



## Report Transmittal

The Washington Traffic Safety Commission is transmitting this report on behalf of the Cooper Jones Active Transportation Safety Council to the Legislature.

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Authors	Cooper Jones Active Transportation Safety Council membership (Listed in this Executive Summary)
Abstract	This report is being presented by the Cooper Jones Active Transportation Safety Council (ATSC) to satisfy the annual reporting requirements described in RCW <u><a href="#">43.59.156</a></u> .

### On Behalf of the ATSC, Submitted By

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Disclaimer	This document presents recommendations for improving safety for active transportation users and represents the views and opinions of the Cooper Jones Active Transportation Safety Council (ATSC), RCW 43.59.155. It is not intended to represent or imply endorsement or support from state agencies or other entities with an interest in active transportation.
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# Cooper Jones Active Transportation Safety Council (ATSC)



## 2024 Annual Report to the Washington State Legislature

November 30, 2024

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# Executive Summary

This report is presented by the Cooper Jones Active Transportation Safety Council (ATSC) to satisfy annual reporting requirements described in RCW [43.59.156](#).

Reducing fatalities and serious injuries to people walking, biking, and rolling is a top priority for Washington. In 2023, there were 810 traffic deaths which represents over a 50 percent increase since 2019. There were 157 Pedestrian deaths and 175 active transportation user deaths, which were both the highest on record.

Against this backdrop, ATSC pursued its mission to review and analyze fatality and serious injury data, identify points at which the transportation system can be improved, and identify patterns in fatalities and serious injuries involving people who walk, ride bicycles, and use other forms of active transportation.

ATSC brings together a wide range of individuals from different disciplines and perspectives, all with an interest in active transportation, to support and enhance existing and pending transportation safety efforts such as the Washington State Strategic Highway Safety Plan (Target Zero Plan) and Active Transportation Plan.

Significantly in 2024, ATSC did the following:

- Conducted four Fatality Case Reviews
- Continued a pilot study on the impact of lighting and illumination on active transportation safety.
- Continued study into the human factors that contribute to active transportation incidents.
- Initiated a study on fatalities near transit crossings.
- Hosted sessions with five experts on issues related to active transportation safety.
- Provided and reviewed content for the 2024 Target Zero Plan, Active Transportation User section.
- Addressed operations to provide more focus on making actionable recommendations.

## ATSC 2024 Observations and Recommendations

ATSC consists of a dedicated and diverse membership who bring a multi-disciplinary approach to research and analysis. ATSC is committed to bringing unique perspective, commitment, and well-researched recommendations to the work of active transportation safety. In 2024, ATSC convened three Study Groups and tracked progress to date on previous recommendations.

### *Fatality Case Review Summary*

(See Appendix B for additional information.)

The purpose of a traffic-related fatal case review (FCR) is to examine and discuss observations made from detailed case materials of a group of fatal crashes to identify modifiable risk and protective factors that if present or absent could prevent future fatalities. [Active Transportation User data](#) is widely available in the aggregate. The ATSC Fatal Case Review Committee studies a specific group of fatalities linked by common factors that the ATSC wants to understand better. As the Fatal Case Review Committee conducts reviews that report on their observations to the full ATSC.

During 2023, the legislature added a requirement to fatal case reviews to include crashes that involve tribal members. Since tribal member status hard to determine from the examined files, the case reviews look for cases where the death certificate notes that the victim was a Native American or an Alaska Indian (AI/AN) who may or may not be a member of a tribe. To meet this requirement, we conducted a fatal case review in Yakima County in November 2023 because Yakima County has the highest number of traffic deaths involving NA/AI people. Additionally, for every group of common factors that the fatal case review committee studies, we include any cases involving AI/AN people.

The fatal case review committee conducted the following reviews:

- November 2023 – Pedestrian Fatalities in Yakima County, 2021-2022
- February 2024 – Pedestrian Fatalities Involving Young Drivers (aged 16-20), 2022
- May 2024 – Pedestrian Fatalities on State Routes with posted speed limit < 40mph
- August 2024 – Bicycle Fatalities
- November 2024 – City of Kent Vulnerable Road User Fatalities (for 2025 Annual

Report)

*Primary observations based on cases reviewed:*

- Roads in rural areas and on tribal lands lack infrastructure improvements necessary to support multi-modal travel and active transportation users.
- Rural areas have limited resources when it comes to collision response and investigations.
- Family has more influence on young drivers than most assumed.
- Roadways are often not updated to support the surrounding development and changes in usage over time, increasing risk of serious injury and death for active transportation users. (found in at least two of the 2024 FCRs)
- Short staffing in LEAs (law enforcement agencies) and the Criminal Justice Training Center may affect officers' ability to complete the training necessary to conduct thorough investigations and accurately capture all factors involved, such as speed analysis, in fatal crashes.

## Human Factors Study Group

(See Appendix C for more information.)

Human factors are thought to be the root cause behind a significant number of roadway incidents, including fatalities, serious injuries, and near-miss events. This is not a reference to human error, which can be inappropriately attributed as a root cause of traffic crashes. In research, the term “human factors” refers to the study of how people interact with transportation systems and safety improvements through design. Human factors interact with roadway design; in-vehicle design; technology design; visual, physical, and cognitive distraction; and the needs and movements of pedestrians, bicyclists, and drivers.

People are neither predictable nor perfect, but that doesn't mean safety considerations related to human factors are random or beyond our ability to understand and address. Design and infrastructure that mitigate the role of human factors in crashes requires understanding of the relationship between attentiveness and response and environmental factors. In 2023, the ATSC established the Human Factors Study Group (HFSG) to identify, evaluate, and recommend actions to address human factors related to severe



injury and fatal vehicle collisions with people walking, rolling, and riding.

## *Human Factors Primary Recommendations*

The HFSG made the following primary recommendations in a multi-tiered approach:

### **Driver Education**

- Data supports driver training as a preventative strategy in decreasing the number of crashes caused by young drivers. This recommendation notes that the equity issue related to training cost should be addressed in partnership with the Washington State Department of Licensing.

### **Public Education**

- Increase public awareness of the laws related to active transportation user safety through youth training and education.
- In communication campaigns, target specific audiences who use impairing substances with messaging that communicates that they are statistically at risk when they use the transportation system while impaired. In communication campaign messaging, acknowledge the equity issues that may contribute to the reason(s) a person is traveling by foot or bicycle while impaired.
- Target preteens/teens/youth in communication campaigns through channels that are proven to effectively reach this demographic.

### **Engagement**

Raise awareness about trends in fatalities caused by human factors among the following audiences and stakeholders:

- Those who design infrastructure
- Insurance company risk managers
- Influencers
- Decision-makers in the infrastructure world

## Transit Crossings Study Group

(See Appendix D for more information.)

The WSDOT Vulnerable Road User Safety Assessment found that 65% of fatal and serious injury pedestrian crashes and 57% of fatal and serious injury bicyclist crashes on state routes occurred within 1,000 feet of a transit stop. These serious findings call for a need to take a deeper look at crashes occurring near transit stops on all roads. This group conducted an analysis of the crashes near transit stops and routes.

### *Transit Crossing Primary recommendations:*

- Conduct regular pedestrian safety audits with equity analysis related to transit service.
- Improve transit access and safety to services with a Seniors Ride Free program.
- Improve transit stop/station design.
- Install engineering upgrades to improve safety: Enhance lighting, implement traffic calming, conduct a corresponding communications campaign and reduce potential for serious/fatal crashes near transit stops.
- Update internal operations and organization to improve safety. Refer to Appendix D for the list of recommendations that address data, planning, funding, and transit service.
- Amend statute to define crosswalk locations at roundabouts (WSDOT).

## Progress on past ATSC Recommendations

(See Appendix E for additional information.)

Appendix E updates 17 previous recommendations with progress made to date.

## Cooper Jones Active Transportation Safety Council Membership 2024

Alex Alston, Washington Bikes	David Jones, Activist and father of Cooper Jones
Shelly Baldwin, WTSC Director	Kitty Klitzke, Spokane City Council
Kerri Wilson, Intercity Transit	Venu Nemami, City of Seattle Traffic Engineering
Barb Chamberlain, WSDOT/Active Transportation Division	Jon Pascal, Kirkland City Council/Association of Washington Cities
Charlotte Claybrooke, WSDOT/Active Transportation Division	Weston Perkins-Clark, EMT & Safe Kids Coordinator, Clark and Cowlitz Counties
Sgt. Teresa Fuller, Spokane Police Department	Dr. Amy Person, WA State Department of Health
Jennifer Dieguez, WA Department of Health	Bob Scarfo, Governor's Council on Aging
Cara Jockmunsen, WA Dept of Licensing	Portia Shields, Yakama Nation
Max Cantu, Snohomish County Medical Examiner's Office	Harold Taniguchi, Commission on Asian-Pacific American Affairs
Tony Gomez, Target Zero Region 7 & 8	Carrie Wilhelm, City of Tacoma Public Works

## Guest Speakers in 2024

January	Shelly Baldwin & Mark McKechnie - WTSC, and Dongho Chang - WSDOT  Topic: <i>Helsinki information mission on traffic safety strategies</i>
March	Jay Otto, Principal Scientist, University of Montana Center for Health and Safety Culture  Topic: <i>WTSC Statewide Survey Data Presentation</i>
May	Josh Roll, Data Scientist Research Coordinator, Active and Sustainable Transportation, Oregon Department of Transportation Research Section  Topic: <i>Measuring the Impact of Vehicle Design and Speed on Pedestrian Injury</i>

## Operations and Charter

1. **ATSC Meetings.** ATSC held public, bi-monthly meetings starting in January 2024. Meeting agendas and materials are published to the Washington Traffic Safety Commission's [Active Transportation Safety Council](#) web page. Each agenda provides time for the Council to receive comments from the public. Study Groups met in the in-between months to move their research and analysis forward.

Starting in January 2025, ATSC will return to monthly meetings, allowing more time to address topics of focus, learn from subject matter experts, and review data.

2. **Study Groups.** Starting in 2025, the Study Group process will change. It has been challenging for volunteers to self-organize, focus the study, conduct research, determine recommendations, and write a paper in the span of 12 months. The new process will dedicate full council meetings to the issues that are most actionable and relevant. It will also produce recommendations that integrate learning from the Fatality Case Reviews, Target Zero emphasis areas, Vulnerable Road User Safety Assessment data and the priorities of the state Legislature. If indicated, Study Groups will form around those issues to research and make recommendations.
3. **Charter Amendments.** Revised page 3 to reflect the Safe System Approach, including the new Washington State definition that adds a safer land use section.

## Document Submission Process

This Annual Report is created by the ATSC Facilitator with significant input from ATSC members and oversight from the WTSC staff. The report is viewed by council members at the fall meetings, then submitted to the Governor's Office and the Office of Financial Management on or before November 30. Once approved by the Governor's Office, per legislation, the report is posted to the WTSC website and WTSC provides the work products to the necessary legislative bodies. Council members are encouraged to share the report with their agencies and departments.

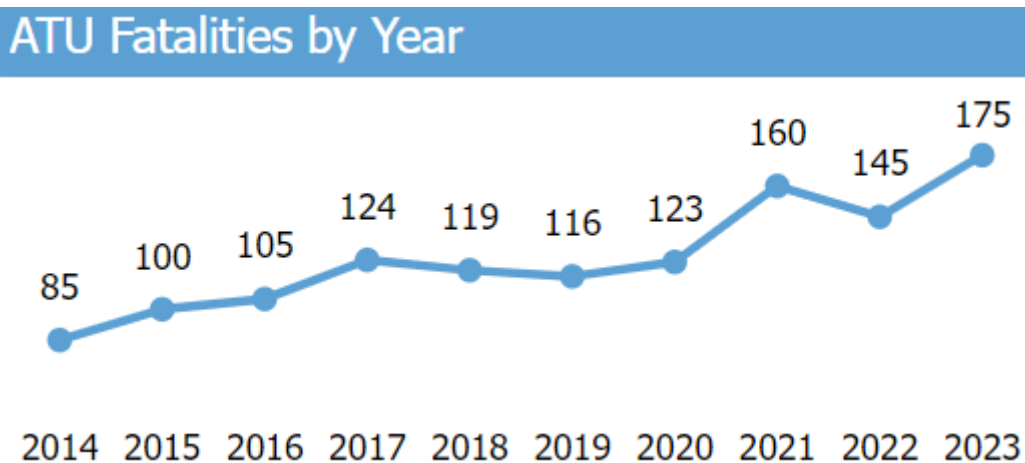
## **Legal protection for the Cooper Jones Active Transportation Safety Council**

Per RCW 43.59.155(6)(a) information and documents prepared by or for the council are inadmissible and may not be used in a civil or administrative proceeding. Confidential information is not disclosable. No person in attendance at meetings of the Cooper Jones Active Transportation Safety Council or any sub-grouping of the ATSC, nor people who participated in the compiling of information or documents specifically for the ATSC, shall be permitted to testify in any civil action as to the content of such meetings, information, or documents specific to the activities of the council.

## Appendix A: Traffic Safety Data

Data reviewed in this appendix are from Washington Traffic Safety Commission (WTSC) online dashboards including preliminary 2023 fatality estimates as of August 2024. To view updates to the data presented in this appendix, visit the WTSC Active Transportation User (ATU) Fatalities Dashboard (<https://wtsc.wa.gov/dashboards/active-transportation-user-fatalities/>) and the WTSC “State of the State: Washington Traffic Fatalities” data brief (<https://wtsc.wa.gov/traffic-safety-reports/#general>).

ATU fatalities steadily increased from a low of 85 fatalities in 2014 to 124 in 2017. ATU fatalities remained relatively stable from 2017 to 2020. However, from 2020 to 2021, ATU fatalities increased 30 percent in a single year, from 123 to 160. ATU fatalities dipped slightly in 2022 before rising again to 175 in 2023 - the most reported in a single year since at least the early 1990’s and possibly the most in Washington’s recorded history.



### ATU Fatalities, 2021-2023

- The majority occurred during hours of darkness (67 percent), however 42 percent of the fatalities that occurred during hours of darkness were in locations where at least some lighting was present.
- One in five fatalities involved a hit-and-run driver.
- Nearly one in four (25 percent) ATU fatalities occurred on the roadway or on the shoulder/roadside (not at a marked crosswalk, or at an intersection).
- Nearly one in five (18 percent) of ATU fatalities occurred when the ATU was crossing

the roadway, either at marked or unmarked crosswalk locations.

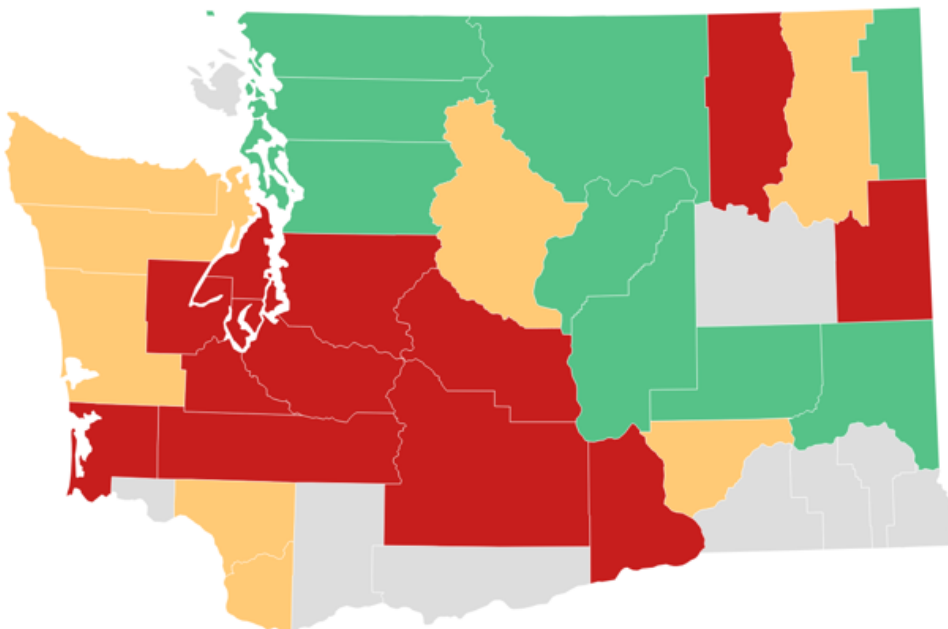
- Nearly half (46 percent) of ATU fatal crashes occurred on roads with posted speeds of 45 mph or greater.
- More than half (52 percent) of ATU fatal crashes occurred within the five-month span from September to January.
- Nearly half (46 percent) of ATU fatal crashes occurred on Fridays, Saturdays, or Sundays.

## County-level Data

- Nearly 60 percent of ATU fatalities in 2023 occurred in just three counties: King, Pierce, and Spokane.
- Two counties experienced ATU fatalities in 2023 after having zero ATU fatalities in 2021 and 2022.
- Nine counties have had zero walker/roller fatalities in the past three years. Six more counties had zero ATU fatalities in 2023.
- Eight counties (in gray below) reported zero fatalities.

### Walker/Roller Fatalities by County in 2023

Decreased Increased No Change No Fatalities

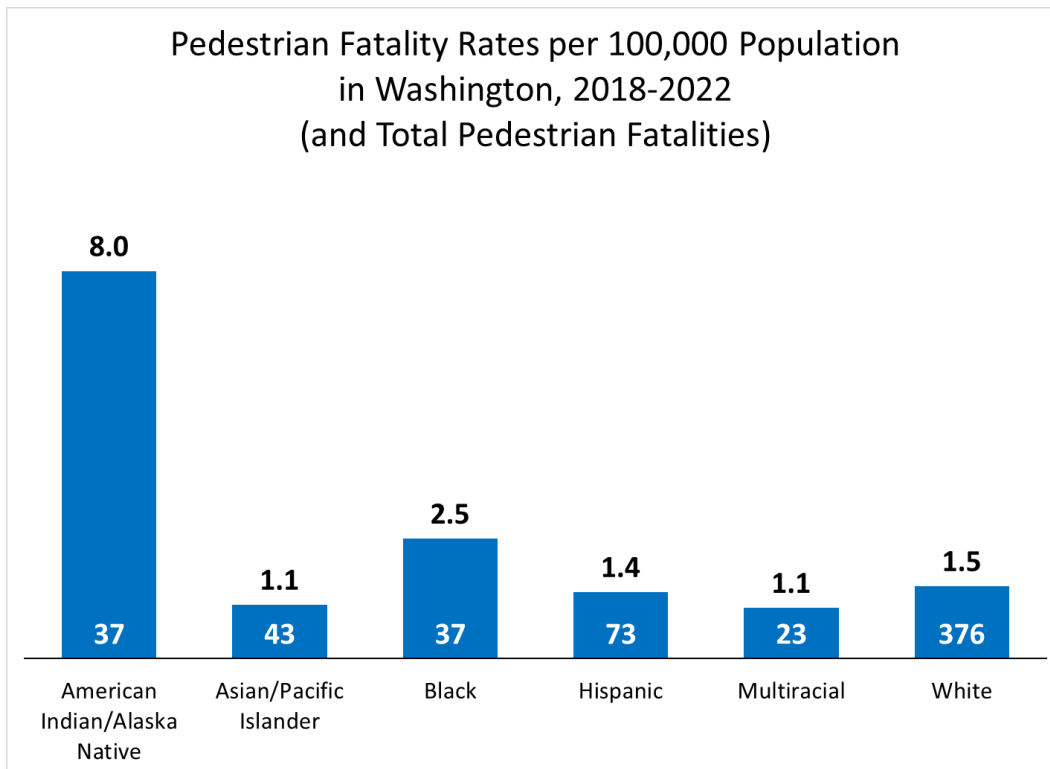


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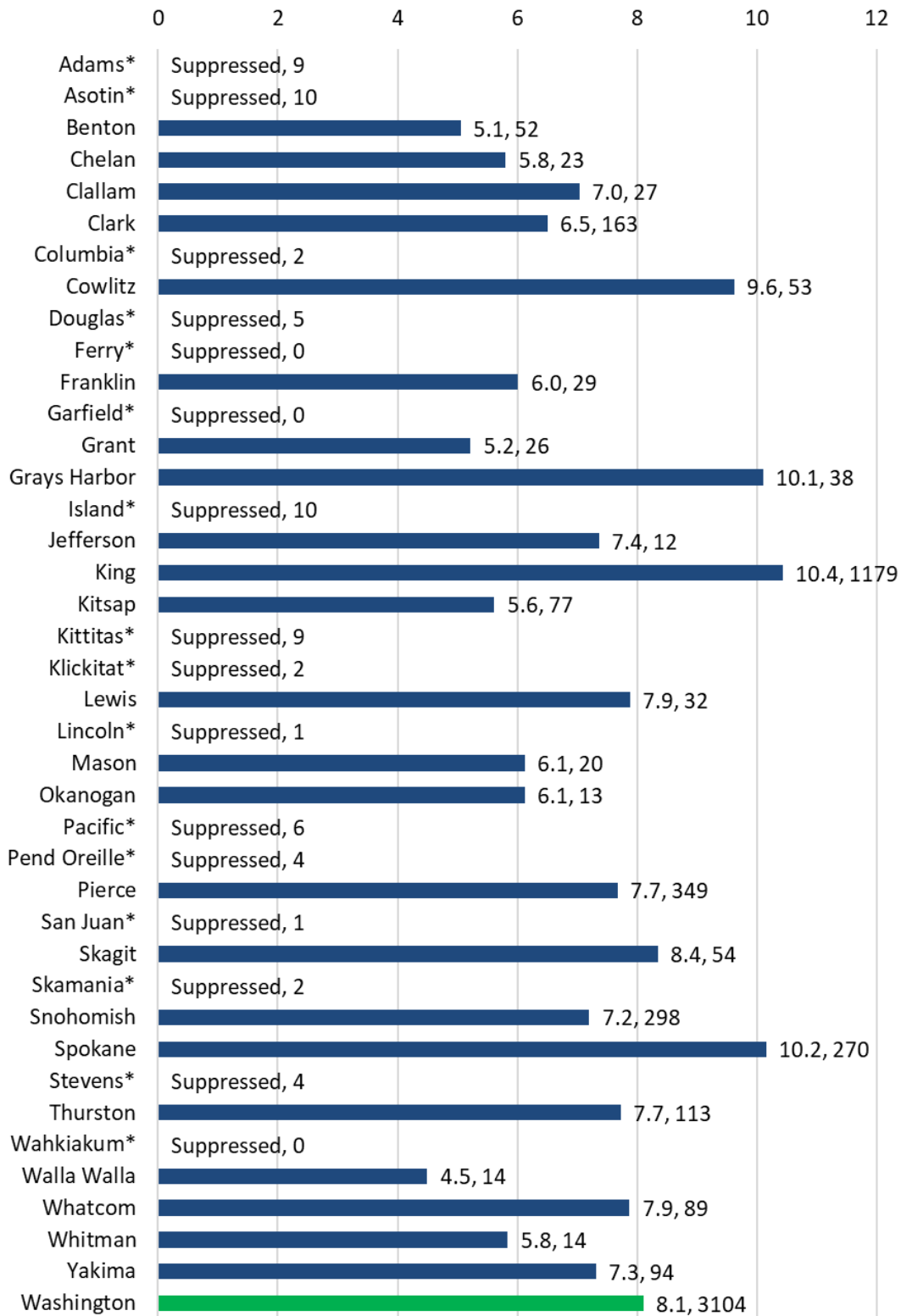


## Fatality Rates

- From 2018 to 2022, there were 3,089 fatalities and serious injuries among active transportation users in Washington, which represented an average rate of 8.1 fatalities and serious injuries per 100,000 population.
- At the county-level, the highest fatality and serious injury rate was 10.4 per 100,000 population in King County, where there were 1,179 fatalities and serious injuries among active transportation users from 2018 to 2022.
- Spokane County had the second highest fatality and serious injury rate at 10.2 per 100,000 population, with 270 fatalities and serious injuries from 2018 to 2022.
- Grays Harbor County had 38 fatalities and serious injuries from 2018 to 2022, which lead to a rate of 10.1 fatalities and serious injuries per 100,000 population, which was the third highest in the state.
- The fatal and serious injury rate (8 per 100,000 population) among American Indian/Alaska Natives (AI/AN) was more than five times higher than the rate of all other races (1.45 per 100,000 population).



### Active Transportation User Fatality and Serious Injury Rate per 100,000 Population by County, 2018-2022



Note: Rates are suppressed in cases where there are 10 or fewer fatalities and serious injuries

# Appendix B: Fatality Case Reviews

## Purpose

The purpose of the Fatality Case Review study group is to discuss case materials related to fatal crashes involving pedalcyclists, pedestrians, or people using other forms of active transportation and identify patterns and opportunities for improvement. Following a fatal case review, the team develops a summary of findings to be considered by the Cooper Jones Active Transportation Safety Council (ATSC) as topics to pursue in study groups, white papers, and recommendations.

## Process

The ATSC Executive Committee determines the focus topics for fatal case reviews based on trends in circumstances related to active transportation user traffic deaths. Once a topic is identified, an overview of relevant aggregate data is reviewed for context.

When selecting cases for review, crashes involving victims who are tribal members are intentionally selected and included in accordance with the budget proviso of [ESHB 112.SL \(Sec. 201 \(3\)\)](#). In addition, sample cases are randomly selected. Investigative records and reports for each case are gathered by the Washington Traffic Safety Commission (WTSC) Fatal Case Review coordinator and provided to the study group via a secure and encrypted portal. The group discusses individual cases with a specific focus of identifying potential modifiable risk factors that are both case-specific and recurring themes.

The observations and discussions of the group are summarized and organized within the context of the [Safe System Approach](#). The observations and recommendations for further discussion or research reported by the Case Fatality Review study group are not official recommendations of the ATSC or the WTSC. The council uses the summary report produced by the group to further discuss and identify action items and formal recommendations to be included in the annual report.

## 2023-2024 Review Topics

### *Pedestrian Fatalities in Yakima County*

In November 2023, the group reviewed pedestrian fatalities that occurred in Yakima County between 2021-2022. Eleven pedestrian fatalities met this criterion. Of the 11, five occurred on the Yakama Nation Reservation; four of which were identified as American Indian/Alaskan Native (AI/AN) and one as White. All cases were included in the review. A full summary report is available at [www.wtsc.wa.gov/wp-content/uploads/2024/10/ATSC-Fatal-Case-Review-Observations-2021-2022-Yakima-Co-Nov2023.pdf](http://www.wtsc.wa.gov/wp-content/uploads/2024/10/ATSC-Fatal-Case-Review-Observations-2021-2022-Yakima-Co-Nov2023.pdf). Observations made during this review include that roads in rural areas and on tribal lands lack infrastructure necessary to support multi-modal travel, especially active transportation users. The study group passed on the following observations to the council for further consideration:

- Support tribal communities with innovative data collection approaches, such as the Yakama Nation's use of AIWaysion Mobile Unit for Sensing Traffic (MUST), to capture comprehensive road use data. Such data can be used to justify funding requests for infrastructure improvements on tribal roads.

### *Pedestrian Fatalities Involving Young Drivers*

In February 2024, the group reviewed pedestrian fatalities that occurred in 2022 involving young drivers aged 16-20. Seven pedestrian fatality cases met this criterion, one of which was an AI/AN person; all seven cases were selected for review. A full summary report is available at [www.wtsc.wa.gov/wp-content/uploads/2024/10/ATSC-FCR-Study-Team-Observations\\_YD16-20Inv\\_Feb262024.pdf](http://www.wtsc.wa.gov/wp-content/uploads/2024/10/ATSC-FCR-Study-Team-Observations_YD16-20Inv_Feb262024.pdf). A trend that was observed was a lack of roadway infrastructure maintenance and revision resulting in outdated transit systems that were ill-equipped to support the surrounding developments and ATU use. Examples include arterials that intersect densely populated communities that have evolved from commercial to residential use over time and bus stops located along multi-line roadways that don't offer crosswalks. The group made the following observations to the council for further consideration:

- Invite a WSDOT representative to educate the council about how state roads are identified and prioritized for ATU improvements.

- Research the planning and permitting requirements for land use and development in relation to construction and planning for new commercial and residential buildings, and the surrounding roadways.
  - Identify and learn about the regulations that dictate how developers are required to include elements designed to improve ATU safety into project planning.
    - How are traffic studies used in this process – is it only traffic volume that predicts use and waivers or does the process also require measurement of ATU activity?
  - Discourage or ban development land use waivers when ATU safety-related issues are present. Make the process more accountable.
  - Require measurement of ALL forms of transportation use in studies for new building and housing projects.

### *Pedestrian Fatalities on State Routes*

In May 2024, the Fatal Case Review study group reviewed pedestrian fatalities that occurred in 2022 on state routes with posted speeds less than 40 mph. Nine pedestrian fatality cases met this criterion; eight cases were selected for review and no AI/AN fatalities were within this scope. One case that occurred on US-2 was excluded. A full summary report is available at [www.wtsc.wa.gov/wp-content/uploads/2024/10/ATSC-FCR-Study-Team-Observations\\_SRless40mph\\_UPDATED-12SEP2024.pdf](http://www.wtsc.wa.gov/wp-content/uploads/2024/10/ATSC-FCR-Study-Team-Observations_SRless40mph_UPDATED-12SEP2024.pdf). The study group noted that several pedestrian fatalities occurring on arterials in which roadway design was not updated to support the change in usage by active transportation users. Members observed that an investigating law enforcement agency did not consider speed as a factor for a case in which vehicle damage was consistent with traveling at a high speed prior to impact with a pedestrian. It was noted that statewide staffing shortages among law enforcement agencies and the Criminal Justice Training Center impact the prevalence of collision investigation and speed analysis training opportunities. The group did not make any observations to the council for further consideration but noted the need to continue discussion related to law enforcement staffing and training gaps.

### *Pedalcyclists Fatalities*

In August 2024, the group reviewed pedalcyclist fatalities. Eighteen pedalcyclist fatalities occurred in 2023, one of which was an AI/AN person; 10 cases were selected for review.

Of the 10 cases, nine occurred on city streets and one occurred on a state route with a posted speed limit of 25 mph. One case included in the review classified the pedalcycle as an eBike. A full summary report is available at [www.wtsc.wa.gov/wp-content/uploads/2024/10/ATSC-FCR-Data-Observations-Report\\_2023Bikes\\_26Aug2024.pdf](http://www.wtsc.wa.gov/wp-content/uploads/2024/10/ATSC-FCR-Data-Observations-Report_2023Bikes_26Aug2024.pdf). The team observed that three cases included crashes that occurred on arterial roadways, involving drivers who were not driving above the posted speed limit according to investigation reports. In all three cases, reducing the speed limit to 25 MPH could have increased the driver's ability to see a pedalcyclist and react accordingly to avoid a collision. It was noted there is also a need for contextual change such as multimodal integration. The group referred the following to the council for further consideration:

- Research laws, public education programs, and law enforcement training related to classified electric-assisted bicycles to identify gaps and determine actions to improve user knowledge and safety, collision investigations, and data collection.
- Research current speed management policies related to arterial corridors and identify improvement opportunities.

## Review of Fatal Case Review Program Updates

The Fatal Case Review coordinator facilitated, developed summary reports for reviews, and implemented the following updates based on best practices, program improvement goals, and feedback from members:

- Updated confidential file sharing process to provide end-to-end data protection and prevent the files from being downloaded or shared. This change improves the program's protocols to align with best practices for data governance and handling of personal identifying information.
- Developed an orientation process for onboarding new review members.
- Updated the fatal case review summary report format so that observations and actions for consideration are categorized within the Safe System Approach framework.
- Purchased a qualitative data analysis program to capture and report on patterns in observations made over time.

The coordinator will continue to implement changes and improve processes and reporting.

# Appendix C: Human Factors Study Group Report

## Purpose

In 2023, the Cooper Jones Active Transportation Safety Council (ATSC) established the Human Factors Study Group (HFSG) to identify, evaluate, and recommend actions that address human factors related to severe injury and fatal vehicle collisions with people walking, rolling, and riding. In transportation safety research, the term “human factors” refers to the study of how people interact with transportation systems and how safety improvements can be made through design. Human factors are thought to be the root cause of a significant number of roadway incidents, including fatalities, serious injuries, and near-miss events. The term “Human Factors” is not a reference to human error, which can be misattributed as a cause of traffic crashes. People are neither predictable nor perfect, but that doesn’t mean safety considerations related to human factors are random.

Human factors interact with roadway design; in-vehicle design; technology design; visual, physical, and cognitive distraction; and the needs and movements of pedestrians, bicyclists, and drivers. Design and infrastructure that mitigate the role of human factors in crashes requires understanding of the relationship between human responses and the environment. Human error may result from a complex mix of human factors, a variety of design elements of roadway and vehicle, and forces beyond the transportation system such as substance use and misuse.

## Challenges

One of the guiding principles for this study group was that although it is challenging to design solutions related to human factors, this topic is too critical to ignore. Members were committed, engaged, and passionate about developing a set of recommendations that addressed this complex topic.

In discussions, the group identified the broad extent that human factors encompass as an ongoing challenge. The team’s lack of specific subject matter expertise posed a barrier to producing actionable recommendations. Due to the limits associated with volunteer membership, the group faced logistical and capacity challenges related to documentation

and time available for extensive research.

HFSG members evaluated best practices, available research, and key issues where human factors play a role in active transportation user fatalities and serious injuries. Impairment, distraction, and road rage trends were recurring themes of concern. Of note, vehicle size was identified as a contributing factor to the severity of morbidity a pedestrian experienced as the result of a crash.

HFSG also conducted an international research review to identify countries where culture embraces a commitment to zero traffic fatalities. While Sweden's Vision Zero efforts contributed to greatly reduced pedestrian and driver traffic-related fatalities, they have yet to reach zero. In 2019, Helsinki, Finland reported zero pedestrian fatalities and Oslo, Norway's capital, reported only one driver fatality. Norway illustrates that a reduced number of traffic deaths results in savings related to life, infrastructure, insurance and governmental costs. Government-mandated street and highway designs were a major factor in the success these cities achieved. Challenges to implementing such policy in the United States include public pushback, lack of federal support and industry lobbying.

Human factors are relevant to every sector of the Safe System Approach. When creating systems and infrastructure to eliminate injury and death for roadway users, particularly the vulnerable road user, it is necessary to consider the human limitations of all participants and elements in the transportation system, not just drivers, walkers, rollers, or bicyclists. Design elements are often patterned on expected human behavior. This system approach needs to consider what assumptions are being made about normal or expected patterns of human behavior. A notable example is impairment. Drivers or active transportation users who are impaired may not react to system design as anticipated. The ATSC Fatality Case Review study group consistently analyzes tragic examples of this scenario, where active transportation users are hit by drivers while walking or riding on interstate highways or roadways with high-speed limits. These roadways were clearly designed for vehicles only and under the expectation that vulnerable road users would not be present. Support for broadening the understanding of patterns of behavior for road users is seen at the national level as well. In 2023 [Centers for Disease Control and Prevention Transportation Safety Research Priorities](#) included impaired driving as one of the four research gaps and priorities.



While educational campaigns alone are not sufficient to eliminate transportation related morbidity or mortality and tend to disproportionately place the burden on active transportation users, awareness is a shared responsibility. HFSG recognizes that messaging comes from many sources in today's media landscape and supports the council reaching out to partners to determine interest in identifying ways to increase public awareness around traffic safety.

This group supports evaluating the efficacy of statewide campaigns designed to influence human factors that contribute to serious injury and fatal crashes. HFSG recommends that the target audience for such campaign messaging is the "next generation" of drivers – those a few years ahead of being eligible to drive. With mounting injuries and deaths attributed solely to speed or aggressive driving behavior for example, focusing on educating future drivers may be a foundational step.

While the HFSG was committed and dedicated to exploring human factors and transportation safety, the group also recognized their lack of subject matter expertise as a barrier toward developing meaningful recommendations. HFSG also recognized that the issue of human factors extends beyond the study group and beyond just the work of the ATSC. Creating more opportunities for alignment with other study groups, the council, as well as WTSC would help to reduce duplication of efforts or "siloed" work that may inadvertently be at cross purposes.

## Human Factors Proposed Recommendations

### *Driver Education*

- Require driver education, no matter what. Data supports driver training as a strategy in preventing crashes caused by young drivers. Address the equity issue related to cost in partnership with the Department of Licensing.
- Select an age for seniors to be required to re-test for driver license reassessment. A specific age would eliminate bias or value judgement in making assessments of fitness to operate a motor vehicle outside of medical settings.

### *Public Education*

- Increase public awareness of the laws related to active transportation user safety

through early youth education. “Overwhelming” messaging is necessary, such as past national public service campaigns designed to decrease cigarette smoking.

- Target specific audiences who use impairing substances with messaging that communicates the statistical risk they face while traveling impaired. Ex: Using a tone of care and concern, “It’s unsafe to walk, or ride a bicycle while impaired.” Call to action: “If you use impairing substances, find a sober ride/walking partner home or take transit.”
- In public service campaign messaging, language should address the risks associated with traveling while impaired, for example, alcohol can interfere with your ability to effectively judge the speed of an object or person in motion. Equally critical in this approach is acknowledging the equity issues that contribute to a person’s sole choice being traveling by foot or bicycle.
- Target preteens/teens/youth through channels that reach this demographic organically, as opposed to traditional PSA marketing.
- Use peer-to-peer education methods and youth focus groups. Listen to what young people say about how peers will respond to messaging.
- Work with academic institutions (ex: WSU Edward R. Murrow School of Communications, possible partnership w education/developmental psych program) to ask students to develop messaging and strategic outreach plan for a viral campaign focused on youth. For example, on TikTok promote a challenge where youth are encouraged to safely “own” their parents by calling them out on unsafe driving behavior. If an academic partnership isn’t possible, explore options for a contractor with a proven success rate with young people.

### *Topic-Specific Education*

Human factors must be addressed with a tiered approach that includes multiple channels strategically aligned across disciplines to influence driver, pedestrian and bicyclist behavior. Examples include:

- Speed limit reduction
- Traffic safety cameras
- Income-based fines and consequences that ensure/promote accountability.

## *Engagement*

Raise awareness among the following audiences and stakeholders about active transportation user fatality trends caused by human behavior:

- Decision-makers who design, operate, and maintain infrastructure.
- Insurance company risk managers
- Influencers appropriate for target audiences
- Policymakers and leaders at the forefront of holistic efforts to address issues such as substance use and abuse.

# Appendix D: Transit Crossing Study Group Report

The WSDOT Vulnerable Road User Safety Assessment published in 2023 found that 64.7% of fatal and serious injury pedestrian crashes and 56.9% of fatal and serious injury bicyclist crashes on state routes occurred within 1,000 feet of transit stops. These serious findings call for a need to take a deeper look at crashes occurring near transit stops on all roads. This group conducted an analysis of the crashes near transit stops and routes.

## Transit Crossing Recommendations

### *Conduct Regular Safety Audits*

It is recommended that agencies regularly conduct pedestrian safety audits at transit stops and surrounding areas to identify and address potential hazards, including the following:

- Distance from the transit stop to protected/enhance crossing opportunities
- Frequency of crossing opportunities near transit stops
- Facilities for the walking route between transit stop location and destinations that people frequent

Create transit safety pedestrian crossing audit guidelines that include the variables above and an observation element.

### *Improve Transit Access*

- Improve safety at roadway and rail crossing access using marked crosswalks, pedestrian refuge islands, warning signs, pedestrian signals, and grade separation.
- Provide transit passes tied to income and age, like the youth free passes funded under Move Ahead Washington.

### *Improve Transit Stop/Station Design*

- Improve pedestrian and bicyclist crossings at intersections and midblock crossings near transit stops. This may include pedestrian refuges, curb extensions, raised crosswalks, and pedestrian signals, especially to serve overburdened communities where a high percentage of the population relies on transit and active transportation.

### *Utilize Engineering Upgrades to Improve Safety*

- Enhance lighting at and around transit stops to improve visibility and safety, especially at nighttime. Include installation of LED lights, reflective signs, and illuminated pedestrian pathways, especially to serve overburdened communities.
- Implement traffic calming measures such as speed humps, chicanes, and narrow lanes to reduce driving speeds near transit stops, enhancing the safety of pedestrians and bicyclists as well as drivers, especially overburdened communities.
- Conduct public awareness campaigns to educate drivers, pedestrians, and bicyclists about safely sharing the road and the safety measures in place around transit stops.
- Reduce the potential for crashes at public transportation stops and nearby crossings. When necessary, eliminate stops on high speed and or volume roads, and require alternate routes or changes to the roadway that are designed to prioritize the safety of public transportation riders.

### *Update Internal Operations and Organization to Improve Safety*

- Collect and analyze data on pedestrian and bicyclist crashes, close calls (also known as near misses), and user behavior for all modes around transit stops to identify problem areas and prioritize safety improvements. Use this data to inform policy decisions and infrastructure investments.
- Assess pedestrian crossing safety observations by transit operators and/or provide a mechanism for them to report issues and provide that information to the local jurisdiction so they can compile this and data and plan for needed changes.
- Utilize public and private partnerships to facilitate private investments for pedestrian crossing safety for transit stops that serve private properties such as malls, entertainment venues, hospitals, etc.
- Work collaboratively with transit agencies statewide.
- Conduct research to create guidance that considers origins and destinations near transit stops, transit stop frequency and minimum infrastructure design.
- Address how the 18th amendment interpretation limits the use of transportation funding to improve transit stops.
- Increase the frequency of service to decrease the time cost of public transportation and

increase ridership, which will mean fewer people driving and will save lives by decreasing exposure.

- Study jurisdictional interest in or plans to reduce speed limits and the anticipated impact such changes may have on transit schedules and use.

## Roundabouts and Crosswalk Definition Recommendations

Members of the council who are employed by the Washington State Department of Transportation propose inclusion of the following section of appendix D, supporting amendment of statute to define crosswalk locations at roundabouts, which is currently a gap in statute. This interacts with several sections of statute. The information below was prepared by WSDOT staff in the Transportation Operations Division and Active Transportation Division to address the need to update the state's crosswalk definition in the context of a roundabout.

### *Need*

Washington State's legal definition of a "crosswalk" defines the limits of a crosswalk as being bounded by a line joining the curblines of the street parallel to the crosswalk and a line joining the backs of the sidewalks (or, in the absence of sidewalks, a line joining the edge of traveled way and a line offset 10 feet from the first line), unless otherwise modified by crosswalk pavement markings. This definition does not differentiate between crosswalks at standard intersections and at roundabout intersections. Roundabouts are currently listed as circular intersections in RCW 46.04.118, and a circular intersection is said to include crosswalks, but that statute does not modify the legal definition of "crosswalk."

Current RCWs adequately address marked crosswalks at roundabouts. The crosswalk definition specifies where they are legally located when "modified by a marked crosswalk". Most roundabouts in Washington include marked crosswalks; however, where crosswalk markings are not included at a leg of a roundabout, a strict interpretation of the current RCW definition establishes legal crosswalks in what are clearly the wrong locations, crossing the circulating lane and sometimes across the center island, as shown in the illustration.

WSDOT's published materials (guidance or educational materials) are not able to refer to the location of legal crosswalks for unmarked crosswalks at roundabouts, since the legal crossing is not properly defined for roundabouts.

[NCHRP 672, 2<sup>nd</sup> edition](#) points to Oregon Revised Statutes (ORS) as an example of how one state has dealt with roundabouts as intersections and circulatory roadways. In addition to adopting something similar, Washington would benefit from language that indicates the approximate location of the legal crosswalks for unmarked roundabouts. However, the

NCHRP report's suggestions presume that state codes have followed the Uniform Vehicle Code (UVC) text verbatim (such as the ORS), and the NCHRP suggestions must be reviewed in the context of a state's specific codes. Washington's RCWs do not precisely match the UVC definitions, and these differences affect our approach to defining crosswalks at roundabouts.

In reviewing the existing RCWs, the team also recognized that the existing definition for "circular intersection", which wraps roundabouts, rotaries, and neighborhood traffic circles into a single definition, does not adequately address the differences in these three intersection types or treatments. The definition provided for "circular intersection" is most closely aligned with the physical and operational characteristics of a roundabout but is not well aligned with the physical and operational characteristics of either rotaries or neighborhood traffic circles. Furthermore, the term "circular intersection" is only used once in a single RCW (other than the definition). Because of this, the team is also recommending that the definition for "circular intersection" be revised and renamed to be a definition specifically for "roundabout". A rotary traffic circle is more accurately understood as a signal-controlled intersection. A neighborhood traffic circle is a traffic calming device, not an intersection type.

### *Roundabout and Crosswalk Recommendations*

Language is provided below for specific amendments.

- Update RCW 46.04.220 Intersection Area, RCW 46.04.160 Crosswalk, and RCW 46.04.118 Circular intersection (the last will also be changed to "Roundabout" and be renumbered).
- Update same definitions in RCW 47.04.010. Add definition for roundabout in 47.04.010 to match 46.04.118.
- Revise RCW 46.61.140 to align with renamed 46.04.118.

## Proposed Statute Modifications

### **RCW 46.04.118**

Note that this RCW will need to be renumbered to place the definition in alphabetical order within RCW 46.04.

**Roundabout.** (1) Roundabout" means an intersection of two or more joining highways that is characterized by a one-way traffic pattern that travels counterclockwise around a central island in accordance with RCW 46.61.135 and in which traffic entering the intersection must yield to circulating traffic within the intersection as indicated by official traffic control

devices. A roundabout, including the central island, circulating traffic pattern, and all connections to joining highways, is a single intersection of all joining highways.

### [RCW 46.04.220](#)

#### **Intersection area.**

- (1) "Intersection area" means the area embraced within the prolongation or connection of the lateral curb lines, or, if none then the lateral boundary lines of the roadways of two or more highways which join one another at, or approximately at, right angles, or the area within which vehicles traveling upon different highways joining at any other angle may come in conflict. For roundabouts the "intersection area" means the area embraced within the prolongation or connection along a circular arc of the outer curb lines within the roundabout, or, if none then the outer boundary lines of the one-way traffic lane or lanes that pass around the central island.
- (2) Where a highway includes two roadways thirty feet or more apart, then every crossing of each roadway of such divided highway by an intersecting highway shall be regarded as a separate intersection. In the event such intersecting highway also includes two roadways thirty feet or more apart, then every crossing of two roadways of such highways shall be regarded as a separate intersection.
- (3) The junction of an alley with a street or highway shall not constitute an intersection.

### [RCW 46.04.160](#)

Note: Confirm cross-reference to roundabout definition when it has been renumbered.

**Crosswalk.** "Crosswalk" means the portion of the roadway between the intersection area and a prolongation or connection of the farthest sidewalk line or in the event there are no sidewalks then between the intersection area and a line ten feet therefrom, except as modified by a marked crosswalk.

- For a roundabout as defined in RCW 46.04.118, except as modified by a marked crosswalk, "crosswalk" means the portion of the roadway defined by one of the following conditions:
  - Where an opening in a raised median is present, the portion of the highway between two lines perpendicular to the center line of the highway at the nearest and farthest edges of the opening, not to exceed a distance of fifty feet from the intersection area.
  - In the absence of an opening in a raised median, or if no raised median is



present, the portion of the roadway between a line perpendicular to the center line of the highway located twenty feet from the outermost point of the intersection area where it intersects the center line of the highway and a line ten feet therefrom.

### **RCW 47.04.010**

Note: Confirm cross-reference to roundabout definition when it has been renumbered.

#### **Definitions.**

(12) "Crosswalk." The portion of the roadway between the intersection area and a prolongation or connection of the farthest sidewalk line or in the event there are no sidewalks then between the intersection area and a line ten feet therefrom, except as modified by a marked crosswalk; For a roundabout as defined in RCW 46.04.118,, except as modified by a marked crosswalk, "crosswalk" means the portion of the roadway defined by one of the following conditions:

- a. Where an opening in a raised median is present, the portion of the highway between two lines perpendicular to the center line of the highway at the nearest and farthest edges of an opening in a raised median island if present, not to exceed a distance of fifty feet from the intersection area.
- b. In the absence of an opening in a raised median, or if no raised median is present, the portion of the roadway between a line perpendicular to the center line of the highway located twenty feet from the outermost point of the intersection area where it intersects the center line of the highway and a line ten feet therefrom;

(14) "Intersection area."

- (a) The area embraced within the prolongation or connection of the lateral curb lines, or, if none, then the lateral boundary lines of the roadways of two or more highways which join one another at, or approximately at, right angles, or the area within which vehicles traveling upon different highways joining at any other angle may come in conflict;
- (b) For roundabouts the "intersection area" means the area embraced within the prolongation or connection along a circular arc of the outer curb lines within the roundabout, or, if none then the outer boundary lines of the one-way traffic lane or lanes that pass around the central island;
- (c) Where a highway includes two roadways 30 feet or more apart, then every crossing of each roadway of such a divided highway by an intersecting highway shall be regarded as a separate intersection. In the event such intersecting highways also

include two roadways 30 feet or more apart, then every crossing of two roadways of such highways shall be regarded as a separate intersection;

- (d) The junction of an alley with a street or highway shall not constitute an intersection;

(36) "Roundabout." An intersection of two or more joining highways that is characterized by a one-way traffic pattern that travels counterclockwise around a central island in accordance with RCW 46.61.135 and in which traffic entering the intersection must yield to circulating traffic within the intersection as indicated by official traffic control devices. A roundabout, including the central island, circulating traffic pattern, and connections to joining highways, is a single intersection of all joining highways.

- Note: Definition of Roundabout in (36) is a new section; all definitions following Roundabout will need to be renumbered by one digit.

(47) "Traffic control devices." All signs, signals, markings, and devices not inconsistent with this title placed or erected by authority of a public body or official having jurisdiction, for the purpose of regulating, warning, or guiding traffic;

- Note: The revision to definition 46 (revised to be definition 47 by the addition of the Roundabout definition) above is needed in order to make this chapter match the definitions provided in chapter 46.

### **[RCW 46.61.135](#)**

#### **One-way roadways, roundabouts, and rotary traffic islands.**

- (1) The state department of transportation and the local authorities with respect to highways under their respective jurisdictions may designate any highway, roadway, part of a roadway, or specific lanes upon which vehicular traffic shall proceed in one direction at all or such times as shall be indicated by official traffic control devices.
- (2) Upon a roadway so designated for one-way traffic, a vehicle shall be driven only in the direction designated at all or such times as shall be indicated by official traffic control devices.
- (3) A vehicle passing around a roundabout or rotary traffic island shall be driven only to the right of such island.

## [RCW 46.61.140](#)

Driving on roadways laned for traffic.

- (5) Pursuant to subsection (1) of this section, the operator of a commercial motor vehicle as defined in RCW [46.25.010](#) may, with due regard for all other traffic, deviate from the lane in which the operator is driving to the extent necessary to approach and drive through a roundabout.

## Appendix E: Progress on Recent ATSC Recommendations

Refer to [2019 progress report](#) for actions on recommendations from 2018.

Legislative Recommendation Topic	Recommended Action(s)	Status
Street Lighting Study	<ul style="list-style-type: none"> <li>• Consider improvements to smart street lighting in policy, funding, and installing at multiple levels of government.</li> <li>• Elevate the importance of street lighting in transportation planning and decision making at all levels of government.</li> <li>• Examine the structure of funding for smart street lighting on county roads. Take steps to improve fragmented finance structures.</li> <li>• Address barriers to prioritizing safety planning in safety infrastructure improvements.</li> <li>• Conduct additional research pertaining to the issue of street lighting and safety. This should include a public input component as well as further learning from counties, cities, and the state, and other impacted entities.</li> <li>• Solicit information from communities with poor street illumination and lighting to gather input as to whether this is an issue the community would like to see improved.</li> </ul> <p><a href="#">(2022 report)</a></p>	<p>Legislature provided \$200,000 for a lighting study in the 2023-25 budget (<a href="#">HB1125</a>) that <a href="#">addresses several of the recommended topics</a>. The lighting study team at WA State Department of Transportation (WSDOT) is researching best national practices, has created a draft of the technology memo, and is working on the Lighting Criteria, Guidance, and Plans memo. Questions have been developed to send to local agencies and Tribes. The report will be submitted to WSDOT by the end of November 2024, meeting the legislative deadline of Jan. 1, 2025.</p>
Concurrency and Highways of Statewide Significance	<p>Amend Revised Code of Washington (RCW) 36.70A.070(6)(a)(iii)(C) to remove the exemption for “transportation facilities and services of statewide significance” and require that concurrency requirements apply to transportation facilities and services of statewide significance with a focus on multimodal capacity.</p> <p><a href="#">(2023 report)</a></p>	<p><a href="#">House Bill (HB) 1181</a> amending the Growth Management Act did not amend this section.</p> <p>It did add a requirement for multimodal level of service standards for state-owned transportation facilities and includes a requirement for active transportation planning coordination with cities and counties.</p>
Leapfrog Developments	<p>Require local jurisdictions and developers to construct facilities for</p>	<p><a href="#">HB 1181</a> amending the Growth Management Act (GMA) did not</p>

<p>Across Highways and Active Transportation Infrastructure:</p>	<p>walking and bicycling that meet Active Transportation Plan guidance for level of traffic stress 1 if they construct greenfield development on the opposite side of a state highway from existing development. (<a href="#">2023 report</a>)</p>	<p>address greenfield development specifically.</p> <p>Amendments did direct all agencies including WSDOT to incorporate multimodal level of service and to require jurisdictions to give priority to “inclusion of transportation facilities and services providing the greatest multimodal safety benefit to each category of roadway users for the context and speed of the facility.”</p> <p>This doesn’t speak to greenfield development directly, but does require consideration of active transportation connectivity and safety.</p>
<p>School Siting</p>	<p>Add a new section to Title 28A RCW —Common School Provision that makes proximity to students’ homes and potential for safe walking, bicycling, and transit routes one of the primary factors in school site selection for both construction of new schools and districting decisions. Make sure that issues associated with tribal lands and checkerboard land ownership are taken into account when considering these changes. School siting considerations should also be part of annexation changes. (<a href="#">2023 report</a>)</p>	<p>No action taken</p>
<p>School siting</p>	<p>Amend Washington Administrative Code (WAC), section 392-342-020(2) to relax school building requirements to be less land intensive, so they can be better suited to infill development. (<a href="#">2023 report</a>)</p>	<p>This would require action by the Office of the Superintendent of Public Instruction. This WAC is under the statutory authority in <a href="#">RCW 28A.525.020</a>.</p>
<p>Street Network Connectivity</p>	<p>Use regulations and/or incentives to increase street network connectivity and reduce block sizes for new roads as well as add connections within existing road networks, particularly to shorten walking and bicycling distances. Consider statutorily setting the expectation that jurisdictions fill existing network gaps for all modes. (<a href="#">2023 report</a>)</p>	<p>No specific action taken.</p>

<p>Transportation-Efficient Communities</p>	<p>Require the GMA comprehensive planning, as well as the local zoning and development regulation process to clearly identify transportation corridors where additional development would be expected to bring people closer to their daily destinations and give them options for reaching those destinations by walking, bicycling, rolling, and using transit. Consistency between City and Transit agency plans must be required. (2023 report)</p>	<p>Amendments to the GMA in <a href="#">HB 1181</a> provide some support for this; doesn't establish a requirement concerning transportation corridors in these precise terms.</p> <p>The new requirement for multimodal level of service standards speaks directly to local, regional, and state-owned or operated transit routes in addition to active transportation facilities.</p>
<p>Biking Regulations</p>	<p>Revise definition in <a href="#">RCW 47.04.010</a> (public highways) to include bicycles. The definition of a "highway" refers to vehicular use only.</p> <p>Add to definitions in RCW 47.04.010 (Definitions within the Public Highways and Transportation chapter). Definition of "Bicycle" should be cross-referenced to existing code in 46.04.071 (Motor Vehicles title): "Bicycle" means every device propelled solely by human power, or an electric-assisted bicycle as defined in RCW 46.04.169, upon which a person or persons may ride, having two tandem wheels either of which is sixteen inches or more in diameter, or three wheels, any one of which is twenty inches or more in diameter. (2023 report)</p>	<p>Included in draft bill S-4953.1 heard in <a href="#">Senate Transportation Committee Feb. 22, 2024</a>.</p> <p>No action taken in 2024 session; bill heard after cutoff date.</p>
<p>Biking Regulations</p>	<p>Clarify "dead-red" rule (<a href="#">RCW 46.61.184</a>) to define signal cycle length to address scenarios in which a person operating a bicycle would not be able to determine if a complete cycle has passed due to the absence of other vehicles in the intersection and to address a signal with multiple phases when some phases may not occur. (2023 report)</p>	<p>No action taken.</p>
<p>Trail statutes</p>	<p>Under <a href="#">RCW 47.30.030</a> remove the restriction to consider only "motor vehicle safety" and adopt "safety of all travelers." Include a statement that active transportation traffic</p>	<p>These amendments were included in the <a href="#">draft S-4953.1 bill</a> presented in Senate Transportation Committee Feb. 22, 2024.</p>

	<p>materially increases safety and efficiency for all modes. Add an authorization for construction of a shared-use path or other active transportation facility if requested by a local agency or included in a local, regional, or tribal plan.</p> <p>Under <a href="#">RCW 47.30.040</a>, delete “(2) The cost of such paths and trails as compared to the need or probable use.”</p> <p>Under <a href="#">RCW 47.30.040</a>, remove (3), which has been interpreted as requiring a path or trail to be included in a “plan for a comprehensive trail system” before it can be considered.</p> <p>Under RCW 46.04, define “intersection” to include the intersection of a trail or shared-use path and a street, road, or highway. Reconsider who has the right-of-way in the definition of an alley in RCW <a href="#">46.04.020</a> and intersection area in <a href="#">RCW 46.04.220</a>. (2023 report)</p>	<p>No action taken in 2024 session; bill heard after cutoff date.</p> <p>In advance of the 2025 session WSDOT provided updated language to Senate Transportation staff to address relevant sections of code.</p>
<p>Private Development Connections to Trails, Shared-use Paths, and Sidewalks on State Right of Way</p>	<p>Modify provisions concerning private development connections to shared-use paths, trails, and sidewalks on state ROW to provide that such connections provided by the developer serve a public purpose when they serve to complete or expand the active transportation network and do not expand vehicular access. (2023 report)</p>	<p>No action taken.</p>
<p>Sidewalk Infrastructure</p>	<p>Provide local public agencies the appropriate funding and support mechanisms to maintain sidewalks and address workforce needs. Once complete, under <a href="#">RCW 35.68.010</a> remove the ability for any city to require the abutting property owner to reconstruct or improve the sidewalk at the owner's own cost or expense.</p>	<p>Amendments were included in the <a href="#">draft S-4953.1 bill</a> presented in Senate Transportation Committee Feb. 22, 2024.</p> <p>No action taken in 2024 session; bill heard after cutoff date.</p> <p>The recommendation concerning funding and support</p>

	<p>Under <a href="#">RCW 35.69.020</a> remove the same ability for first and second class cities.</p> <p>In <a href="#">RCW 35A.47.020</a> remove the same provisions for code cities. This is for the reconstruction and maintenance of sidewalks, not vegetation and snow removal.</p> <p>Ensure that such responsibility is only for maintenance and replacement. New construction projects should still be required to build sidewalks. (<a href="#">2023 report</a>)</p>	wasn't addressed in the draft bill.
Car Free Lifestyle	<p>Provide a tax credit / rebate to low-to-moderate income workers and families who do not own a personal vehicle. Under <a href="#">RCW 82.08.0206</a>, allow people who are eligible for the working families' tax credit to declare the number of registered vehicles with the Department of Licensing. Those that declare zero vehicles would be eligible for an additional \$1,000 tax credit / rebate to promote the use of other forms of transportation, alleviate financial challenges, and support multimodal travel for social and economic opportunity. (<a href="#">2023 report</a>)</p>	No action taken.
Speed limits	<p>Amend <a href="#">RCW 46.61.405</a> to permit establishment of lower speed limits on state highways that are arterials as a matter of policy without requiring an engineering traffic study, as a context-based action that contributes to safety through injury minimization and that encourages use of active transportation and transit. (<a href="#">2023 report</a>)</p>	<p><a href="#">RCW 46.61.405</a> was amended in 2022 to permit establishment of lower speed limits on nonarterials.</p> <p>No action taken on the change recommended here for arterials.</p>
Reimagining the Definition of Safety	<p>Recommended new statute stating that active transportation facilities and complete streets are deemed to serve highway, road, and street purposes. (<a href="#">2022 report</a>)</p>	<p>Related amendments were included in the <a href="#">draft S-4953.1 bill</a> presented in Senate Transportation Committee Feb. 22, 2024. No action taken in 2024 session; bill heard after cutoff date.</p>



		In advance of the 2025 session WSDOT provided updated language to Senate Transportation staff to address relevant sections of code.
Reimagining the Definition of Safety	Recommended statutory definitions of Active Transportation, Complete Streets, and Share Use Paths.  (2022 report)	These definitions were adopted in 2023 session, <a href="#">HB 1853</a> . <a href="#">RCW 36.70A.030</a>
Reimagining the Definition of Safety	Recommended adding Americans with Disabilities Act (ADA) Accessibility to definition of Active Transportation.  (2022 report)	Since ADA is already federal law, active transportation facilities are required to be accessible. The 2023 update to the Growth Management Act in <a href="#">HB 1181</a> included specific reference to ADA Transition Plan as requirement under comprehensive plans. RCW <a href="#">36.70A.070(6)(a)(iii)(G)</a>
Speed and the Impact on People Outside the Vehicle	Expand RCW 46.61.415 so that counties will be allowed to post 20mph speed limits on roads in business districts and residential districts without the added expense of a traffic study.  (2021 report)	<a href="#">SB 5687</a> , 2022 session. Enacted changes to <a href="#">RCW 46.61.415</a> to allow counties to lower speeds to 20mph without a study, and extended that to WSDOT as well. (5)  The other recommendations in that study paper are not legislative
	<a href="#">RCW 46.61.250</a> provides the same “due care” for avoiding crashes standard to walkers that drivers presently have.	Enacted in <a href="#">SB 5687</a> , 2022 session.
	Recommendation that RCW 46.61.250 should be revised to include this text to accomplish this specific purpose: “Subsections (1) and (2) of this section shall not apply when the roadway is closed to vehicular traffic or limited to only local traffic access by placing official traffic control devices for the purpose of allowing pedestrian, bicyclist, and/or micromobility use of the roadway.”  (2021 report)	<a href="#">Enacted in SB 5687, 2022 session. RCW 46.61.250</a>

	Expand automated school speed zone to school walking routes. Dedicate percentage revenue to Cooper Jones for safety grants.  <a href="#">(2021 report)</a>	<a href="#">ESHB 2384</a> , 2024, provides for speed cameras along the school walk route along with other areas
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## Appendix F: Operations and Charter Amendments

### Study Groups

#### **Learning and Recommendation Approach for 2024-2026**

For the past several years, ATSC has used the tool of volunteer Study Groups formed primarily of ATSC members and occasional other subject matter experts and interested parties, to dig into a topic and produce actionable recommendations. While this method has produced some remarkable results, we find that the annual commitment surpasses what volunteer members can sustain. In addition, the method leaves many areas unexplored. For these reasons, we will alter the study-and-recommendation approach, with the intent of deepening knowledge, providing more time and resources to gather data, and identifying actionable recommendations that cross multiple areas.

Snapshot:

2025: The goal is learning and integration.

2026: The goal is active Study Groups while starting another round of learning and integration.

More details:

<b>Year One</b>	ATSC meets in September 2024 to review key data and areas of emphasis.
<b>9/2024- 11/2025</b>	Resume monthly full ATSC meetings in 2025 to enable more cross-disciplinary discussion and learning.  Focus 2025 discussions on critical, integrated areas sourced from:  2023 – 2024 Fatality Case Reviews  VRU Safety Assessment  Target Zero strategies and tactics

	<p>Legislative priorities</p> <p>Explore and identify how topics intersect with policy and projects, data, data gaps, research, fatalities, including:</p> <p>Elevate ATSC member subject matter expertise.</p> <p>Invite speakers that illuminate the above four bullets and point to domains ATSC can study and make actionable recommendations about.</p> <p>Engage in additional data research with assistance from consultants, graduate students, or volunteers.</p> <p>Generate topics to study more deeply.</p> <p>Form short-term Study Groups when a topic is decided upon.</p> <p>2025 Annual Report will highlight integrated issue areas, data gaps, data opportunities, and learning.</p>
<p><b>Year Two</b></p> <p><b>9/2025 – 11/2026</b></p>	<p>Repeat the process above for a new year</p> <p>At the same time, continue with the efforts began in 2025 to form Study Groups that will produce robust recommendations for the 2026 Annual Report.</p> <p>Provide additional support for Study Groups via ATSC administrative support, graduate students, consultants</p>

Study Group Template for Clear Recommendations

**Context for this document.** Each year ATSC makes recommendations on actions to advance active transportation safety. The goal of this template is to help guide the Study Groups to generate recommendations that are clear, actionable, and specific. More clarity will help those working to advance the recommendations with clear objectives and will also

serve to reduce rushed work during legislative sessions or needing to respond to last-minute requests for more information.

### **Context for Recommendations – Always Include**

**A. Research to date:** Why did the Study Group elevate this issue, what's happening? What is the gap that the recommendation can fill or alter?

**B If the recommendation includes a law change, briefly describe the recommendation and the intent of this law change. Provide specifics regarding the law change recommendation.**

1) Which statute(s)?

2) Identify specific sections of code.

Check that you're in the right section(s) of code. Run keyword searches. Some topics are addressed in multiple sections from different perspectives (e.g. traffic laws in one place, highways/streets in another section).

3) Provide specific proposed language with strike/insert markup.

4) If the recommendation is based on comparisons with other statutes, provide links.

This could be within WA code: "This change parallels the language used in RCW...".

Or it could be from another state's laws.

Check NCSL <<https://www.ncsl.org/>> for background; they may have a round-up of laws on this topic.

5) Be clear about what shouldn't happen or shouldn't change in the statute. "This language relies on the definitions in RCW X and Y and the law in RCW Z."s

6) As time/knowledge permit, try to review all cross-references to and from the section you're changing. Consider whether the proposed change creates conflicts in other sections

that might also need to change correspondingly.

7) Make efforts to separate changes to separate sections into more than one recommendation. It may be a related action, but is this the right place in statute where those who implement would expect to find it?

**C. Does the recommendation involve (or could involve) agencies or organizations not represented on the ATSC?**

Who are they? Who is interested?

Who might be opposed?

Involve these agencies or organizations in the planning and formation of the recommendations.

Talk with them about the proposed changes and what it would take to make them work.

Maybe they can be/should be represented on the study team.

Where is this recommended action already being done?

Include links and contact information.

Which agency (if any) should take the lead?

Who on ATSC (one member and an alternative) who will be the point person for presenting/discussing the recommendations to/with legislators or other policy makers? (Since these are not WTSC recommendations, it is not their role to do this.)

**D. Cost. Consider the following questions if the recommendation has a financial impact.**

What is the estimated cost?

What is the fiscal impact? To whom?

Will the recommendation require WTSC staff or a consultant to implement? What is the estimated cost in FTE (staff time) or contract amount?

The legislature and WTSC will be interested in this information.

The Study Team does not need to do a bill analysis and a fiscal note. Gather enough general background that will help refine the recommendations.

Are there phases, a pilot, or multiple steps that can be staged over fiscal years/biennia: plan, do, study, act?

If the recommendation indicates a phased approach, ask a couple of consultants how much it might cost and how long it would take: "A study of this type is estimated to cost \$400-\$500K and would require 18 months to complete."

#### **D. Context, communication, and readiness**

1) Is the recommendation in early stages or not completely fleshed-out?

Write language that is specific enough that a study or next step could be taken and/or funded based on that language with a clear understanding of expected outcomes.

2) Be clear about context.

Are you providing background that someone might misinterpret as a recommendation or action but which you're not expecting as an outcome for the report?

Be clear about context vs recommendations. A legislative action could come out of any part of the report.

3) What is the estimated timeline?

Are there conditions that must be put into place or removed before the recommendation could be acted upon?

#### **E. Evaluation and outcomes**

Does a recommended action need to be monitored or evaluated over time to know whether it's working as expected?

What would that look like, broadly speaking?

What time frame would be appropriate for evaluation and reporting?

Who will be responsible for monitoring and reporting? Are they prepared to take this on? Is there a cost associated with this activity? How much?

Project Charter: Cooper Jones Active Transportation Safety Council (**Revised July 2024**)

<b>Project Organization</b>	
Executive Committee	<p>Transportation: Barb Chamberlain, Washington State Dept. of Transportation (WSDOT)</p> <p>Bicyclist Rep: Alex Alston, Washington Bikes</p> <p>Public Health: Dr. Amy Person, Department of Health</p> <p>Shelly Baldwin, Washington Traffic Safety Commission, Director</p>
Staff	<p>Jessie Knudsen - Program Manager, WTSC</p> <p>Abby Williams – Program Specialist</p>
Voting Members	<p><b><i>Legislature-identified members:</i></b></p> <p>WTSC Representative</p> <p>County Coroner employed in a location where pedestrian, bicyclist, or non-motorist deaths have occurred</p> <p>Law enforcement members with experience investigating pedestrian, bicyclist, or non-motorist fatalities</p> <p>Traffic engineer</p> <p>WSDOT representative</p>



Association of Washington Cities representative

Washington State Association of Counties representative

Pedestrian advocacy group representative

Bicycle or active transportation advocacy group representative

Department of Health representative

Victim/victim's family member

***ATSC-identified members:***

Washington State Comm. on African American Affairs representative

Tribal representative

Asian/Pacific Islander representative

City planner

Disability population representative

Economic diversity representative

Senior citizen representative

WA State Comm. on Hispanic Affairs representative

Legislator or legislative staff

Safe Routes to School program representative

Target Zero Manager(s)

Public Transit representative

	Unhoused Services representative Emergency Medical Service representative
Facilitator	Patricia Hughes, Patricia Hughes & Associates, LLC.
Data Analyst	Dr. Max Roberts, Research Associate, WTSC

### **Council Meeting Operations**

Monthly council meetings are open to the public and subject to the Open Public Meetings Act (OPMA), 42.30 RCW. Regular council meetings are hosted on Zoom, the third Wednesday of each month or at such other place named by the WTSC. The meeting link, scheduling information and summary notes are accessible to the public at [www.wtsc.wa.gov/programs-priorities/active-transportation-safety-council](http://www.wtsc.wa.gov/programs-priorities/active-transportation-safety-council).

### **Council Funding Decision Making Process**

As the Council has opportunities to recommend use of funds from safety camera and other revenue sources, it will use the following criteria to determine where and how to spend those funds. Funding will:

Fit the stated purpose of ATSC

Fit within the critical criteria as adopted by ATSC in January 2020

Fit the equity approach as adopted by ATSC in January 2020

Have a statewide benefit

Build on past ATSC recommendations

Process: ATSC will consider and recommend potential funding uses, then a small team will develop a proposal to bring to the whole committee for discussion and vote.

### **Membership**

When any number of the eleven legislature-identified council positions become vacant, the Executive Committee and Council staff will identify new members to fulfill the roles. Additional representation roles may be identified by council members to diversify perspectives.

**Voting**

To conduct council business (voting), a quorum is required. A quorum consists of the majority of all voting members (regardless of whether or not they are present at the meeting). All council members are voting members.

**Revisions to the Charter**

Changes to the charter must be reviewed by the Executive Committee prior to being made by WTSC.

<b>Description, Timeframe, Mission, Objectives, Approaches, Roles, and Requirements</b>	
Description	<p>In 2019, the Washington State Legislature passed <a href="#">Substitute Senate Bill 5710</a>, which required the WTSC to convene the Cooper Jones Active Transportation Safety Council (ATSC), governed by RCW <a href="#">43.59.156</a>.</p> <p>The council's purpose is to use data to identify patterns related to fatalities and serious injuries involving bicyclists, walkers, and all other active transportation users, with the goal of identifying transportation system improvements, including privately owned areas, such as parking lots.</p> <p>In addition, the council may:</p> <ul style="list-style-type: none"> <li>(a) Monitor implementation progress of ATSC recommendations.</li> <li>(b) Seek opportunities to expand consideration and implementation of the principles of systematic safety, including data collection improvement.</li> </ul>

Timeframe	The Legislature placed no sunset provision in the enabling legislation.
Mission	Increase safety for bicyclists, walkers, or users of other forms of active transportation in Washington State.
Objectives	<p>Support and enhance efforts to reduce and eliminate fatalities and serious injuries of bicyclists, walkers, and other active transportation users, such as the Washington State Strategic Highway Safety Plan (i.e., Target Zero Plan) and the WSDOT Active Transportation Plan.</p> <p>Improve safety by providing data-driven recommendations regarding statutes, ordinances, rules, and policies.</p>
Approach	<p>Use data to identify countermeasures to address and factors contributing to collisions that involve people using active transportation.</p> <p>Evaluate existing data to identify and address data gaps related to bicyclist, pedestrian, and other active transportation user safety.</p> <p>Leverage existing programs and strategies, e.g., incorporation of safety for bicyclists, pedestrians and active transportation users in comprehensive planning and capital facility planning.</p> <p>Recommend systematic and redundant changes to increase safety for people who walk, ride, and roll, considering the principles and objectives of the Safe System Approach.</p> <p>Washington Statutory Definition: RCW 47.04.010  <a href="https://app.leg.wa.gov/rcw/default.aspx?cite=47.04&amp;full=true#47.04.010">https://app.leg.wa.gov/rcw/default.aspx?cite=47.04&amp;full=true#47.04.010</a></p> <p>Link to federal site: <a href="https://www.transportation.gov/NRSS/SafeSystem">https://www.transportation.gov/NRSS/SafeSystem</a></p>



<p>Roles</p>	<p><b>Governor’s office</b>, provide final approval of the report.</p> <p><b>Washington Traffic Safety Commission</b>, chartering authority. The Director or their designee will chair meetings. The WTSC will provide staff and seek council input regarding how Cooper Jones Active Transportation Safety account funds are spent.</p> <p><b>Executive Committee</b>, provide operational direction to the WTSC project manager, including project scope, budget, schedule, and membership, and approve the annual report prior to finalization.</p> <p><b>Project Manager</b>, work with the Executive Committee and facilitator to implement council goals, compile agendas and summaries, identify facilitation strategies, manage the annual budget, ensure compliance with the OPMA, and produce required reports and documents.</p> <p><b>Data Analyst</b>, provide requested data to the ATSC.</p> <p><b>ATSC Members</b>, approve and follow the project charter, vote to take action, when necessary, make data requests, participate in discussions, draft comments, and provide council staff with recommendations.</p> <p><b>Stakeholders</b>, submit feedback and stay informed of council activities,</p>
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	<p>projects, and reports.</p> <p><b>Facilitator</b>, create agendas for Executive Committee and Council meetings, compile minutes, facilitate meetings, compile reports, and provide support to sub-committees and council staff as needed.</p>
Requirements	<p><b>Annual Report Acceptance Criteria</b></p> <p>Fulfill the requirements of <a href="#">SB 5710</a>.</p> <p>Provide an analysis of fatalities and serious injuries involving bicyclists, pedestrians, and other active transportation users.</p> <p>Make recommendations for actions to increase pedestrian, bicyclist and active transportation user safety to the WTSC, state agencies, the Governor’s Office, and the Washington State Legislature.</p> <p>Inform the WSTC Target Zero Plan, WSDOT Active Transportation Plan.</p> <p>Demonstrate clear goals and pathways to implement recommendations.</p> <p>Support other independent, agency, or jurisdiction efforts.</p> <p>Develop a biennial report on budgetary and fiscal recommendations to the Office of Financial Management (OFM).</p> <p>Provide the documentation necessary to continue and improve project.</p> <p><b>Budget:</b> The WTSC is authorized to spend the budgeted amount in support of activities authorized by the Executive Committee. Any expenditure beyond that must be authorized by the State Legislature.</p> <p><b>Stakeholder Satisfaction:</b> Although stakeholder satisfaction is critical to the success of the ATSC, it is expected that not every stakeholder will be completely satisfied with the report. Council staff will keep the Executive</p>

	Committee aware of any risks associated with stakeholder dissatisfaction.
<b>Project Scope, Acceptance Criteria, Assumptions, and Constraints</b>	
Scope	<p><b>In:</b></p> <p>Produce an annual report by December 31. Ensure appropriate stakeholders are involved and informed throughout the process.</p> <p>Annually report budgetary and fiscal recommendations to the OFM and the legislature by August 1.</p> <p>Evaluate ATSC project process and adjust the work plan as needed.</p> <p>Document council activities and reports to allow for replication and process improvement.</p> <p><b>Out:</b></p> <p>Reports and actions not authorized by <a href="#">SSB 5710</a>.</p> <p>Expenditures beyond those authorized by the legislature for operation.</p>
Changes	Scope changes must be approved by the Executive Committee.
Assumptions	<p>ATSC members will be available to help write and edit annual reports.</p> <p>Council staff will devote adequate time to project management.</p> <p>ATSC members will devote adequate time to the project.</p> <p>ATSC, WTSC, partner agencies, and the Governor's Office will approve the annual report within the required timeframe.</p> <p>Funding is appropriated to WTSC by the legislature to support council member travel to/from meetings when scheduled in-person.</p>

Constraints	Limited resources for project staff to perform project functions necessary for success.
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