TRAFFIC SAFETY COMMISSION

REPORT TO THE GOVERNOR AND LEGISLATURE

Cooper Jones Active Transportation SafetyCouncil

Document Title: Annual Report for Cooper Jones Active Transportation SafetyCouncil (ATSC)

Report Date: **11/30/2021**

Authors: Cooper Jones Active Transportation Safety Council membership (Identified in Appendix C of document)

Abstract:

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

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On Behalf of the Council, Submitted By:

Name	Shelly Baldwin
Contact Information	sbaldwin@wtsc.wa.gov, (360) 725-9889
Date	November 30, 2021

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 the endorsement or support from state agencies or other entities with an interest in active transportation.

Annual Report

Cooper Jones ActiveTransportation Safety Council (ATSC)

Prepared by

Cooper Jones Active Transportation Safety Council (ATSC)

for

Washington State Legislature

November 30, 2021

Table of Contents

I. Executive Summary

This report is presented by the Cooper Jones Active Transportation SafetyCouncil (ATSC) to satisfy annual reporting requirements described in RCW 43.59.156.

In the past twelve months, ATSC pursued its mission to review and analyze crash data, identify points at which the transportation system can be improved, and identify patterns in fatalities and injuries involving people who walk, ride bicycles, and use other forms of active transportation.

Each month, ATSC brought 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.

ATSC continued to form Action Teams to develop in-depth analysis and recommendations in the form of "white papers" on key safety issues faced by people walking, biking, and rolling. ATSC also formed a permanent Fatality Review Team to conduct in-depth reviews of individual fatalities of people biking and walking/rolling.

ATSC Action Teams

ATSC Action Teams completed two new white papers in 2021 (summarized below; full versions are in the Appendices). Two more Action Teams have been prioritized for work in 2022.

A. Reduce Speed-Related Deaths and Injuries 2021: White Paper Analysis and Recommendations

An Action Team referred to as "all things speed related" focused on this key factor in fatal and serious injury crashes (Appendix B). Current practices in setting speed limits and efforts to reduce driving speeds or implement speed management techniques should and can change with a goal of achieving zero fatal and serious injury traffic collisions. Driver speed is directly linked to the likelihood of a crash and to crash severity. It is a primary variable in the energy transferred in a crash. For those walking and biking, even a small increase in speed significantly increases the risk of serious injury and death.

> *"Driver speed is directly linked to the likelihood of a crash and to crash severity."*

Lowering driving speeds and improving active transportation safety is often viewed as a problem that is not solvable without significant investments in re-engineering roadways with speed management traffic control and infrastructure reconstruction.

Those changes are important; however, research has demonstrated that speed limit changes alone can lead to measurable declines in speeds and crashes even absent enforcement or engineering changes. Examples from Washington State show this to be the case. Key recommendations from the Appendix include: the provision of data tools, trainings, funding, legislative changes and/or standards for setting speed limits with a focus on land use context; setting lower default speed limits that are city/county wide or within a given context; and expanding RCW 46.61.415 to include other road types where a 20mph default speed could be set without requiring multiple traffic studies.

B. Reimagine the Definition of Safety 2021: Executive Summary of Work-to-Date

In 2020, ATSC formed an Action Team to dig into the challenge of developing a broad description of "safety" to frame its work in terms of individuals, policies, and society.

This effort features equity issues as a key component of safety in the transportation system. The team worked to develop a description of safety that helps explain how the built environment we live in, the policies and practices that govern the transportation system, and broader societal and historical forces all shape the decisions of people to walk, roll, or use public transit.

"Provide active transportation funding on a par with the cost burden of crashes, deaths, and property damage ($15 billion per year in Washington State)."

The Reimagining Safety Executive Summary (Appendix C) provides examples of the types of actions that would move Washington toward mobility justice, mobility safety, and freedom of movement. The majority were generated by Action Team research and discussion and additional examples came from a workshop ATSC members led at the Sep. 27, 2021, Washington Bike, Walk and Roll Summit. These examples are included to clarify the white paper's approach to describing different ways to affect safety for all.

The full white paper to be included in the 2022 Annual Report will provide specific, actionable recommendations. The Action Team's intention is also to develop a rubric or other tool to enable analysis of proposed recommendations from the ATSC and policies from other sources. This tool would help identify unintended consequences and whether a change addresses the broadest possible improvements in safety or focuses on individuals.

C) Action Team Priorities for 2022

1. Communications Action Team

The Communications Action Team discussed the value of external communication efforts on behalf of the ATSC's work and determined the group did not have capacity to undertake activities such as a blog, newsletter, or social media presence. They will coordinate with and

through the WTSC communications team to convey safety messages specific to active transportation. In June the Communications Action Team suspended meetings until a new Program Manager could come on board.

ATSC engaged with Erica Stineman, Communications Manager at WTSC, on the "Together We Get There" presentation, and recommended priorities for the best use of a Public Service Announcement regarding positive traffic safety culture. These spots were produced in 2021 and can be heard and viewed at https://www.togetherwegetthere.com/share-the-road/. The PSAs were produced in English and Spanish versions with live actors. An animated video developed by the NHTSA on the website includes the title "Walking Safely" in Russian, Portuguese, Chinese, French, Arabic, German, Japanese and Spanish.

2. State Policy Commitment

As the ATSC discussed various domains of safety and specific recommendations, they noticed that state law does not directly lay out a commitment to the safety of all people using the transportation system in a way that consistently shapes policy or funding decisions. Safety is identified as one of the transportation system policy goals in RCW 47.04.280 but "safety" is not defined.

The Strategic Highway Safety Plan, Target Zero, sets the goal of zero traffic deaths and serious injuries and recommends implementation of the proactive Safe System Approach. The report, prepared by WTSC and WSDOT, fulfills federal reporting requirements but it does not have the force of law and actions can be undertaken that have the potential to increase, rather than decrease, traffic injuries and deaths. A commitment in state law to specific goals or to approaches demonstrated to improve safety for all could provide an important touchstone for other policy decisions and for investments.

In 2022 an Action Team will explore safety statements or commitments found in the laws of other states and in city or county ordinances that can serve as models for Washington to adopt. These will include Complete Streets laws, any version of a Safe System Approach, models that set the goal of zero traffic deaths, and other comprehensive commitments.

3. ATSC Fatality Review

In 2021 members of the ATSC Fatality Review Team were identified and together they developed a process to review cases for three years from 2019-2021, focusing on hit-and-runs, speed, walk scores, appropriate use of facilities, and poverty and/or health equity issues involving Black, Indigenous, and People of Color.

The team set a goal of completing four reviews per year, with two focused on pedestrian cases, two focused on bicyclist cases, amounting to 20 case reviews total. They will identify trends, behaviors, actions, and activities and what might have prevented the death, and present conclusions and possible actions to the full ATSC.

Summary

Fatalities and serious injuries to people walking, biking, and rolling continue to grow. ATSC's multi-disciplinary approach brings unique

perspective, commitment, and well-researched recommendations to the work of active transportation safety.

ATSC Membership 2021

Alexandria Alston, Washington Bikes	Katherine Miller, Spokane Capital Programs
Walt Bowen, WA Senior Citizen Lobby	Venu Nemami, City of Seattle Traffic Engineering (beginning October 2021)
Max Cantu, Snohomish County Medical Examiner's Office	Pam Pannkuk, WTSC
Barb Chamberlain, WSDOT/Active Transportation Division	Jon Pascal, Kirkland City Council / Association of Washington Cities
Charlotte Claybrooke, WSDOT/Active Transportation Division	Dr. Amy Person, Benton-Franklin Health District
Dongho Chang, City of Seattle Traffic Engineering (ending September 2021)	Julia Reitan, Feet First (ending November 2021)
Chris Comeau, City of Bellingham Planning Department	Eveline Roy, Target Zero Region 12
Josh Diekmann, City of Tacoma Transportation Engineer	Portia Shields, Yakama Nation
Eric Edwards, Richland Police Department	Harold Taniguchi, Commission on Asian-Pacific American Affairs
Tony Gomez, Target Zero Region 7 & 8	Paul Taylor, Spokane Police Department
Abby Griffith, Disability Rights Washington (beginning September 2021)	George Watland, Feet First (beginning October 2021)
Will Hitchcock, WA Department of Health	Kerri Wilson, Intercity Transit
David Jones, Father of Cooper Jones	Kirsten York, Community Action Council of Lewis, Mason, and Thurston Counties
Micah Lusignan, Disability Rights Washington (beginning September 2021)	Anna Zivarts, Rooted in Rights
Rep. Shelly Kloba	

Guest speakers in 2021

Shelly Baldwin, WTSC Director
John Milton, WSDOT, Director of Transportation Safety and Systems Analysis, on Safe System

Approach
Dr. Staci Hoff, Research Director, WTSC, on “what changed during COVID”
Erica Stineman, Communications Manager, WTSC, regarding communication to promote positive traffic safety culture
Amanda Dylina Morse, WA Dept of Health Epidemiologist 2 (non-Medical) on Emergency Data & Syndromic Surveillance
Steve Mooney, Harborview Injury Prevention Center, and summer Insight Program students on Pedestrian Environments and Injury Locations
Anna Zivarts, Rooted in Rights with Abby Griffith and Micah Lusignan, Disability Rights Washington, on the Disability Mobility Initiative

II. ATSC 2021 Recommendations

A. Reduce Speed-Related Deaths and Injuries

Speed limit changes can lead to measurable declines in speeds and crashes, even absent engineering changes or enforcement. Default speeds are recommended as being more efficient and cost effective than conducting multiple case-by-case speed studies. Below are the recommendations in no particular order. The full report can be found in Appendix B.

1. Adopt traffic study techniques that give greater consideration for land use context.
2. Provide guidance/standards in support of city/county wide default speed limit changes rather than requiring a case-by-case consideration of road speeds. This may include one set speed of 20mph for all residential and business district streets and a prioritized list for lowering arterial speed limits.
3. Redefine the meaning and process used for conducting traffic studies. Consider a process like the one outlined in the NACTO City Limits Guide.
4. Provide expanded guidance in State Traffic Manual and State Design Manual for traffic calming tools, especially at intersections and crossing locations.
5. Reduce barriers for lowering speed limits by changing RCW to eliminate traffic study requirements for specific land use context.
6. Provide examples of speed limit changes made by agencies that include project scope, administrative/legislative mechanisms used, and costs.
7. Highlight 20 mph speed limit change that can be implemented on non-arterial streets and roads without engineering and traffic investigations per RCW 46.61.415 and flexibility to revert within one year. Consider gateway signing at locations entering jurisdiction boundary.
8. Develop statewide access to collision, traffic volume, and speed data tools for local agencies to use. Consider using a public and private partnership to generate the information.
9. Develop funding specific to speed limit changes at school/walking zones, business districts (could be matching), residential districts and high priority streets based on data. Provide support for low-cost speed counter measures such as feedback signs and channelization changes.
10. 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.
11. Provide trainings for WSDOT staff about partnering with local agencies, responding to requests to lower speed limits, and providing speed management treatments.
12. Support WTSC and other ATSC efforts in conducting public awareness campaigns that provide information about the importance of lowering speed limits and the relationship between speed limits, crashes, and injury severity.
13. Expand automated school speed zone to school walking routes. Dedicate percentage revenue to Cooper Jones for safety grants.

B. Reimagine the Definition of Safety and Examples

The Reimagining Safety Executive Summary (Appendix C) provides examples of actions that would move Washington toward mobility justice, mobility safety, and freedom of movement.

1. Examples of actions that would enhance safety at the individual level:

a. Expand use of a leading pedestrian interval on the WALK signal to give pedestrians a head start and make them more visible to drivers.
b. Adjust signal timing at locations with higher numbers of people who move more slowly than the assumed walking pace to provide enough time for safe crossing.
c. Create barrier-protected bicycle lanes and separated trails.
d. Eliminate right turn on red (RTOR) lights after a stop in locations with high pedestrian volumes in accordance with federal law related to energy conservation that requires a minimum RTOR permission.
e. Create curb extensions at intersections to shorten the crossing distance.
f. Provide multi-lingual education for people driving, walking, and rolling, including education on trail interactions

2. Examples of policies and practices at the community level

a. Cities, counties, and state: Adopt an approach to setting speed limits that prioritizes minimizing serious injuries and deaths, with lower speeds where more people may be walking or rolling.
b. Decriminalize everyday behaviors and movements of people walking and bicycling, such as allowing rolling stops for bicycles through red lights or stop signs when no traffic is present
c. Reduce or eliminate police contacts related to low-level traffic incidents and develop non-enforcement-based approaches to traffic safety, such as allowing mid-block crossing of pedestrians when no vehicles are within the block and there is no risk to the pedestrian or vehicle driver
d. Design and maintain active transportation facilities that feel inviting and safe, with appropriate lighting, vegetation management, and other elements that address concerns of those often targeted for harassment and violence
e. School districts: Educate and encourage students to bike/walk/roll to school; make school siting and design decisions based on ease and safety of active transportation access; and foster a culture in which students getting to school and associated activities by bus, bike, or walking/rolling is normal and supported
f. Cities/counties: Update and implement transportation plans to provide complete, comfortable networks for walking, bicycling, and using transit.

g. Colleges: Provide free transit passes to students and provide ample secure bike parking
h. Public agencies: Adopt policies that require buildings regularly accessed by the public to be in locations easily and safely reached via transit, walking/rolling, and bicycling
i. Improve design standards and education for all transportation professionals with an emphasis on safety
j. Update traffic operation standards and practices at the state level beyond the elements of the Manual on Uniform Traffic Control Devices (MUTCD) that emphasize and privilege driver movements over vulnerable road users
k. Include those with physical and intellectual disabilities in planning; hire people with disabilities into planning and development positions; create a pipeline to bring a broader array of perspectives into the transportation workforce
l. Plan, design, and develop continuous routes for trips made without driving from homes to transit stops to destinations.

3. Examples of changes that would enhance safety in the societal context:

a. Adopt transportation policies and funding to eliminate barriers created by redlining practices that severed neighborhoods with highways and wide, fast, busy arterials.
b. Provide active transportation funding on a par with the cost of crashes, deaths, and property damage ($15 billion/year in Washington state, according to the 2021 State of Transportation presentation)
c. Target investments for pedestrian/bike facilities in neighborhoods with the deepest transportation disparities and burdens and work with those neighborhoods so changes reflect their needs and priorities
d. Adopt land use practices that support space-efficient transportation modes—walking/rolling, bicycling, transit—and that incorporate low-income and affordable housing close to education and employment opportunities to eliminate displacement that leads to reliance on driving
e. Provide frequent and reliable transit service with accessible sidewalks and stops

C. Rewrite RCW 46.61.250

ATSC strongly recommends that RCW 46.61.250 be rewritten so that people who walk have the same “due care” standard for avoiding crashes that drivers presently have. This recommendation was made in the 2020 Annual Report (page 8). Given additional learning about safety and what contributes to lack of safety for people experiencing disproportionate law enforcement encounters and given that no change occurred in the 2021 legislative session, ATSC re-emphasizes the detailed recommendations made:

Key considerations regarding changing to “due care” standard for people who walk include:

- Public health recommendations to avoid transmission of viruses – like the six-foot "social distancing" recommendation for COVID-19 – often require people who walk to leave sidewalks to protect themselves and others.
- The experiences we all shared with a reduction in travel during the "Stay Home, Stay Healthy" order allowed us to demonstrate what cities, towns, and neighborhoods could look like.
- Municipalities need authority to close streets to increase safety for people who walk and/or roll. This can allow for creation of more walkable cities as well as spur economic development. 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."*
- To comply with current law, if people encountered a stretch of sidewalk that was impassable or unsafe, they would need to cross to the other side of the roadway to continue walking on a sidewalk. This situation can occur at a location with no safe crossing available and without warning to someone who needs appropriate accessibility accommodations to change route.
- Individuals with disabilities and older adults – especially those who cannot or do not drive – are more reliant on infrastructure such as sidewalks so are disproportionately affected by requirements to stay on sidewalks even when those sidewalks are unsafe.
- In rural areas, where there is already limited access to sidewalks, complying with state law that instructs people who walk or roll to leave the roadway when practicable to avoid a crash is often impossible due to lack of shoulders or other physical barriers like steep embankments, irrigation ditches, or bodies of water directly abutting the roadway.
- People are already leaving the sidewalk – sometimes to avoid unsafe sidewalks, sometimes to avoid areas where overgrown vegetation obscures vision, sometimes to feel safer because the sidewalk is not well lit.
- Current state law disproportionately effects neighborhoods with concentrations of people who are poor, BIPOC (Black, Indigenous, and People of Color), disabled, and/or older because their neighborhoods are least likely to have safety facilities such as sidewalks and bike paths.
- Violations of RCW 46.61.250 rarely result in citations, but it is the kind of law that could be disproportionately applied in neighborhoods with concentrations of people who are poor or BIPOC to the exclusion of possible enforcement in neighborhoods which are mostly white or more well-off economically. (From the work of the Action Team, the ATSC produced a discussion paper titled Whose Mobility Matters Series. Issue One: Allowing the "Due Care" Standard to Apply to People Who Walk on Roadways.)

III. Document Submission Process

This Annual Report was developed by ATSC Facilitator Patricia Hughes with significant input from ATSC members and oversight from Pam Pannkuk and Debi Besser of WTSC. It was reviewed by the ATSC at their September and October meetings and submitted to Jon Snyder in the Governor's Office and Jenna Forty at the Office of Financial Management for high level review. Once approved by the Governor's Office, per legislation, the WTSC will provide the work products to the necessary legislative committees and caucuses.

The Annual Report can be found on the WTSC website. Members of the ATSC were encouraged to share the report with their individual agencies and departments.

Legal protections for the Cooper Jones Active Transportation Safety Council (ATSC)

Per RCW 43.59.155(6)(a) information and documents prepared by or for the council areinadmissible 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 (ATSC) or any sub-grouping of the ATSC, nor persons 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. Key Data on Traffic Safety

Prepared by Cooper Jones Active Transportation Safety Council
For Washington State Legislature 2021

Between 2018 and 2020 an estimated $5.13 billion is the total societal cost for the lives affected by fatal and serious injury crashes that involved people walking or biking between. That includes approximately $3.73 billion for the 351 pedestrian and bicyclist fatalities and about $1.4 billion for the 1,385 serious injuries that occurred in Washington state during that time. Societal costs of crashes are calculated using methods described in Crash Cost for Highway Safety Analysis (FHWA-SA-17-071, Chapter 6, Federal Highway Administration, Office of Safety, 2018). Economic cost components of the calculation include medical care, emergency services, market productivity, household productivity, legal costs, insurance administrative costs, workplace costs, property damage, and congestion.

Some of the key figures are:

1. While vehicle traffic was significantly reduced in 2020 due to the pandemic, deaths of people walking, rolling, or cycling increased slightly from 116 deaths in 2019 to 119 deaths in 2020. The 2020 figure includes two “post 30-day” fatalities.
2. There was an increase in fatalities and serious injuries where the pedestrian or bicyclist was traveling with traffic adjacent to the road: 19.8% of fatal crashes in 2019 and 29.8% in 2020.
3. People walking, cycling, or rolling represented 22% of those who died or were seriously injured in traffic crashes—a higher percentage than in 2019 when it was 21%.[1]
4. Serious injuries to people walking and biking decreased 13.9% from 467 in 2019 to 403 in 2020.
5. In 2020, there were fewer active transportation fatalities due to hit-and-runs: 21.9% of fatalities in 2020 were hit-and-runs, whereas

[1] WSDOT, Gray Notebook 82, and analysis by WTSC staff.

26.7% of crashes reported in 2019 were hit-and-runs.

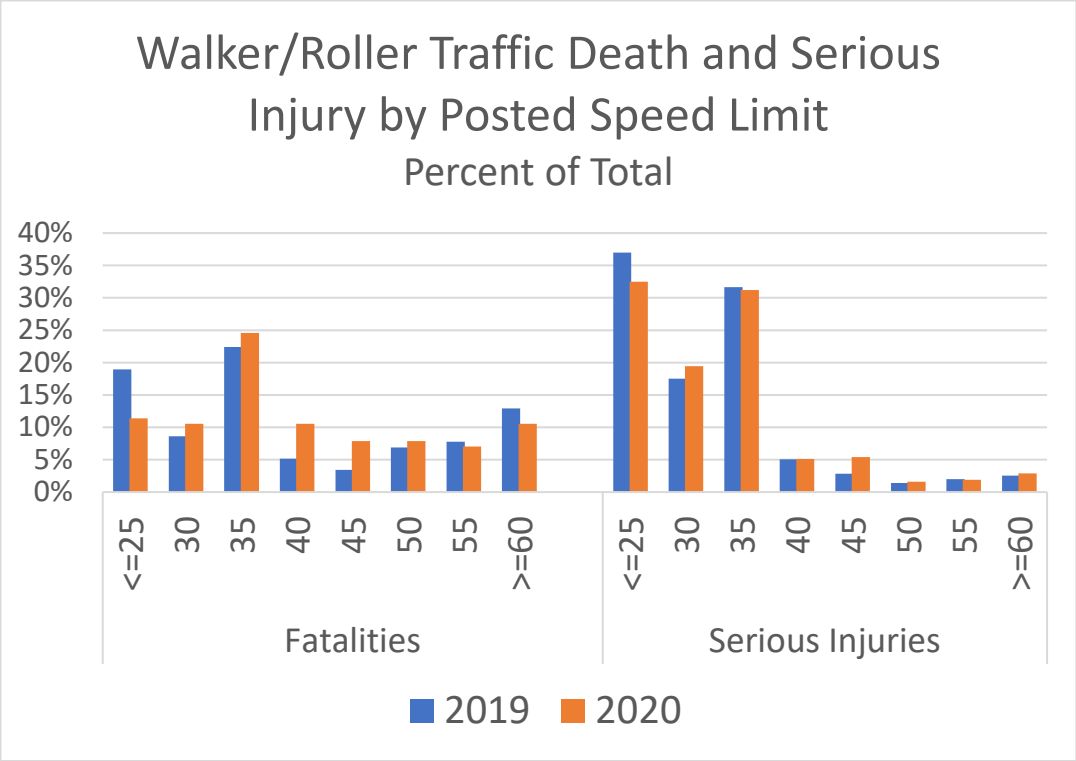
6. There was a reduction in the percent of reported serious injuries where the pedestrian or bicyclist was crossing the roadway in 2020 (51.7%) compared to 2019 (55.3%).

ACTIVE TRANSPORTATION USER FACTORS

	Fatalities		Serious Injuries	
	2019	**2020**	**2019**	**2020**
Intersection-Related	25.9%	28.1%	47.7%	47.8%
Hit and Run Involved	26.7%	21.9%	14.1%	18.7%
Crossing Roadway	57.8%	57.9%	55.3%	51.7%
Traveling with Traffic along Roadway	19.8%	29.8%	16.3%	19.5%
Medium/Heavy Truck Involved	11.2%	2.6%	2.5%	2.2%

Speed Limits

Speed was a factor, with a significant increase in mid-range and higher speeds. In Washington State, 86% of pedestrian and bicyclist fatalities occurred on roads with a posted speed over 25 miles per hour between 2010-2019. One of the Action Teams focused on this phenomenon.



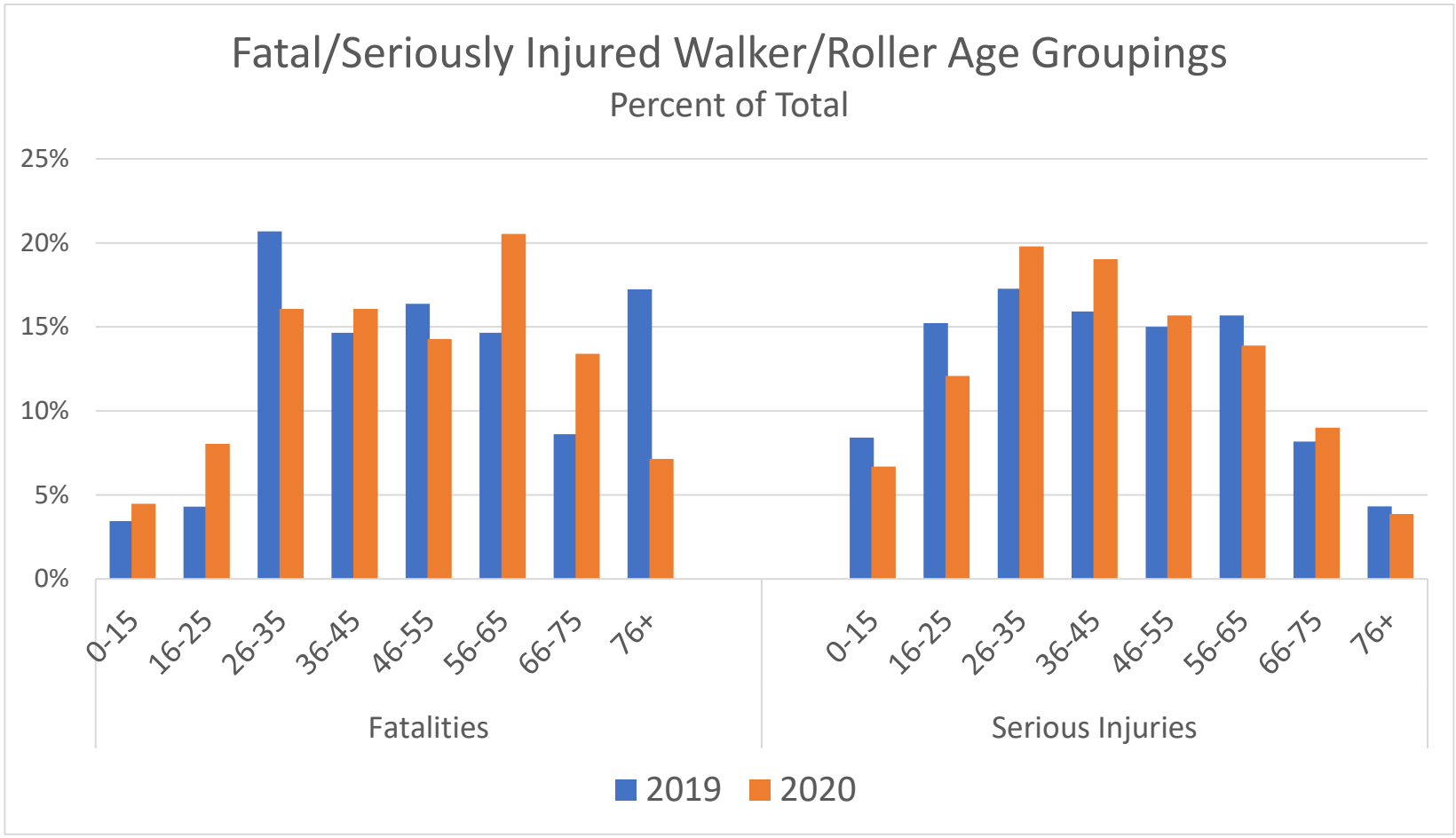
Location

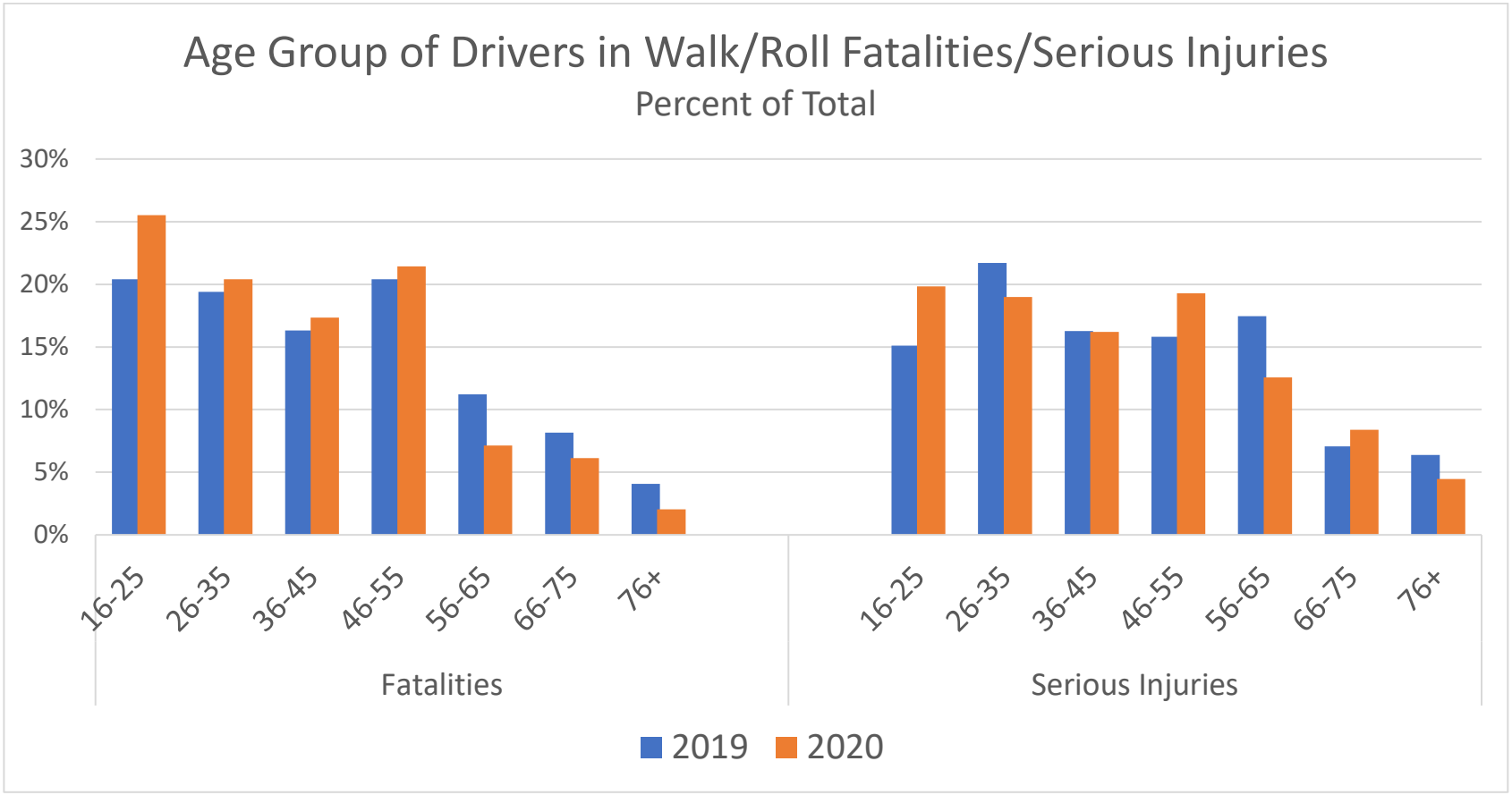
WALKER/ROLLER FATALITIES AND SERIOUS INJURIES BY COUNTY

- In 2020, Snohomish, King, Pierce and Spokane Counties were home to 59% of Washington's total population. This percentage is likely much higher when considering only urban centers.
- In 2019, 66.4% of fatalities and 69.6% of serious injuries occurred in these four counties.
- In 2020, 71.1% of fatalities and 66.7% of serious injuries occurred in these four counties.

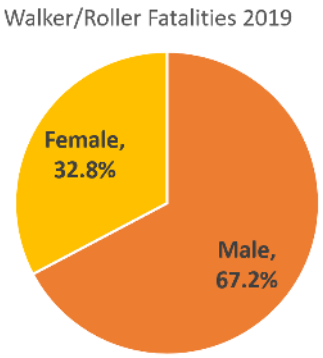
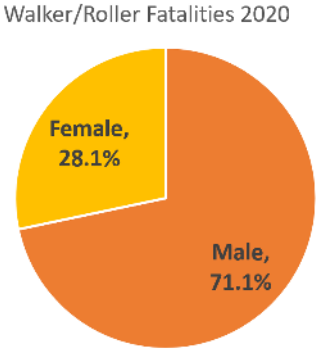
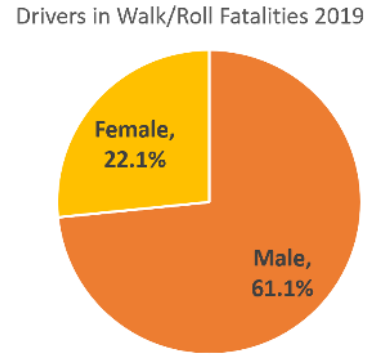
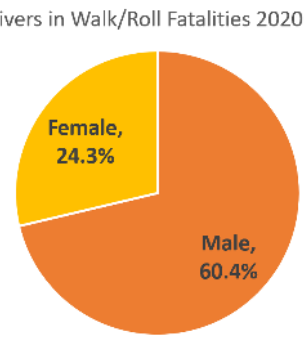
Ages of those driving and those injured or killed

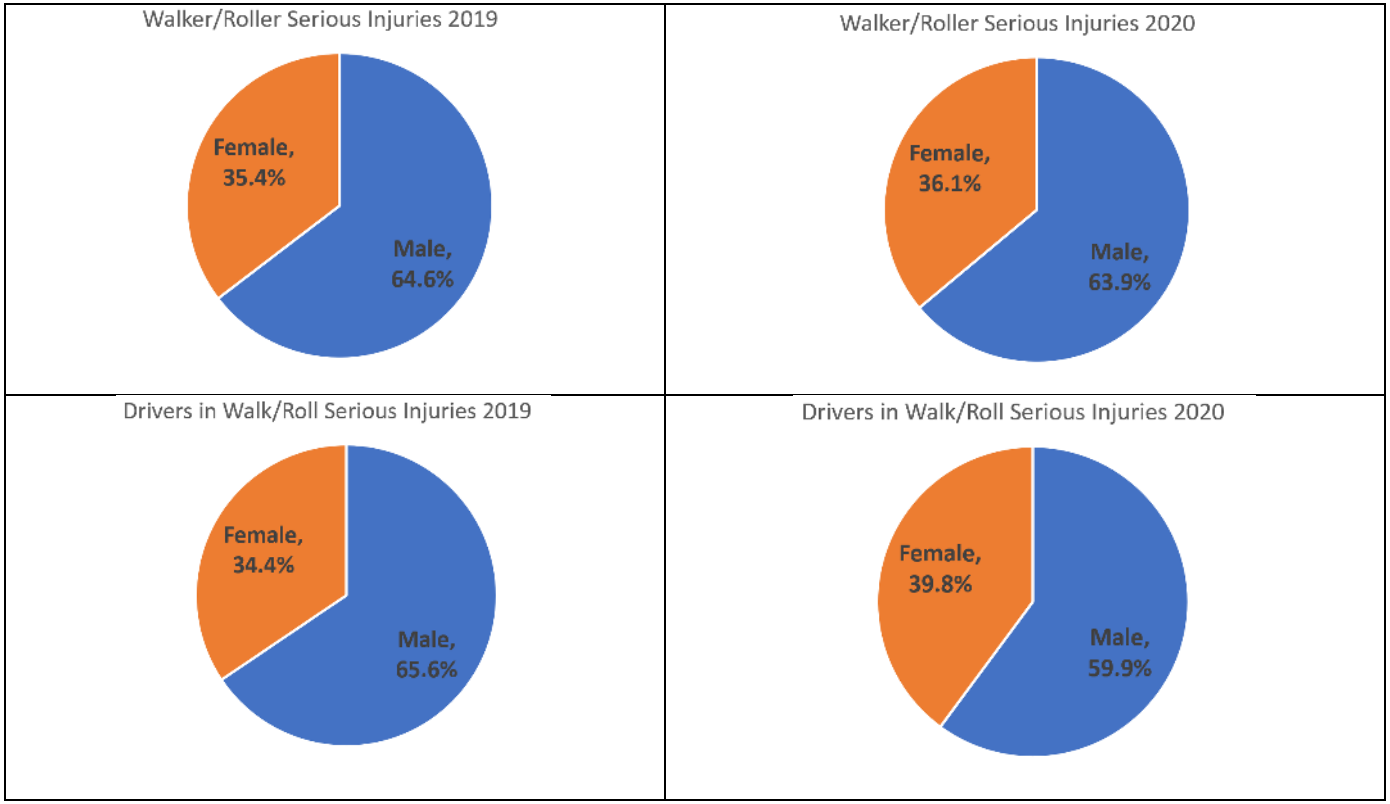
Age and gender information about people involved in active transportation crashes (drivers, walkers, rollers, and bicyclists) is useful in determining target audience for communications efforts. Age analysis found an increase of fatalities in the 36-45 and 56-75 age range. Serious injuries increased in the 26-55 age range. The involvement of drivers in fatalities or serious injuries increased significantly in the 18-20 age range.



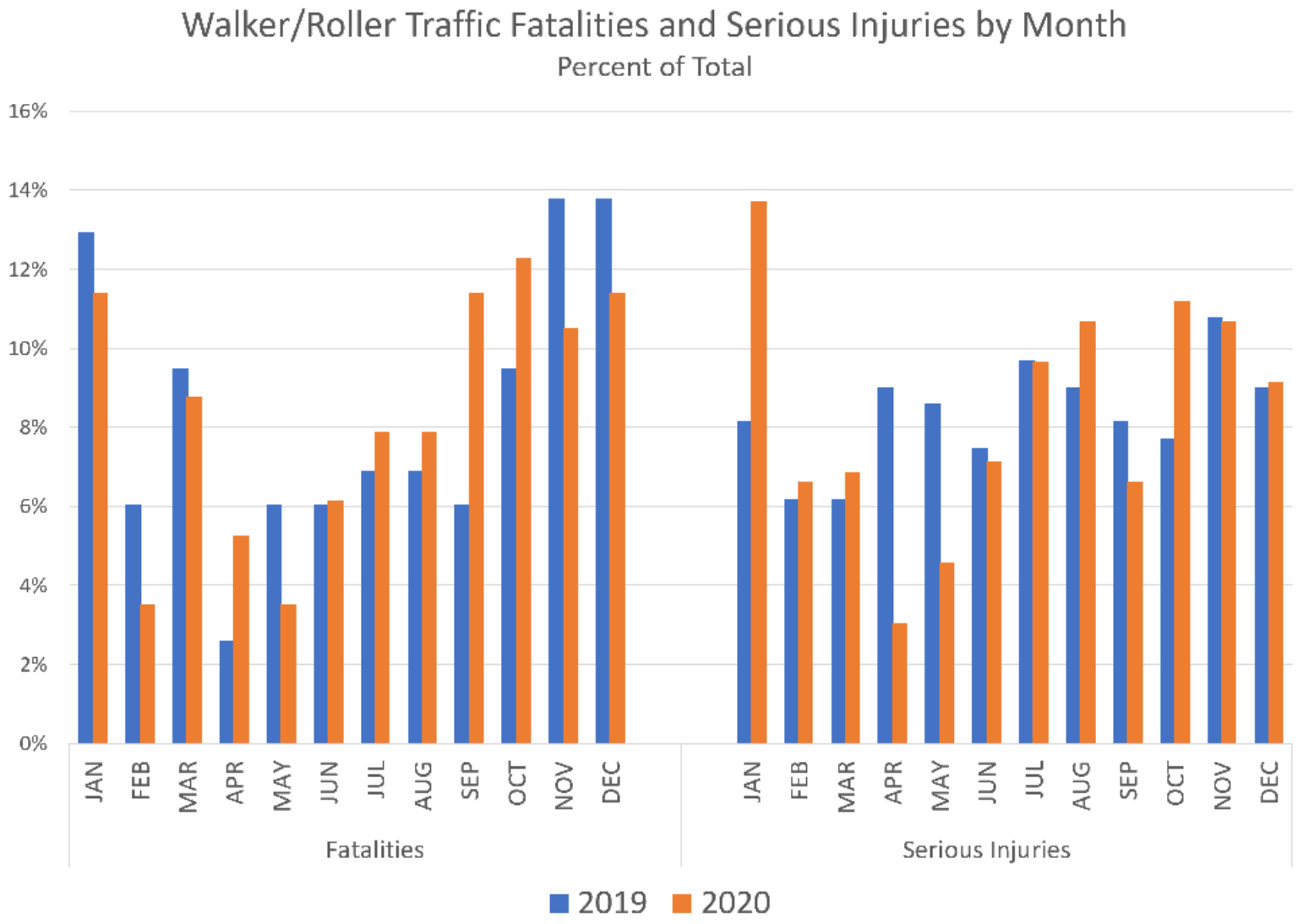

Age Group of Drivers in Walk/Roll Fatalities/Serious Injuries
Percent of Total
30%
25%
20%
15%
10%
5%
0%
16-25
26-35
36-45
46-55
56-65
66-75
76+
Fatalities
Serious Injuries
2019
2020

Gender of Drivers. Male drivers continue to be responsible for two-thirds of fatalities and serious injuries to people walking, rolling, and cycling.

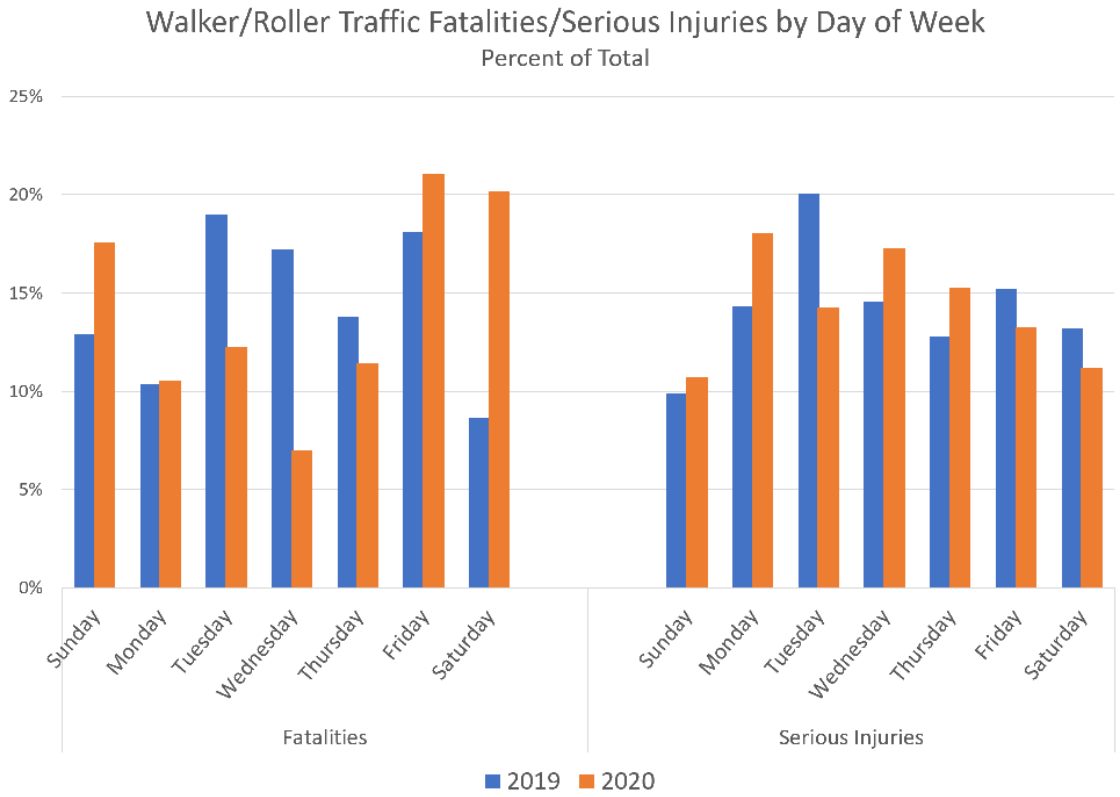
Fatalities and Serious Injuries	Drivers in Fatal and Serious Crashes
	
	


Walker/Roller Serious Injuries 2019
Female, 35.4%
Male, 64.6%
Walker/Roller Serious Injuries 2020
Female, 36.1%
Male, 63.9%
Drivers in Walk/Roll Serious Injuries 2019
Female, 34.4%
Male, 65.6%
Drivers in Walk/Roll Serious Injuries 2020
Female, 39.8%
Male, 59.9%

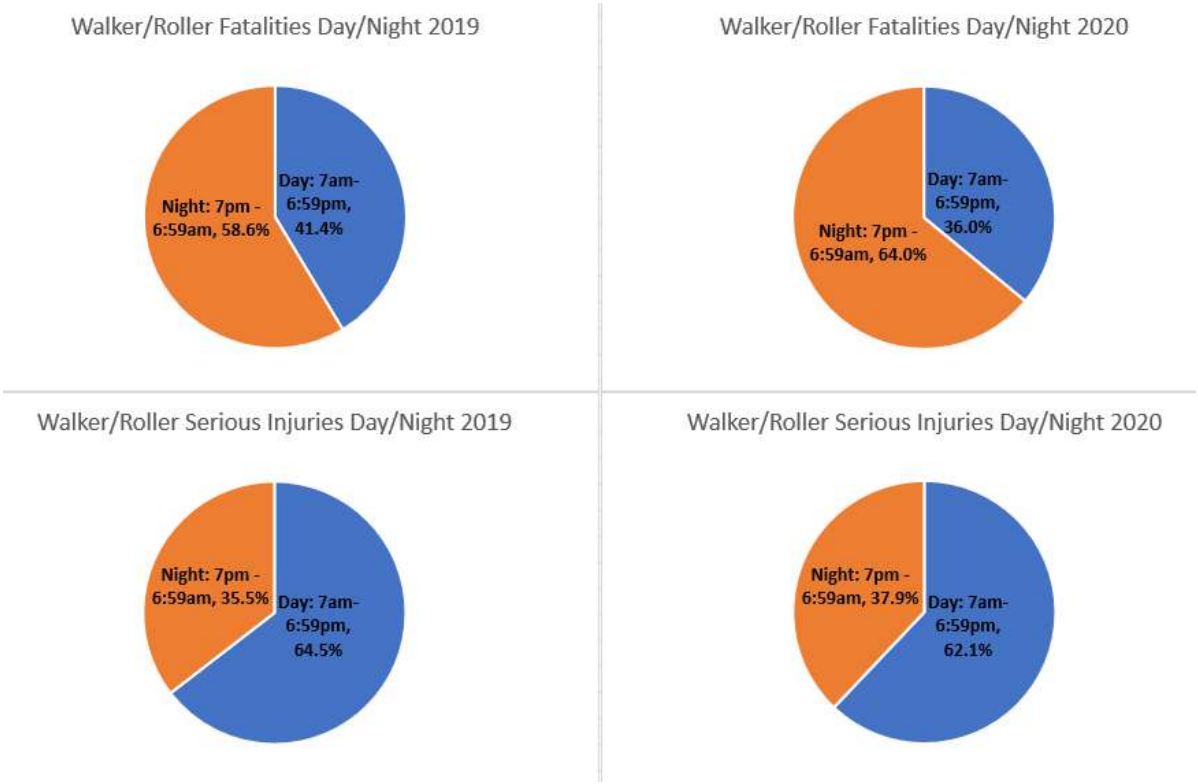
Month. More fatalities and serious injuries occur in the dark, wet winter months.



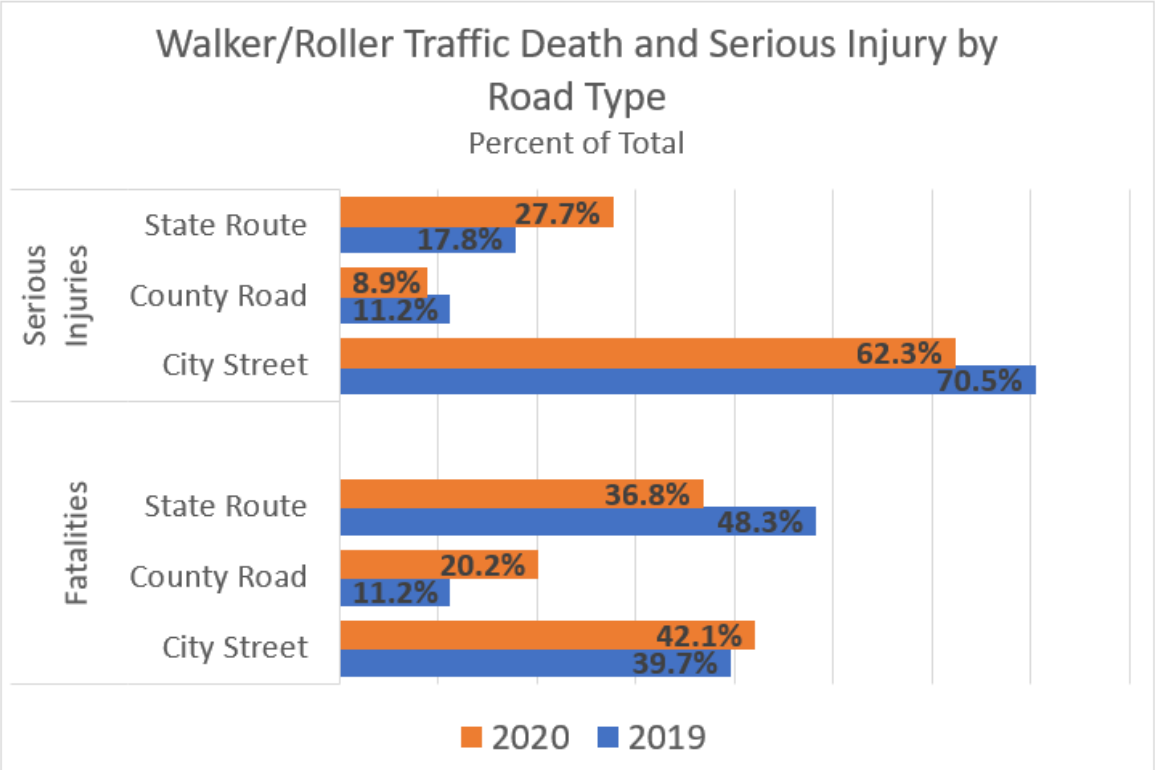
Day/Week. Most fatalities occur on the weekends, with more serious injuries occurring mid-week.



Night / Day. More fatalities continue to occur at night; more serious injuries occur during the day.



Road Type. Serious injuries continue to occur more on state routes and city streets; while fatalities increased on city streets and county roads in 2020 but decreased on state routes.



Data Limitations

ATSC members identified additional types of data and analysis they would like to have available, or if not available, to identify as a gap in data collection that should be addressed. These include:

- Further insights into the effects of access to emergency care, particularly during the ongoing pandemic.
- Crashes that do not result in a police traffic collision report, including those that occur in parking lots or on private property.
- Analysis by race, gender, disability, and income of victims as/if available.
- More information on patterns in design, operational, and maintenance contexts and factors.

Appendix B. Implementation Practices for Setting Speed Limits and Implementing Speed Management to Eliminate Fatal and Serious Injury Crashes

Prepared by Cooper Jones Active Transportation Safety Council
For Washington State Legislature 2021

Executive Summary

The purpose of this document is to inform how current practices in setting speed limits and efforts to reduce vehicle speeds or implement speed management techniques should and can change with a goal of achieving zero fatal and serious injury traffic collisions. While this is important for all road types, this document focuses on places where there is a mix of user types, including people walking and biking.

This document gives examples of and recommends traffic study techniques that emphasize land use context to make city/county wide default speed limit changes. Default speeds are recommended as being more efficient and cost effective than conducting multiple case by case speed studies.

There are examples of success stories for places where the speed limit was lowered, speed limit signs were posted more frequently, and no other changes were made. There are multiple recommendations including one suggesting that RCW 46.61.415(3) be expanded so that roads outside of residential and business districts can be posted 20mph without a required traffic study and that county roads and state routes be eligible under the statute. Key takeaways:

- Land use context should receive priority consideration in speed limit traffic studies.
- City wide comprehensive studies can be used to make default speed limit changes.
- Speed limit signage alone can make a difference in lowering speed limits in some contexts.
- RCW 46.61.415 should be expanded to include other road types, so that default 20mph speed limits can be set without requiring multiple speed studies in more places.
- Many cities and counties in Washington State are already re-thinking how they set speed limits and implementing speed management techniques.

Introduction

Washington Traffic Safety Commission and local agencies across Washington State continue to look at countermeasures that combat fatal to serious collisions resulting from speed. Many transportation professionals seek a more robust and data driven strategy when setting speed limits. Washington's Strategic Highway Safety Plan "Target Zero," and many local agencies "Vision Zero" plans recognize that speed setting through the notion of injury minimization would result in fewer fatal and serious injuries. Recognizing the role of speed in injury severity, this document proposes solutions to lower speeds with a goal of zero fatal and serious injuries. The current system is not bringing about the desired goals of reducing injuries and eliminating traffic deaths.

The Relationship Between Speed and Injury Severity

Driver speed is directly linked to the likelihood of a crash and to crash severity. It is a primary variable in the energy transferred in a crash. For those walking and biking, even a small increase in speed significantly increases the risk of serious injury and death.

In addition to the increased impact potential, there are other factors to consider. At higher speeds motorists are less able to react in time and avoid crashes. Their field of vision narrows reducing their ability to see other vehicles, people walking, and bicyclists preparing to enter or cross the road. Stopping a vehicle involves both human reaction time and the time required for the physical action of the brakes. The stopping distance for a driver traveling at 25 mph on a flat road is 155 feet. At 45 mph that distance increases to 360 feet, which is about the length of a city block. Motorists driving at higher speeds and scanning that far ahead are challenged to see road users outside of a vehicle. Higher speeds make it difficult for people trying to cross roadways to judge how much time they must cross. People tend to make crossing decisions based on how far away a vehicle is rather than how fast the driver is going.

Update of fatal and serious injury crashes – including graphs

Year after year thousands of people die or become seriously injured while using Washington State roads. Despite Washington State's commendable and long-standing Target Zero Plan to achieve a transportation system where there are zero traffic fatalities and serious injuries by 2030, the numbers are not decreasing fast enough to achieve the goal, see figures 1, 2, 3 and 4 below.

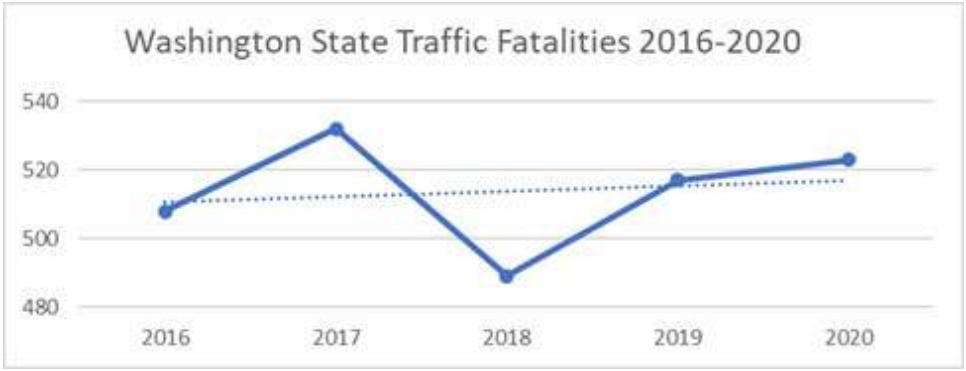


Figure 1 Washington state fatalities 2016-2020, all crash types (source WSDOT)

Figure 2 Washington State pedestrian and bicyclist traffic fatalities 2016-2020 (source WSDOT)

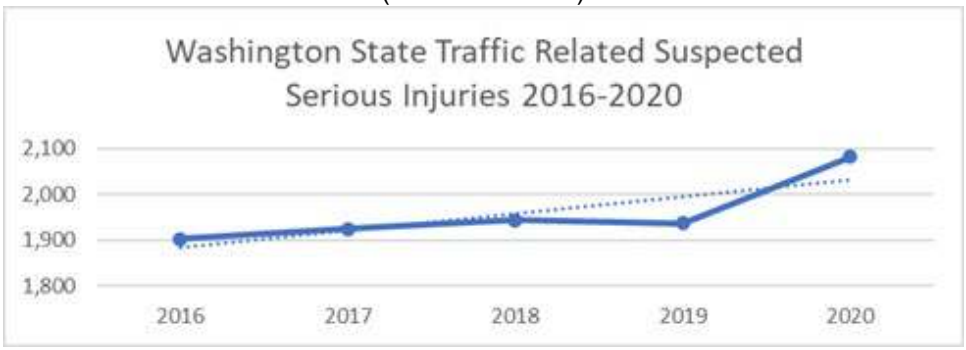


Figure 3 Washington State traffic related suspected serious injuries 2016-2020, all crash types (source WSDOT)

Figure 4 Washington State pedestrian and bicyclist traffic related suspected serious injuries 2016-2020 (source WSDOT)

As shown in the prior figures, these fatality trends are similar for all road users whether they are driving, walking, or riding a bicycle. Strategies in the Target Zero plan address a variety of treatments but there is not a strong enough emphasis on the one variable that is associated most often with fatal and serious injury crashes: driver speeds.

In 2019, 86% of all Washington State fatal and serious injury crashes occurred on roadways with a posted speed higher than 25 mph. One example, from the City of Shoreline, shows that roads with posted speeds of higher than 25 mph comprise only 23% of the total however, similar to the statewide trend, account for 79% of serious and fatal collisions. Driver speed is a contributing factor in most fatal and serious injury crashes in Washington State. It is time for bold change and to rethink how speed limits are set and speed management techniques are used, especially in population centers where there is a mix of vulnerable road users.

Building on Past Work

This document builds on the work of the Injury Minimization and Speed Management Workgroup and the Injury Minimization and Speed Management Policy Elements and Recommendations document. Led by WSDOT, this multi-agency, multi-jurisdiction work group developed recommended policy elements and guidelines to achieve vehicle travel speeds that minimize fatal and serious injury crashes. To address the needs of all users, the document emphasizes lower speeds where appropriate, on state routes, city streets, county, and tribal roads. The intent is to support implementation of an injury minimization speed limit methodology prioritizing multimodal exposure areas. The group finished its work in December 2020 and produced a framework that jurisdictions can use as the basis for their own policies.
Other foundational efforts include the work of the Cooper Jones Active Transportation Safety Council Automated Enforcement Team. In 2020 they prepared the Automated Traffic Enforcement Systems: A Key Component for Increasing Safe Walking and Biking to Schools discussion paper. It highlights the effectiveness of traffic safety cameras and explains the importance of increasing their use in school zones. It recommends expanding authority for the traffic safety cameras to serve as a tool to reduce speeds and save lives in all other speed zones.

WSDOT has updated its Traffic Manual which included changes to Chapter 6 with information about regulating speed limits. The changes clarify that the objective is to achieve operating speeds that minimize fatalities and serious injuries. Guidance for setting speeds have been expanded and include among other things consideration for:

14. Roadway characteristics (facilities, operational devices, public access points)
15. Roadway users (pedestrian and bicycle traffic generators vs counts of people walking/biking)
16. Emphasis on 10 MPH pace over 85th percentile,
17. Roadway context (current and planned),
18. Crash history to determine system- wide changes that will prevent crashes proactively
19. Accessibility and convenience for all users

20. Consistent speed zones

The revised chapter recognizes that there may be a need for more in-depth reviews of speed limits in population centers. It acknowledges the state law that allows for setting a 20-mph speed limit in business districts and residential districts. In addition, it recommends that practitioners consider operational speed management techniques as an option where operating speeds are high. These changes are part of an iterative approach adopt recommendations from the Injury Minimization and Speed Management Policy Elements and Recommendations document. More information about these changes and other updates to the document can be found at Publications - Traffic Manual | WSDOT (wa.gov)

In 2013 the Washington State Legislature passed a bill updating RCW 46.61.415. It added section (3) which allows cities and towns to establish a maximum speed limit of twenty miles per hour on nonarterial highways that are within a residential district or business district. Counties were exempt from the change at that time. There are multiple census designated places, such as Belfair and Spanaway where there are a mix of vehicles and people walking or biking, that could benefit from expansion of this statute.

Examples of Successes in Addressing Speed Limits

Lowering vehicle speeds and improving active transportation safety is often viewed as a problem that is not able to be solved without significant investments in re-engineering roadways with speed management traffic control and infrastructure reconstruction. Those changes are important, however, based on a publication by NACTO, research has demonstrated that speed limit changes alone can lead to measurable declines in speeds and crashes, even absent enforcement, or engineering changes. Additionally, recently published NCHRP Project 17-76 research found that “The average and 85th percentile operating speeds are higher when the posted speed limits are higher or are lower when the posted speed limits are lower” and that “the posted speed limit influences operating speed, indicating that the number on the sign does matter”.

If steps are taken to emphasize the desired target speeds, by posting speed limit signs more frequently for example, it will create more awareness about them, and ultimately result in an overall decline in vehicle speeds. This is not meant to say that some people won’t continue to travel at higher speeds, but that most people will obey the speed limit.

There are several recent examples of where agencies have reviewed their speed limits to demonstrate that lowering speed limits will help address identified speed and safety issues and provide tangible benefits toward goals of reducing the number and severity of collisions.

City of Boston

A 2017 Insurance Institute for Highway Safety study in Boston found that reducing the citywide speed limit to 25 mph from 30 mph resulted in a drop in overall speeding while also dramatically decreasing the instances of high-end speeding - vehicles traveling faster than 35 mph.

City of Seattle

After SDOT signed streets for 25 mph, the data showed a reduction in total crashes, injury crashes, 50th percentile speeds, 85th percentile speeds, and high-end speeding for every location reviewed. The largest changes were in the reduction of high-end speeders and in number of total crashes.

These changes were found where roadways had been signed for 30 mph and at unsigned locations where the 25-mph default speed limit was used. SDOT has found lowering speed limits and increasing sign density alone - absent any marketing campaigns, additional enforcement, retimed signal progressions, or engineering changes to the street geometry – resulted in lower speeds and fewer crashes. Below is a summary of the before and after results of adjusting the maximum speed limits within the city.

Crashes	**All Crashes**	**Injury Crashes**
Before	517	193
After	403	158
% Change	-22%	-18%

Speeds	**50th Percentile**	**85th Percentile**	**40+ MPH Speeders**
Before	25.6 MPH	31.2 MPH	1119
After	23.1 MPH	29.0 MPH	513
% Change	-9.9%	-7.1%	-54.1%

City of Toronto

In Toronto, researchers at the Hospital for Sick Children found that on streets where speed limits were lowered from 40 kph (24.8 mph) to 30 kph (18.6 mph), there was a 28% decrease in the number of collisions between pedestrians and motor vehicles and a 67% decline in the number of fatal and serious injuries on streets with speed limit reductions.

Whatcom County

In 1987, the County Council lowered the default posted speed limit on County roadways from 50 mph to 35 mph, unless otherwise posted. The basis of the speed limit reduction was due to the geometric design and safety of the roadways, as studies performed by staff demonstrated that the numerous vertical and horizontal curves often limited sight distance and ultimately the appropriate design speed. The default 35 mph speed limit ensured vehicles were navigating the County's rural roadways at safer speeds.

Island County

Island County is currently conducting a study to comprehensively review the speed limits on all their roadways based on the latest best practices in speed management and speed limit setting. The study is designed to emphasize other factors beyond the 85th percentile speed, with an objective to provide consistency across the County, while also being sensitive to the rural context.

The study was funded through a grant from the Highway Safety Improvement Program (HSIP) managed by WSDOT. In developing their Local Road Safety Plan, the County noted several collisions that were associated with speed as a factor. This is one of the first applications of HSIP grant funds in Washington State to both revise agency speed limit regulations and act to comprehensively modify speed limits. The results of the effort included the development of a speed evaluation tool specific to a smaller, rural county. Speed Limit setting policy decisions have been made as part of this effort, however actual speed Limit evaluation and implementation of any resulting changes has not yet begun.

City of Shoreline

Shoreline completed a study of speed limit policy along six arterial segments presently signed as 35 MPH facilities in 2020. The study used a new draft speed limit setting tool from the National Cooperative Highway Research Program (NCHRP) that better accounted for pedestrian and bicyclist use than historic speed limit setting practices. The study resulted in a recommendation that the speed limits be lowered to 30 MPH for five of the six roadways.

Jefferson County

Jefferson County recently evaluated lowering of speed limits on segments of Oak Bay Road and Paradise Bay Road located in Port Ludlow Village following a request from homeowners in the area. A traffic study was finished in 2020 and showed lower speed limits were warranted on some segments of the two roadways. The study incorporated the latest research around setting of speed limits, that better consider the context of the roadways as well as the demographics of the area. The County adopted the revised speed limits in February 2021, with some segments being lowered from 35 MPH to 25 MPH.

Barriers and Solutions

The Injury Minimization and Speed Management document includes detailed recommendations for addressing speed and speeding on our roadways. Some of those recommendations are focused on addressing some of the barriers that agencies face when implementing measures to address speed.

Cost / Funding

21. Local agencies frequently do not have the funding to maintain their current roadways; fiscal constraints can make changes to those roadways even more challenging. While some changes require constructed improvements, many changes can be accomplished with the relatively small investment of pavement markings, sign changes, and administrative or engineering costs.

22. Local agency staffing - many agencies lack the capacity to undertake a comprehensive speed reduction program. However, changes can be made incrementally. Additionally, grant programs and technical assistance can help address resource constraints, particularly for small cities (see Island County example above).

23. Administrative costs for lowering speed limits on state routes in cities and towns – local agencies that want to have city wide default speed limits, including speed limit reductions on state routes in WSDOT ROW will sometimes be asked to provide background information, community outreach and conduct studies to provide justification data. This work has an administrative cost which some local agencies are unable to cover.

Public Opinion / Internal support

24. Some members of the public have the perception that reducing speeds will increase travel times for automobiles or that changes on arterial streets will create more neighborhood cut through traffic. Communicating the changes in advance, articulating the benefits of speed reduction, and sharing traffic analysis that shows modest impacts of speed reductions can not only reduce community concerns, but also build community support.

25. Police Departments or Fire Departments may have concerns that lower speed limits will increase response times. Engaging emergency responders in the discussion can both demonstrate the small change in legal travel times, but also demonstrate that reduced collisions can improve levels of service. Identifying primary and secondary response routes for emergency services for maintaining response times can help address concerns from fire and police.

26. Elected officials and executive leaders may receive complaints about changes to speed limits or may anticipate complaints related to lower speeds. Having advanced conversations with elected officials help leadership be prepared to respond to community feedback, and effective community engagement can help generate more balanced and informed feedback from the public.

27. Education & Outreach to agencies and communities can be costly and time consuming

Existing Codes, Standards, and Policies

28. While public works departments often have strong partnerships with local fire departments, local codes and fire codes can require wider street widths and discourage the use of some speed management design features (raised speed cushions, roadway narrowing, traffic circles, etc.). Involving emergency responders in discussions about speed can generate support for designs that reduce speeds and are universally supported.

29. Outdated design standards and policies. The profession's understanding of appropriate speed limits has evolved, but locally adopted design manuals may not have been updated to reflect current best practice. Updating locally adopted design

requirements can ensure that capital projects and private development use design practices that reflect current best practice. See the section above about updates to the WSDOT Traffic Manual.

30. Where agencies delegate speed limit authority to elected officials, changing posted speed limits can be a time-consuming process, requiring extensive data collection to justify for each roadway segment. Delegating speed limit authority to the transportation staff of the local agency can reduce the time needed to make these changes.

31. The federal Manual on Uniform Traffic Control Devices (MUTCD) requires consideration of the speed of free-flowing traffic. This results in speed limits that do not consider all environmental factors. Washington Administrative Code (WAC) 468-95-045 provides modifications to the MUTCD for Washington State, including removing the reference to free-flow speed and adding consideration for other contextual factors such as pedestrian activity, parking practices, and crash experience. However, local agencies that are unaware of the modifications may follow the federal MUTCD, which overemphasizes speed can result in posted speeds that do not adequately consider the factors in the WAC. See the section above about updates to the WSDOT Traffic Manual.

Enforcement

32. The belief that speeding is inevitable, or that lower speeds cannot be attained without enforcement, can lead to inaction. Speed limit setting, design, and education can all impact speeds independent of enforcement—and reduce the need for enforcement.

33. While enforcement can be an effective component of speed reduction programs, local law enforcement may have limited capacity to enforce lower speeds. Many departments are also actively working to conduct enforcement in a way that is less likely to make community members feel unsafe. Automated enforcement, where allowed, can help reduce the demand on limited law enforcement personnel.

34. Speed enforcement can be perceived as being motivated by a desire to increase ticket revenue. Consistently describing the safety and livability benefits of speed management, and dedicated automated enforcement revenues to traffic safety programs, can build public trust.

35. While automated speed enforcement can help achieve safer speeds, local agencies can currently only use this tool in school zones. Speeding is a systemic issue that contributes to higher speeds and wider authority to use automated enforcement is an important tool to achieve safe speeds more widely.

Continuing education for Transportation Professionals

36. Federal guidance emphasizes free flow vehicle speeds and the 85th percentile speed in the MUTCD. While Washington State has adopted more robust speed limit setting guidance than is available in the MUTCD, and while the Washington State

amendments also remove the requirement that speed measurements be based on the speed of free-flowing vehicles, practitioners may be unaware of these changes. Ensuring practitioners are aware of the additional regulations in Washington will allow consideration of speed limits that are better tailored to the surrounding environment.

37. Speed data is relatively inexpensive to collect and is a straightforward and quantitative measure; this results in overreliance on speed measurements in setting speed limits.

38. Industry guidance that would help practitioners assess speed limits using the other measures referenced in WAC 468-95-045 is relatively new and not as well known. Additionally, there is limited awareness of other published guidance such as the NACTO's City Limits guide, NCHRP 17-76, which attempt to incorporate more robust analyses than older tools such as USLIMITS and USLIMITS2. Achieving more widespread use of newer tools would help speed setting practices better align with emerging best practices.

39. Encourage use of existing supportive data and studies – for example data provided by the Crash Modification Factors Clearinghouse – as resources to justify and promote speed limit changes.

Lack of Data / Supporting Research

40. While there is much data supporting the importance of reducing speed to reduce serious injury and fatality crashes, and there is ample research on the efficacy of infrastructure improvements about safety, there is very little published research regarding the impact of speed limit changes alone on safety outcomes. Seattle has conducted robust analysis of speed limit changes implemented in their jurisdiction that highlight that speed limit changes alone can reduce the amount of top-end speeding on a corridor. More information, such as published crash modification factors for changing speed limits, is needed. Results from speed reduction work completed in Seattle are available in Appendix A-1: Speed Limit Case Studies SDOT.

41. Many practitioners are familiar with older studies that do not show a clear benefit to posted speed reduction, however more recent studies with higher quality data are now available (see CMF Clearinghouse) showing the safety benefits of posted speed reduction, which practitioners should become familiar with.

Recommendations (not in priority order)

1. Adopt traffic study techniques that give greater consideration for land use context.

2. Provide guidance/standards in support of city/county wide default speed limit changes rather than requiring a case-by-case consideration of road speeds. This may include one set speed of 20mph for all residential and business district streets and a prioritized list for lowering arterial speed limits.

3. Redefine the meaning and process used for conducting traffic studies. Consider a process like the one outlined in the NACTO City Limits Guide.
4. Provide expanded guidance in State Traffic Manual and State Design Manual for traffic calming tools, especially at intersections and crossing locations.
5. Reduce barriers for lowering speed limits by changing RCW to eliminate traffic study requirements for specific land use context.
6. Provide examples of speed limit changes made by agencies that include project scope, administrative/legislative mechanisms used, and costs.
7. Highlight 20 mph speed limit change that can be implemented on non-arterial streets and roads without engineering and traffic investigations per RCW 46.61.415 and flexibility to revert within one year. Consider gateway signing at locations entering jurisdiction boundary.
8. Develop statewide access to collision, traffic volume, and speed data tools for local agencies to use. Consider using a public and private partnership to generate the information.
9. Develop funding specific to speed limit changes at school/walking zones, business districts (could be matching), residential districts and high priority streets based on data. Provide support for low-cost speed counter measures such as feedback signs and channelization changes.
10. 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.
11. Provide trainings for WSDOT staff about partnering with local agencies, responding to requests to lower speed limits, and providing speed management treatments.
12. Support WTSC and other ATSC efforts in conducting public awareness campaigns that provide information about the importance of lowering speed limits and the relationship between speed limits, crashes, and injury severity.
13. Expand automated school speed zone to school walking routes. Dedicate percentage revenue to Cooper Jones for safety grants.

Appendices:

- Appendix A-1: Speed Limit Case Studies. SDOT

- Appendix A-2: Vision Zero: Speed Limit Reduction FAQ. City of Seattle
- Appendix A-3: Decision Memo: Speed Limit Adjustment on State Routes. City of Seattle
- Appendix A-4: Seattle Memo to WSDOT, Speed Limits
- Appendix B-1: Arterial Speed Limit Policy. City of Shoreline

Appendix C. Reimagining Safety: Safety is More than Protection from Crashes Whose Mobility Matters Series

Prepared by Cooper Jones Active Transportation Safety Council
For Washington State Legislature 2021

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.

Executive Summary

In 2020, the Cooper Jones Active Transportation Safety Council (ATSC) dug into the challenge of developing a broad description of "safety" to frame its work in terms of individuals, policies, and society. Similar to broader conversations at the state and societal levels,[2] this effort features equity issues as a key component of safety in the transportation system. An Action Team worked to develop a description of safety that helps explain how the built environment we live in, the policies and practices that govern the transportation system, and broader societal and historical forces all shape the decisions of people to walk, roll, or use public transit.

"Equity" refers to the equitable (not "equal") distribution of access, facilities, services, and outcomes. Justice relies on who decides, who leads, who is involved. To achieve equity, we must first address the inequities that have been and are being created by deeply embedded systems of injustice.

[2] Throughout 2020 the COVID-19 pandemic highlighted racial disparities in health, access, transportation, and other essential elements of life. The Black Lives Matter movement took to the streets to protest deaths at the hands of police including George Floyd in Minneapolis and Manuel Ellis in Tacoma, WA. November 13, the board of directors for the American Association of State Highway and Transportation Officials unanimously passed a resolution pledging to address issues related to race, equity, diversity, and inclusion. December 2020 Gov. Jay Inslee directed state agencies for the first time to center budgetary decision packages and legislation around equity.

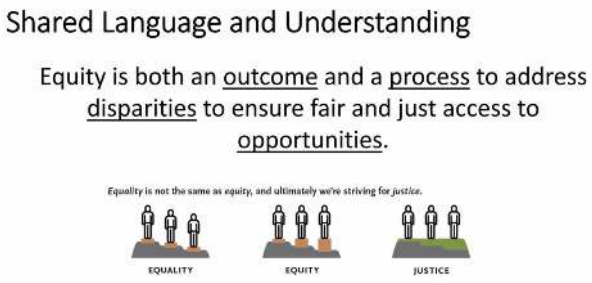
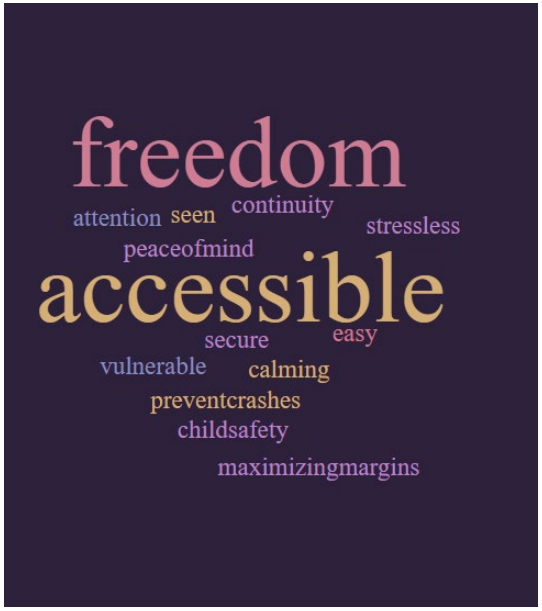


Image from a presentation by KeAndra Cylear Dodds, Executive Officer, Los Angeles Metro Office of Equity and Race, at the Transportation Research Board's Conference on Advancing Transportation Equity, Sept. 9, 2021

The purpose of this document is to raise awareness of the factors that inhibit or reduce mobility justice, mobility safety, and freedom of movement.[3] Once the document is completed, the ATSC will use it as a foundational document for providing context and informing future work. The document will change over time as conditions change in our communities. As the ATSC develops recommendations it will apply this document's framework to help identify which domains a given proposal addresses and the implications for other domains.

The Reimagining Safety Action Team members posed the following question to participants at the September 2021 Bike, Walk, and Roll Summit: *What WORD comes to mind when you think about SAFETY?* Responses are displayed in the word cloud to the right, with words mentioned more frequently showing in larger font.



Mobility Justice, Mobility Safety, and Freedom of Movement

This document uses the terms "mobility justice", "mobility safety", and "freedom of movement" to describe the challenges experienced by those in our communities who do not have the ability to choose whether to move or to stay in place safely and without threat or fear of harm. These concepts also matter greatly for the many community members who cannot access basic goods and services or fully participate in their communities due to transportation issues.

[3] The term "mobility" carries significant meaning for people with disabilities. It describes their actual ability to move in society in addition to affecting their ability to move within transportation systems.

“Mobility justice” enables people to live full lives. Achieving it requires that we end bias and discrimination in how transportation is regulated, designed, funded, and maintained. Discrimination may be based on race, class, income, legal status, or perceived immigration status, disability, gender, gender identity or expression, age, housing status, rural/urban location, or any other human characteristic or condition, separately or at their intersection. Bias affects not only those who have a particular set of identities, but also those perceived to have those identities whether that is the case. Mobility justice work includes confronting repressive policing tactics and other systemic injustices that constrict and constrain people’s lives. Feeling safe using the transportation system and being able to experience life fully is essential to mobility justice.

“Mobility safety” in the transportation system is the condition of being protected from danger, risk, or injury, and being unlikely to cause these conditions for other people.

“Freedom of movement,” or the right to travel, simply means that residents have the right to travel where they need to and to use the type of transportation that is best for them. Critical cases have established a constitutional right to free movement. However, the cases do not authorize the federal government to regulate or enforce freedom of movement. That responsibility is left to states. So, it is states and local governments that need to shift focus away from transportation systems that emphasize moving people in vehicles to systems that allow for safe travel using all modes.

Framing Safety at Three Levels

A. Individual

An individual’s safety stands at the intersection of their individual identities and movements, their community’s history, and societal structures. Solutions must address each of these and their collective effects.

People who walk or roll often face an immediate and acute risk of being struck and injured or killed when they undertake an ordinary transportation task like crossing a road; they face additional risk when they travel in an unsafe environment. This domain of individual behaviors in the built environment has traditionally been the arena where traffic safety efforts have focused.

Examples of actions to enhance safety at the individual level:

- Expand use of a leading pedestrian interval on the WALK signal to give pedestrians a head start and make them more visible to drivers.
- Adjust signal timing at locations with higher numbers of people who move more slowly than the assumed walking pace to provide enough time for safe crossing.

- Create barrier-protected bicycle lanes and separated trails.
- Eliminate right turn on red lights after a stop in locations with high pedestrian volumes.
- Create bulbouts at intersections to shorten the crossing distance.
- Provide multi-lingual education for people driving, walking, and rolling, including education on trail interactions.

B. Policies and Practices at the Community Level

Institutional decisions often produce the physical threats to safety experienced by people walking, cycling, and rolling in our current transportation system. Those decisions create both positive and negative effects on their ability to carry out everyday activities and live a full life, and on the health of people, other species, and the ecosystems on which we all rely. An individual's behavior results not only from choices between options, but from the context shaped by policies and practices within which they make these choices.

Examples of actions to enhance safety through policies and practices:

- Cities, counties, and state: Adopt an approach to setting speed limits that prioritizes minimizing serious injuries and deaths, with lower speeds where more people may be walking or rolling.
- Decriminalize everyday behaviors and movements of people walking and bicycling, such as allowing rolling stops for bicycles through red lights or stop signs when no traffic is present[4] or allowing mid-block crossing of pedestrians when no vehicles are within the block and there is no risk to the pedestrian or vehicle driver.
- Reduce or eliminate police contacts related to low-level traffic incidents and develop non-enforcement-based approaches to traffic safety.
- Design and maintain active transportation facilities that feel inviting and safe, with appropriate lighting, vegetation management, and other elements that address concerns of those often targeted for harassment and violence.
- School districts: Educate and encourage students to bike/walk/roll to school; make school siting and design decisions based on ease and safety of active transportation access; and foster a culture in which students getting to school and associated activities by bus, bike, or walking/rolling is normal and supported.
- Cities/counties: Update and implement transportation plans to provide complete, comfortable networks for walking, bicycling, and using transit.
- Colleges: Provide free transit passes to students and provide ample secure bike parking.

[4] Washington's "Safety Stop", adopted in 2020, allows people on bicycles/tricycles to treat stop signs as a yield if the coast is clear. One year later: How the Safety Stop Has Improved the Lives of People Who Bike, Washington Bikes blog, Sept. 27, 2021.

- Public agencies: Adopt policies that require buildings regularly accessed by the public to be in locations easily and safely reached via transit, walking/rolling, and bicycling.
- Improve design standards and education for all transportation professionals with an emphasis on safety.
- Update traffic operation standards and practices at the state level to go beyond the elements of the Manual on Uniform Traffic Control Devices (MUTCD) that emphasize and privilege driver movements over vulnerable road users.
- Include those with physical and intellectual disabilities in planning; hire people with disabilities into planning and development positions; create a pipeline to bring a broader array of perspectives into the transportation workforce.
- Plan, design, and develop continuous routes for trips made without driving from homes to transit stops to destinations.

C. Societal

The institutional decisions and community investments that create a transportation system in turn reflect the dominant social norms, values, and beliefs of leaders, decision makers, professionals, advocates, and the public.

Examples of actions to enhance safety in the societal context:

- Adopt transportation policies and funding to eliminate barriers created by redlining practices that severed neighborhoods with highways and wide, fast, busy arterials.
- Provide active transportation funding on a par with the cost of crashes, deaths, and property damage ($15 billion/year in Washington state, according to the 2021 State of Transportation presentation).
- Target investments for pedestrian/bike facilities in neighborhoods with the deepest transportation disparities and burdens and work with those neighborhoods so changes reflect their needs and priorities.
- Adopt land use practices that support space-efficient transportation modes—walking/rolling, bicycling, transit—and that incorporate low-income and affordable housing close to education and employment opportunities to eliminate displacement that leads to reliance on driving.
- Provide frequent and reliable transit service with accessible sidewalks and stops.

“Safety dependent on violence is not safe at all.” -Tema Okun

Appendix D. CHARTER Amendments for the Cooper Jones Active Transportation Safety Council

The full Charter was included in the 2020 Annual Report and can be found on the WTSC Website. Updates approved in September 2021 addressed operations of the Council, including:

1) Removal of individual names from the roster, as these individuals change over time

2) Clarification that meeting participants are limited to the ATSC members, the facilitator, invited speakers and guests, and others as identified by the Executive Committee and Program Manager. Meetings are not subject to the OPMA.

3) Clarification that potential ATSC members are identified by sitting representatives, the Executive Committee, and/or the Program Manager to fulfill the priority representation established by the Legislature, and then to fulfill additional representation identified by ATSC to maximize diverse perspectives.

4) Agreement that those wishing to join the "other interested parties" list that receives meeting notices and notes will be discussed and vetted on a case-by-case basis. These interested parties will be identified by the Executive Committee and Program Manager.

5) Agreement that new ATSC members will meet with the Program Manager to receive background information. They will also be matched with a current ATSC member for three months with the expectation that the pair will meet informally to ensure the new member is fully introduced and informed about ATSC.

Amended ATSC Operations, January 2021

2021 saw a continuation of the COVID-19 pandemic which required ATSC to meet remotely. The loss of connection via in-person meetings was balanced by a consistently high attendance rate (low of 16, high of 22 members).

- ATSC introduced an Onboarding and Mentoring System to orient new members.
- ATSC continued to identify new members to fill the desired perspective and expertise, resulting in four new members. (See Roster in Executive Summary)
- ATSC Program Director Scott Waller retired in June. His duties were fulfilled on an interim basis by the ATSC Facilitator Patricia Hughes, and by Debi Besser, Mandie Dell, and Pam Pannkuk with WTSC

Amended ATSC Working Agreements, January 2021

ATSC has a strong collaborative culture, and continually strives to be more effective. The group finetuned how key topics are chosen for study – including gauging the amount of time the Program Manager must monitor Action Teams – and how to engage all members fully, including those with hearing or sight limitations.

The ability to engage in small group breakouts significantly improves work products as members can talk through ideas and bring them to the large group. Minutes are stored on the WTSC website.

Appendix E - Progress Report 2021: Progress made on ATSC, PSAC (Pedestrian Safety Advisory Council) and BSAC (Cooper Jones Bicyclist Safety Advisory Council)

This document summarizes previous recommendations made by the three bodies PSAC and BSAC, which were then merged into ATSC in fall of 2019. Items highlighted in red indicate no progress as of October 2021; items highlighted in yellow indicate some progress; items highlighted in green indicate they have been accomplished.

ATSC Recommendations

Year	Recommendation Description	Status as of October 2021
2020	Automated Traffic Enforcement Systems: Change RCW 46.63.170 to allow placement of ATES on any roadway identified in a school's walk area (RCW 28A.160.160). This would be an extension of an existing authority supported by state law. Currently, placement is limited to officially designated school zones in certain cities.	Requires legislative action.
2020	Automated Traffic Enforcement Systems: Changes to – and setting of - operating times and days for ATES in school walk areas should be local jurisdiction decisions. Schools frequently serve as community resources throughout the day, where residents go for childcare, sports, community gatherings and meetings, and recreational opportunities. This means that the need for speed control cannot be concentrated only on the school day. Moreover, each local jurisdiction implementing ATES under this expanded authority should consider that children are present each day – and throughout the day – on or near the roadways in school walk areas.	
2020	Change two Washington Administrative Codes - WAC 392-141-340 - Determination of the walk area, and WAC 392-151-025 – Route Plans – that guide how school districts	Requires action by OSPI.

	develop and design resources to promote students walking or bicycling to school. **WAC 392-141-340 - Determination of the walk area** could be clarified to require: 1) reporting on the implementation of school walk areas from all districts as a part of their annual student transportation report and charter schools; 2) preparation of an annual report by the Office of Superintendent of Public Instruction regarding the district and charter information regarding school walk area implementation; and, 3) identification of ATES funds and funds from the School Zone Safety Account as sources that can help districts and charter schools pay for the costs of developing, updating, and promoting school walk areas. **WAC 392-151-025 – Route Plans** could be changed to require identification and promotion of recommended walk and ride routes for all district or charter schools, rather than the currently limited focus on elementary students. Each school's route plan would then need to be based on considerations of traffic patterns, existing traffic controls, and other crossing protection aids such as school patrols. This WAC also requires that the walking route plans are to be distributed to all students.	
2020	Allowing the “due care” standard to apply to people who walk on roadways: Amend RCW 46.61.250 so that people who walk have the same “due care” standard for avoiding crashes that drivers presently have described in RCW 46.61.245.	Requires legislative action.

2018 and 2019 Recommendations

The 2018 and 2019 reports from the predecessor groups BSAC and PSAC used five internationally recognized safety principles to organize recommendations. The numbering system from those reports is included here for reference:

1. Cross Cutting Recommendations – these recommendations influence the entirety of the transportation system as it relates to the safety of people walk.
2. Speed Control and Separation – ensure safe operating speeds for roadways and separate cars from people.
3. Functional Harmony – design roadways and vehicles to reduce conflicts between users
4. Predictability and Simplicity – make it easier for all roadway users to use all roadways safely.
5. forgiveness and Restrictiveness – predict where simple mistakes can happen and prevent them.
6. State Awareness – change behaviors that contribute to crashes.

1. Cross-Cutting Recommendations

Number	Recommendation Description	Status as of October 2021
1.1	The Washington State Legislature should direct the WTSC to convene a statewide ATSAC…combine the current BSAC and PSAC groups into one advisory council that would continue to make recommendations for making Washington's roadways safer for people who walk and bike as well as monitoring implementation of recommendations made by each of the councils separately.	SSB 5710, creating the ATSAC, passed the Washington Legislature in 2019 and Governor Jay Inslee signed the bill into law. The group met for the first time in September 2019. Enabling legislation eliminated the sunset clause in the original legislation, meaning the ATSC will remain a standing committee unless the legislature passes a law doing away with it. No need to continue tracking and reporting on this item.
1.2	Improve data systems and coordination, detail below:	
	• The WA State Legislature should direct WSDOT to identify ways to a) expand the number of permanent counters for the Washington State	a) WSDOT has 80 permanent counters installed on trails, city streets, and state routes around the state. A portal provides access to data from permanent counters and short-duration counts. The portal doesn't include data from local agency counts/counters; WSDOT

	Bicyclist and Pedestrian Count Program, b) provide payment to people who staff the observational sites during annual surveys, c) extend the methodology to include other data sources, and d) provide analysis of the data collected.	doesn't have capacity to develop data-sharing agreements and ongoing stewardship to do this. b) No funding identified to pay for observational sites. As of 2021 WSDOT is suspending the statewide effort to organize annual short-duration observational sites; a final decision on whether to restart these as a statewide effort will be made after research on new data sources is final. c) WSDOT research project examining new data sources such as crowdsourced platforms and data collected by traffic signals on pedestrian push-button calls will get under way in 2022. d) State ATP Part 1 published May 2021 with network analysis. Emphasis is on network connectivity as more important than user counts.
	• The PTCR should be revised to include the "failure to yield to people who use bicycles" as a motorist contributing factor. Currently, there is one failure to yield box that covers both pedestrians and bicyclists. There needs to be a separate failure to yield box for crashes involving people who walk and people who bicycle. This would create an ability to separately analyze the frequency of failure to yield events for crashes involving people who walk or bicycle.	No progress made as of October 2021.
	• The Washington State Legislature should allocate sufficient funding to conduct a comprehensive statewide household survey regarding walking and bicycling.	No additional funding identified as of October 2021. WSDOT Active Transportation Division conducted two rounds of opt-in/self-selected questionnaires in 2019 as outreach for the Active Transportation Plan these questionnaires asked transportation usage questions.
1.3	Convene a workgroup to establish priorities for walker-friendly infrastructure investment.	The state Active Transportation Plan established an approach to identify gaps in pedestrian infrastructure on state routes and criteria for evaluation based on safety, equity, and potential demand. This provides a mechanism that could be used to prioritize changes specifically along or across state

		routes. The wording of this task doesn't specify whether the intent was to develop priorities for consideration across all jurisdictions. The ATP suggests a workgroup to address several topics related to sidewalk completeness and accessibility.

Safety Principle 2 – Speed control and separation: Ensure safe operating speeds for roadways and separate cars from people

Number	Recommendation Description	Status as of October 2021
2.1	Develop target speed policy for use at all jurisdictional levels.	2020: Draft policy framework completed. Training provided Sept. 28, 2020, in conjunction with the Washington Bike Walk Roll Summit. Video 2021: Action Team developed a follow-up white paper on adoption and implementation of the framework. This was the subject of a presentation by members of the ATSC Action Team at the 2021 Washington Bike Walk Roll Summit. Video Next steps: Further disseminate the framework and identify possible ways to track adoption and implementation.
	WSDOT should offer ongoing and continuing education at all jurisdictional levels that includes information about the target speed policy, design approaches to creating "self-enforcing roads," and about ways of setting speeds to emphasize injury prevention and minimization.	2021: This was the subject of a presentation by members of the ATSC Action Team at the 2021 Washington Bike Walk Roll Summit. Video A 2021 ATSC Action Team developed a follow-up white paper on adoption and implementation of the framework that will be included in the 2021 legislative report. 2020: Training provided Sept. 28, 2020, in conjunction with the Washington Bike Walk Roll Summit. Video Ongoing: WSDOT provides training through a variety of mechanisms: Washington Transportation Professionals forums held virtually and around the state; an online archive of training courses; sponsorship of the annual Bike, Walk, Roll Summit; and webinars conducted or publicized by the Local Technical Assistance Program, which sends its training opportunities to a statewide list of local agency contacts. The WSDOT Active Transportation Division disseminates information about webinars through the WSDOT Walk and Roll E-News. ITE Washington chapter holds occasional trainings, as do other professional organizations. These include trainings on speed management, which is a component of the Safe System Approach. Several trainings on Safe System Approach have been offered. WSDOT provides links to several resources related to speed management in their Local Programs Division training section and on the Active Transportation Division page on pedestrian safety.

	Additionally, the target speed policy should support infrastructure improvements that will reduce exposure to being hit by a driver and seriously injured or killed while bicycling.	The policy speaks to the need for infrastructure improvements and an iterative approach to lowering speeds with changes over time. The Active Transportation Plan published in 2021 provides a cost estimate for speed management changes on state routes in population centers. No funding specific to this effort has been identified or appropriated for state highways as of October 2021. Some changes can be made in conjunction with projects in future.
2.2	Allow automated speed enforcement in school walk areas.	2020: The ATSC developed a white paper on automated enforcement in school walk areas and submitted it to the legislature in the 2020 report. 2019: House Transportation Committee held a public hearing about automated enforcement in the final weeks of the 2019 session. Legislative action is needed to address this issue.
2.3	Designate revenues from automated enforcement for safety improvements.	2020: The "Block the Box" legislation adopted in 2020 resulted in revenues from automated enforcement in Seattle being directed to a newly created Cooper Jones Active Transportation Safety Account administered by the Washington Traffic Safety Commission. Revenues will be deposited to the account beginning in 2022. This does not address revenues from other types of automated enforcement.

Safety Principle 3 - Functional harmony: Design roadways and vehicles to reduce conflicts between users

Number	Recommendation Description	Status as of October 2021

3.1	Increase training regarding integration of transportation and land use.	2020: WSDOT ATD provided training at the 2020 Bike Walk Roll Summit on network analysis and level of traffic stress, both relevant to the topic of land use and transportation. 2021: Beginning in fall 2021, WSDOT is working on a project to identify specific knowledge and skills needed to improve integration of land use principles into traffic system management and operational decisions within the agency. Transportation Efficient Communities information is an existing resource created by a collaboration between WSDOT, DOH, and Commerce: https://transportationefficient.org/ and https://transportationefficient.org/best-practice-advisors/
	The Washington State Legislature should provide adequate funding to the Department of Commerce to increase the emphasis on the coordination of transportation and land use policies. This will enable Commerce to include more information about multimodal planning concerns in guidance documents and Growth Management Act (GMA) training for planning officials and elected officials.	Requires legislative action.
	This effort could be strengthened if the Washington State Legislature amended RCW 47.04.280 to add improving health as a transportation system policy goal.	Requires legislative action. 2021: The legislature amended RCW 47.04.280 to reorder the transportation system policy goals, identifying preservation as the #1 priority and safety as #2.
	WSDOT should encourage its regional transportation partners to offer more incentives to integrate safety, multimodal options, and equity into comprehensive planning. An example might include awarding increased points in funding applications for these purposes when using federal pass-	MAP-21 performance measures and Target Zero traffic safety goals of zero serious injuries and deaths have been made an element for MPOs/RTPOs to address in their planning and reporting. MPO and RTPO boards establish their own ranking and prioritizing systems. Some include a set-aside specifically for active transportation

	through funding.	projects from all appropriate fund sources, not only from the federal Surface Transportation Block Grant set-aside formerly known as the Transportation Alternatives Program. Examples of MPO/RTPO approaches: • Puget Sound Regional Council has had a bicycle/pedestrian set-aside for stand-alone projects in place since 1993. • Spokane Regional Transportation Council has a Safe and Complete Streets Policy and Checklist; project sponsors are required to fill out the checklist and return it with their applications to show that the needs of all users were considered in project design.
	Encourage wider adoption of Multimodal Level of Service (LOS) planning metrics that focus on safe travel by all modes, not just measuring movement of drivers through an area, wherever appropriate based on local land use context.	2021: WSDOT has a work group examining Level of Service as an element of work on the Highway System Plan, which is being updated 2021-2022. City of Bellingham addressed their use of MMLOS in a presentation at the 2021 Bike Walk Roll Summit. Video
	Develop guidance for minimum requirements for incorporating bicycling, walking, and safe streets elements into GMA plans, delivered through Department of Commerce trainings.	No progress has been made on this.
	WSDOT should continue work on context classification and associated modal priorities and infrastructure needs for use in planning, scoping, and project design.	Elements will be addressed in future updates to the WSDOT Design Manual and Traffic Manual. Chapters are updated on a regular cycle and are incorporating concepts from the Active Transportation Plan. The ATP provides tools including a network analysis on state right-of-way and project prioritization framework to assist in this.
3.2	Incorporate health and safety considerations into updates of Growth Management Act (GMA).	Requires legislative action. 2019: In June 2019, the University of Washington's William D. Ruckelshaus Center released its long-awaited report evaluating Washington State's Growth Management Act and other laws regulating or directing growth in

		the state. The Center's report, A Roadmap to Washington's Future, includes recommendations to improve the state's planning regulations and policies. One key recommendation was to incorporate a new goal that would address human health and well-being as a goal in growth management planning and implementation, including the design and location of transportation and other infrastructure, land use plans, and development regulations.
3.3	Consider all roadway users in autonomous vehicle planning.	The Governor's Autonomous Vehicle Work Group has six standing subcommittees. The safety subcommittee adopted this language as a priority consideration for testing and operation of autonomous and connected vehicles.
3.4	Require autonomous vehicles to follow rules of the road.	Requires legislative action.

Safety Principle 4: Predictability and Simplicity – make it easier for all roadway users to use all roadways safely

Number	Recommendation Description	Status as of October 2021
4.1	Increase investment in infrastructure in underserved areas.	2021: The ATP includes a project prioritization framework that incorporates equity as an element to prioritize underserved areas. 2021: The legislature enacted the HEAL Act (Healthy Environment for All) focused on environmental justice. The bill establishes budget and funding obligation requirements to invest in overburdened communities for the Departments of Health, Ecology, Agriculture, Natural Resources, Commerce, and Transportation, and the Puget Sound Partnership. The bill directs agencies to establish a goal of 40 percent and no less than 35 percent of investments that create environmental benefits directed to vulnerable populations in overburdened communities. Ongoing: WSDOT's Safe Routes to School and Pedestrian/Bicyclist Program grants include equity evaluation criteria (poverty, race, disability) in ranking projects for potential funding from the legislature.
	Develop ability to inventory infrastructure in the state and to develop a map of areas where infrastructure investments have historically not been made due to policies targeting economic or demographic groups.	Ongoing: Locations of crashes are tracked and mapped by census block statewide. Analysis of the data by WSDOT Active Transportation Division shows higher crash rates in locations census blocks with higher percentages of households with BIPOC, low-income, or disabled people and the ATP discusses these patterns. 2021: In the ATP WSDOT discussed limitations on pedestrian and bicyclist infrastructure data quality and completeness. They estimated presence of sidewalks on state routes in population centers at approximately 37% for all census blocks and propose an equity check to identify disparities between census blocks with higher and lower percentages of households with BIPOC, low-income, or disabled people. Without a comprehensive inventory compiling state and local data this analysis cannot be fully completed. WSDOT is developing plans to purchase mobile LIDAR equipment that would enable a comprehensive inventory of active transportation facilities on state routes. Cities and counties are responsible for their infrastructure inventories. 2019: UW developed Project Sidewalk, an online crowdsourcing approach to identifying curb ramps, missing or rough sidewalks, and obstacles on Seattle sidewalks. The project continues to seek volunteers to add data for their towns. Ongoing: WA Dept. of Health maintains the Washington Tracking Network, a map of

		demographic characteristics that can be overlaid with infrastructure to identify communities of concern. The ATP project prioritization framework identifies an approach to prioritize high-need communities as identified by federal environmental justice requirements. WSDOT utilizes EJScreen for this purpose; it will be supplemented with the DOH WTN as needed and the approach will be updated as part of HEAL Act implementation.
4.2	Develop statewide bicycle network over 10 years.	2021: The ATP provides an initial conceptual plan for a Washington Bikeways and Trails Network that would link existing and planned local and regional trails and designated US Bicycle Routes. Ongoing: WSDOT continues work to identify and designate US Bicycle Routes. WSDOT is incorporating USBR information into regional plans and projects as opportunity arises.
4.3	Support technology to improve safety for people who walk/roll.	2021: WSDOT is continuing to develop an approach for implementing mobile lidar for asset inventories, which would enable more detailed information. 2019: WSDOT ADA Transition Plan includes requirement to inventory assets including Accessible Pedestrian Signals. This work is ongoing, and as signals are part of a project on WSDOT right of way they are updated. 2019: WSDOT completed a research project with UW STAR Lab to develop and test an app that would enable a pedestrian or bicyclist to inform a traffic signal as they approached it so the Walk sign could be triggered before they reach the intersection. Note that this is early-stage research; technology is a long way from adoption. This is part of overall WSDOT work on Intelligent Transportation Systems technology to support a multimodal transportation system. 2018: The WSDOT Pedestrian Crossing Safety Action Plan includes recommendations for use of Leading Pedestrian Interval and other technology elements for pedestrian safety. Ongoing: A few cities in Washington have expanded use of LPIs, including Spokane and Seattle.
4.4	Transit systems add criteria to transit stop siting considerations.	2021: The ATP included transit stops on state routes as modal connection points in identifying needs for more and better crossings and connections. Transit stop siting criteria are already included in various guides.

Safety Principle 5 - Forgiveness and restrictiveness: Predict where simple mistakes can happen and prevent them

Number	Recommendation Description	Status as of October 2021
5.1	Strengthen and update vulnerable user law.	2019: SB 5729 passed both houses of the Legislature and signed into law by Governor Jay Inslee. The law makes a fine increase mandatory for specific traffic infractions that are commonly dangerous for the most vulnerable people on Washington's streets.
5.2	B - Authorize bicycle traffic signals.	2021: No progress has been made on this as of October 2021.

Safety Principle 6 - State awareness: Change problem behaviors

Number	Recommendation Description	Status as of October 2021
6.1	Research development impact fees and other topics.	2021: No progress has been made on this as of October 2021.
6.2	Update school walk areas statewide.	2021: No progress has been made on this as of October 2021. 2020: This recommendation was repeated in the 2020 Automated Traffic Enforcement Safety white paper and will be tracked in that section of future progress reports.
6.3	Include active transportation in driver education.	Multiple efforts are underway to improve the curriculum used to teach novice drivers. 2019: The Driver's Manual was updated in 2019 to include much more information on bicyclist/pedestrian issues. Washington became the third state in the US to include a recommendation for use of the Dutch Reach to prevent dooring of bicyclists.
6.4	Revise lane restrictions for passing.	2019: Clarified as part of Vulnerable User Bill SB 5723 passed by the 2019 Legislature and signed into law by Governor Jay Inslee. The bill clarifies "safe passing" laws by requiring

		drivers to move over an entire lane where possible, pass by at least three feet where another lane is not available, or wait to pass until safe passing space is available.
6.5	Implement statewide awareness campaigns to improve safety for people who walk.	2021: Washington State Traffic Safety Commission produced a video in the Together We Get There campaign emphasizing driver responsibility for safety awareness and safe behavior around vulnerable road users. 2020: Washington State Traffic Safety Commission launched the Together We Get There campaign grounded in a positive traffic safety culture approach. They produced videos in which drivers are shown executing good safety decisions and behaviors such as not driving distracted by a phone. 2019: A statewide pedestrian safety campaign aired on Mariners games in May and June. Several Washington cities – including Bellingham, Everett, Lynnwood, Mountlake Terrace, Seattle, Spokane, and Vancouver – implemented awareness campaigns to improve safety for people who walk.