

VISION ZERO EUGENE



**3-Year Progress Report
2016–2018**

ONE TRAFFIC DEATH IS TOO MANY



CIVIL RIGHTS COMMITMENT

IN COMPLIANCE WITH TITLE VI OF THE CIVIL RIGHTS ACT AND TITLE II OF THE AMERICANS WITH DISABILITIES ACT, THE CITY OF EUGENE SHALL NOT EXCLUDE ANY PERSON FROM PARTICIPATION IN, DENY BENEFITS OF OR DISCRIMINATE AGAINST ANY PERSON IN CITY PROGRAMMING, SERVICES, OR ACTIVITIES ON THE GROUNDS OF RACE, COLOR, NATIONAL ORIGIN, OR DISABILITY. TO HELP ENSURE REASONABLE AND MEANINGFUL ACCESS TO CITY PROGRAMS, SERVICES, AND ACTIVITIES FOR ALL PERSONS, THE CITY OF EUGENE PROVIDES LANGUAGE ASSISTANCE SERVICES FOR LIMITED ENGLISH PROFICIENCY INDIVIDUAL AND PROVIDES AUXILIARY AIDES, SERVICES AND/OR ALTERNATIVE FORMATS TO PERSONS WITH DISABILITIES. TO REQUEST AN ACCOMMODATION, MODIFICATION, TRANSLATION, INTERPRETATION, OR LANGUAGE SERVICE; TO FILE A COMPLAINT; OR FOR ADDITIONAL INFORMATION OR QUESTIONS REGARDING NON-DISCRIMINATION PRACTICES OR PROTECTIONS FOR PEOPLE WITH DISABILITIES PLEASE VISIT [HTTPS://WWW.EUGENE-OR.GOV/179/ENGINEERING](https://www.EUGENE-OR.Gov/179/ENGINEERING), CALL 541.682.5778 OR EMAIL PWECIVILRIGHTS@EUGENE-OR.GOV.



INTRODUCTION TO EUGENE'S VISION

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 life-changing injuries by 2035.

The City of Eugene firmly believes that crashes are not accidents, they are preventable. Everyone has the right to safely travel on our streets no matter where they are going and how they travel. No one should have to suffer life-changing injuries or death when choosing to walk, bike, roll, take transit, or drive through the city.

That is why, in November of 2015 the Eugene City Council adopted the community's bold vision of reducing traffic deaths and life-changing injuries on the City's transportation system to ZERO.

Eugene is consistently ranked as one of America's best places to live, and we agree. By committing to eliminate traffic deaths and serious injuries by 2035, we plan to create a safer and more vibrant city for decades to come. The 2018-2023 Vision Zero Action Plan maps out actions to make ZERO a reality.

Vision Zero calls on us to think differently about traffic safety to achieve meaningful outcomes. Despite the three-year gap between the Vision Zero Resolution and the adoption of the Action Plan, we have continued to work towards meeting our Vision Zero goals through actions described in the Action Plan. This report illustrates the progress made in those three years as well as the challenges and lessons learned that will inform our work moving forward.

GUIDING TENANTS OF VISION ZERO



EQUITABLE

Eugene wants every person to feel safe, valued, and welcome, no matter their race, ethnicity, national origin, gender, sexual orientation, age, socio-economic status, housing status, disability, or religion. The Action Plan and annual reporting will identify and address disproportionate burdens of traffic fatalities and life-changing injuries on communities of concern.



DATA-DRIVEN

Actions in the plan will be founded in data analysis and community conversation in order to effectively address factors that lead to fatalities and life-changing injuries on Eugene streets. Data that centers equity, demographics, risk factors, traffic enforcement, and street design linked to crashes will inform the prioritization of actions that direct investments to the most vulnerable communities.



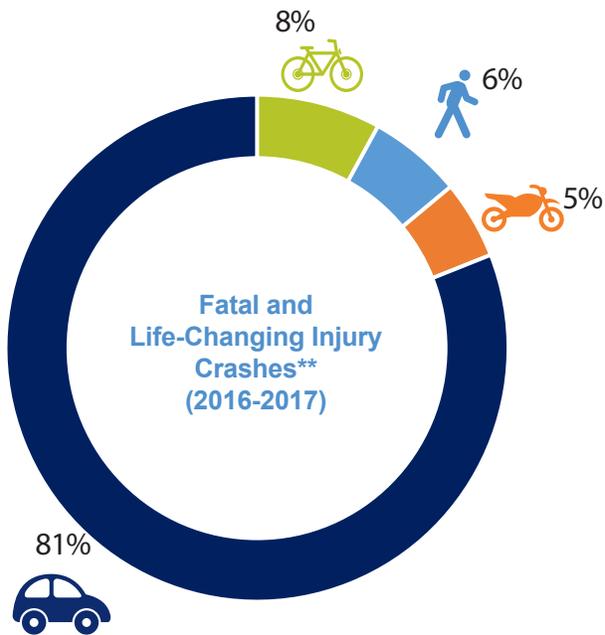
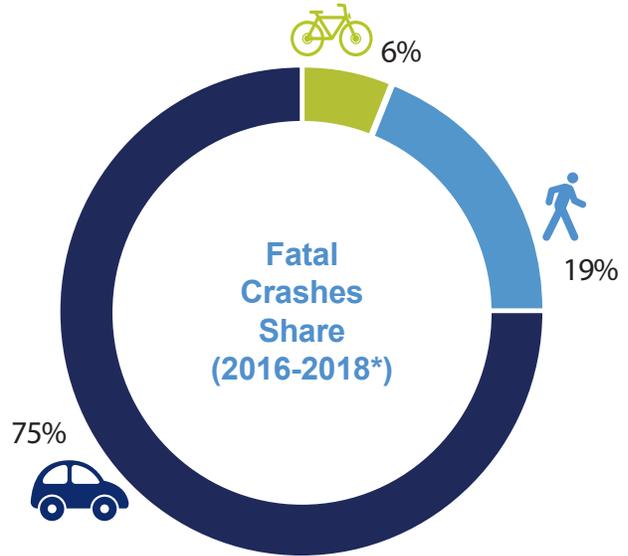
ACCOUNTABLE

This plan belongs to the people of Eugene. Traffic fatalities and life-changing injuries can impact anyone in our community and requires us to set clear outcomes and measure our performance against them. Progress towards that goal and barriers that prevent meaningful changes will be presented and addressed in annual reports available to the public.

SNAPSHOT OF CRASH TRENDS

Total # of Fatalities (2016-2018)

16



Total # of Fatal & Life-Changing Injury Crashes (2016-2017)

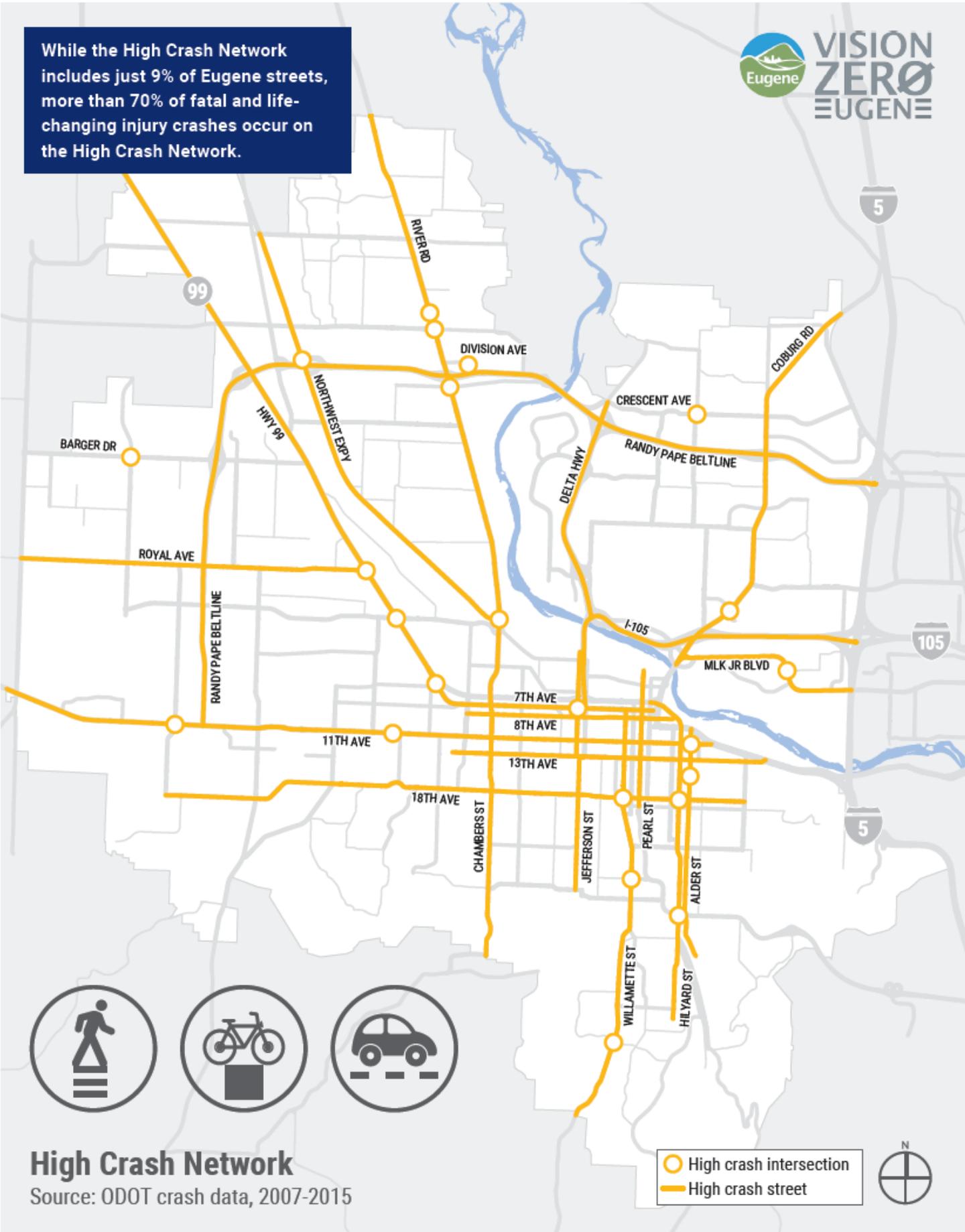
100

*Data source: <http://thempo.org/913/Advanced-User-Data>. 2018 data shows only an estimate of the entire year. Full 2018 data not yet available.

**Life-changing injury crash data includes only crashes resulting in "major" injuries as categorized by thempo.org data portal.



While the High Crash Network includes just 9% of Eugene streets, more than 70% of fatal and life-changing injury crashes occur on the High Crash Network.



ACTIONS TAKEN & LESSONS LEARNED

In the three years since the adoption of the Vision Zero Resolution, the City of Eugene has taken actions to make its streets safer for all those who use them.

We know that we have more work to do to meet our goal. The next pages review our actions and progress to date and include lessons learned to help ensure we are continuing on the path to zero deaths and life-changing injuries.

The Vision Zero Action Plan identifies four main action areas that impact the likelihood and severity of crashes. Each of the four actions are guided by the three tenants - Equity, Data and Accountability.

ACTION AREAS



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.



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 life-changing injury or death while moving in and around our city.

- » Designed and implemented **protected bike lanes** (bike lanes separated from vehicular traffic by physical barriers) (**SD-1**):
 - 13th Avenue from Washington Street to Lincoln Street
 - Diagonal bike crossing constructed at 33rd Avenue and Hilyard Street
 - East Amazon (over 1 mile long)
- » Designed and implemented **pedestrian head-starts** (leading pedestrian intervals) to let pedestrians start crossing at intersections before vehicles can go (**SD-2**):
 - Royal Street and Terry Street
 - Barger Drive and Terry Street
 - Coburg Road
- » Added **painted crosswalks** at the intersection of 13th Ave. and Lawrence (**SD-1**).



- » Designed and implemented **signalized pedestrian-activated crossing treatments** at the following locations (**SD-1**):
 - Division Avenue at Lone Oak Way
 - River Road at Fir Lane
 - Irvington Drive at Revell Street
 - Hilyard Street at 32nd Avenue
 - HWY 99 in front of St. Vincent DePaul Service Station
- » Designed and implemented **protected left-turn phasing** at locations with high volumes of turning vehicles and crossing bicyclists and pedestrians (**SD-2**):
 - MLK Jr Blvd and Kinsrow Avenue
 - Royal Avenue, Terry Street, and Barger Street
- » Implemented **speed limit changes** on Vision Zero high crash street on River Road (40mph reduced to 35mph) (**SD-9**).

- » Designed and implemented **pedestrian protected signals** (no flashing yellow arrow during "Walk" phase) (**SD-2**):
 - Woodfield Street and 29th Avenue
 - Division Street and River Avenue
- » Installed **street lights** on E. 15th Avenue from Kincaid to Alder Streets near the University of Oregon student housing (**SD-1**).
- » Created a multimodal traffic signal timing spreadsheet, obtained new data sources (ex: cell phone travel data), and examined new technologies for safety assessments (**SD-11**).



Dangerous Behaviors



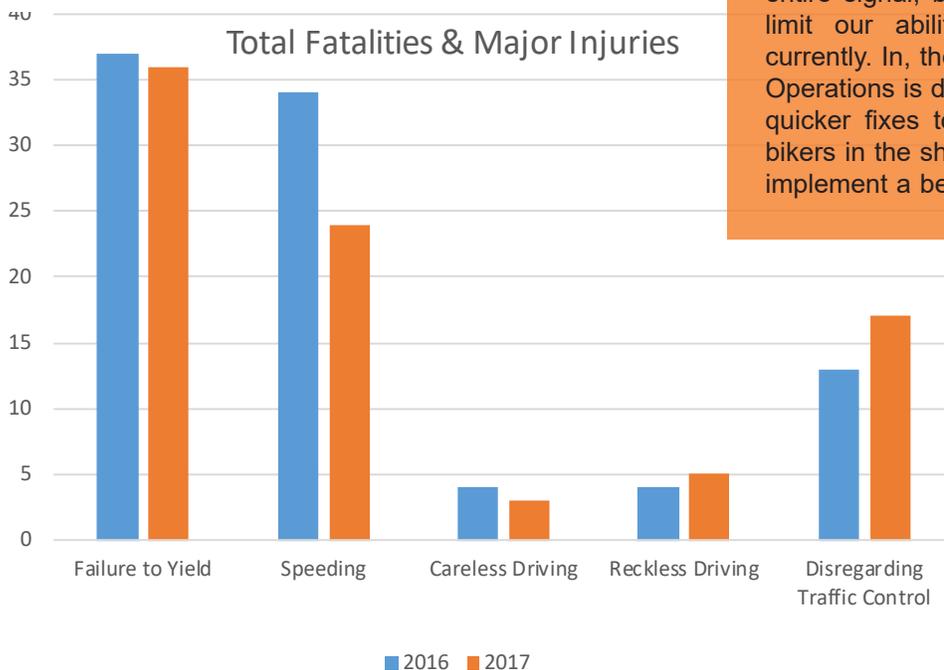
Vision Zero data reveals that certain behaviors are related to many fatal and life-changing injury crashes in Eugene. Failure to yield is the most common contributing factor overall and for each mode, clearly indicating a high-priority need to be addressed for Vision Zero.

- » In an effort to increase awareness in the community about the goal of Vision Zero, residents of Eugene took a "traffic safety pledge" and agreed to drive without distraction, speeding, or intoxication (**DB-1**).
- » Speed readers were deployed by Eugene Police to increase awareness of speeding and slow vehicle speeds throughout the city (**DB-2**).
- » Eugene Police implemented focused traffic enforcement on the Vision Zero High Crash Network and on behaviors contributing to fatal and life-changing injuries (**DB-4**) in the following areas/times:
 - I-105 Construction Area
 - Highway 99
 - Coburg Road/Oakway Area
 - April Distracted Driving Month
- » Eugene Police continue to take a Zero Tolerance policy for distracted drivers using cell phones while driving. Officers will continue to give citations and education drivers about how the 2017 Oregon House Bill 2597 law works with fines that increase with each citation up to a criminal level (**DB-4**).

STREET DESIGN LESSONS LEARNED

Quick and simple action is better than no action

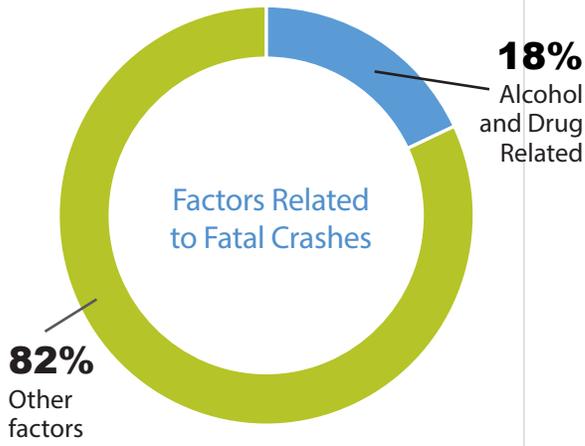
The goal of Vision Zero is to develop long-term solutions for factors that lead to fatal or life-changing injuries. Yet, in some cases long-term solutions may take a significant amount of time or planning. Sometimes it may be valuable in the short-term to develop quick, simple changes to reduce crashes immediately, at least until long-term solutions can be implemented. For example, 18th and Hilyard is the highest crash intersection for bikers, who get right-hooked by drivers. The best long-term fix is to replace the entire signal, but time and resources limit our ability to implement this currently. In the meantime, the Traffic Operations is developing cheaper and quicker fixes to address crashes for bikers in the short-term, until they can implement a better long-term solution.



Impairment



Alcohol and drug impairment contributes substantially to fatalities in Eugene for persons using all modes of transportation.



MPO Crash Data 2016-2017

- » The Eugene Police Department deployed DUII enforcement in high priority areas on nights with higher concentrations of severe and fatal crashes and on days with major community events (*I-1*), including:
 - September University of Oregon Football Game Days
 - Labor Day Weekend
 - 2018 Winter Holiday Season
 - Super Bowl Weekend
 - St Patrick's Day

- » In September 2018, transportation network companies (TNCs) (i.e. Uber and Lyft) began offering their services in Eugene which provide additional transportation options to our community. All TNC drivers are required to go through a certification process that includes a criminal background check.

LESSONS LEARNED

It takes patience and persistence to pass legislation

The City supported legislation to allow local City control to designate speed limits, but was unsuccessful after two legislative sessions. The City plans to continue working with partners, including the City of Portland and LCOG Safe Lane Coalition, to support and eventually pass the legislative priority for local control to establish speed limits. However, SB 558 was successfully passed, allowing giving cities the ability to lower residential speeds from 25 mph to 20 mph.

- » The City of Eugene, BEST (Better Eugene-Springfield Transportation), Mothers Against Drunk Drivers (MADD), Technology Association of Oregon (TAO), transit, taxi companies, and TNCs partnered together with a shared goal of reducing driving under the influence on New Years Eve 2018 (*I-3*).



Engagement & Accountability



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. We continue to communicate the importance of getting to zero deaths and life-changing injuries.

Traffic Safety Unit

7 OFFICERS 1 SERGEANT

LESSONS LEARNED

Look carefully for quality data analysis

Data is coded by humans and can be flawed. Due to the limitations of how data can be coded, data is not always coded in ways that provide clear narratives about the reality of a collision. For example, collisions that involve a person using a bicycle are often coded as "cyclist illegally in the roadway," even if the collision was not the fault of the cyclist. It is difficult to know the final judgement of police officers regarding collision causes due to the limitations of how data can be coded. We must look carefully at the data to make determinations about what *actually* happened during a crash to inform how we can prevent a similar crash in the future.

Build Partnerships for better solutions

Working with our City partners is how we achieve the Vision Zero goal. Many of the most serious crash areas require more than simple signal timing and intersection infrastructure changes. For example, one of the high crash areas is located on Division Avenue just east of River Road. Many crashes in this area are a result of unsafe turning conditions and numerous driveway exits. In order to remedy these unsafe conditions, will need to work across divisions, build off each others strengths, and collect input from our community in order to successfully design a solution that will make our streets safer.

- » The City increased staffing FTE to help support the Vision Zero goal including fully staffing the Traffic Safety Unit (**DB-9**) and adding a Traffic Safety Lead on the Traffic Operations Team, with a portion of FTE focused on Vision Zero (**EA-7**).
- » City staff provided Vision Zero messaging at public group meetings and City media interviews (**EA-3**).
- » The City created an internal Vision Zero team that meets quarterly to review traffic crash data, equity data, and traffic safety performance (**EA-1**).
- » Public Works, Fire, and EMS staff began meeting to share EMS data to support Vision Zero. (**EA-1**).
- » Safe Routes to School increased participation of schools in the Walk & Roll Challenge from Eugene 4-J and Bethel school districts from 38.6% in 2016 to 72.7% in 2018 (**EA-14**).



STRATEGIES

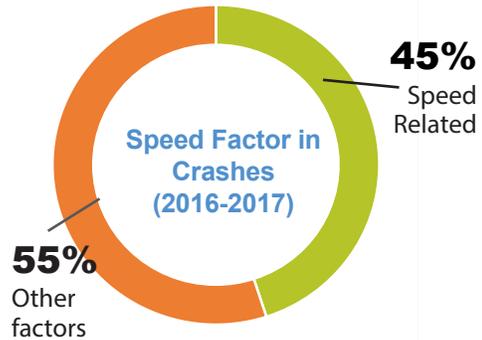
TO ADDRESS DEATHS & LIFE-CHANGING INJURIES

Six overarching strategies define the path of work toward the goal of zero deaths and life-changing injuries. We will prioritize the following actions for the **next year**, focusing on strategies that address crash causes (street design, dangerous behaviors, and impairment) and engagement and accountability.



REDUCE 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.



- ◇ Public Works will continue to work with ODOT to lower speed limits on the Vision Zero High Crash network, accompanying speed limit changes with street design changes and enforcement, when possible (**SD-9**).
- ◇ Public Works is working with ODOT to install advance warning signs for signals on Hwy 99. This includes signs on the city's most dangerous intersection at Hwy 99 and Roosevelt Blvd (**SD-9**).
- ◇ Speed limits for local residential streets will be reduced from 25mph to 20mph (**SD-9**).
- ◇ A new Community Engagement Coordinator in the Public Works Department will lead campaigns to increase awareness and understanding of city-wide speed changes and the goal of Vision Zero (**DB-1**).
- ◇ The City will continue to prioritize support for legislation to allow local City control to designate speed limits in the next legislative session (**SD-10**).
- ◇ EPD will focus speed enforcement on the Vision Zero High Crash Network (**DB-4**).

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



REDUCE POTENTIAL 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 along the street and separating potentially conflicting movements by time at intersections.

- ◇ Public Works will build capital safety infrastructure improvements on Vision Zero streets and intersections, including 13th Avenue, and the intersections of River Road & Silver Lane/River Ave, River Road & Irving/Hunsaker, and Barger & Echo Hollow/Cubit. (**SD-1**).
- ◇ Public Works will implement signal phasing and operational changes for Vision Zero streets and intersections, including at 18th & Hilyard, as well as the River Road and Coburg Road corridors (**SD-2**).
- ◇ Public Works will engage the public and stakeholder collaboration to develop design standards for future implementation of single and multi-lane roundabouts that help to ensure safer transportation infrastructure at high crash intersections (**SD-3**).
- ◇ Public Works will take on a corridor approach to reaching Vision Zero, acknowledging that some streets noticeably change context over their length and working to prioritize streets known to have concerning crash histories (**SD-1**).



REDUCE DRIVING, BICYCLING & 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.

- ◇ EPD will continue to deploy 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, pairing enforcement with education (**I-1**).
- ◇ The City will continue to build partnerships with advocacy organizations and transit, taxi, and TNC companies to reduce driving under the influence (**I-3**).



ENCOURAGE SAFER PRACTICES AMONG PEOPLE DRIVING, WALKING & 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.

- ◇ The City will continue to develop and provide Vision Zero messaging on-going at City public, neighborhood group and stakeholder group meetings, and during media interviews (**EA-3**).
- ◇ The City will continue to provide support for bike/walk safety education to K-8 students in Eugene 4-J and Bethel school districts through the Safe Routes to School Program (**EA-14**).
- ◇ The City will work with the University of Oregon and local colleges/universities to implement new walking, biking, driving, and transit riding safety campaigns for students (**EA-4**).
- ◇ EPD will conduct distracted driving enforcement on the Vision Zero High Crash Network (**DB-4**).



IMPROVE DATA COLLECTION & ANALYSIS

Reaching the goal of Vision Zero is dependent on having holistic data to support the implementation of strategies and address issues for all community members who engage in Eugene's transportation system. We will continue to increase the availability of data to inform strategies and also build capacity to monitor the success of strategies and actions against defined performance measures.

- ◇ Public Works will increase staffing capacity for Vision Zero by hiring a new Transportation Planner, with FTE devoted to building the emerging Vision Zero program (**EA-1**).
- ◇ The City will partner with PeaceHealth to increase the availability of data related to crash causes, locations, and magnitude of underreported crashes that inform better strategies and actions to achieve Vision Zero (**EA-8**).
- ◇ The City will collect LTD crash data to better inform strategies for crashes involving buses (**EA-11**).



SUPPORT AN INSTITUTIONAL COMMITMENT TO VISION ZERO

Getting to zero deaths and life-changing 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 life-changing injuries.

- ◇ The City will convene a Vision Zero Leadership Committee comprising of Task Force and Technical Advisory Committee members that will meet on a routine basis during the implementation phase (**EA-6**).
- ◇ Public Works will increase permanent FTE in Public Works Department to implement Vision Zero (**EA-7**).
- ◇ Fire and EMS will hire an Injury Prevention Specialist, who will provide training in Traffic Safety for the community (**DB-10**).
- ◇ Public Works will develop and publish a Communities of Concern map(s) to guide equitable transportation investments and to address issues facing historically underserved and disadvantaged neighborhoods in Eugene (**EA-15**).
- ◇ The 2035 Transportation System Plan will be amended to prioritize actions, programs, projects, and performance measures to achieve the Vision Zero goal (**EA-16**).

