

ADMINISTRATIVE ORDER NO. 58-26-08
of the
City Manager of the City of Eugene

**UPDATING THE CITY OF EUGENE’S VISION ZERO ACTION PLAN
AND REPEALING ADMINISTRATIVE ORDER NO. 58-19-04.**

The City Manager of the City of Eugene finds that:

A. Pursuant to the Eugene Charter of 2002, the City Manager is the administrative head of the City of Eugene. As such, the City Manager has the authority and responsibility to approve and direct action that implements Council-adopted policies.

B. From 2007 to 2015, 60 people were killed and 364 people experienced life-changing injuries as the result of crashes on Eugene’s transportation system. Nearly half of those incidents occurred while the persons were walking, biking or riding a motorcycle, even though these modes make up less than 20 percent of trips in Eugene.

C. On November 18, 2015, the Eugene City Council adopted Resolution No. 5143 setting as official policy the Vision Zero approach to transportation safety with the goal of eliminating deaths and serious injuries on Eugene’s transportation system. That Resolution also directed the City Manager to initiate the formation of a Vision Zero Task Force to develop a Vision Action Plan.

D. On March 29th, 2019, Administrative Order No. 58-19-04 was issued adopting The Vision Zero Action Plan, which was developed after the Vision Zero Task Force and Technical Advisory Committee studied the factors contributing to traffic crashes in Eugene, and after input from community advocates, policy makers, and transportation, public health and law enforcement professionals. The Vision Zero Action Plan is now being updated to incorporate newer (2014 through 2022) crash statistics, high crash corridor maps, charts outlining changes to the high crash network, and a “communities of concern” section.

E. The Vision Zero Action Plan is not a regulatory plan, nor is it a capital improvement plan. It is intended to serve as a guide and provide direction for City staff, community members, and organizations as they jointly work toward accomplishing the goal of zero fatalities or serious injuries on Eugene’s transportation system.

NOW, THEREFORE,

1. Based upon the above findings, the updated Vision Zero Action Plan attached as Exhibit A to this Order is adopted as a guide for action to reach the goal of zero deaths and life-changing injuries on Eugene’s transportation system. It does not, however, obligate the City or any other entity to implement any action for which funds have not been previously budgeted.

LT

CC

DKS

LR

MR
Matt Rodrigues

2. Administrative Order 58-19-04 is repealed.

Dated and effective this 8 day of May, 2026.

Jenny Haruyama
Jenny Haruyama (May 8, 2026 06:20:03 PDT)

Jennifer D. Haruyama
City Manager



VISION ZERO EUGENE



ONE TRAFFIC DEATH IS TOO MANY



2025-2030
Zero Vision Action Plan

EUGENE VISION ZERO

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EUGENE VISION ZERO

Acknowledgments

The following list of people and groups were involved in the development of the City of Eugene's original Vision Zero Action Plan in 2017. The action items within this updated plan reflect their work.

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In Memory of Larisa Varela

The City of Eugene dedicates this updated Vision Zero Action Plan in memory of Larisa Varela. Larisa was a valued member of the City's Transportation Planning Team and worked tirelessly leading the development of the City's original Vision Zero Action Plan. She was a passionate advocate for transportation safety in Eugene and is deeply missed.



EUGENE VISION ZERO

WE PLEDGE,

as the Vision Zero Leadership Committee, to incorporate the Vision Zero Action Plan tenets, strategies, actions and values into everything our departments do. We commit to work together in pursuit of the goal of zero traffic-related fatalities and serious injuries in the city of Eugene by 2035.



Handwritten signature of Chris Skinner in black ink.

Chief Chris Skinner
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Jenny Haruyama
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EUGENE VISION ZERO

EXECUTIVE SUMMARY

Vision Zero is an approach to transportation safety that aims to eliminate deaths and serious injuries caused by traffic crashes. In November of 2015, community advocacy efforts resulted in the Eugene City Council adopting the Vision Zero goal of zero fatalities and serious injuries on Eugene’s transportation system as City policy. The resolution adopting Vision Zero directed the City Manager to initiate formation of a Vision Zero Task Force to develop an Action Plan. This Eugene Vision Zero Action Plan is the result of that direction.

This Action Plan lays out an ambitious set of two- and five-year actions to reach the goal of zero deaths and serious injuries on Eugene’s transportation system by 2035. These actions will be undertaken by numerous City departments (Public Works, Police, Fire & Emergency Medical Services), in cooperation with other agency partners such as school districts and Lane Transit District, and community partners like the University of Oregon and PeaceHealth.

Vision Zero will also need the ongoing support and commitment of all of Eugene’s residents who use our streets to walk, bike, roll, take transit and drive. Achieving Vision Zero requires a true culture change—from one where lives lost or severely harmed is an accepted daily occurrence to one where deaths and serious injuries are unacceptable outcomes of simply using our streets.

Why Vision Zero, Why Now?

Eugene needs Vision Zero now because people continue to die and suffer serious injuries on our streets. From 2014 to 2022, 75 people were killed in traffic crashes in Eugene. Another 447 people sustained severe injuries. These numbers do not reflect the full toll on our community; each victim’s family, friends, coworkers and acquaintances are also impacted by the loss of someone they knew and loved.



Nearly a third of these fatal and serious injury crashes affect people walking, biking or riding a motorcycle, even though these modes make up less than 10 percent of trips in Eugene. Speed is a critical factor in determining the severity of a crash, and people traveling by these modes are more vulnerable to greater harm from automobiles, even at relatively low speeds. Even when speeding is not indicated to be a cause of a crash, the normal driving speed of a street can contribute to a fatal or serious injury. This is also true for people in crashes only involving cars. Vision Zero aims to improve safety for everyone who uses our streets.

Where to Focus

The development of this Plan included an analysis of crash data from the last nine years to objectively identify problem streets and intersections. We found that only 8% of streets account for 72% of fatal and serious injury crashes in Eugene. These streets comprise the Vision Zero High Crash Network and are the focus of many actions in our plan.

EUGENE VISION ZERO

Taking Action

The City of Eugene has been working for years to make its streets safer for all who use them. This plan builds on that work, as well as a regional and county safety plan and a statewide plan from the Oregon Department of Transportation.

To reduce crashes that result in deaths and serious injuries, the Task Force, Technical Advisory Committee and staff identified actions to be undertaken that will change policies, practices and programs and further shift the culture around transportation safety. Development and implementation of these actions are guided by three tenets to ensure they adhere to the Vision Zero commitment and important Eugene values: equity, data and accountability.

The actions center around the following four areas that impact the likelihood and severity of crashes: street design, impairment, dangerous behaviors and engagement and accountability.



Street Design

Actions in this area will impact how Eugene streets are built and re-designed in order to improve safety for all people who use our streets.



Dangerous Behaviors

Actions in this area upgrade the enforcement of existing laws, call for additional, more equitable enforcement, and aim to change travel behavior through messaging.



Impairment

Actions in this area aim to decrease the number of people driving, biking and walking under the influence of alcohol, marijuana and illicit drugs.



Engagement and Accountability

Actions in this area will keep the Vision Zero effort on the forefront of City staff and the community, and will enhance community engagement in making Eugene's streets safer.

While this is our five-year plan to reach Vision Zero, we know this effort will take longer. In five years, we will review our actions and progress to update this plan to ensure we are continuing on the path to zero deaths and serious injuries. We urge you to join us in this commitment to making our city's streets safer for all who travel in Eugene.

In Remembrance

This plan is dedicated to those who have lost loved ones and who have had their lives significantly impacted by traffic crashes. Your losses motivate us to strive toward a safer Eugene.

EUGENE VISION ZERO

The City of Eugene has adopted the bold vision of eliminating traffic deaths and serious injuries on the City's transportation system. This path toward Vision Zero was adopted by the Eugene City Council in November 2015, after working with community stakeholders. This is our community's story, and our plan to reach zero.



Eugene Vision Zero Task Force.

Why is Vision Zero Needed?

The City of Eugene is consistently ranked as one of America's best places to live. As a small city with an engaged and inclusive community, thriving universities and surrounding natural beauty, we agree.

But even though Eugene is highly regarded in some ways, we lose too many members of our community to traffic crashes on our streets. From 2014 to 2022, **75 people were killed** in traffic crashes in Eugene, and another 447 people sustained severe injuries. On average, **someone is killed or experiences severe injuries approximately every six days** while traveling on our streets. Traffic crashes are so routine that we are all too often numb to the toll they take—despite the tragic effect on our families, community and economy.

Not one of us would find it acceptable for a family member, friend, or colleague to be injured or killed. And the good news is—we don't have to accept this as fate. **Crashes are not accidents, they are preventable**—with the right actions and commitment. Moreover, those crashes that may still occur do not need to result in deaths or serious injuries because Vision Zero is committed to **reducing the severity of crashes** so that crashes don't result in death or serious injuries.

Everyone has the right to safely travel on our streets no matter where they are going and how they travel. That is why **the City of Eugene has chosen zero as our goal**. By committing to eliminate traffic deaths and serious injuries by 2035 through a Vision Zero program, we will create a safer and more vibrant city for decades to come.

EUGENE VISION ZERO

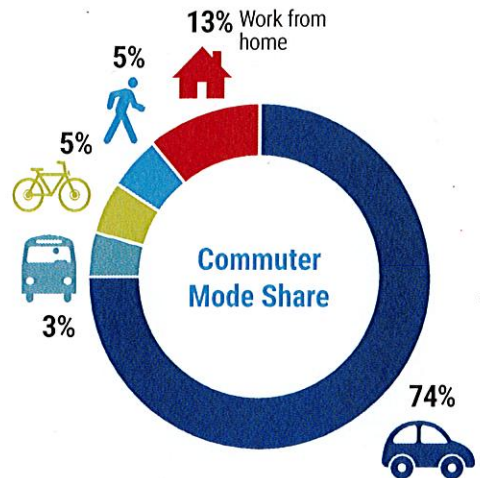
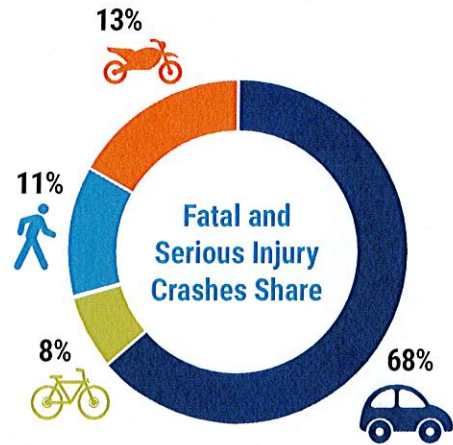
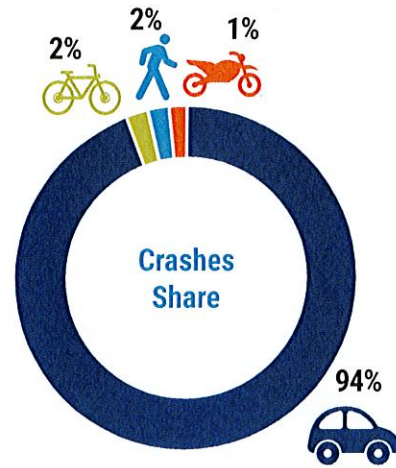
Why Now?

Safety has been on the City of Eugene’s radar for years, but despite everyday efforts to create safer streets that work well for all users, investments in transit, and advances in technology, we still experience **an unacceptable number of traffic deaths and serious injuries**. Vision Zero is the next step to effectively reduce deaths and serious injuries on our streets.

While 94 percent of crashes involve only drivers and their passengers, **people walking, biking and riding motorcycles are disproportionately likely to be seriously injured or killed on our streets**—an unacceptable inequality for a city that prides itself on healthy, active, accessible transportation options.

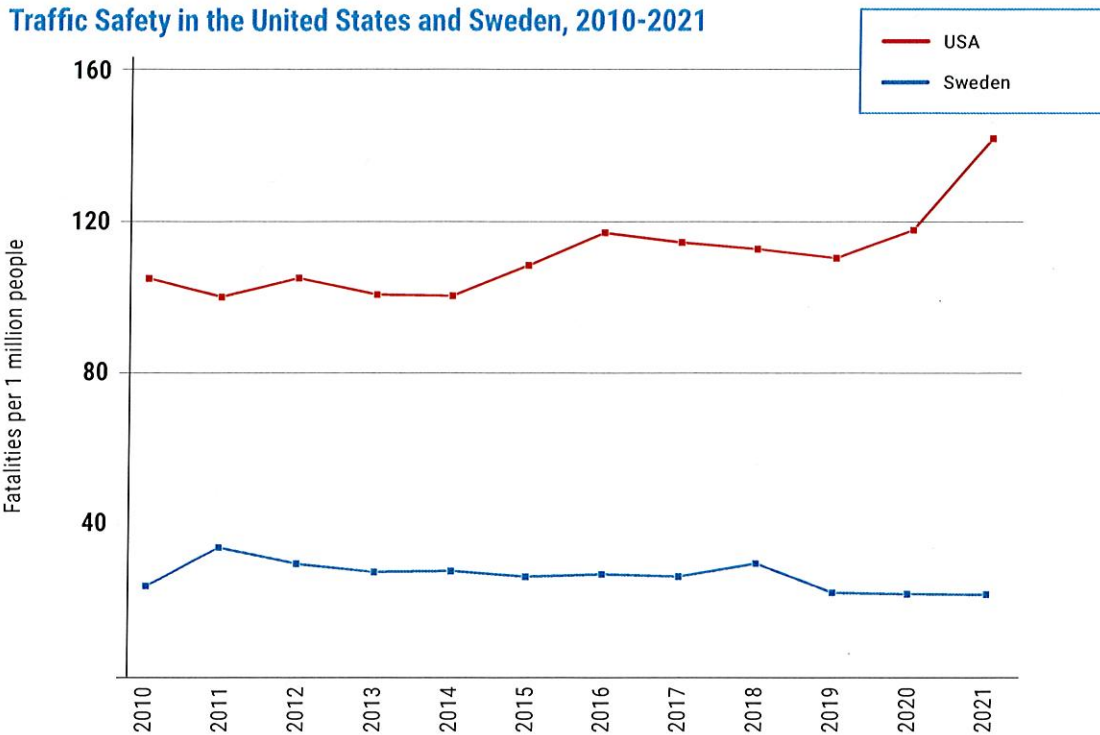
Drivers and their passengers are also in danger. **68 percent of all fatal or serious injury crashes involve drivers and their passengers.**

These data suggest that a bold intervention and strong commitment from City leaders and partners—including residents—will be required to eliminate deaths and serious injuries. The Eugene Vision Zero Action Plan establishes a roadmap for the City to eliminate traffic deaths and serious injuries on its streets. It signals a shift in transportation engineering and planning practice to prioritize safety of our residents over the convenience of traveling quickly through our city. These changes won’t always be easy, but we are committed to working together to achieve them, and motivated by our determination to create a safe Eugene for all of our residents and visitors.



City of Eugene, 2014-2022 crash data. Mode Share Data from American Community Survey, 2022.

EUGENE VISION ZERO



What is Vision Zero?

Vision Zero is a transportation safety philosophy that was developed in Sweden in the late 1990s to eliminate traffic deaths and serious injuries in the transportation system. Sweden already had a significantly lower crash rate than the United States. Even with a low crash rate, Sweden was still able to work beyond the low hanging fruit and reduce traffic fatalities by half over since 1995. Sweden is now one of the safest places to travel in the world. By contrast, traffic fatalities in the U.S. remain much higher, with a crash rate of 129 deaths per million people in 2021. This represents nearly 43,000 American lives lost to traffic crashes in just 2021 alone.

Vision Zero calls on us to think differently about traffic safety, and to reach beyond traditional silos to work together for a truly worthy outcome: the elimination of traffic deaths and serious injuries on our streets. Central to Vision Zero is the idea that **people should not be killed or experience serious injuries as a consequence of simply using our streets**. Vision Zero recognizes that we all make mistakes, and that the transportation system should be designed to minimize the impacts of those errors. When crashes do occur, they should not result in death or serious injuries.

To date, over 50 U.S. communities, including Eugene, have adopted Vision Zero goals. Many have developed detailed action plans to eliminate traffic deaths. While each city has adapted the program to its own unique needs and situation, the Vision Zero approach is helping ensure that improving traffic safety is focused on the most powerful tools, like wholesale speed reduction. Addressing issues of equity has also emerged as a critical component of Vision Zero initiatives.

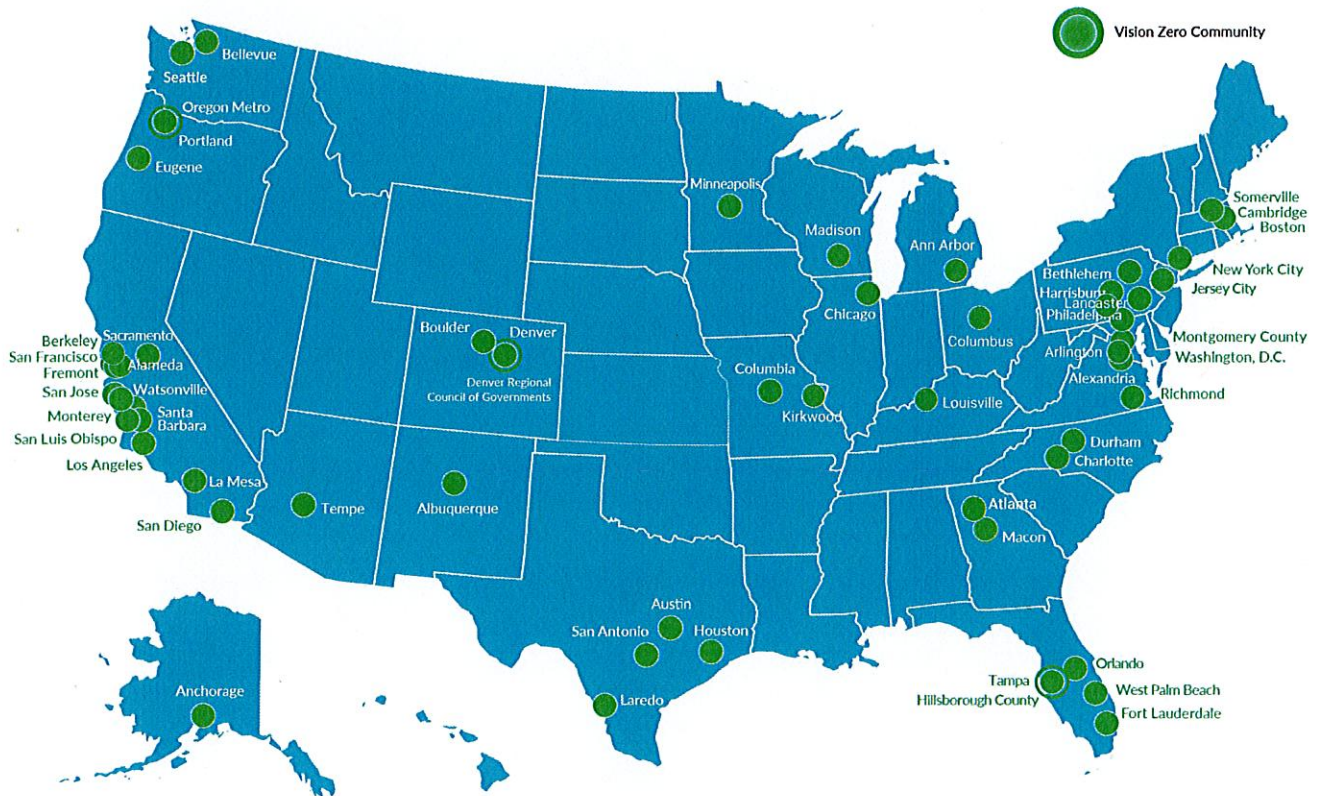
EUGENE VISION ZERO

The federal government and most states, including the Oregon Department of Transportation (ODOT), have also established a goal of eliminating traffic deaths. ODOT's Transportation Safety Action Plan shares our 2035 goal year for eliminating deaths and serious injuries on the transportation system. Regionally, Lane County Government, Lane Transit District and the Central Lane Metropolitan Planning Organization are pursuing similar goals, providing additional support for this initiative.



Eugene was one of the first small American cities to develop an action plan. We look forward to continue blazing a path toward safer transportation systems for cities of our size.

Vision Zero Cities



Updated February 2024

Source: <http://visionzeronetwork.org/resources/vision-zero-cities>

EUGENE VISION ZERO

Vision Zero Eugene

Vision Zero Eugene is truly a collaborative undertaking. The time is ripe for this type of systemic change to happen in our community. As Vision Zero gained prominence as a new way of thinking about transportation safety, our community leaders and professionals united around the need for change in Eugene. This resulted in the City Council's adoption of a Vision Zero resolution in November of 2015, placing Eugene in the company of other Vision Zero cities worldwide.

Since that time, the City has worked closely with community advocates, policymakers, and transportation, public health, and law enforcement professionals to create this Action Plan. The ultimate goal of the Plan is to stem the loss of life and opportunity that occurs via traffic crashes on our streets. Our Vision Zero Task Force and Technical Advisory Committee, composed of City leadership, agency staff and community stakeholders, have studied the factors contributing to traffic crashes in Eugene and debated appropriate, bold actions to address them. We are proud to present our proposed strategies and actions to you in this plan, and look forward to working with you, our community, to achieve this vision.

Fundamental Principles of a Meaningful Vision Zero Commitment

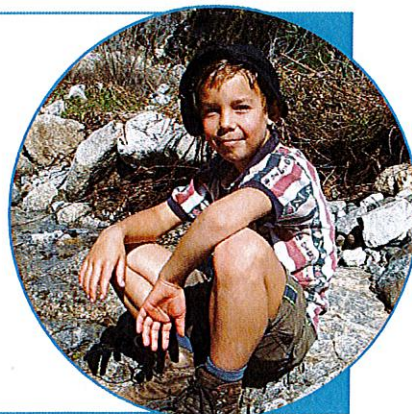
These principles are core to successful Vision Zero efforts:

1. Traffic deaths and severe injuries are acknowledged to be preventable.
2. Human life and health are prioritized within all aspects of transportation systems.
3. Acknowledgment that human error is inevitable, and transportation systems should be forgiving.
4. Safety work should focus on systems-level changes above influencing individual behavior.
5. Speed is recognized and prioritized as the fundamental factor in crash severity.

(Source: Vision Zero Network)

Václav Hajek, age 10

Václav was a wonderful and kind human being, and was just a child when he was killed. He blessed this world with his smile. Václav loved the arts, outdoors, spending time with family and riding his bicycle. He wanted to be an artist like his mom. Václav was killed at age 10 when he was hit by a speeding teenage driver while walking across the street with his bike.



EUGENE VISION ZERO

Vision Statement

Our community values the safety of all people who use our multimodal transportation system and will take equitable, data-driven actions to eliminate deaths and serious injuries by 2035.

Serious Injury: Crashes that result in serious injuries change the life of the victim and their family and friends. Serious injuries are defined as those that prevent the injured person from walking, driving or normally continuing the activities the person was capable of performing before the injury occurred. Though not fatal, these crashes have long-lasting effects.

Guiding Tenets

These tenets have helped shape the actions included in this plan and will continue to guide their implementation. In order to be effective, every agency, community partner and resident involved in making Vision Zero a reality should check their actions against these tenets by asking is this program or this project equitable, data-driven and accountable?



Equitable

Eugene strives to be a community where every person regardless of their identity is safe, valued and welcome. A person's identity encompasses multiple aspects, including, but not limited to: age, race, ethnicity, gender, national origin, religion, disability, sexual orientation, socio-economic and housing status. This plan seeks to make Eugene's streets safer for all people who travel on them.



Data-Driven

The actions in this plan were determined through a process of data analysis and community conversation that took place at community events over the spring, summer, and fall of 2017. Starting with data allows us to address the issues we know have caused crashes in the past, and the locations with the worst crash histories.

This plan calls for increasing the amount of data and agency coordination to ensure even more detailed and pertinent analysis can drive Vision Zero actions in the future.



Accountable

This plan belongs to the people of Eugene. We recognize that traffic crashes can impact anyone in our community, and we want to be held accountable by our residents for addressing that serious problem.

To do this, the plan must first be accountable to itself which is why we call for tracking the effectiveness of actions and making changes where and when needed. When that process is in place, we can then report to our residents on our successes and adjustments. Progress will be communicated in an annual report.

EUGENE VISION ZERO

This plan is Eugene's.

The Vision Zero Resolution was adopted by Eugene City Council after members of the community raised awareness of the toll that traffic crashes can take on members of our community, their families and friends. They asked the City Council to strongly articulate that no traffic deaths or serious injuries are acceptable in our city.

The Vision Zero Resolution specifically directed the City Manager to convene a Task Force to develop a Vision Zero Action Plan. This plan was guided by a Task Force of city leaders and community partners who care deeply about the safety of Eugene residents on our streets. The Task Force met throughout the development of this plan, offering thoughtful, critical feedback about its direction from the perspective of advocates, implementers and those whose lives have been changed by traffic crashes.

Achieving Vision Zero will take the whole community to be conscious of their individual actions and the influence we have on each other. The Vision Zero Action Plan was collaboratively developed by members of the Eugene community. Opportunities for engagement included:

- Six Vision Zero Task Force Meetings
- Five Vision Zero Technical Advisory Committee Meetings
- Vision Zero webpage (eugene-or.gov/VisionZero) that included Task Force meeting materials and the draft Vision Zero Action Plan
- A public open house for review and comment on the draft Action Plan
- A focus group aimed to elevate Communities of Concern
- Presentations at Neighborhood Association Meetings
- Tabling at community events
- Eugene City Council presentation

Through these public involvement activities, the City provided community members with a variety of forums to share their concerns and identify priorities for transportation safety.

Moving forward, this plan will remain Eugene's. Eugenians will shape what Vision Zero looks like in their community. Residents and the traffic safety behavior they model for others will continue to play a critical role in reaching Vision Zero. In order to reach Vision Zero, we must all lead by example by being respectful and considerate users of our transportation system. The City of Eugene will partner with other agencies and our community to reach Vision Zero.

First name _____ Last name _____





Email _____

You are important to helping Eugene end traffic deaths and life-changing injuries on our streets. You can help by taking the Vision Zero pledge.

I pledge to:

- ◇ drive and bike sober.
- ◇ slow down and drive the speed limit.
- ◇ yield the right of way.
- ◇ focus on the street and not drive, walk or bike distracted.
- ◇ share the responsibility of keeping myself, my family, my friends and my community members safe on our streets.

Thank you for making Eugene's streets safe for everybody!

Remember, it's a CRASH, not an "accident."
Traffic deaths ARE preventable.

During the summer of 2017, hundreds of community members took the Vision Zero pledge.

CAUSES

of deaths and serious

EUGENE VISION ZERO

Crash Causes

An extensive data analysis of the City's crashes from 2014-2022 revealed the following major contributors to fatal and serious injury traffic crashes in Eugene:

- Street Design
- Dangerous Behaviors
- Impairment

The Vision Zero Action Plan lays out a series of actions intended to address each of these contributing factors, leading to a safer Eugene for all.

Crashes vs. Fatalities and Injuries

Data we report here all relate to fatal and serious injury crashes. A crash is the occurrence when parties collide on the transportation system. Fatalities and injuries are the outcomes of crashes. When a fatality occurs, we consider that a fatal crash, even if there are also injuries to other people involved. We count the number of crashes rather than outcomes for two reasons: 1) outcomes would often over-count motor vehicle crashes where multiple people are killed or injured versus pedestrian and bicycle crashes where the person walking or biking is most often the only injury or fatality, and 2) the number of passengers in a car is somewhat random and it can skew counts as well.

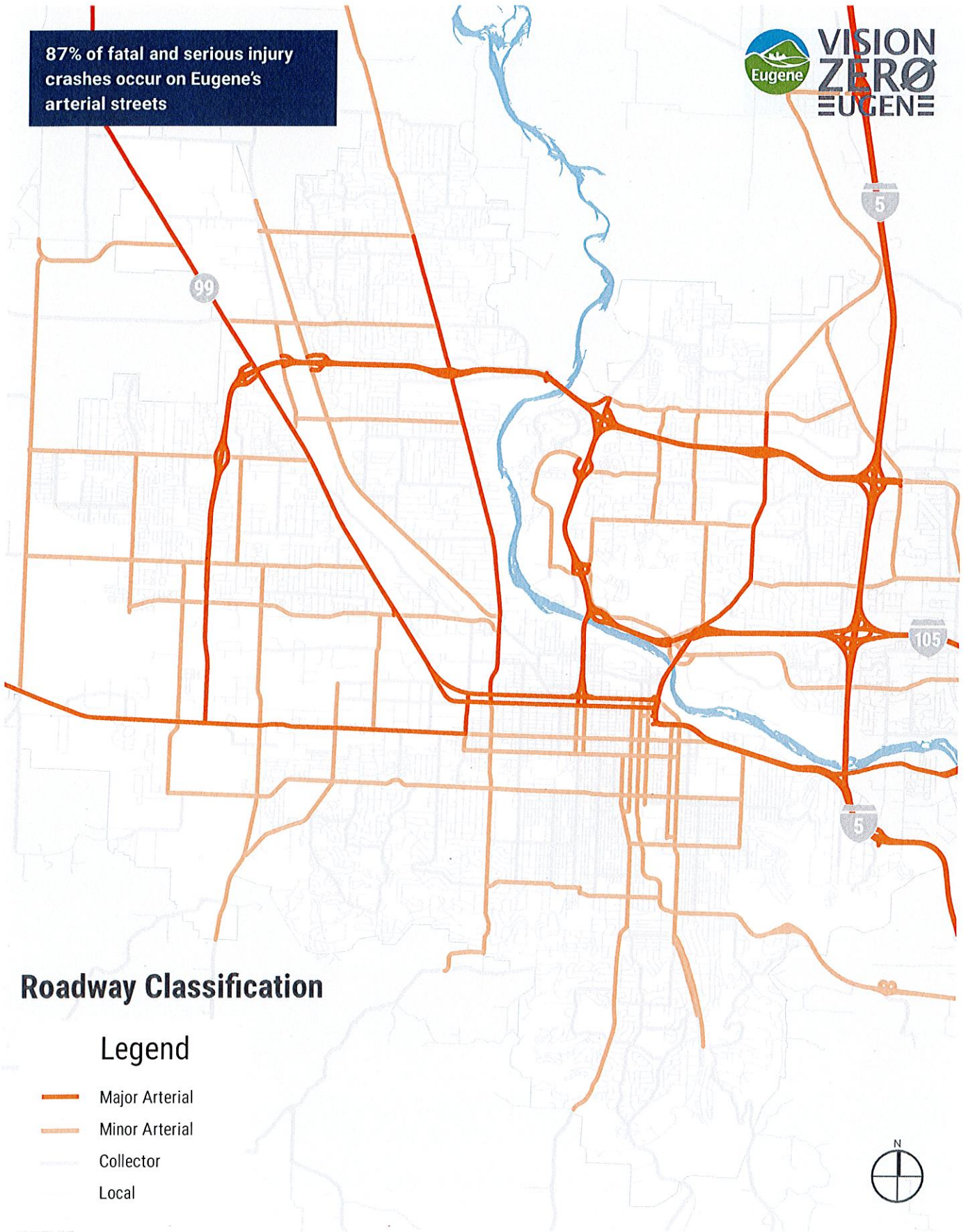
Street Design

A key aspect of Vision Zero is to design streets that are forgiving. While we each have a responsibility to behave safely on our streets, mistakes happen—and the result cannot be a serious injury or death while moving in and around our city.

Unfortunately, our streets are not always designed with this principle in mind. This is particularly true for our **arterials, on which an astonishing 87 percent of fatal and serious injury crashes occur in Eugene**. Many arterials are built for carrying large amounts of fast-moving automobile traffic. Most have sidewalks, but infrequent safe crossings for people walking. Some also have transit service, which increases the need for crossing the street when walking to the bus. And some have bicycle facilities, but they may not be the safest design for the speed and volume of auto traffic on that street. However, it is not just people biking and walking who are disproportionately at risk when traveling along these streets. Despite being built for motor vehicle throughput, still **88 percent of fatal and serious motorist and motorcyclist crashes occur on our arterials**. We cannot escape the conclusion that our arterials must be designed differently to save lives in Eugene.

EUGENE VISION ZERO

87% of fatal and serious injury crashes occur on Eugene's arterial streets



Roadway Classification

Legend

- Major Arterial
- Minor Arterial
- Collector
- Local

EUGENE VISION ZERO

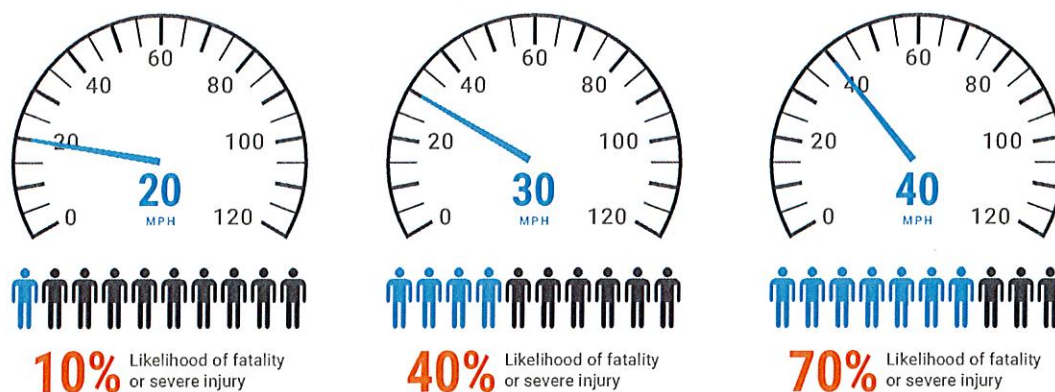
The designated speed of our streets also needs to be addressed. Crash data state that 15 percent of fatal and serious injury crashes include speed as a contributing cause. Yet legal speeds often result in situations where lives are lost or permanently altered when a crash occurs, and those instances are not flagged as crashes where speed was a factor. **People walking, biking and driving are more likely to be killed or experience serious injuries on 55 mph streets than any other speed in Eugene.**

Surprisingly, however, it is not just our higher-speed streets that are problematic: nearly 1 in 4 of the fatal and serious injury crashes in Eugene occur on streets signed at 30 mph or less. These data indicate the need for a fundamental rethinking of speed and strategies to maintain people's ability to move around Eugene.

The data also indicate that **darkness is overrepresented as a contributing factor to crashes.** This is particularly true for people walking, who are about twice as likely to be involved in a crash during darkness as other travelers. People walking are also more likely to be killed or seriously injured in these crashes: **approximately 54 percent¹ of fatal and serious injury crashes involving a person walking occurs in darkness, as compared to less than 25 percent for all other travelers.** Travel patterns of people walking suggest that this risk is likely even greater than the statistics show.

A key part of improving safety is to address our high crash intersections, and to identify common features between those intersections that we can proactively address at other locations throughout the network. For example, we know that left turns are overrepresented among fatal and serious injury crashes in Eugene. Thus, changes to the way our intersections are designed for turning vehicles may be a critical way of addressing traffic danger in Eugene.

Likelihood of Death & Severe Injury Due to Speed

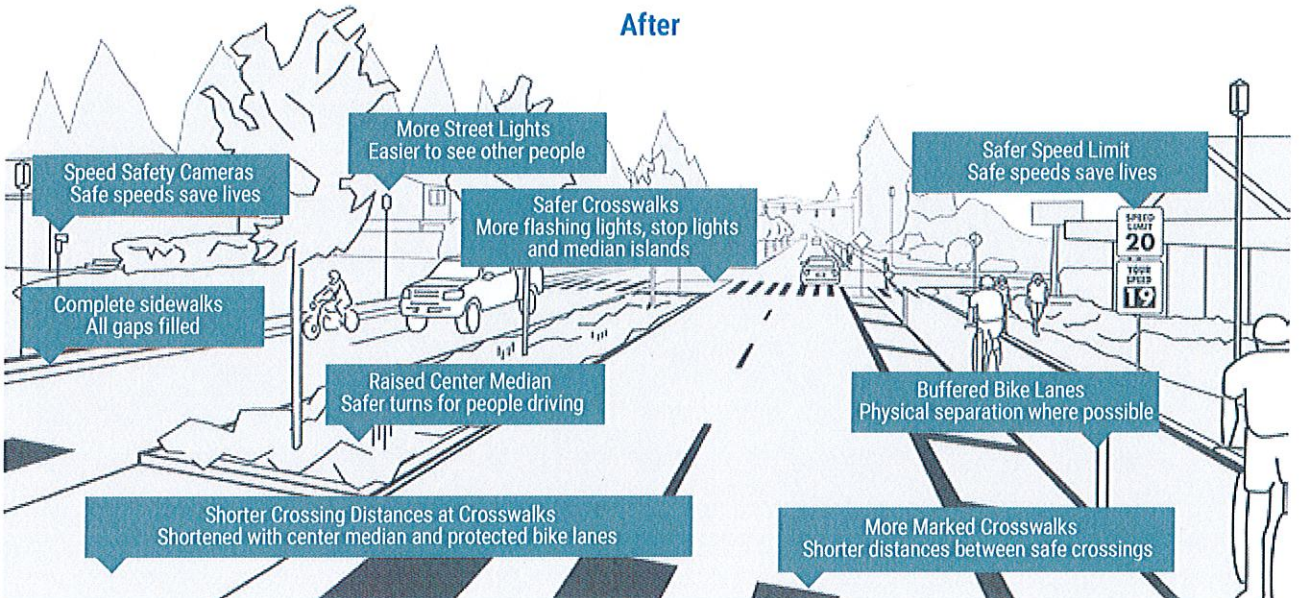
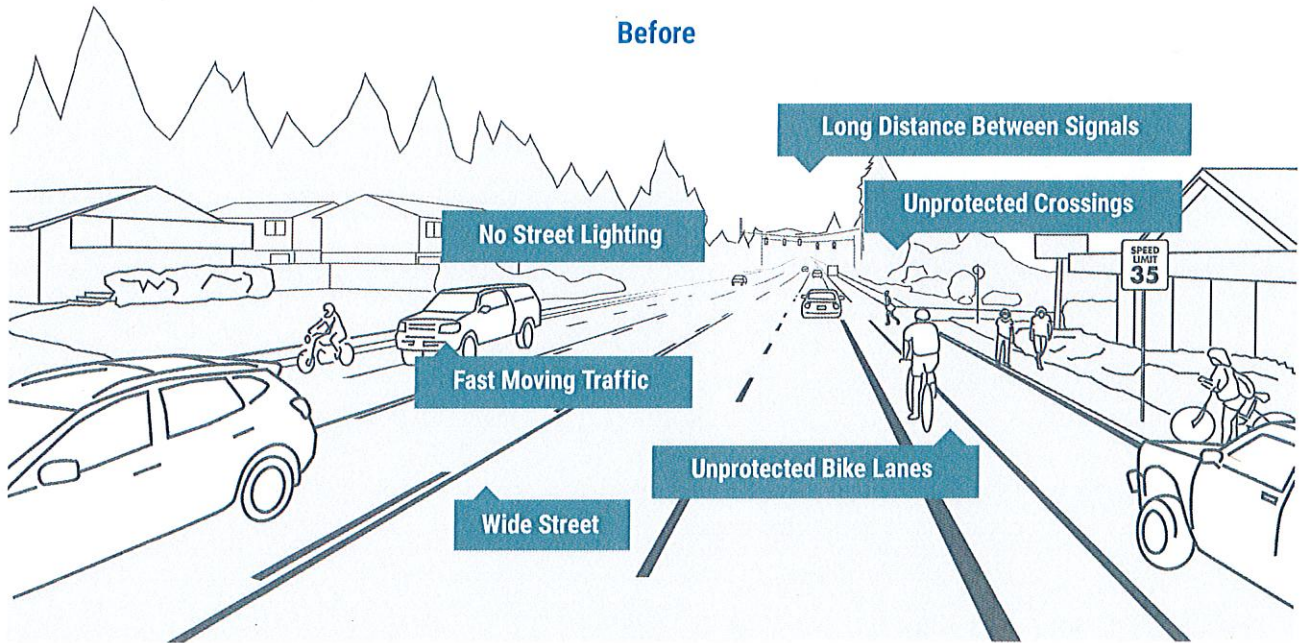


Source: Tefft, Brian C. *Impact speed and a pedestrian's risk of severe injury or death. Accident Analysis & Prevention. 50. 2013*

1 This figure includes crashes in darkness both with and without streetlights.

EUGENE VISION ZERO

Anatomy of a Dangerous Street



Images courtesy of the City of Portland

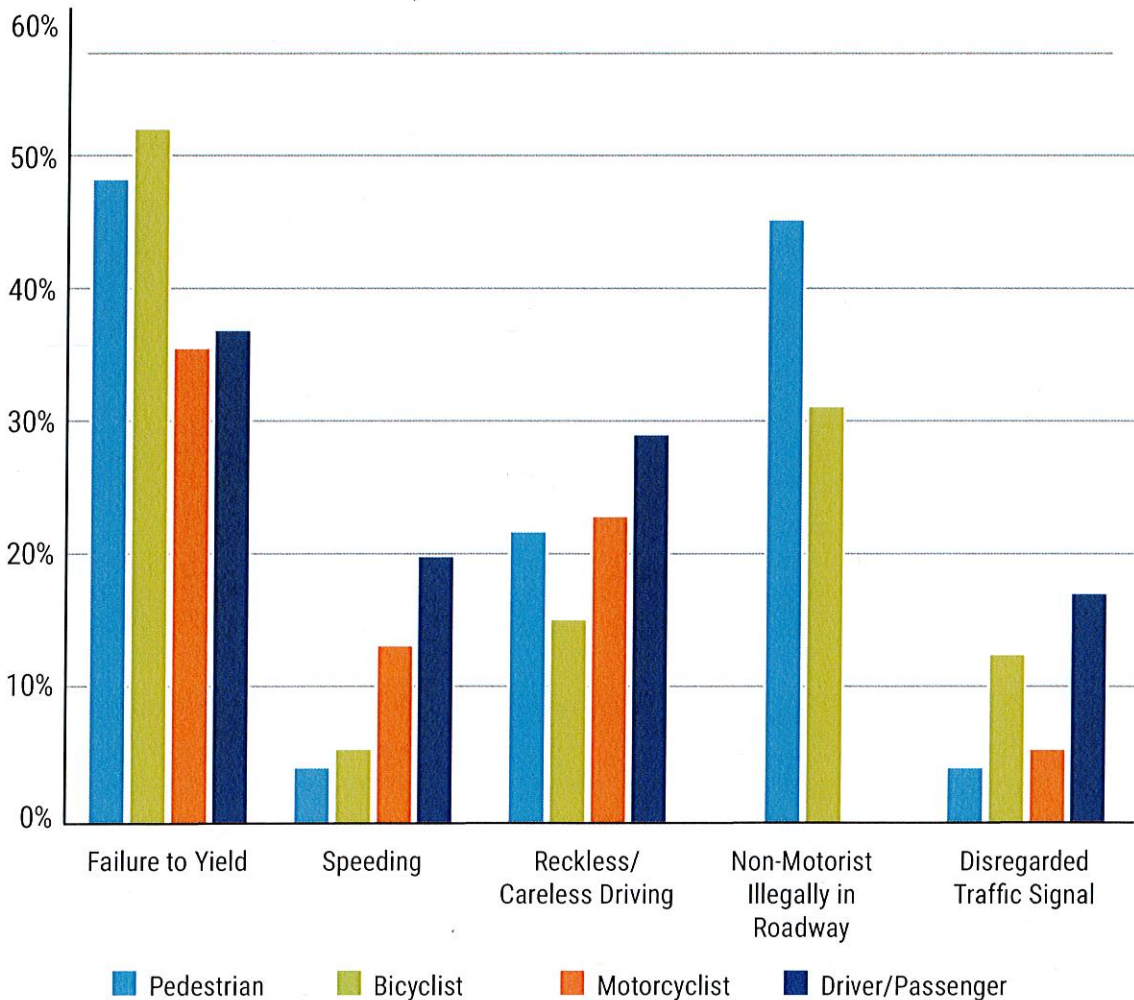
EUGENE VISION ZERO

Vision Zero data analysis revealed that a few behaviors seem to be related to many fatal and serious injury crashes in Eugene. Failure to yield is the most common contributing factor overall and for each mode.

After failure to yield, the most likely way for a person walking or biking to have a fatal or serious injury is by being illegally in the roadway. This can look like misjudging a gap in traffic when crossing. Additionally, Eugene experienced a doubling of motorcycle related fatal and serious injury crashes between 2014-2022.

Safety devices such as seatbelts and helmets help reduce the likelihood of death or injury during traffic crashes. Unfortunately, failure to wear a seatbelt or helmet was a factor in approximately 9% of Eugene's overall fatal and serious injury crashes. This issue most heavily impacted people biking. Approximately 45% of fatal and serious injury bike crashes involved riding without a helmet.

Top Contributing Factors to Fatal and Serious Injury Crashes in Eugene



City of Eugene, 2014-2022 crash data

EUGENE VISION ZERO



We see people driving while using their phones every day. However, distracted driving is difficult to capture via crash statistics, as officers have not been allowed to cite distraction without seeing it firsthand. Research using broad cell phone data found that distracted driving was involved in over 50 percent of trips nationally that resulted in a crash.² Starting October 1, 2017, [Oregon House Bill 2597](#) enabled Oregon police to more actively target distracted drivers, giving the police the power to cite anyone holding a mobile device while driving, regardless of whether they see active talking, texting, and other use.³ Opportunities for distracted driving are not likely to go away soon, this legislation provides a potentially key tool to police to help combat a persistent problem that is difficult to otherwise detect. Each of us can also play a key role in stopping distracted driving. Go to <https://www.eugene-or.gov/VisionZero> to take the pledge not to engage with your mobile phone while driving. If you need to use your phone, take a moment to pull over to a safe place away from traffic. It can wait.

Impairment

Alcohol and drug impairment contributes substantially to fatalities in Eugene for all modes. While impairment is a factor in just five percent of crashes overall, it plays a part in approximately **68 percent of Eugene's traffic fatalities. Between 2014-2022, impairment was a factor in 83 percent of fatal pedestrian crashes, 80 percent of fatal bike crashes, 63 percent of fatal motorcycle crashes and 56 percent of fatal motorist crashes.**

When impairment is involved in a serious or fatal pedestrian or bicycle crash, pedestrians were

² Cambridge Mobile Telematics, 2017. <https://www.cmtelematics.com/press/new-data-cambridge-mobile-telematics-shows-distracted-driving-dangers/>

³ The law includes exceptions for those for whom communication is a necessary part of their job. See OR-HB 2597 for more details.

Failure to yield: One or more parties involved in the crash did not follow proper yielding law and caused the crash. Examples of this are improperly proceeding through an all-way stop intersection, failing to yield when turning, or failing to stop for a pedestrian crossing the street.

Speeding: This category includes crashes where drivers are cited either for driving in excess of the posted speed, or driving too fast for conditions. The latter occurs when driving the speed limit is actually hazardous, such as during rain or a snowstorm.

Reckless/careless driving: Careless driving is a traffic violation that occurs when a person "drives any vehicle... in a manner that endangers or would be likely to endanger any person or property."¹ Reckless driving is a Class A misdemeanor that occurs when a person "is aware of and consciously disregards a substantial and unjustifiable risk that the result will occur or that the circumstance exists."²

Non-motorist illegally in roadway: Includes crashes where a person walking or biking was in the roadway when they weren't supposed to. This can look like misjudging a gap in traffic when crossing mid-block.

Disregarding traffic control: A person who disregards traffic control fails to stop for any traffic control device including: a standard traffic signal, pedestrian hybrid beacon (such as on Broadway in front of The Hub), or stop sign.

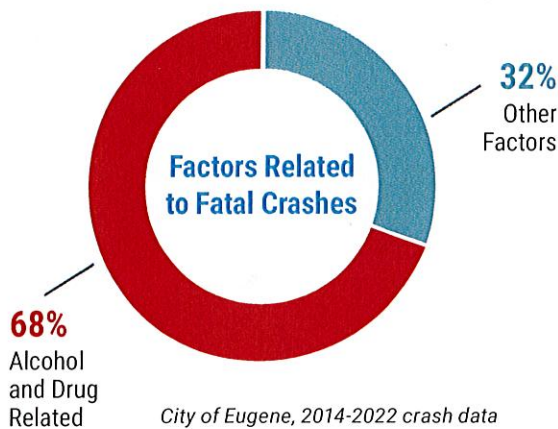
¹ Oregon Revised Statutes, 811.135

² Oregon Revised Statutes 161.085.

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found to be impaired 76% of the time and bicyclists 78% of the time. In some crashes, both the person driving and the person walking or biking was impaired. **For crashes only involving impaired motorists, approximately 40% involved only one vehicle in a solo crash. Impaired driving crashes often involve injury to passengers and non-impaired roadway users. Over 67% of impaired motorist crashes involve injuries to more than one person.**

Fortunately, the Eugene Police Department and the University of Oregon Police Department are already working to develop strategies to address impaired driving, including educational campaigns and outreach, as well as targeted enforcement. Additionally, this plan will detail several key actions we can take both now and in the coming years to help reduce the influence of alcohol and drugs on safety in Eugene.



Impairment section of Oregon state crash reporting form

Person		
#1	#2	
<input type="checkbox"/>	<input type="checkbox"/>	None
<input type="checkbox"/>	<input type="checkbox"/>	Under Influence - Drugs
<input type="checkbox"/>	<input type="checkbox"/>	Under Influence - Alcohol
<input type="checkbox"/>	<input type="checkbox"/>	Under Influence - Meds
<input type="checkbox"/>	<input type="checkbox"/>	Unknown
Determined By:		
<input type="checkbox"/>	<input type="checkbox"/>	Intoxilyzer Test
<input type="checkbox"/>	<input type="checkbox"/>	Blood or Urine Test
<input type="checkbox"/>	<input type="checkbox"/>	Field Sobriety Test
<input type="checkbox"/>	<input type="checkbox"/>	Observed (Speech, Odor, Etc.)
<input type="checkbox"/>	<input type="checkbox"/>	DRE Evaluation
<input type="checkbox"/>	<input type="checkbox"/>	Statements
<input type="checkbox"/>	<input type="checkbox"/>	Unknown
<input type="checkbox"/>	<input type="checkbox"/>	Other (Explain)
Results of Test:		
P 1_____%	P 2_____%	
<input type="checkbox"/>	<input type="checkbox"/>	No Test Given
<input type="checkbox"/>	<input type="checkbox"/>	Test Refused
<input type="checkbox"/>	<input type="checkbox"/>	Tested for Drugs
<input type="checkbox"/>	<input type="checkbox"/>	Results Not Available

Responding officers have a number of means of determining whether a driver is under the influence of alcohol or drugs. "DRE" in the crash form shown here stands for Drug Recognition Expert, an officer who has received training in recognizing drug impairment.

Noelle Creighton-Manis, age 23 1/2

Noelle was one of those magical people - high energy, beautiful, kind, creative and goofy. When she entered a room, the lights got brighter and laughter increased. She was gifted with children, dancing, cooking, and art. Her future included traveling the world and becoming a pediatrician or pediatric nurse. Noelle was killed at age 23 1/2, the night she was celebrating her half birthday. She was killed as a passenger in a car driven by a friend that was drunk and also speeding.



STRATEGIES

to address deaths and
serious injuries

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Strategies

There are six overarching strategies that the City and partners will use to work toward the goal of zero deaths and serious injuries. These strategies address the fundamental situations that cause crashes, make them more severe, challenge further analysis, and have the ability to prevent the City from moving as quickly as possible on actions. Actions presented in this plan grow out of these strategies to address the crash causes (street design, dangerous behaviors, and impairment) and engagement and accountability. Strategies are identified in the actions section with an icon.



Reduce potential for conflict between users

Decreasing the possibility that street users can come into conflict is the first line of defense against crashes. This means providing separated space for people walking, biking, driving and taking transit. At intersections, this may mean separating potentially conflicting movements with signals so two parties are not using the same space at the same time or by adding roundabouts which significantly reduce conflict points .



Slow vehicle speeds

When crashes do occur, they are less serious at slower speeds. Because not all crashes can be avoided, slowing speeds will decrease the severity of injuries and lead to fewer fatalities. Increased speed enforcement and changes to street designs can both help to decrease speeds on Eugene's streets. Lowered speed limits may also address speeds but should ideally be paired with enforcement, street design, or both.



Reduce driving, bicycling, and walking under the influence.

Impairment decreases reaction time for all street users and can lead to poor choices about navigating streets. Impairment stands out as an issue from additional dangerous behaviors because of its prevalence, its unique treatments (i.e., human behavior, not engineering solutions), and its influence on other unsafe behaviors.



Encourage safer practices among people driving, walking and bicycling

Many crashes result from choices made by street users. Disobeying traffic controls and laws, driving recklessly, and other behaviors may be best addressed through culture change in addition to changes to the streets themselves. Actions in this plan recognize, though, that some unsafe behaviors, such as walking in the street because there are no sidewalks, are the result of poor design that does not accommodate people walking.

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Improve data collection and analysis

While this plan is the result of a data-driven process, additional analysis will help further refine and prioritize efforts in the future. Crash data analyzed in this plan only includes police-reported and citizen-reported crashes to the ODOT, Oregon Driver and Motor Vehicle Division and thus misses those crashes when no report was filed. Each report type results in different data collected, and though most fatal and serious injury crashes are reported by police, we cannot ensure full coverage. Other data limitations regarding the exact location of crashes (e.g., traveling on a sidewalk versus in the street) and street design features (e.g., number of lanes) prevent additional analyses that could tell a more complete story of the crash cause(s).



Support an institutional commitment to Vision Zero

Getting to zero deaths and serious injuries requires a major commitment by the City as a whole. Actions in this category demonstrate institutional changes that will help Eugene reach its goal. This institutional commitment can influence residents' support of the Vision Zero goal and actions to get to zero deaths and serious injuries. Public buy-in will be necessary to implement many of the actions listed in this plan.

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LOCATIONS

of deaths and serious
injuries

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Where We Need to Focus

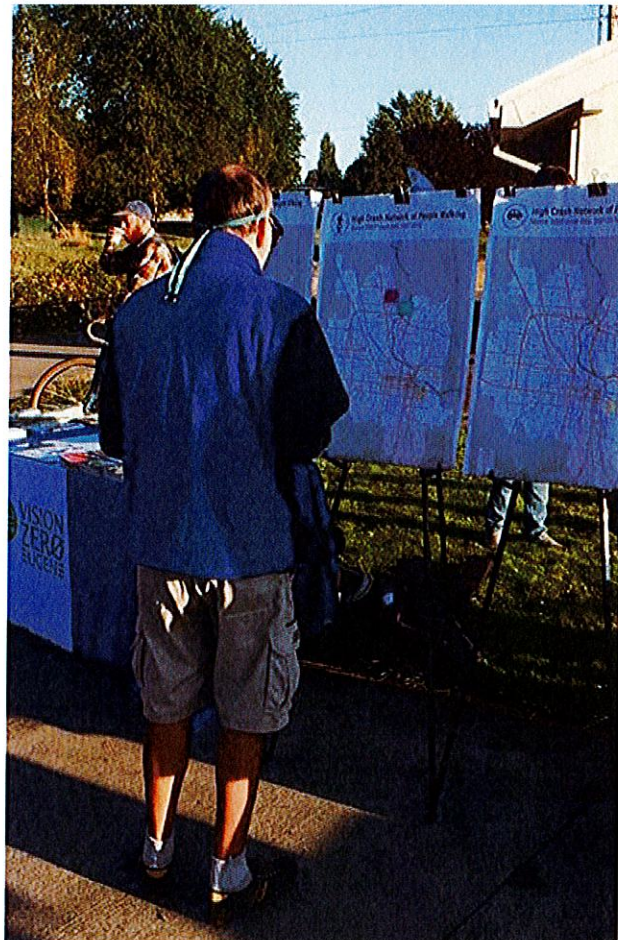
Residents of Eugene know that there are streets where more crashes occur and that are more dangerous for people walking, people biking and people driving. In many cases, these are the same streets. In order to focus future investments in safety, City staff have identified and will prioritize streets based on the most recent available crash data (2014-2022).

Eugene's most dangerous streets are located throughout the city, crossing through and dividing neighborhoods from one another. These streets are in residential areas, commercial districts, downtown and near schools. They are all streets with higher volumes of traffic, because they connect people to where they need to go. Many of the streets have higher speed limits, but even some with lower speed limits are the site of higher numbers of fatal and serious injury crashes.

The Vision Zero High Crash Network consists of streets with a higher number of crashes that result in deaths and serious injuries. There may be other streets in the city with more crashes that are less severe, but those are not the focus of the Vision Zero effort, saving lives is the goal. These streets are the City's priority locations for making Eugene a safer place to drive, walk and bike. In some cases, these streets have already received safety improvements recently (like Willamette Street and MLK Blvd), meaning the crash data may not reflect how those streets have changed.

The Vision Zero High Crash Network

The network includes Eugene's most dangerous streets and intersections for people who travel in the city by all modes – driving, walking and biking. The Vision Zero High Crash Network is a compilation pulled from the top 15 most dangerous streets for each mode. Fatal and serious injury crashes for people walking, biking and driving were mapped individually to assess which streets were most dangerous. These lists were then reviewed with the community to check public perceptions and confirm that these streets have the worst safety issues. During the implementation phase of this Action Plan, the City will take a closer look at crash clusters along the Vision Zero High Crash Network to focus transportation safety improvements.



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While the High Crash Network includes just 8% of Eugene streets, more than 72% of fatal and serious injury crashes occur on the VZ High Crash Network.

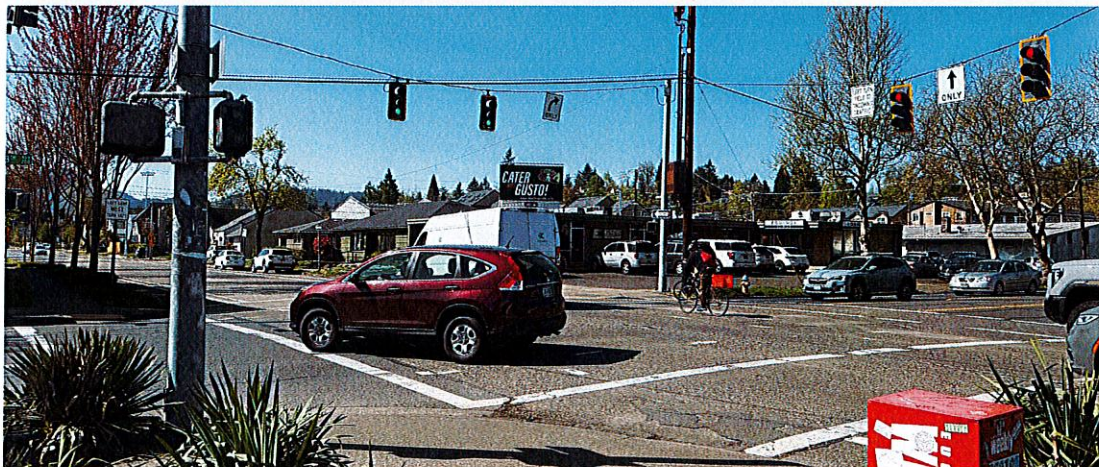
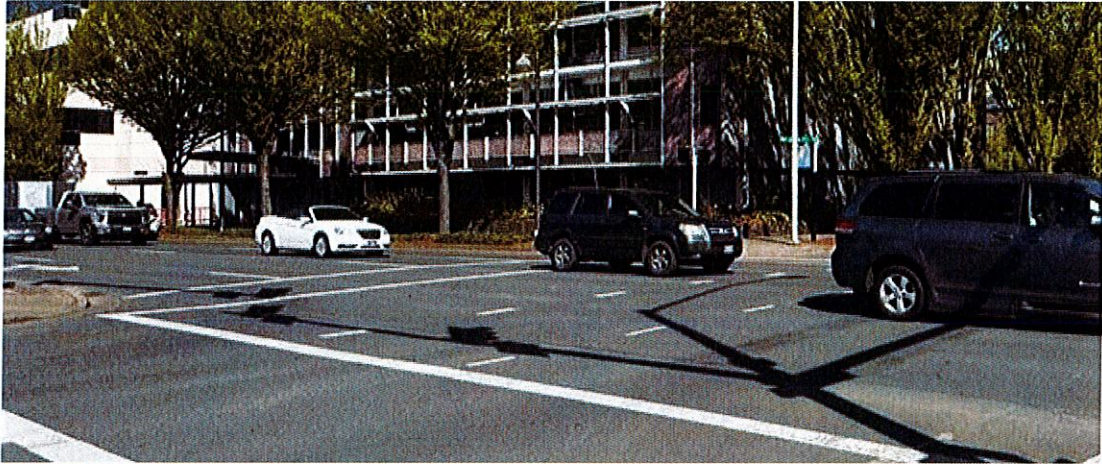


High Crash Network

Source: ODOT crash data, 2014-2022

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We understand that the entire length of a street, though included in the Vision Zero High Crash Network, may not have a concerning history of serious crashes. The City will take on a corridor approach to reaching Vision Zero, but we are aware that some streets noticeably change context over their length. The City will focus work on those parts of streets known to have concerning crash histories or have characteristics similar to areas with higher numbers of serious crashes.



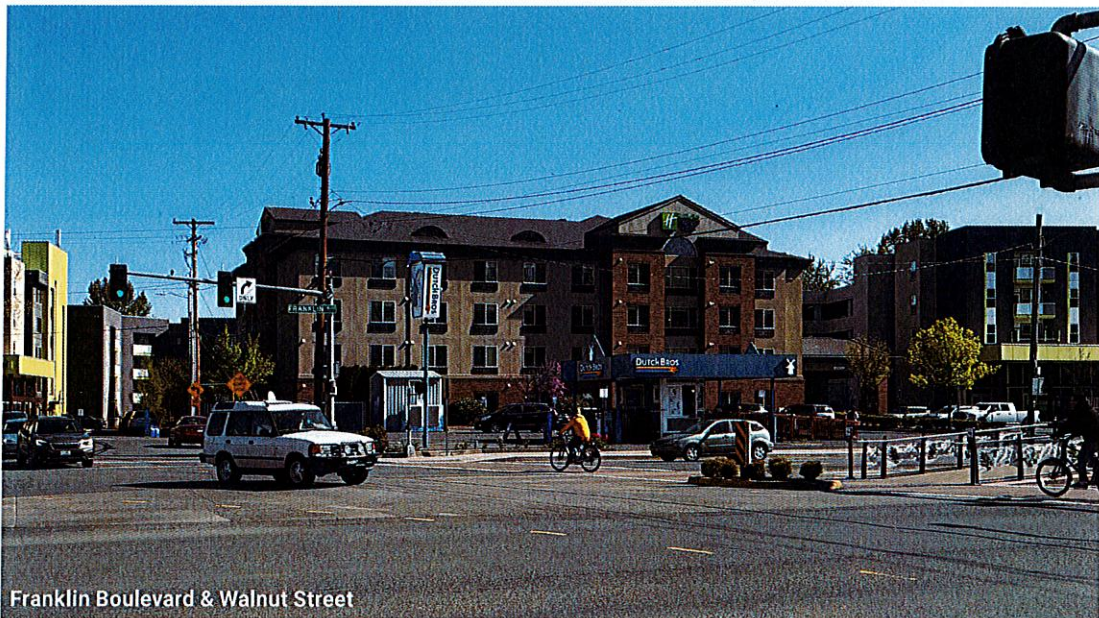
The cross section of Pearl Street changes several times over its length from downtown to South Eugene.

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High Crash Intersections

In addition to corridors, high crash intersections have also been identified. These are locations with higher numbers of crashes across all modes. High crash intersections include places like Northwest Expressway & Irving Road where two major streets meet in a wide intersection that also includes bike lanes, transit stops and lots of driveways.

They also include smaller intersections like 18th Avenue & Willamette Street where there were still three serious injury crashes, and one minor injury crash.



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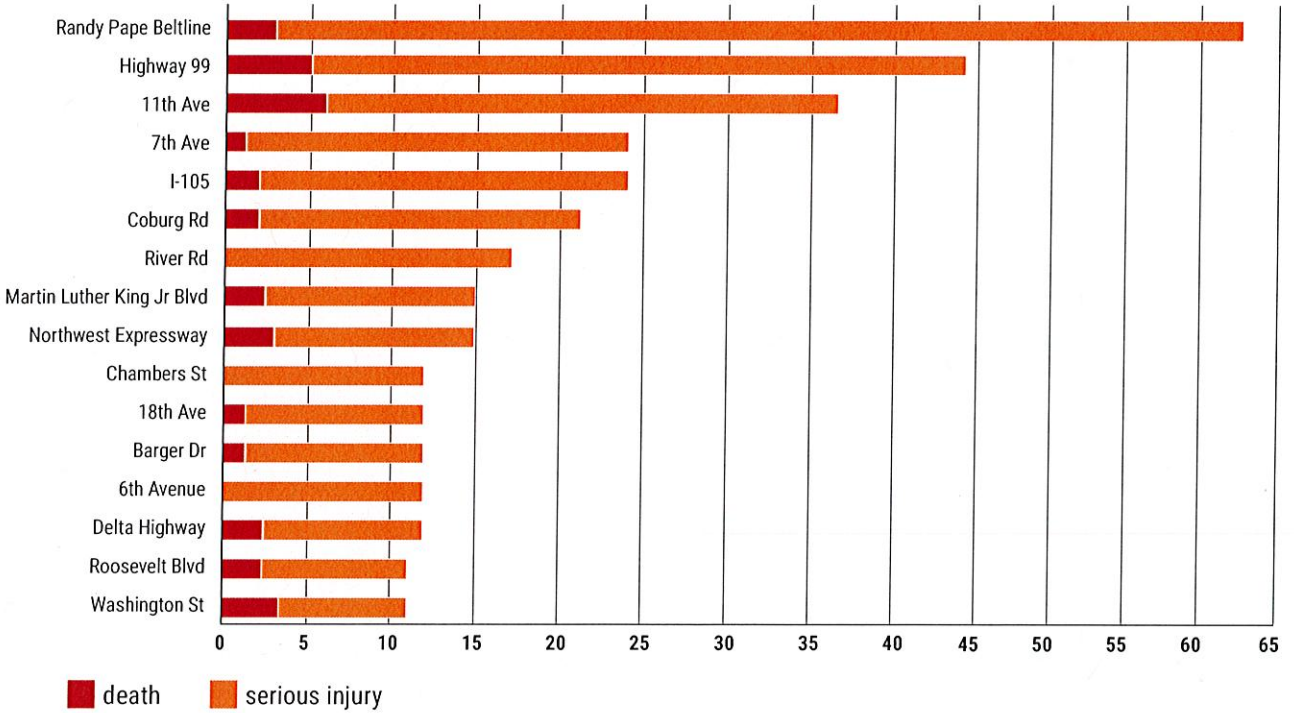
These intersections each have three or more total crashes, using a weighted total. Fatal and major injury crashes for all modes are counted as one crash. Minor injury crashes for people walking and biking are also counted, but at a weight of 0.5. This means an intersection with one fatal crash and four minor injury crashes would be tallied as three total.

High Crash Intersection	 Auto		 Bike			 Pedestrian		
	Fatal	Serious Injury	Fatal	Serious Injury	Minor	Fatal	Serious Injury	Minor
Northwest Expressway & Irving Road	1	4			1			
Highway 99 & Awbrey Lane		5						
MLK Jr Boulevard & Kinsrow Avenue		4						1
18th Avenue & Willamette Street		2		1	2			
7th Avenue & Washington Street	1	4						
Highway 99 & Irving Road	2	1						1
11th Avenue & Jefferson Street		3						1
Lone Oak Avenue & Division Avenue	1	1			1	1		
Seneca Road & Roosevelt Boulevard		3						1
Highway 99 & Theona Drive		3						
6th Avenue & Garfield Street		3						
8th Avenue & Washington Street		3						
I-5 South Offramp onto Beltline		3						
Oakmont Way & Coburg Road		1			2		1	
Beltline (Westbound) & Coburg Road		4						
Walnut Street & Franklin Boulevard						1	1	2
Silver Lane and River Road		3						2
Highway 99 & Beltline (westbound)		4						
Barger Dr & Beltline (NB ramps)		3			1			
Barger Dr & Beltline (SB ramps)	1	1			1			1
Royal Avenue & North Danebo		2		1				1
Seneca Road & 7th Place		3			1			
Hilyard Street & Amazon Pkwy		2						2

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Vision Zero High Crash Streets of People Driving



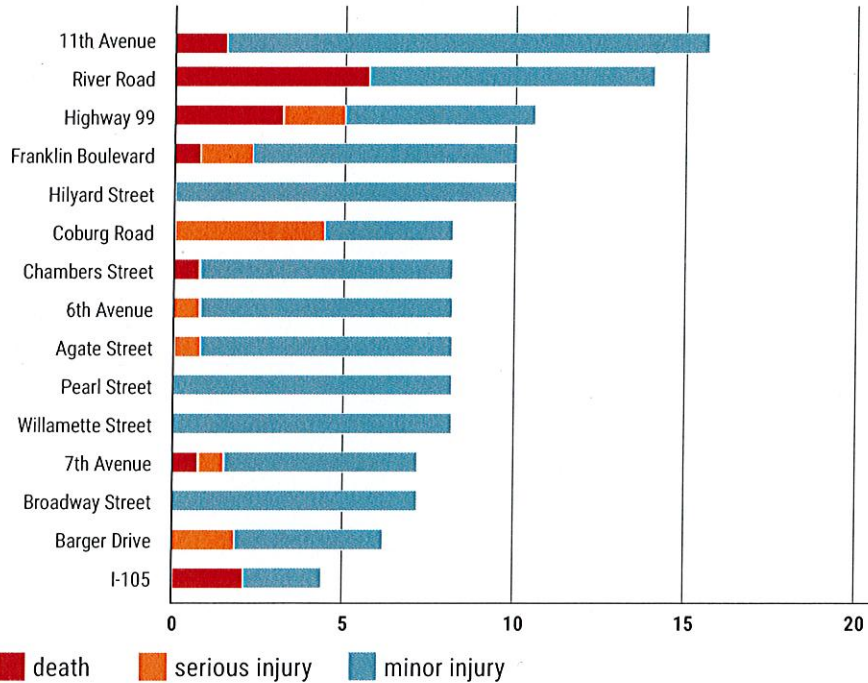
The Vision Zero high crash streets of people driving includes streets with the largest number of fatal and serious injury crashes between 2014 and 2022.



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Vision Zero High Crash Streets of People Walking



*this chart uses unweighted totals for minor injuries

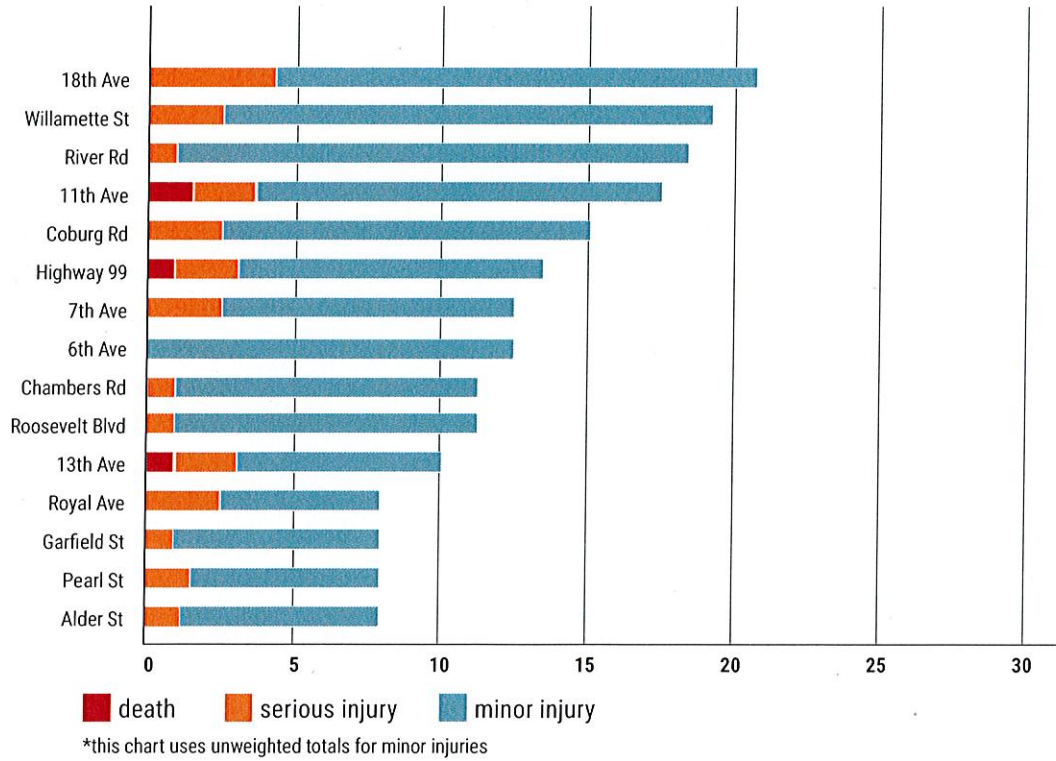
The Vision Zero high crash streets of people walking and biking consist of those streets with the largest number of fatal, serious injury and minor injury crashes. Though the focus of Vision Zero is to eliminate crashes resulting in deaths and serious injuries, locations with high numbers of minor injury crashes for vulnerable users are also important.



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Vision Zero High Crash Network of People Biking



The difference between a serious and minor injury for vulnerable users, people walking and biking, can be as little as five miles an hour. Additionally, minor injury crashes for these modes could be underreported.



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Infrastructure Changes to the High Crash Network

This updated version of the Vision Zero Action Plan looks at crash data from 2014-2022 to identify new high crash corridors and intersections. The City has been working to add safety enhancements to streets and intersections designated in the action plan.

The following chart outlines which intersections and corridors within the new High Crash Network have seen changes since 2019 or have planned changes for the future.

High Crash Location	Major changes since last Vision Zero Action Plan	Planned Major Changes
River Road	Protected intersection at Hunsaker/Irving. New flashing crosswalk at Hatton. Buffered bike lanes from Beltline to Maxwell Road.	Extension of buffered bike lanes. More green pavement markings highlighting conflict points. More streetlighting.
Delta Highway	Delta Hwy/Beltline interchange redesign	
Coburg Road	Sidewalk widening. Flashing crosswalk between Jeppesen Acres Rd and Adkins St. New signaled intersection at Elysium Ave.	
Highway 99	Pedestrian signal crossing near Elmira Rd.	Brighter streetlighting from Roosevelt to south of Beltline. Sidewalk infill from Barger Dr to Prairie Rd.
Barger Drive	Green bike lane pavement markings. Conversion of medians to planted medians with trees. Signal changes at Barger Dr at Primrose Street.	
Royal Avenue	Flashing crosswalks at Royal Ave/Throne Dr and Royal Ave/Berntzen Rd.	
6th Avenue		Curb extensions at several intersections downtown (Charnelton to High)
7th Avenue		Curb extensions at several intersections downtown (Charnelton to High)
Broadway	Sidewalk widening from Alder St to Mill St	
11th Avenue	Curb extensions at several intersections from Grant St to Charnelton St	
13th Avenue	Two-way protected bikeway	
18th Avenue	Enhanced pedestrian crossings near Churchill High and Kennedy Middle	
MLK Jr Boulevard	Converted travel lanes to Bus and Turn (BAT) lanes	
Randy Pape Beltline	Wrong way driving mitigation at key off-ramps	
Franklin Boulevard		Roundabouts at key intersections, walking and biking improvements
Alder Street	Diversion and crossing enhancements at 19th Ave	

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	Major changes since last Vision Zero Action Plan	Planned Major Changes
High Crash Location		
Hilyard Street	Speed limit reduction to 25 mph. Traffic calming from 36th Ave to 40th Ave. Sidewalk widening at Tugman Park. Curb extension and marked crossing at 37th Ave.	Flashing crosswalk at Hilyard and 15th Ave
Chambers Street	High visibility crosswalk and green bike pavement markings at 12th Ave. Pedestrian signal at 15th Ave. Crosswalk at 22nd Ave.	Sidewalk widening at 22nd Avenue. Safety redesign at 18th and Chambers intersection.
Pearl Street	Bike lane enhancements	
Garfield Street		Enhanced crosswalk at Broadway
Willamette Street	Two-way conversion. Traffic signal upgrade at 18th Ave.	
MLK Jr Boulevard & Kinsrow Avenue	Green pavement markings to highlight conflict areas	
18th Avenue & Willamette Street	Traffic signal replacement	
11th Avenue & Jefferson Street	Conversion of double turn lane to single turn lane	
Lone Oak Avenue & Division Avenue		Roundabout
Walnut Street & Franklin Blvd		Roundabout

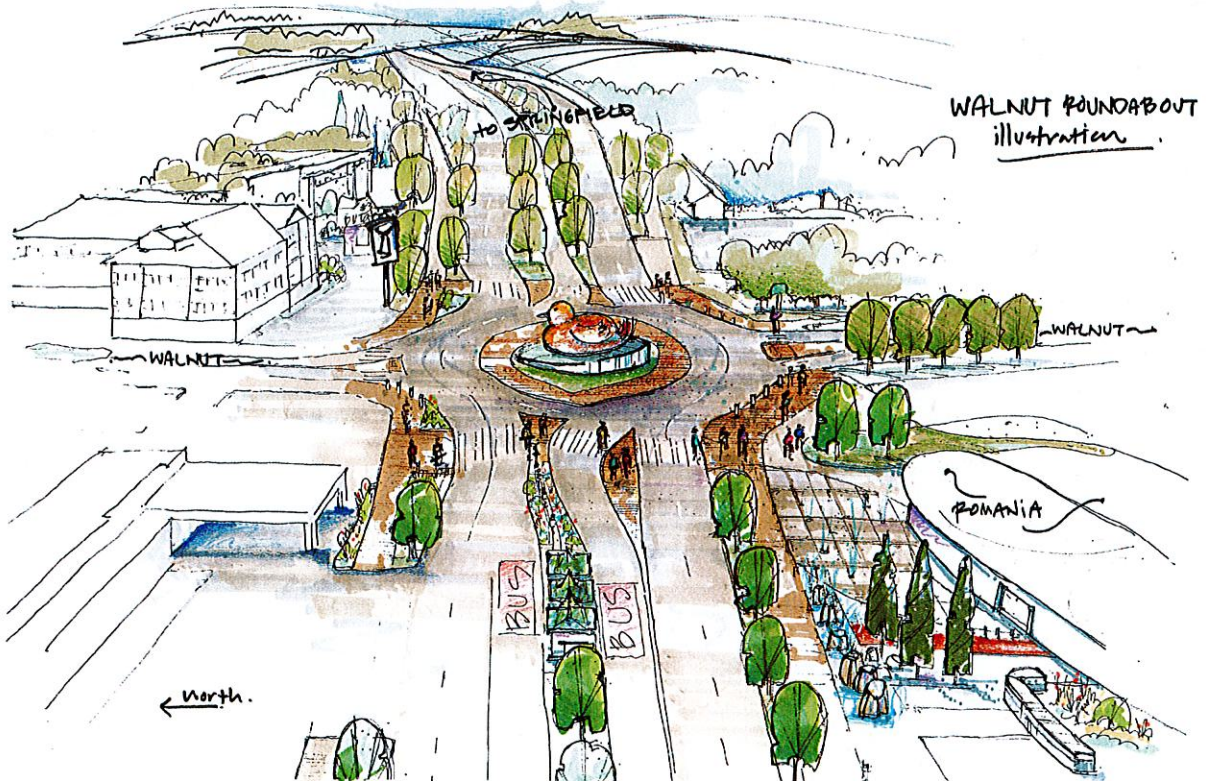


Illustration of Roundabout at Franklin Blvd and Walnut Street

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How has the High Crash Network Changed?

The City of Eugene's original Vision Zero Action Plan (adopted in 2019) identified high crash corridors and intersections based on crash data from 2007 to 2015. This updated version of the Vision Zero Action Plan looks at crash data from 2014-2022 to identify new high crash corridors and intersections.

What Makes Something a High Crash Corridor?

The Vision Zero Action Plan pulls crash data for fatal traffic crashes, serious (level A) injury traffic crashes, and minor (level B injury) crashes for crashes involving people walking and biking. Level B injury crashes that involved bicycles and pedestrians are weighted 0.5.

This data is used to rank the top 15 high crash corridors for people walking, people biking, and people driving. In instances where there was a tie for the 15th highest crash corridor, staff included more than 15 locations.

What Makes Something a High Crash Intersection?

Similar to High Crash Corridor identification, choosing High Crash Intersections included data for fatal traffic crashes, serious (level A) injury traffic crashes, and weighted minor (level B injury) crashes for crashes involving people walking and biking.

Any intersections with a score of 3 or higher is included in the High Crash Intersections list.

Locations Removed from the High Crash Network

The City of Eugene recognizes that locations removed from the prior High Crash Network are still areas that may benefit from ongoing monitoring and, in some cases, additional traffic safety intervention.

The City has constructed safety improvements at many former high crash corridors and intersections, yet there are still some former HCN locations that that saw a slight decrease in severe crashes despite roadway conditions staying the same.

The following chart outlines which intersections and corridors have been removed from the High Crash Network since the previous Vision Zero Action Plan. In some cases, they may have seen fewer crashes due to safety projects/interventions by the City. In other cases, the removed intersection or street may have had fewer crashes despite not receiving any changes to the street design.

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	Type of designation	Major changes since last Vision Zero Action Plan
High Crash Location		
Jefferson Street	Former high crash driving corridor	Traffic calming (speed cushions)
Willamette Street	Former high crash driving corridor, still high crash walking corridor	Two-way conversion, road diet, bike lanes
18th Avenue	Former high crash walking corridor, still high crash biking corridor	Enhanced pedestrian crossings at Churchill High and Kennedy Middle School
13th Avenue	Former high crash walking corridor, still high crash biking corridor	Two-way protected bike lanes
8th Avenue	Former high crash walking corridor	Protected bike lanes, 4-way stop conversions, curb extensions
Royal Avenue	Former high crash walking corridor, still high crash biking corridor	Two enhanced pedestrian crossings
MLK Jr. Boulevard	Former high crash walking corridor, still high crash driving corridor	Enhanced pedestrian crossings and conversion to bus and turn (BAT) lanes
24th Avenue	Former high crash walking corridor	
Irvington Drive	Former high crash walking corridor	
Echo Hollow Road	Former high crash walking corridor	
Hilyard Street	Former high crash biking corridor, still high crash walking corridor	Speed limit reduced to 25MPH, speed cushions from 36th Ave - 40th Ave
15th Avenue	Former high crash biking corridor	
Hwy 99 & Roosevelt Blvd	Former high crash intersection	
18th Ave & Hilyard St	Former high crash intersection	
11th Ave & Danebo Ave	Former high crash intersection	
River Rd & Hunsaker Lane	Former high crash intersection	Protected intersection
7th Ave & Jefferson St	Former high crash intersection	
Willamette St & Brae Burn Dr	Former high crash intersection	
15th Ave & Alder St	Former high crash intersection	
Crecent Ave & Gilham Rd	Former high crash intersection	
Barger Dr & Terry St	Former high crash intersection	
NW Expressway & Beltline (WB)	Former high crash intersection	
Hwy 99 & Royal Ave	Former high crash intersection	
11th Ave & Tyinn St	Former high crash intersection	
River Rd & Azalea Dr	Former high crash intersection	
Hwy 99 & 5th Ave	Former high crash intersection	
River Rd & NW Expressway	Former high crash intersection	
27th Ave & Willamette St	Former high crash intersection	Replaced old traffic signal
11th Ave & Alder St	Former high crash intersection	

EUGENE VISION ZERO

David Minor, age 27

David Minor was riding his bike when he was struck and killed by a car while turning at 13th & Willamette. He enjoyed music, skiing, camping, gardening, and spending time with his family and many friends. David was a dreamer, a thinker, a lover of life, and a passionate believer in social justice. He inspired those who knew him in the way he lived his life: championing the rights of all people, cherishing and nurturing relationships, and being a good steward of the environment. He was funny and fun, smart and kind, and will always be missed by those who knew and loved him.

David's parents worked with the City of Eugene to develop the now popular two-way protected bike lane on 13th from downtown Eugene to the UO.



Communities of Concern

This Vision Zero Action Plan update looks at the relationship between high crash corridors and intersections and a number of underserved communities and vulnerable populations. These include: households in poverty, people of color, people with disabilities, and seniors. The following maps identify census block groups that have above average rates for these populations when compared to the Eugene urban growth boundary as a whole. This analysis seeks to visually highlight where vulnerable populations may be coming into contact with the High Crash Network most often.

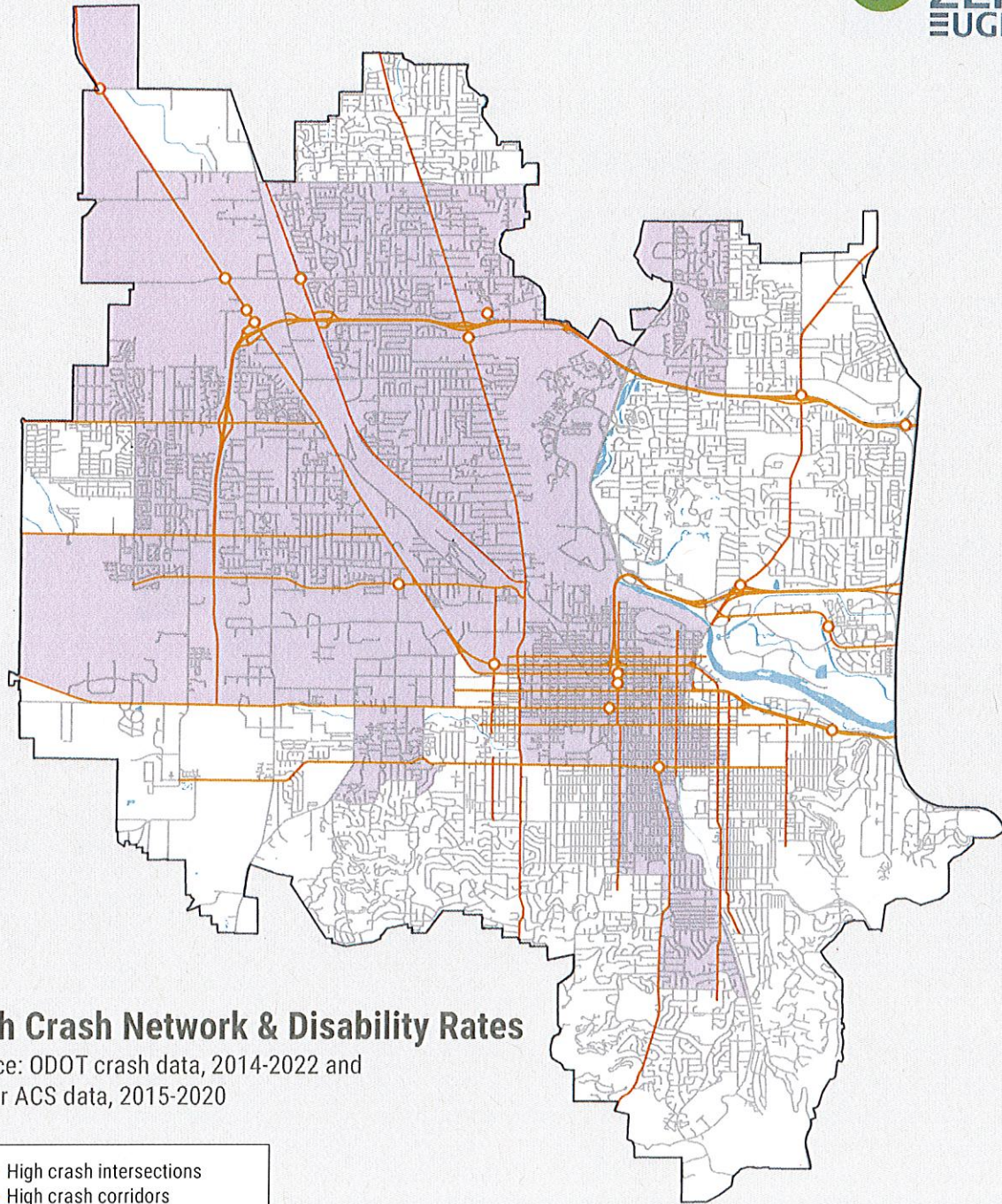
Data Sources*:

U.S. Census Bureau 5-Year American Community Survey (ACS) estimates at the Block Group level, where available.

U.S. Census Bureau 1-Year (Prior 2020) and 5-Year (2020) ACS estimates for the Eugene Urbanized Area.

**Unlike the decennial Census, ACS estimates are based on a sample, and each estimate is accompanied by a margin of error (MOE). ACS margins of error are based on a 90-percent confidence level, and confidence bounds can be created by adding or subtracting the MOE from each estimate. For some detailed tabulations, and especially for smaller geographies, MOEs can be quite large relative to the estimate. The statistics shown on these maps are typically generated from multiple estimates, each of which has its own MOE.*

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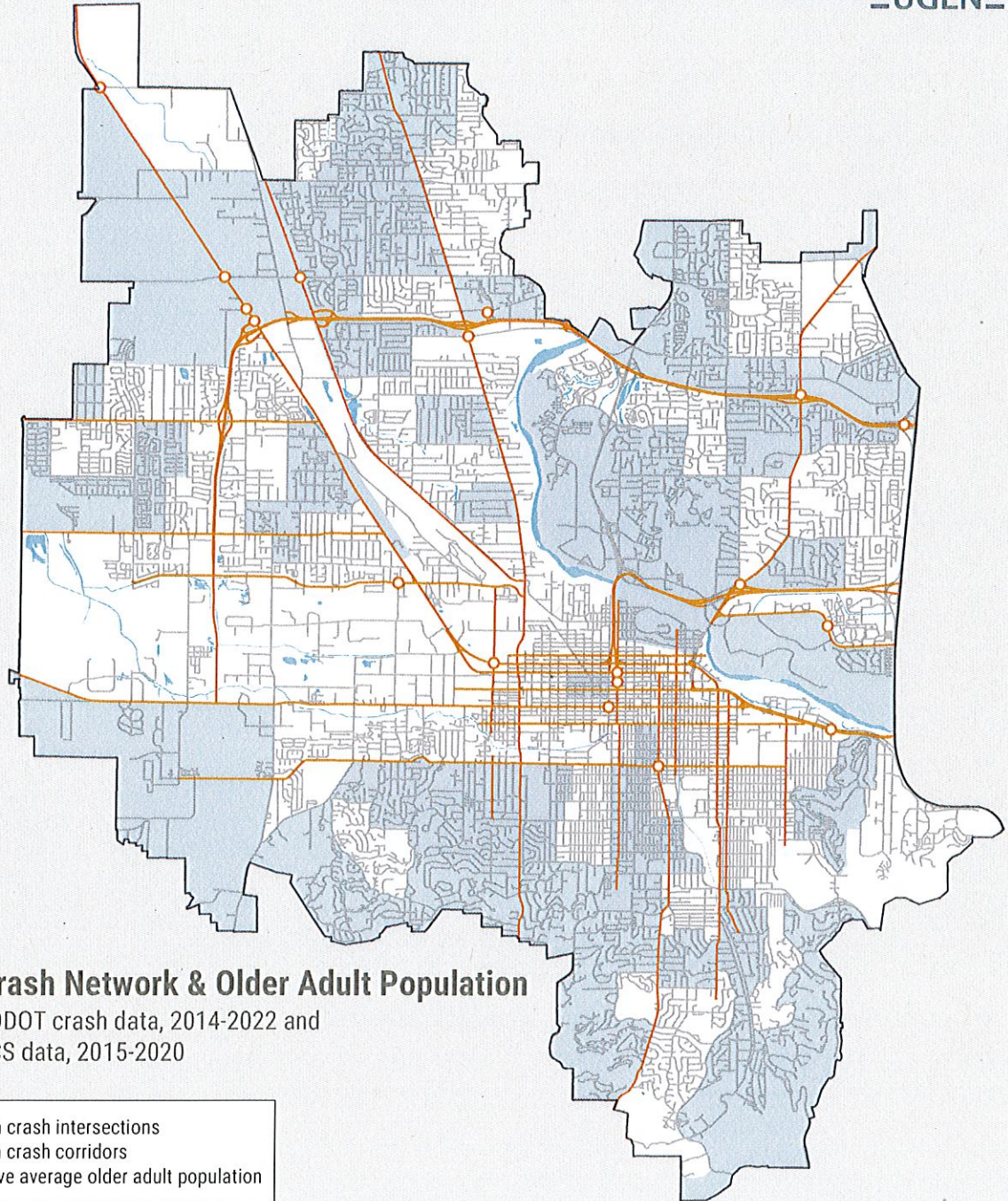


High Crash Network & Disability Rates

Source: ODOT crash data, 2014-2022 and 5-year ACS data, 2015-2020

- High crash intersections
- High crash corridors
- Above average disability rates

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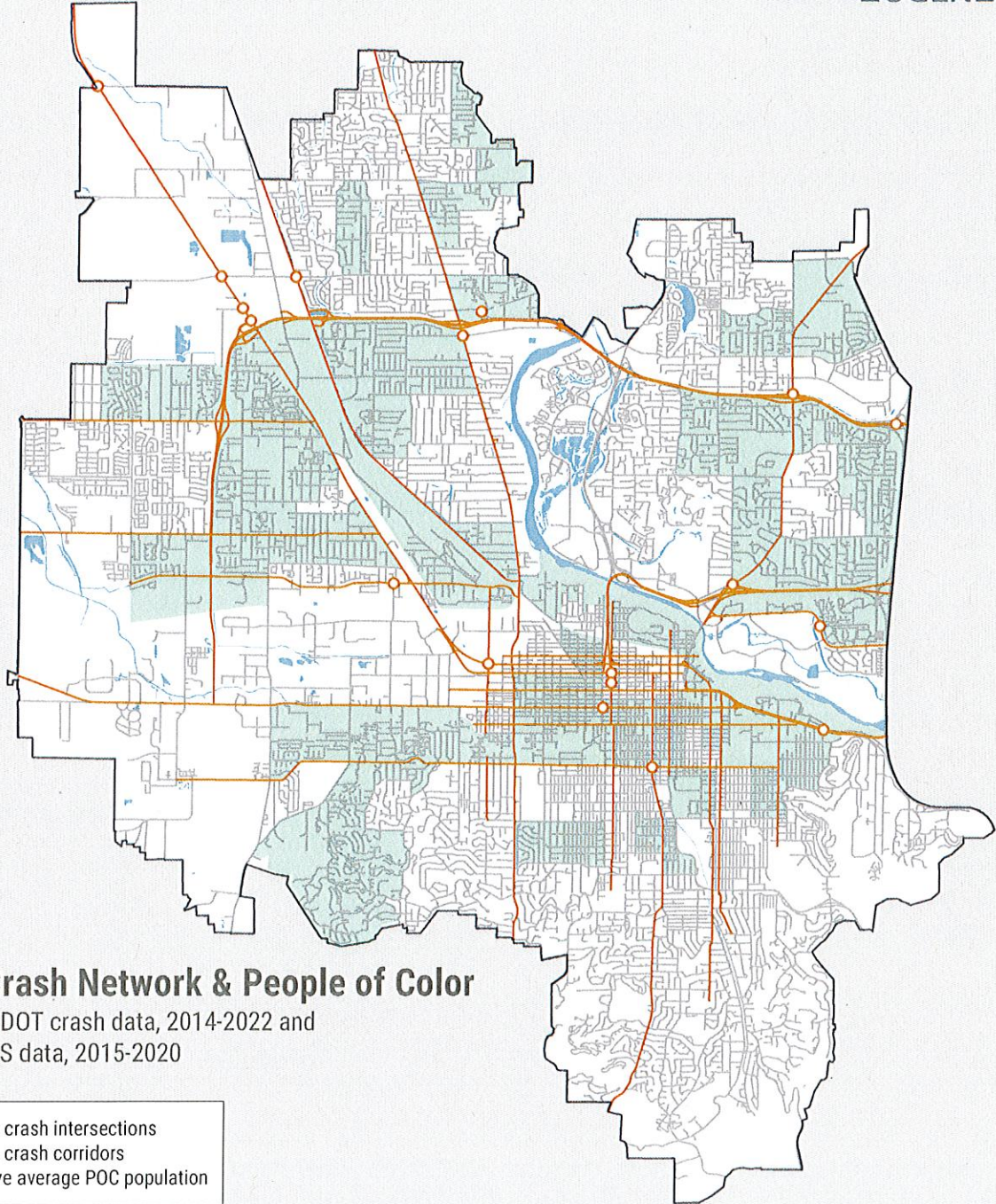


High Crash Network & Older Adult Population

Source: ODOT crash data, 2014-2022 and 5-year ACS data, 2015-2020

- High crash intersections
- High crash corridors
- Above average older adult population

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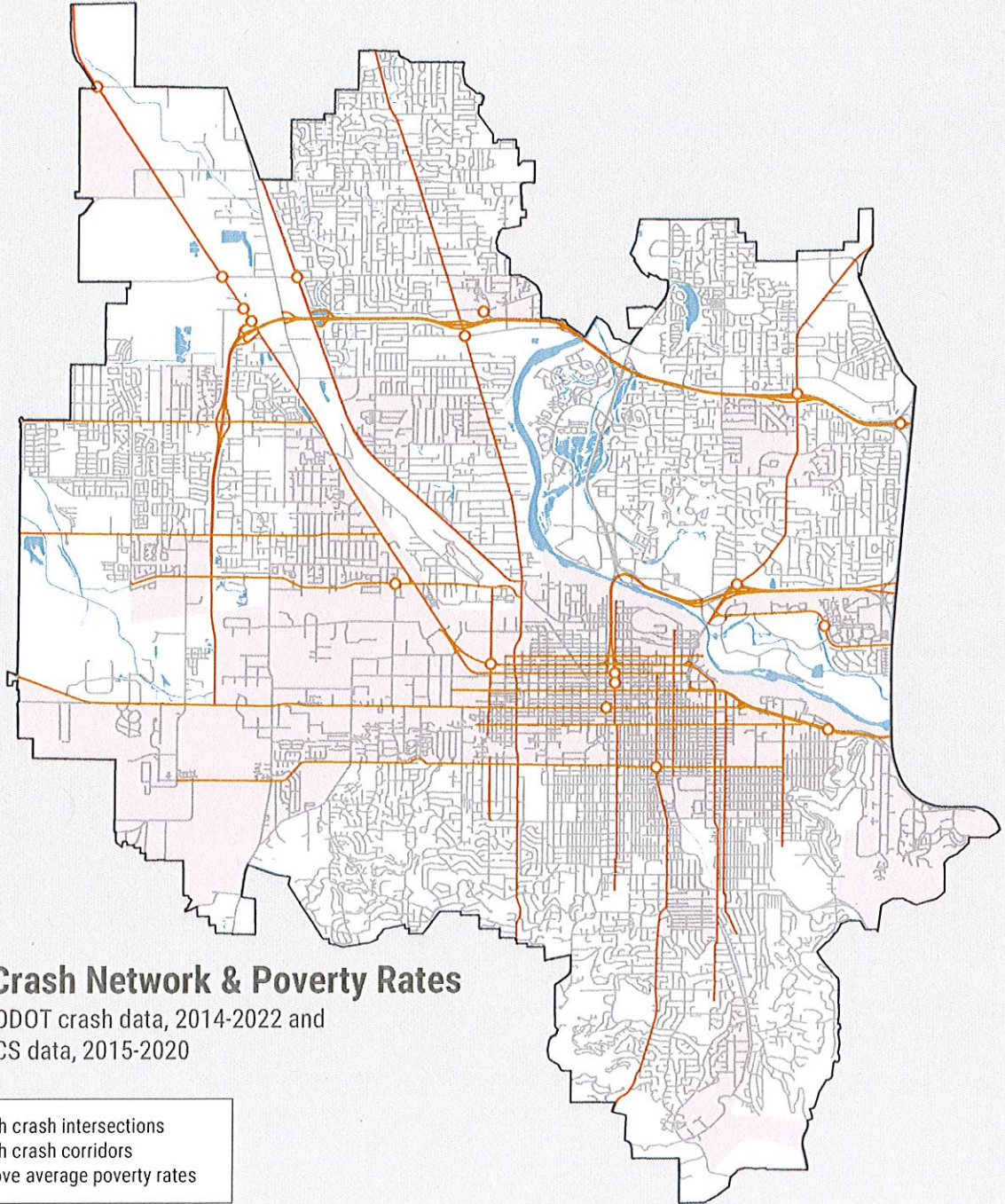


High Crash Network & People of Color

Source: ODOT crash data, 2014-2022 and 5-year ACS data, 2015-2020

- High crash intersections
- High crash corridors
- Above average POC population

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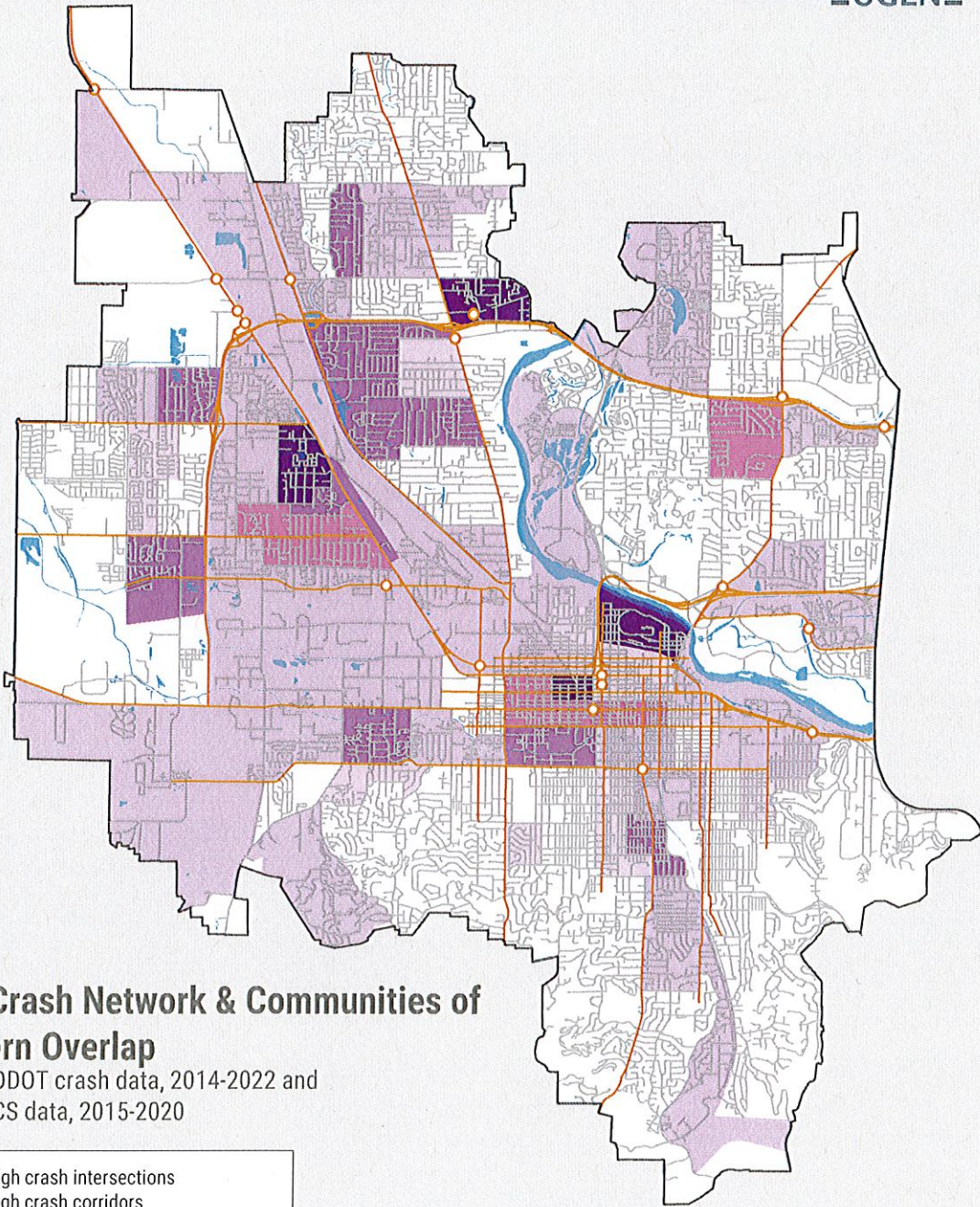


High Crash Network & Poverty Rates

Source: ODOT crash data, 2014-2022 and 5-year ACS data, 2015-2020

- High crash intersections
- High crash corridors
- Above average poverty rates

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High Crash Network & Communities of Concern Overlap

Source: ODOT crash data, 2014-2022 and 5-year ACS data, 2015-2020

- High crash intersections
- High crash corridors
- Area with 2 communities of concern
- Area with 3 communities of concern
- Area with 4 communities of concern

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ACTIONS

to prevent deaths and
serious injuries

EUGENE VISION ZERO

Taking Action

Vision Zero requires **bold action to reach a bold goal**. Eliminating deaths and serious injuries on the transportation system is no small feat. Reaching that goal will take actions not just from City staff in many different departments, but also from partners at agencies such as the Lane Council of Governments (LCOG), Lane Transit District, Oregon Department of Transportation (ODOT), school districts, institutions of higher education such as the University of Oregon, civic groups, as well as Eugene residents and visitors.

The actions presented here were developed in concert with partners who will be responsible for helping to execute and support them. The Task Force and Technical Advisory Committee for this plan drew from City departments, partner agencies, institutions and civic groups. In addition, City staff consulted individually with departments about actions that they could take and barriers that currently prevent them from working toward safer streets. The Plan's guiding tenets of being data-driven, equitable and accountable will heavily influence the implementation of the actions laid out in this plan.

Many actions will be on-going. Changing the design of the city's streets is not a one-time step, it must happen consistently over years redesigning existing streets and new construction. Other actions, such as amending state law regarding speed limit setting, may take sustained effort, but they will have a concrete end.

Actions are organized into two time frames: two-year and five-year actions. These categories mean that a given action will be completed (one-time actions) or started (on-going actions) within that time frame. Annual reports will be developed to assess the progress made and success of these actions.

The information gathered in preparation of this plan illuminates the fact that best practices for the design and regulation of transportation facilities change over time. With more users and a greater diversity in means of travel on the City's transportation system, streets that were well designed when they were created no longer meet our ideals. The plan's goal is for the "key implementers" to carry out the identified actions according to the timeframes proposed. It is important to recognize that City budgetary constraints and changes in political support for the identified actions may impact the City's ability to carry out the identified actions within the identified timeframes. Performance measures are provided to gauge the plan's progress.



Reduce potential for conflict between users



Slow vehicle speeds



Reduce driving, bicycling and walking under the influence



Encourage safer practices among people driving, walking and bicycling



Improve data collection and analysis



Support an institutional commitment to Vision Zero

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Street Design


Actions in this area will influence the physical design of Eugene’s streets and the process by which street designs are developed and approved.


Key Implementers


- City of Eugene Department of Fire and Emergency Medical Services
- City of Eugene Department of Planning and Development
- City of Eugene Department of Public Works
- Lane Council of Governments (LCOG) Safe Lane Coalition
- Lane County Public Works
- Oregon Department of Transportation
- 4J and Bethel School Districts


The City is already taking a major step this year to improve the safety of its street design with development and adoption of updated Street Design Guidelines that recommend features for new streets and retrofits to existing ones.


Two-year actions


- 


SD-1: Build capital safety infrastructure improvements along the Vision Zero High Crash Network each year. Example: Construction of a median island with additional enhancements to create a safer crossing for pedestrians and/or bicyclists on a wide street.
- 


SD-2: Implement signal phasing and operational changes for the High Crash Intersections each year. Example: Implement signal timing and phasing modifications or upgrades to reduce crashes and improve safety.
- 

SD-3: Use assessment of demonstration or pilot projects as proof of concept for safety infrastructure changes on the Vision Zero high crash streets and intersections.
- 

SD-4: Prioritize street maintenance (surface and striping) on the Vision Zero high crash streets and intersections.
- 

SD-5: Prioritize sidewalk infill and maintenance of existing sidewalks on the High Crash Network for People Walking.
- 

SD-6: Review resurfacing and restriping maintenance projects with the safety of all users in mind.
- 

SD-7: Integrate Vision Zero into the City’s development review checklist to ensure that public rights-of-way are being designed for the most vulnerable users of our streets.
- 

SD-8: Review and revise City code governing site design’s interface with the public right-of-way to incorporate safe design standards for all modes and to prioritize safety along the high crash network. Example: current driveway/access management code (Chapter 7).

EUGENE VISION ZERO

Two-year actions



SD-9: Work with ODOT to lower speed limits on the Vision Zero High Crash Network, accompany speed limit changes with street design changes and enforcement, when possible.



SD-10: Support legislation to allow local City control to designate speed limits.

Five-year actions



SD-11: Build a database of information on street design features to enable systemic safety analysis.



SD-12: Perform systemic safety analysis to determine street factors associated with crash types for each mode.



SD-13: Conduct safety reviews of the transportation network in school areas. Develop education and engineering recommendations to improve safety for all modes of school travel. Agencies will work together to ensure site planning for schools incorporates traffic safety review prior to siting/opening new, reconstructed or relocated school(s).



SD-14: Review and revise Fire & Emergency Medical Services call response procedures for appropriate response vehicle to call type.

EUGENE VISION ZERO

Impairment

With the amount of microbrews, marijuana and illicit drugs available in Eugene, driving, biking or walking under the influence of alcohol or drugs is a temptation that some Eugeniens experience in their daily lives. Fatal and serious injury crashes that involve impairment negatively impact far too many of our community members. Actions in this area include educational activities, focused increase of enforcement, and institutional changes to make enforcement more feasible.

The Lane Council of Governments (LCOG) has already convened a workgroup focused on developing strategies that will reduce driving under the influence throughout our region. The City of Eugene participates in this effort and will continue to partner with LCOG on many actions in this area.

Key Implementers

- City of Eugene Police Department
- Lane Transit District
- LCOG Safe Lane Coalition
- Oregon Department of Transportation
- University of Oregon
- Alcohol serving establishments
- Marijuana dispensaries
- Taxi and Transportation Network Companies and their drivers

Two-year actions



I-1: Regularly deploy (year-round) high-visibility DUII enforcement in high-priority areas on nights with higher concentrations of severe and fatal crashes and on days with major community events. Pair enforcement with education.



I-2: Create and routinely deliver collaborative driving, walking, and bicycling under the influence social marketing campaign(s). Time campaign and media slots with holidays or major celebrations that may spur impaired driving, biking and/or walking. Include enforcement effort notification in campaigns.



I-3: Collaborate and build partnerships with transit, taxi companies, transportation network companies (TNCs) like Uber or Lyft, Oregon Liquor Control Commission, bar owners and dispensaries to reduce driving under the influence, especially targeting hot spot locations.

Five-year actions



I-4: Increase the number of police officers trained as Drug Recognition Experts.



I-5: Support statewide efforts to reform DUII standards related to Blood Alcohol Content, arrest and adjudication process, and repeat offenders.

EUGENE VISION ZERO

Dangerous Behaviors

Actions in this area focus on influencing the behavior and attitudes of people driving, walking and biking in Eugene. Combined, these actions address failure to yield, reckless and careless driving, speeding and distraction. Public communications about dangerous behaviors will focus on creating a culture of safety, one where we are all responsible for our own and each other's safety on Eugene's streets.

The City is already addressing additional dangerous behaviors through helmet education and giveaways for vulnerable users, and participation in the SafeKids car seat program.

Key Implementers

- City Council
- City of Eugene Department of Fire and Emergency Medical Services
- City of Eugene Police Department
- City of Eugene Department of Public Works
- Courts
- Lane Transit District
- Oregon Department of Transportation
- SafeKids Coalition
- LCOG Safe Lane Coalition

Oregon law currently limits the use of fixed, automated speed safety cameras. The City of Portland is the only jurisdiction allowed to use these free-standing, unstaffed cameras for speed enforcement, and only in a limited number of pilot areas. In 2017, the legislature made legal the use of red light cameras for speed enforcement. The City of Eugene currently does not have any red light cameras.



EUGENE VISION ZERO

Two-year actions



DB-1: Increase awareness of Vision Zero.



DB-2: Deploy speed reader trailers to increase awareness of speeding and slow vehicle speeds.



DB-3: Install automated enforcement cameras for red light violations on the Vision Zero High Crash Network using a data-driven process. Direct revenue generated by traffic citations directly back to the City's Vision Zero Program.



DB-4: Focus traffic enforcement on the Vision Zero High Crash Network and on behaviors contributing to fatal and serious injury crashes (impaired driving, speeding, failure to yield, aggressive driving, and distracted driving). De-emphasize less serious infractions, such as broken tail and headlights.



DB-5: Develop and implement a social marketing campaign that identifies dangerous behaviors. Include messaging that communicates personal and shared responsibility to keep our community safe.



DB-6: Support legislation to allow the use of fixed stand-alone, unstaffed speed safety cameras on the Vision Zero High Crash Network and Intersections in Eugene.



DB-7: Require training on traffic safety and Vision Zero values for all City employees receiving fleet driving permissions. Move toward requirement for defensive driving class.



DB-8: Develop and implement a marketing campaign(s) that promotes defensive skills all road users can learn to increase safety including, but not limited to, 1) increase knowledge of defensive driving and biking skills that teach people how to anticipate other road users' potential movements and 2) increase visibility for people walking and biking. Support with education and distribution of safety equipment such as sunglasses, lights and reflectors.

Five-year actions



DB-9: Increase number of Full Time Equivalent (FTE) of Eugene Police Department Patrol Operations Division so that officers have discretionary time to enforce traffic safety.



DB-10: Increase FTE in order to hire an Injury Prevention Specialist with training in traffic safety for the Fire & Emergency Medical Services Department.



DB-11: Provide transportation options information to residents with suspended licenses at the City of Eugene Community Court and traffic court.



DB-12: Purchase speed reader trailers designed for deployment on arterial streets.

EUGENE VISION ZERO

Engagement and Accountability

Engagement and Accountability is an action area critical to reducing fatal and serious injury crashes in Eugene. The City cannot achieve Vision Zero on its own—it will take a community to eliminate all fatalities and serious injuries on our streets. A key part of our work toward Zero will be engaging with the community to ensure that we are aware of our community’s concerns, tapping into their best ideas, and working with them to implement these strategies, leading to our greatest chance of success. To this end,



we are working to secure long-term funding to support both the City and community groups working together to improve traffic safety through education, engineering and creative outreach. We are also committed to partnering with other organizations, including ODOT, our health and emergency services personnel, and our partners in the educational system to establish strong relationships, which will enable us to work together to incorporate safety in our culture at every opportunity.

Vision Zero will and must continue to be in the public eye for us all to take our part in the shared responsibility of making Eugene’s streets safer. Actions in this area will continue to communicate the importance of getting to zero deaths and serious injuries and will keep Vision Zero visible in the community.

We will also hold ourselves accountable for our goals, as reflected by the performance measures at the end of this plan. We pledge to update the public on the progress toward our goals via an annual report, providing our residents with information about how things are improving, what is coming next, our overall progress toward Zero, and key opportunities to become involved. We look forward to this journey toward Zero together, as a community.

Actions in this area will keep the Vision Zero effort visible to City staff and the community. They will also enable direct community engagement in making Eugene’s streets safer.

The City already integrates safety messaging into many public events and campaigns related to transportation, and this will continue, now linked to the Vision Zero program. New initiatives like the Oregon Friendly Driver program also demonstrate our existing and on-going commitment to changing the culture of safety in Eugene.

Key Implementers

- City Council
- City of Eugene Department of Fire and Emergency Medical Services
- City of Eugene Police Department (EPD)
- City of Eugene Department of Public Works
- 4J and Bethel School Districts
- University of Oregon, Lane Community College and Northwest Christian University
- LCOG Safe Lane Coalition
- PeaceHealth

EUGENE VISION ZERO

Two-year actions



EA-1: Create an internal Vision Zero team that meets to review traffic crash data, equity data, and traffic safety performance. Task team members with presenting this data at appropriate meetings (monthly Public Works, Police, and possible other City meetings).



EA-2: Institutionalize conducting before and after studies of Vision Zero Actions.



EA-3: Develop and provide Vision Zero messaging on an ongoing basis to be delivered at City public, neighborhood group, stakeholder group meetings as well as City media interviews.



EA-4: Work with local colleges/universities and their students to create and implement a new walking, biking, driving and transit riding safety campaign for the young age demographic that are a high-risk for fatal and serious injury crashes.



EA-5: Provide targeted outreach and training when adding pedestrian or bicycle facilities to teach street users how to navigate a newly constructed facility.



EA-6: Continue to convene a Vision Zero advisory body comprising Task Force and TAC members on a quarterly basis during the implementation phase.



EA-7: Increase permanent FTE in the Public Works Department to implement Vision Zero.

Five-year actions



EA-8: Coordinate with EMS/trauma center data to understand locations and magnitude of underreporting of crashes.



EA-9: Develop a Street Ambassador program that empowers neighborhoods to develop safety programs, including using the existing City neighborhood grants program, as well as opening the opportunity to affordable housing communities.



EA-10: Work with ODOT Transportation Safety Division and/or school districts to increase access to driver education for new and young drivers.



EA-11: Work with ODOT to revise crash reporting standards to better inform data analysis. Work with Eugene Police Department to implement new data collection methods.



EA-12: Develop processes and funding opportunities to support the participation of community-based organizations in the development and implementation of Vision Zero-related efforts.



EA-13: Reinstate multimodal high school level transportation safety education programs that includes bicycle and pedestrian safety curriculum as well as transportation options information.



EA-14: Provide bike/walk safety education to most K-8 students during their time with 4J and Bethel school districts through the Safe Routes to School Program.



EA-15: Establish a sustainable funding source for Vision Zero infrastructure projects, education efforts and program management.

EUGENE VISION ZERO

Measuring Our Progress

Tracking our progress over time is critical to understanding if we're on pace to meet our goals, and to helping us pinpoint what we can do better in the future. In this vein, we worked with the Task Force and Technical Advisory Committee to develop key performance metrics for our strategies and actions. We also drew from best practices in performance measures and other key Vision Zero resources to make sure we were holding ourselves to high, yet realistic standards. Along with our partners, we will monitor our progress and produce an annual report for the public.

Our overall goal is to reach **zero fatalities and serious injuries by 2035**. To measure progress toward this goal, we will monitor the number of people killed or seriously injured on the transportation system. On the way to our 2035 goal, we will aim to decrease deaths and serious injuries by **50 percent by 2028**, using a rolling average.

The following tables demonstrate how we propose to measure our progress toward each of the actions, in support of our overall goal.

APPENDIX

Performance Measures

EUGENE VISION ZERO

The following performance measures were created to help us understand our progress toward eliminating fatalities and serious injuries in Eugene. There are many actions we need to take over the next few years to help Eugene reach Zero. Measuring our progress regarding those actions (via output measures looking at what we've done), as well as how the needle is moving toward zero (via outcome measures looking at the results of our actions) will help us understand our progress toward the overall goal, as well as provide insight into what is working well and what needs more support along the way.

Action Area: Street Design

Action	Time-frame	Lead	Support	Performance Measure
Reduce potential for conflicts between users				
SD-1	Two-year	Public Works		Annually, number and total cost of capital safety improvements built a) along corridor segments and b) at intersections in the Vision Zero High Crash Network
SD-2	Two-year	Public Works		Annually, number of phasing and operational changes implemented a) along the Vision Zero High Crash Network and b) at Vision Zero High Crash intersections
SD-3	Two-year	Public Works		Annually, whether demonstration or pilot projects were used as proof of concept for safety infrastructure changes along the Vision Zero Priority Streets and High Crash Intersections
SD-4	Two-year	Public Works		Annually, percentage of total street maintenance that was completed along the Vision Zero High Crash Network
SD-5	Two-year	Public Works		Annually, linear feet of sidewalk infill constructed, number of sidewalk inspections and number of sidewalk repairs on the High Crash Network for People Walking
SD-6	Two-year	City of Eugene, Public Works	Lane County Public Works	Percentage of resurfacing and restriping projects that address safety of all users
SD-7	Two-year	Public Works, Planning & Development		Whether Vision Zero was integrated into the City's development review checklist

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Action	Time-frame	Lead	Support	Performance Measure
SD-8	Two-year	Public Works, Planning & Development		a) Whether City code was revised to incorporate safe design standards for all modes; and b) whether safety was explicitly prioritized in proximity to the Vision Zero Priority Network
Slow vehicle speeds				
SD-9	Two-year	Public Works	ODOT, EPD	Annually, amount of high-crash segments with reduced speed limits, that received street design changes and/or enforcement
SD-10	Two-year	City of Eugene, LCOG Safe Lane Coalition		Whether the City of Eugene included local control to establish speed limits as a legislative priority
Improve data collection and analysis				
SD-11	Five-year	Public Works		Whether a systemic safety database was built
SD-12	Five-year	Public Works		Whether a systemic safety analysis was performed
SD-13	Five-year	School Districts, Social Service Providers, Public Works	UO	Annually, number of school area transportation networks that have received a safety review within the last five years
SD-14	Five-year	Fire & EMS	EPD	Whether call response procedures for appropriate response vehicle to call type were reviewed and changed in order to our help reach Vision Zero

EUGENE VISION ZERO

Action Area: Impairment

Action	Time-frame	Lead	Support	Performance Measure
Reduce driving, walking, and bicycling under the influence				
I-1	Two-year	EPD	UO, LCOG, Public Health	1) Annually, percentage of a) nights with higher concentrations of severe and fatal crashes and b) days with major community events with high-visibility DUII enforcement events in high-priority areas; 2) Annually, percentage of DUII enforcement events paired with education; 3) Annually, number of DUII citations per 10,000 population 4) Biennially, whether EPD received DUII grant funding to support high-visibility programs
I-2	Two-year	LCOG Safe Lane Coalition, UO		1) Annually, a) number of driving under the influence social marketing campaigns delivered, b) percentage of campaigns that were timed to coincide with holidays or major celebrations, and c) percentage of campaigns including enforcement effort notifications; 2) Number of visits to social media website and associated pages
I-3	Two-year	LCOG Safe Lane Coalition, EPD, local businesses, UO		1. Whether partnerships were built with a) transit, b) taxi companies, c) TNCs, d) bar owners, and e) dispensaries with a focus on reducing driving under the influence, particularly in target locations 2. Whether TNC presence was established in Eugene Annually, percentage of hot spot locations successfully targeted within the prior three years via partnerships with transit, taxi companies, TNCs, bar owners, and dispensaries for reducing driving under the influence
I-4	Five-year	EPD		Annually, number of police officers trained as DRE.
I-5	Five-year	LCOG Safe Lane Coalition		Whether LCOG supported statewide efforts to reform DUII standards related to a) BAC, b) arrest and adjudication process, and c) repeat offenders

EUGENE VISION ZERO

Action Area: Dangerous Behaviors

Action	Time-frame	Lead	Support	Performance Measure	
Slow vehicle speeds					
DB-1	Increase awareness of Vision Zero.	Two-year	Public Works	EPD, BEST, LCOG	Biennially, percentage of Eugene residents who take a "traffic safety pledge" and agree to drive without distraction, speeding, or intoxication
DB-2	Deploy speed reader trailers to increase awareness of speeding and slow vehicle speeds.	Two-year	EPD	Public Works	1) Annually, percentage of hours when signs are deployed. 2) Whether recorded speeds decrease over duration of a given deployment
DB-9	Increase number of Full Time Equivalent (FTE) of Eugene Police Department Patrol Operations Division so that officers have discretionary time to enforce traffic safety.	Five-year	EPD		Annually, 1) number of FTE of the Eugene Patrol Operations Division, 2) ratio of patrol operations dedicated/ undedicated time spent on traffic stops, 3) number of FTE of the Eugene Police Department Traffic Enforcement Unit (TEU) and 4) ratio of dedicated/ undedicated TEU time spent on traffic enforcement
DB-12	Purchase speed reader trailers designed for deployment on arterial streets.	Five-year	EPD, Public Works		Number of arterial speed reader boards purchased
Reduce potential for conflicts between users					
DB-3	Install automated enforcement cameras for red light violations on the Vision Zero High Crash Network using a data-driven process Direct revenue generated by traffic citations directly back to the City's Vision Zero Program.	Two-year	Public Works	EPD	1) Annually, percentage of intersections on the Vision Zero High Crash Network identified as having a high number of crashes related to disregarding a traffic signal with automated enforcement cameras for red light violations 2) Annually, number of injury crashes occurring at a) each high crash intersection, b) within a quarter-mile radius, stratified by whether or not automated enforcement is present
DB-4	Focus traffic enforcement on the Vision Zero High Crash Network and on behaviors contributing to fatal and serious injury crashes (impaired driving, speeding, failure to yield, aggressive driving, and distracted driving). De-emphasize less serious infractions, such as broken tail and headlights.	Two-year	EPD		Annually, 1) Percentage of HCN streets receiving regular traffic enforcement; 2) percentage of tickets pertaining to behaviors contributing to fatal and serious injury crashes (speeding, failure to yield, aggressive driving) versus less serious infractions, both a) overall and b) specifically in the HCN; 3) Percentage of campaigns including enforcement effort notification

EUGENE VISION ZERO

Action	Time-frame	Lead	Support	Performance Measure
Encourage safer behavior among drivers, pedestrians, and bicyclists				
DB-5	Develop and implement a social marketing campaign that identifies dangerous behaviors. Include messaging that communicates personal and shared responsibility to keep our community safe.	Two-year	LCOG Safe Lane Coalition	1) Whether a social marketing campaign that identifies dangerous behaviors was a) developed, and b) implemented; 2) whether messaging that communicates personal and shared responsibility to keep community safe was included
DB-6	Support legislation to allow the use of fixed stand-alone, unstaffed speed safety cameras on the Vision Zero High Crash Network and Intersections in Eugene.	Two-year	Public Works	EPD Whether City of Eugene supported legislation to allow the use of fixed automated enforcement cameras for speed violations in Eugene
Support an institutional commitment to Vision Zero				
DB-7	Require training on traffic safety and Vision Zero values for all City employees receiving fleet driving permissions. Move toward requirement for defensive driving class.	Two-year	Public Works	1) Whether training on traffic safety and Vision Zero values for all City employees receiving fleet driving permissions became a requirement; 2) whether participation in a defensive driving class became a requirement Annually, 1) percentage of City employees with fleet driving permissions trained on traffic safety and Vision Zero values in the last five years; 2) percentage of City employees with fleet driving permissions who have participated in a defensive driving class in the last five years
DB-8	Develop and implement a marketing campaign(s) that promotes defensive skills all road users can learn to increase safety including, but not limited to, 1) increase knowledge of defensive driving and biking skills that teach people how to anticipate other road users' potential movements and 2) increase visibility for people walking and biking. Support with education and distribution of safety equipment such as sunglasses, lights and reflectors.	Two-year		1) Whether a marketing campaign that promotes defensive skills for all road users was a) developed, and b) implemented; 2) whether support was provided in the form of distributed safety equipment
DB-10	Increase FTE in order to hire an Injury Prevention Specialist with training in traffic safety for the Fire & Emergency Medical Services Department	Five-year	Fire & EMS	Whether an injury prevention specialist was hired for Fire and EMS
DB-11	Provide transportation options and safety information to residents with suspended licenses and at City of Eugene Community Court and traffic court.	Five-year	Courts, LTD, DMV	Whether information on transportation options was provided a) to residents with suspended licenses, b) at City of Eugene Community Court, and c) at traffic court

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Action Area: Engagement and Accountability

Action	Time-frame	Lead	Support	Performance Measure
Improve data collection and analysis				
EA-1	Two-year	Public Works, EPD		1) Number of internal Vision Zero team meetings occurring to review traffic crash data, equity data, and traffic safety performance; 2) number of meetings where team members presented this data (monthly DPW, Police, and possible other City agency meetings)
EA-2	Two-year	Public Works		Percentage of before and after studies of Vision Zero Actions institutionalized, including identification of information necessary to analyze effectiveness of actions
EA-8	Five-year	Public Works, Fire & EMS, PeaceHealth	EPD	Whether coordination with EMS/trauma center data was completed
Encourage safer behavior among drivers, pedestrians, and bicyclists				
EA-3	Two-year	Public Works		Annually, number of City a) public, b) neighborhood group, and c) stakeholder group meetings where Vision Zero messaging was delivered
EA-4	Two-year	U of O, Lane CC, Bushnell University		Whether the City worked with local colleges/universities to a) create and b) implement a new walking, biking, driving and transit riding safety campaign for students
EA-5	Two-year	Public Works		Whether targeted outreach and training was provided to street users to teach them how to navigate new pedestrian and bicycle facilities
EA-9	Five-year	TBD		1) Whether a Street Ambassador program that promotes traffic safety in neighborhoods and along high crash corridors was developed; (Future) Annually, number of a) neighborhood and b) high crash corridor traffic safety events run by the volunteer Street Ambassador program

EUGENE VISION ZERO

Action	Time-frame	Lead	Support	Performance Measure	
EA-10	Work with ODOT Transportation Safety Division and/or school districts to increase access to driver education for new and young drivers.	Five-year	LCOG Safe Lane Coalition, DMV	ODOT	Annually, percentage of new and young drivers who participated in a driver education program
EA-11	Work with ODOT to revise crash reporting standards to better inform data analysis. Work with EPD to implement new data collection methods.	Five-year	Public Works, EPD	ODOT	1) Whether crash reporting standards were revised to better capture data necessary for data analysis; 2) Whether EPD implemented new data collection methods
EA-12	Develop processes and funding opportunities to support the participation of community-based organizations in the development and implementation of Vision Zero-related efforts.	Five-year	TBD		Number of community leaders and organizations supported to participate in Vision Zero-related efforts
EA-13	Reinstate high school level transportation safety education programs.	Five-year	Fire & EMS, Lane County, School districts, EPD		Whether high school level transportation safety education programs were revived
EA-14	Provide bike/walk safety education to most K-8 students during their time with 4J and Bethel school districts through the Safe Routes to School Program.	Five-year	4J and Bethel School Districts	City of Eugene Recreation	Percentage of schools providing bike/walk education
Support an institutional commitment to Vision Zero					
EA-6	Continue to convene a Vision Zero advisory body comprising Task Force and TAC members on a quarterly basis during the implementation phase.	Two-year	Public Works		Annually, number of Vision Zero Task Force meetings
EA-7	Increase permanent FTE in the Public Works Department to implement Vision Zero.	Two-year	Public Works		Whether there is an increase in permanent FTE in Public Works to focus on Vision Zero implementation
EA-15	Establish a sustainable funding source for Vision Zero infrastructure projects, education efforts and program management.	Five-year	Public Works, EPD, Fire & EMS		Annually, number of dollars allocated toward a) Vision Zero infrastructure projects, b) education efforts, and c) program management



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