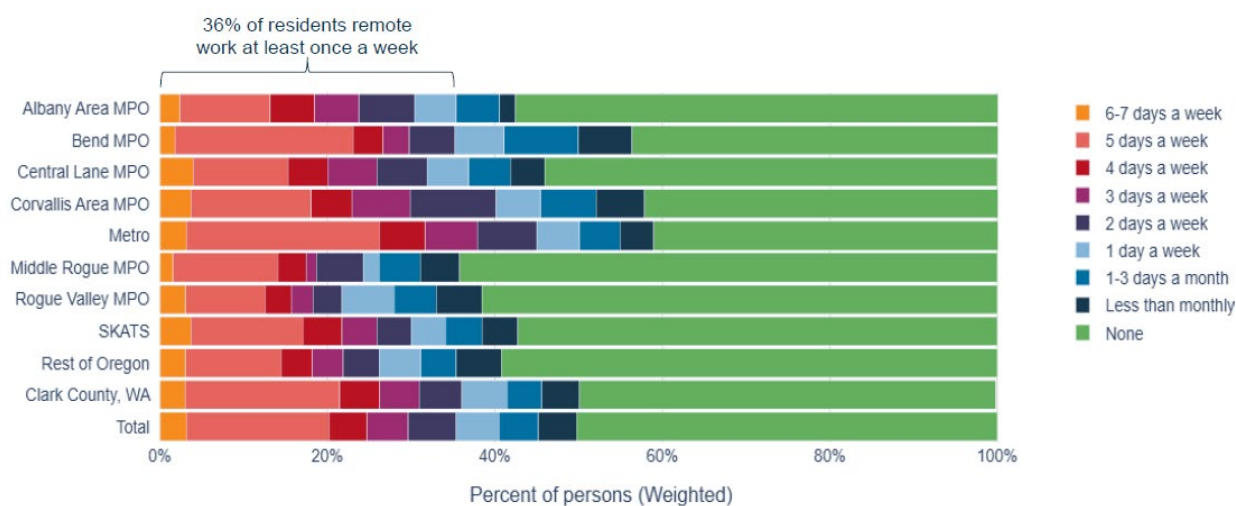
A number greater than 1 means that county has more employees that live there than work there implying they commute out of the area.



Source: Census Longitudinal Employer-Household Dynamics (LEHD) Origin-Destination Employment Statistics

Figure 7: Rates of Remote Work by Metro Regions

Weekly remote work is most common among Metro, Corvallis, and Bend MPO residents



Source: Oregon Travel Study 2023, ODOT

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Average Commute Distance (miles)

Mode Type	2009	2023
Bike	2.4	3.1
Car	7.1	10.9
Walk	0.6	1.4

Source: Oregon Household Activity Survey 2009 and Oregon Travel Study 2023, ODOT

Note: OTS statistics covering mode share by trip purpose, regional work-from-home patterns, commute distance and time, and in- and out-of-state commuting have limited comparability between 2010 and 2023.

- The Residence Area Characteristics (RAC) divided by the Workplace Area Characteristics (WAC) informs us of differences in where people live and where they work. A value greater than 1 means more people live in the area than work in the area (people commute out), and vice versa for less than 1 (people commute in).
- Multnomah, Deschutes, Marion, and Lane Counties (Portland, Bend, Salem, Eugene) have shown significant commuting in, likely from Columbia, Jefferson, Polk, and Linn Counties, respectively.
- From 2002 to 2022, the number of people commuting into metropolitan areas from nearby regions increased. Rising housing costs and a shift toward a more service-oriented economy may have contributed to this trend, as economic growth has remained concentrated in metropolitan areas and remote work has enabled households to live farther from their workplaces.
- Commute distances have increased on average over the past two decades. Based on the 2009 and 2023 Oregon Travel Studies, in 2009 commute trips (home to work and work to home) by car were 7.1 miles on average, compared to 10.9 miles in 2023. Commute trips by bicycle increased as well but by less, 2.4 miles in 2009 compared to 3.1 miles in 2023. Commute trips by walking also increased from 0.6 miles in 2009 to 1.4 miles in 2023.
- Remote work has likely increased over the past two decades, particularly following the COVID-19 pandemic. While detailed historical data are not available for 2009, based on the 2023 Oregon Travel Study, an estimated 40% of Oregon's employed population works from home at least once a week, an estimated 28% work from home at least 3 days a week, and an estimated 20% work from home at least 5 days a week.

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6. Population Growth Projections

PSU Population Forecast

Figure 8: Population Forecast by County

County	2010	2020	2025	2030	2035	2040	2045	2050	2055	2060	Growth 2010-2060	Percent in 2010	Percent in 2060	County
Oregon	3831075	4260500	4496242	4718356	4947641	5165752	5280070	5395115	5568180	5743219	50%	100%	100%	Oregon
Baker	16134	16668	17081	17144	17031	16810	16521	16192	15839	15460	-4%	0%	0%	Baker
Benton	85579	95184	101261	108881	115347	120481	124493	128625	132894	137305	60%	2%	2%	Benton
Clackamas	375993	428614	461253	493892	543779	593665	597862	602058	619844	637631	70%	10%	11%	Clackamas
Clatsop	37039	41072	43224	44573	45284	45579	45646	45616	45539	45392	23%	1%	1%	Clatsop
Columbia	49351	52589	54303	55895	57051	57857	58479	58977	59380	59625	21%	1%	1%	Columbia
Coos	63043	64929	65296	65267	65137	65046	65177	65528	65880	66234	5%	2%	1%	Coos
Crook	20978	24738	27065	28633	30033	31410	32859	34402	36013	37700	80%	1%	1%	Crook
Curry	22364	23446	24066	24429	24698	24881	25106	25434	25766	26103	17%	1%	0%	Curry
Deschutes	157733	198253	220678	240446	258698	275905	292443	308894	326231	344542	118%	4%	6%	Deschutes
Douglas	107667	111201	113076	114291	115080	115610	116126	116733	117343	117957	10%	3%	2%	Douglas
Gilliam	1871	1995	2068	2117	2159	2197	2230	2259	2288	2317	24%	0%	0%	Gilliam
Grant	7445	7233	7231	7143	6979	6762	6517	6304	6152	6053	-19%	0%	0%	Grant
Harney	7422	7495	7584	7587	7555	7520	7509	7511	7514	7517	1%	0%	0%	Harney
HoodRiver	22346	23977	24581	25669	26642	27487	28230	28934	29629	30309	36%	1%	1%	HoodRiver
Jackson	203206	223259	237060	247461	256658	264909	272846	280819	289015	297450	46%	5%	5%	Jackson
Jefferson	21720	24502	25589	26481	27377	28338	29432	30636	31887	33189	53%	1%	1%	Jefferson
Josephine	82713	88090	90810	93247	95598	98044	100554	103052	105610	108231	31%	2%	2%	Josephine
Klamath	66380	69413	70620	71147	71401	71597	71880	72242	72606	72972	10%	2%	1%	Klamath
Lake	7895	8160	8157	8180	8280	8451	8691	8988	9295	9613	22%	0%	0%	Lake
Lane	351715	382971	397742	412045	424423	434846	443747	452811	462061	471499	34%	9%	8%	Lane
Lincoln	46034	50395	50883	52344	53149	53428	53500	53571	53643	53714	17%	1%	1%	Lincoln
Linn	116672	128610	134032	139090	142903	146130	149296	152500	155773	159117	36%	3%	3%	Linn
Malheur	31313	31571	32874	34032	35040	35906	36641	37230	37643	37883	21%	1%	1%	Malheur
Marion	315335	345920	369983	385366	397723	407818	416327	424996	433845	442878	40%	8%	8%	Marion
Morrow	11173	12186	12538	12846	13103	13317	13497	13682	13946	14260	28%	0%	0%	Morrow
Multnomah	735334	831459	857018	882577	926531	970485	1003374	1036263	1077540	1118817	52%	19%	19%	Multnomah
Polk	75403	87433	92866	101329	110043	119187	128783	139068	150175	162168	115%	2%	3%	Polk
Sherman	1765	1870	1888	1898	1897	1892	1888	1886	1887	1894	7%	0%	0%	Sherman
Tillamook	25250	27390	28550	29420	30010	30369	30593	30762	30898	30990	23%	1%	1%	Tillamook
Umatilla	75889	80075	82267	84745	86947	88881	90596	92088	93356	94425	24%	2%	2%	Umatilla
Union	25748	26196	26502	26782	26936	26977	26918	26787	26609	26372	2%	1%	0%	Union
Wallowa	7008	7391	7405	7336	7181	6959	6718	6498	6299	6100	-13%	0%	0%	Wallowa
Wasco	25213	26670	27297	27990	28474	28767	28959	29114	29243	29314	16%	1%	1%	Wasco
Washington	529710	600372	659392	718412	763862	809312	813987	818661	857410	896159	69%	14%	16%	Washington
Wheeler	1441	1451	1475	1481	1469	1450	1430	1413	1405	1405	-3%	0%	0%	Wheeler
Yamhill	99193	107722	112530	118182	123163	127477	131218	134583	137721	140625	42%	3%	2%	Yamhill

Source: Portland State University [Population Research Center](#)

- Oregon's population is forecasted to grow 50%, up to 5.7M, by 2060.
- The highest growth rates are predicted to be in Deschutes, Polk, Crook, Clackamas, Washington, and Benton Counties.
- Although Multnomah County is projected to experience a moderate growth rate, it is expected to see the largest increase in population.
- Although their populations are relatively small, Gilliam, Wallowa, Baker, and Wheeler Counties are projected to see population declines by 2060.
- The population distribution across counties is not expected to significantly shift.

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Figure 9: Population by Age – Percent Change from 2010 to 2045

	Population by Age - Percent Change from 2010 to 2045																	
County	0-4	10-14	15-19	20-24	25-29	30-34	35-39	40-44	45-49	50-54	55-59	5-9	60-64	65-69	70-74	75-79	80-84	85+
Baker	-42%	-30%	-28%	-9%	-22%	13%	15%	-18%	-20%	-2%	-5%	-36%	4%	14%	30%	73%	111%	146%
Benton	-21%	-2%	-10%	0%	7%	22%	68%	87%	57%	31%	11%	-8%	31%	74%	138%	152%	188%	200%
Clackamas	-9%	-8%	4%	30%	24%	32%	27%	21%	21%	25%	-11%	36%	71%	122%	172%	171%	178%	178%
Clatsop	-26%	-19%	-15%	-8%	-7%	12%	22%	18%	9%	12%	9%	-22%	28%	73%	121%	161%	168%	194%
Columbia	-30%	-25%	-10%	16%	11%	6%	9%	2%	16%	16%	19%	-29%	24%	52%	108%	159%	190%	186%
Coos	-6%	-6%	-13%	3%	12%	26%	36%	13%	-14%	-17%	-20%	-6%	-17%	-6%	4%	25%	59%	135%
Crook	87%	49%	57%	102%	108%	72%	90%	70%	37%	20%	25%	74%	5%	19%	44%	82%	123%	184%
Curry	35%	2%	-5%	20%	23%	62%	53%	19%	-12%	-15%	-20%	20%	-25%	-14%	3%	44%	84%	157%
Deschutes	9%	10%	27%	70%	88%	102%	93%	87%	69%	69%	72%	5%	89%	134%	209%	281%	272%	350%
Douglas	-17%	-12%	-23%	-27%	-20%	11%	14%	3%	-2%	2%	-6%	-12%	2%	35%	46%	65%	82%	122%
Gilliam	-9%	13%	1%	48%	3%	20%	57%	1%	-10%	-15%	-9%	16%	10%	38%	33%	64%	112%	112%
Grant	-55%	-46%	-42%	-33%	-46%	-29%	-29%	-31%	-37%	-23%	-28%	-48%	-17%	0%	29%	50%	132%	164%
Harney	-8%	-22%	-29%	30%	30%	26%	30%	16%	-18%	-23%	-20%	-18%	-17%	-4%	1%	20%	89%	157%
Hood River	-4%	-10%	-2%	23%	11%	22%	25%	21%	22%	11%	16%	-11%	51%	87%	133%	133%	141%	131%
Jackson	-6%	-8%	-12%	1%	26%	47%	49%	33%	19%	25%	20%	-1%	35%	71%	110%	134%	142%	144%
Jefferson	18%	18%	17%	39%	50%	68%	57%	26%	10%	32%	27%	29%	12%	18%	40%	83%	137%	263%
Josephine	23%	-4%	-5%	20%	36%	60%	67%	41%	9%	6%	2%	12%	-2%	15%	32%	48%	51%	56%
Klamath	3%	1%	-7%	-3%	22%	40%	27%	15%	-1%	6%	-11%	5%	-18%	-4%	13%	22%	58%	117%
Lake	49%	35%	11%	41%	26%	39%	31%	-1%	-20%	-17%	-29%	46%	-28%	-7%	16%	6%	45%	135%
Lane	-14%	-5%	8%	21%	26%	6%	17%	17%	1%	16%	3%	-8%	12%	40%	75%	106%	113%	118%
Lincoln	-31%	-16%	-15%	-10%	-17%	3%	23%	8%	4%	-4%	-10%	-22%	9%	46%	95%	130%	173%	209%
Linn	-14%	-6%	6%	18%	16%	32%	30%	35%	39%	32%	23%	-9%	29%	50%	89%	120%	126%	105%
Malheur	-29%	-18%	-18%	-7%	15%	33%	55%	48%	33%	34%	15%	-22%	24%	27%	48%	64%	84%	66%
Marion	-19%	-8%	-4%	10%	21%	29%	41%	36%	32%	27%	24%	-14%	37%	67%	108%	129%	131%	122%
Morrow	-5%	-8%	1%	37%	23%	22%	14%	26%	14%	2%	0%	-4%	19%	49%	82%	101%	153%	245%
Polk	2%	17%	16%	38%	84%	70%	84%	80%	43%	54%	44%	13%	50%	77%	123%	125%	145%	162%
Sherman	-21%	-14%	11%	3%	-13%	-9%	8%	13%	-28%	-6%	20%	-20%	9%	13%	23%	27%	67%	143%
Tillamook	-29%	-12%	-9%	16%	-2%	22%	24%	11%	16%	5%	5%	-23%	14%	38%	76%	115%	118%	199%
Umatilla	-22%	-10%	-7%	5%	8%	33%	39%	29%	17%	26%	15%	-16%	26%	51%	74%	99%	109%	118%
Union	-30%	-14%	-21%	-9%	10%	20%	31%	26%	2%	-26%	-14%	-24%	3%	23%	41%	49%	84%	121%
Wallowa	-45%	-24%	-10%	-13%	-31%	-24%	14%	-22%	-39%	-22%	-18%	-39%	-2%	13%	23%	56%	93%	142%
Wasco	-29%	-15%	-10%	3%	-3%	24%	26%	21%	26%	15%	12%	-20%	10%	37%	66%	79%	96%	57%
Washington	-5%	6%	20%	27%	2%	18%	27%	34%	44%	53%	60%	-2%	77%	129%	199%	245%	218%	232%
Wheeler	-46%	-36%	-21%	44%	-28%	-37%	-12%	-7%	-33%	-27%	-27%	-26%	11%	-9%	28%	44%	111%	178%
Yamhill	-14%	-6%	-6%	12%	24%	20%	32%	36%	32%	29%	37%	-11%	49%	77%	136%	164%	157%	162%

Source: Portland State University [Population Research Center](#)

- The observed age distribution trends are expected to continue, with a significant decline in the population aged 0–19 and a substantial increase among those aged 65 and older.
- Forecasts of declining younger populations and growing older populations are consistent across most counties, with only a few smaller counties as exceptions.

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