



**Report to the Governor and the Legislature**

## **Cooper Jones Active Transportation Safety Council**

**Document Title:** 2022 Annual Report for Cooper Jones Active Transportation Safety Council (ATSC)

**Report Date:** December 2022

**Prepared by:** Cooper Jones Active Transportation Safety Council

**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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**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.

# **2022 Annual Report**

**Cooper Jones Active Transportation Safety Council (ATSC)**

**Prepared by**

**Cooper Jones Active Transportation Safety Council (ATSC)**

**for**

**Washington State Legislature**

**December 12, 2022**

## Table of Contents

Executive Summary.....	4
ATSC 2022 Study Team Recommendations.....	5
Street Lighting Recommendations .....	5
Reimagine the Definition of Safety Recommendations.....	6
2022 Observations on Hit and Run .....	7
2022 ATSC Membership .....	9
Document Submission Process.....	10
Legal protections for the Cooper Jones Active Transportation Safety Council (ATSC).....	10
Appendix A: Past Years ATSC Recommendations.....	11
2021 Recommendations Acted Upon.....	11
2021 Speed Recommendations Not Acted Upon .....	12
2020 School Walk Area Recommendations Not Acted Upon .....	13
Appendix B: Traffic Safety Data.....	14
Appendix C: ATSC Fatal Case Review Team .....	20
Appendix D: White Paper on Lighting .....	22
Overview: Vulnerable Road User Implications for Safety Considering Roadway and Pedestrian Scale Lighting in Washington .....	22
Detailed Recommendations .....	25
Appendix E: White Paper on Reimagining Safety .....	28
Overview Safety is More than Protection from Crashes .....	28
Summary of Recommendations .....	29
Defining Safety .....	29
Framework of Analysis .....	32
Detailed Recommended Actions .....	36

Applying the Framework.....	37
Analysis of 2022 Legislative Actions .....	38
Appendix F: 2022 Cooper Jones Active Transportation Safety Council Business .....	48
Guest Speakers in 2022.....	48
Operational Changes.....	48
Dedicated State Accounts for Walker and Roller Safety.....	48
Cooper Jones Active Transportation Safety Council Charter .....	50

## Executive Summary

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

Preliminary 2021 data show of a total of 159 walker/roller deaths out of 670 total traffic deaths. Fatalities and serious injuries to people walking have grown to the highest figure on record in Washington. Additional 2021 preliminary data show:

- 145 pedestrians were killed. This is a 32 percent increase from 2020 when 110 walkers were killed.
- 14 people were killed while biking or rolling. This is a slight increase from the most recent five-year average of 13 roller fatalities.

Against this backdrop, ATSC again pursued its mission to review and analyze fatality and injury 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.

Significantly in 2022, ATSC did the following:

- Completed an initial study on the impact of lighting and illumination on active transportation safety.
- Finalized recommendations to re-imagine the definition of active traffic safety as “beyond protection from crashes.”
- Initiated a study of hit-and-run and near miss crashes.
- Conducted four fatal case reviews.
- Submitted a Cooper Jones Active Transportation Safety (ATSC) Decision Package.
- Heard from eight experts on issues related to active transportation safety.
- Created and prioritized an issue-data matrix to identify key issues to study.
- Created a state membership map to identify existing and missing geographic perspectives.

## ATSC 2022 Study Team Recommendations

ATSC Study Teams completed two new white papers in 2022 on street lighting and on the need to redefine safety. These recommendations are summarized below. The full text of the white paper analysis and recommendations is in Appendices C and D, respectively.

### Street Lighting Recommendations

#### Observations

Throughout Washington, 2,823 pedestrians and pedal cyclists were seriously injured or killed from 2017 to 2020. Nearly half (1391) of these serious injuries and fatalities were considered to occur under conditions of darkness, both with and without street lighting as a component on all roads in the state.

Streetlighting or street illumination can be an underappreciated and underfunded infrastructure component as part of a comprehensive road safety

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*“Nearly half of serious injuries and fatalities occurred under conditions of darkness.”*

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system especially for vulnerable communities and vulnerable road users who have been negatively impacted from the absence of other road safety measures. Adequate and smart street lighting also plays a pivotal role in vulnerable road user safety regarding crime and violence prevention, helps create and promote physical activity for community members, and helps support community improvements focused on meeting climate change goals.

#### Recommendations

- Smart street lighting will improve equity and safety for all persons using the roads of Washington, including protecting those at higher risk of experiencing a serious injury or fatality from a lack of adequate lighting. Consider improvements to smart street lighting in policy, funding, and installing at multiple levels of government.
- Elevate the importance of street lighting in transportation planning and decision making at all levels of government.
- Examine the structure of funding for smart street lighting on county roads. Take steps to improve fragmented finance structures.
- Address barriers to prioritizing safety planning in safety infrastructure improvements.

- Conduct additional research pertaining to the issue of street lighting and safety. This should include a public input component as well as further learning from counties, cities, and the state, and other impacted entities.
- Solicit information from communities with poor street illumination and lighting to gather input as to whether this is an issue the community would like to see improved.

Development of the paper on lighting revealed the two additional items to explore. The paper's findings will be reviewed and expanded within the following context:

- There is a need to follow up with more examination of equity implications. These include differences in maintenance schedules across locations; how lighting affects visibility of people with darker skin tones; policies concerning lighting on trails and shared-use paths; and other topics.
- There is a need to contract with an expert in lighting to help guide the group's future recommendations.

## Reimagine the Definition of Safety Recommendations

### Observations

Safety is more than the protection from crashes. The Reimagine the Definition of Safety white paper (Appendix D) uses the terms “mobility justice” and “mobility safety” to describe the challenges some people face when they experience personal threat or fear of harm by simply moving through their communities. Mobility justice enables people to live full lives, incorporating the lived experiences of affected populations to build lasting, community-oriented, inclusive, and reparative solutions to address the negative effects on these communities' collective health, wealth, mobility, and security. Mobility safety in the transportation system is the condition of being protected from or not exposed to danger, risk, or injury, and being unlikely to cause these conditions for other people.

This paper outlines a framework of individual, community, and societal lenses with which to analyze actions that promote mobility justice and mobility safety, including an analysis of 2022 Washington legislation.

### Recommendations

The study group recommends legislative actions that will work at the broad societal level to provide a statutory foundation for future community and individual safety improvements:

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*“The study team recommends legislative actions that will work at the broad societal level to provide a statutory foundation for future community and individual safety improvements.”*

- Adopt an explicit statute stating that active transportation facilities and complete streets are deemed to serve highway, road, and street purposes.
- Adopt an explicit statement that it is the intent of the legislature to support a strong and safe statewide active transportation network and that the safety of all users of the transportation system must be considered in deciding uses of state right-of-way.
- Provide a statutory definition for active transportation (suggested text in white paper).
- Provide a statutory definition for Complete Streets as a standalone definition similar to how other facilities are defined in statute. The definition should be separate from the directive to WSDOT enacted in 2022 ([ESSB 5974, Sec. 418](#)) and from the existing Transportation Investment Board (TIB) grant program ([RCW 47.04.430](#)).
- Provide a statutory definition for shared-use paths serving highway, road, and street purposes and providing network connectivity for active transportation use. In formulating this definition, distinguish these facilities from recreational trails as needed and as appropriate.
- Incorporate explicit references to ADA accessibility as an essential element of active transportation facilities.

## 2022 Observations on Hit and Run

The Study Team formed to look at data on Hit-and-Run and Near Miss incidents determined there is a significant lack of data to study the issue. Nevertheless, the team identified some common themes connected to these crashes and noted that many of the crashes consist of co-occurring situations such as homelessness and housing insecurity. In addition, Sergeant Jason Bishop of the Kent Police Department spoke to the full Council and provided additional insights.

### Patterns and Trends:

- Hit-and-runs and near misses primarily involve bikes and cars
- One underreported statistic is bike incidents with houseless riders – participants are reluctant to call police
- More motorists are not sticking around when a non-serious injury has occurred. Near misses or hit-and-runs are reported, however, when police arrived the reporting victim is not present. Without a victim, police cannot generate a police report.
- Understaffing at law enforcement agencies is a big deal.



**Observations:**

- a. There is a significant lack of data available for study.
- b. Assistance of subject matter experts to help access and analyze data is required to pursue this topic further.
- c. Hit-and-run and near misses, crossings, and speed are all connected and would benefit from cross-team collaboration.
- d. Behavior is a big issue in hit-and-run and near miss incidents.

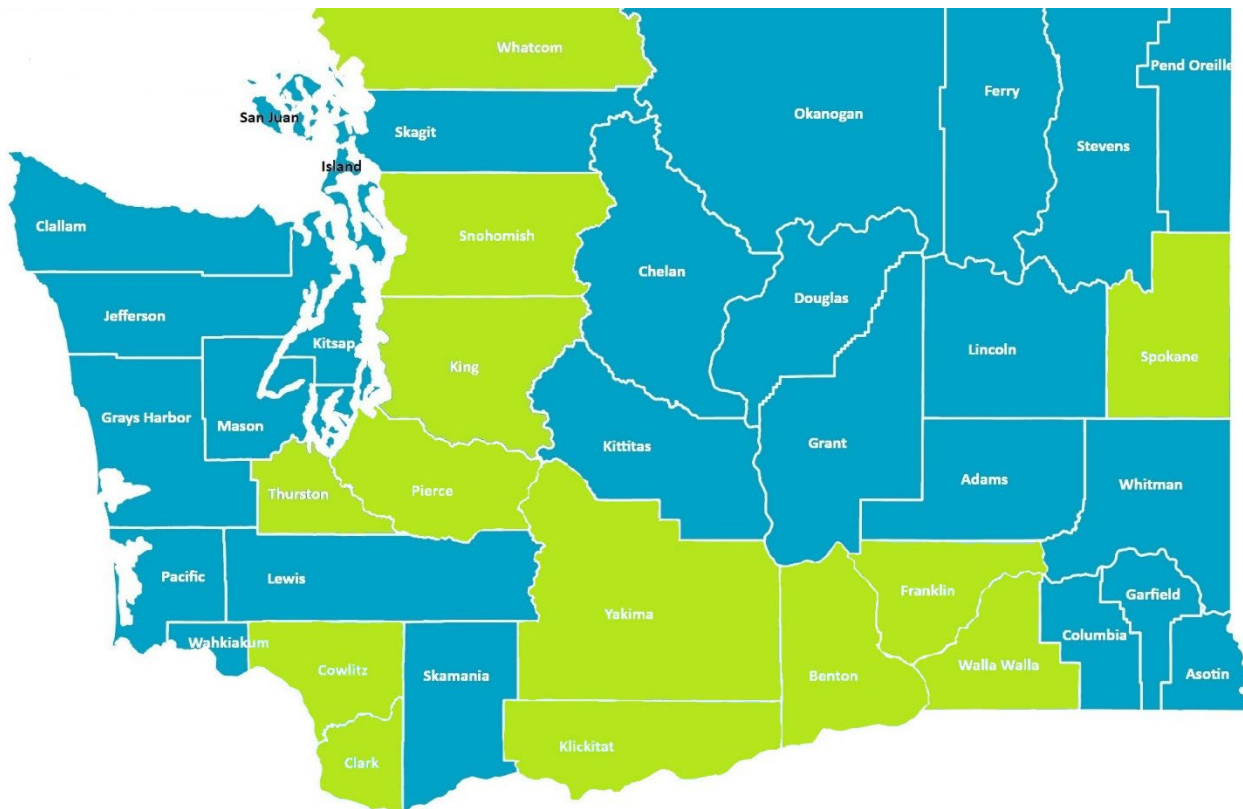
**Resources:**

- a. The Strava app hosts a Global Close Call Database: <https://closecalldatabase.com/> and
- b. BikeMaps.org is a crowdsourced tool for global mapping of cycling safety: <https://bikemaps.org/>

## 2022 ATSC Membership

Alex Alston Washington Bikes	David Jones Father of Cooper Jones
Shelly Baldwin WTSC Director	Venu Nemami City of Seattle Traffic Engineering
Max Cantu Snohomish County Medical Examiner's Office	Jon Pasca Kirkland City Council / Association of Washington Cities
Barb Chamberlain WSDOT/Active Transportation Division	Weston Perkins-Clark, EMT & Safe Kids Coordinator Clark and Cowlitz Counties
Charlotte Claybrooke WSDOT/Active Transportation Division	Dr. Amy Person Benton-Franklin Health District
Chris Comeau City of Bellingham Planning Department	Portia Shields Yakama Nation
Josh Diekmann City of Tacoma Transportation Engineer	Harold Taniguchi Commission on Asian-Pacific American Affairs
Jennifer Dieguez WA Department of Health	George Watland Feet First
Eric Edwards Richland Police Department	Kerri Wilson Intercity Transit
Tony Gomez Target Zero Region 7 & 8	Kirsten York Community Action Council of Lewis, Mason, and Thurston Counties
Reuben Hernandez Target Zero Region 17	Anna Zivarts, Disability Mobility Initiative; Rooted In Rights, WA
Will Hitchcock WA Department of Health	

## Map of counties covered (shown in green) by ATSC membership



### Document Submission Process

This Annual Report was collated by ATSC Facilitator Patricia Hughes of Trillium Leadership Consulting with significant input from ATSC members and oversight from WTSC Director Shelly Baldwin and WTSC Program Manager Jessie Knudsen. It was reviewed by the ATSC at their October and November meetings and submitted to policy staff at the Governor's Office for high level review. Once approved by the Governor's Office, per legislation, the WTSC forwarded this report to the Legislature.

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 are inadmissible and may not be used in a civil or administrative proceeding. Confidential information is not disclosable. No person in attendance at meetings of the Cooper Jones Active Transportation Safety Council (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: Past Years ATSC Recommendations

## 2021 Recommendations Acted Upon

In the Cooper Jones Active Transportation Safety Council 2021 Final Report, the council found that driver speed is directly linked to the likelihood of a crash and the severity of that crash. It is the primary variable in the energy transferred in a crash. For those walking and rolling, even a small increase in speed significantly increases the risk of serious injury and death. The council made the following recommendations about speed:

- Reduce barriers for lowering speed limits by changing RCW to eliminate traffic study requirements for specific land use context.
- 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.
- RCW 46.61.250 be rewritten so that people who walk have the same “due care” standard for avoiding crashes that drivers presently have.
- Expand automated school speed zone to school walking routes. Dedicate percentage revenue to Cooper Jones for safety grants.
- Adopt transportation policies and funding to eliminate barriers created by redlining practices that severed neighborhoods with highways and wide, fast, busy arterials.

During 2022, the Legislature took policy and budget actions that implemented recommendations or moved in the direction of those recommendations.

**SB 5687**, active transportation safety improvements, reflected recommendations from the Cooper Jones Active Transportation Safety Council. The bill amended RCW 46.61.405 regarding speed limits on state highways. The Secretary of Transportation and all local authorities (including cities and counties), in their respective jurisdictions, may now establish a 20-mph speed limit on nonarterial highways without first conducting an engineering and traffic investigation, regardless of whether the highway is in a residence district or business district.

**SB 5687** also amended RCW 46.61.250 regarding pedestrian uses of public roadways. The bill states “a pedestrian shall exercise due care to avoid colliding with any vehicle upon the roadway.” This change is intended to place pedestrians on more equal footing with motorists and bicyclists regarding their use of public roadways by clarifying that they can cross or walk in lanes of travel absent sidewalks, shoulders, or crosswalks when they demonstrate due care. The section is also amended to reflect pedestrian use of roadways when closed to motor vehicle traffic.

**SB 5974**, addressing transportation resources, promotes projects that repair damage done to marginalized communities by reconnecting pedestrian, transit, and other routes that have historically been disrupted by vehicle-centered highway and other road projects. This

bill also amends RCW 46.63.170 regarding the use of automatic traffic safety cameras in Washington. The law significantly expands allowed uses of automatic traffic safety cameras, including use on roadways within school walk areas, as recommended by the ATSC.

SB 5974 also expanded the use of automated traffic safety cameras to public park speed zones and hospital speed zones. In addition, cities may operate at least one speed camera and one additional speed camera for each 10,000 residents in the city's population within a location identified as a priority location in a local road safety plan.

After costs are subtracted 50 percent of net revenue from speed camera fines in school walk areas or park or hospital zones, or at priority locations, will be forwarded from the local jurisdiction to the state for deposit into the Cooper Jones Active Transportation Safety Council account.

Beyond the new laws that incorporated recommendations from the Cooper Jones Active Transportation Safety Council, the 2022 Legislature took additional actions to improve active transportation safety. A review of these other law changes is contained in the June 2022, [Washington State Department of Transportation Gray Notebook](#) on page 9.

## **2021 Speed Recommendations Not Acted Upon**

The council made additional recommendations to reduce the likelihood of speed-related deaths and injuries that are still important to act upon. Below are the recommendations in no particular order.

- Adopt traffic study techniques that give greater consideration for land use context.
- 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.
- Redefine the meaning and process used for conducting traffic studies. Consider a process like the one outlined in the [NACTO City Limits Guide](#).
- Provide expanded guidance in State Traffic Manual and State Design Manual for traffic calming tools, especially at intersections and crossing locations.
- Provide examples of speed limit changes made by agencies that include project scope, administrative/legislative mechanisms used, and costs.
- 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.
- 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.

- 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.
- Provide trainings for WSDOT staff about partnering with local agencies, responding to requests to lower speed limits, and providing speed management treatments.
- 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.

## **2020 School Walk Area Recommendations Not Acted Upon**

In the 2020 ATSC Final Report, the council recommended actions related to walk areas near schools that have not been implemented to date. From the [ATES paper](#):

[RCW 28A.160.170](#) and [WAC 392-141-340](#) - Determination of the walk area – could be clarified to require:

- Annual reporting on the implementation of school walk areas from all districts as a part of their annual student transportation report and charter schools;
- Publication of an annual report by the Office of Superintendent of Public Instruction regarding the district and charter information regarding school walk area implementation; and,

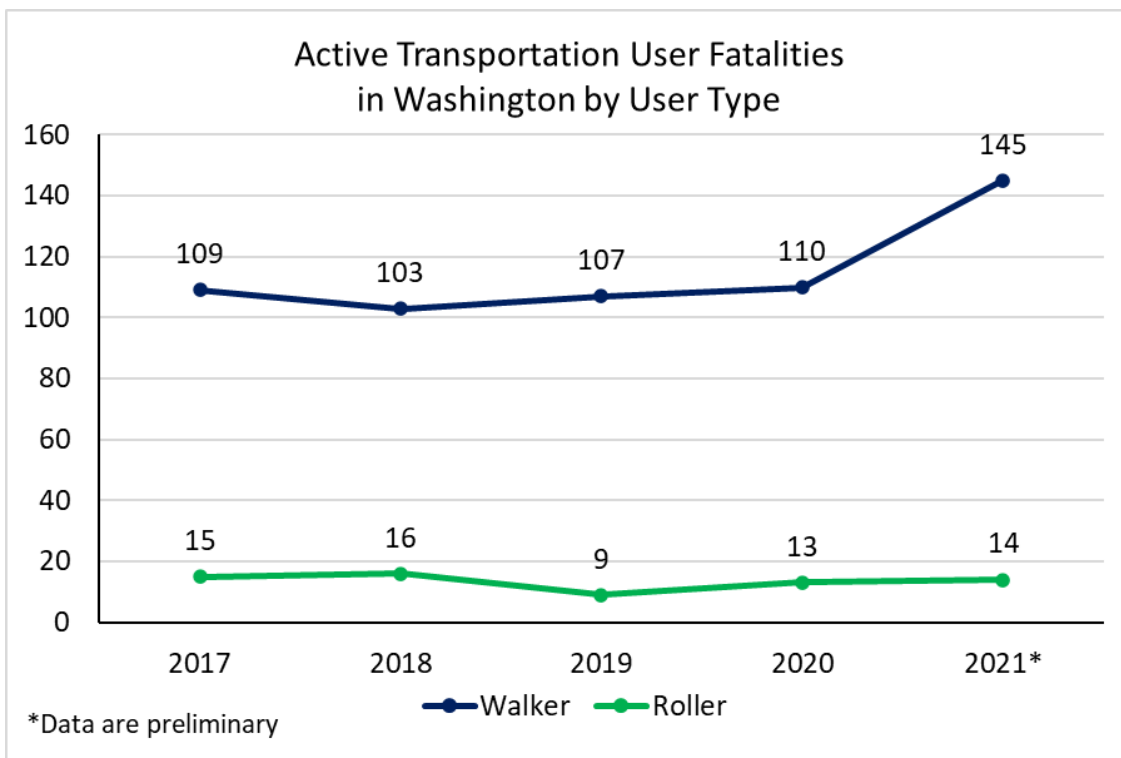
[RCW 28A.160.160 \(5\)](#) and [WAC 392-151-025](#) – Route Plans could be clarified to require:

- Identification and promotion of recommended walk and ride routes for all district or charter schools, rather than the current limited focus on elementary students.
- Informational materials regarding school walk routes are translated into the languages spoken in the homes of the district's students.

## Appendix B: Traffic Safety Data

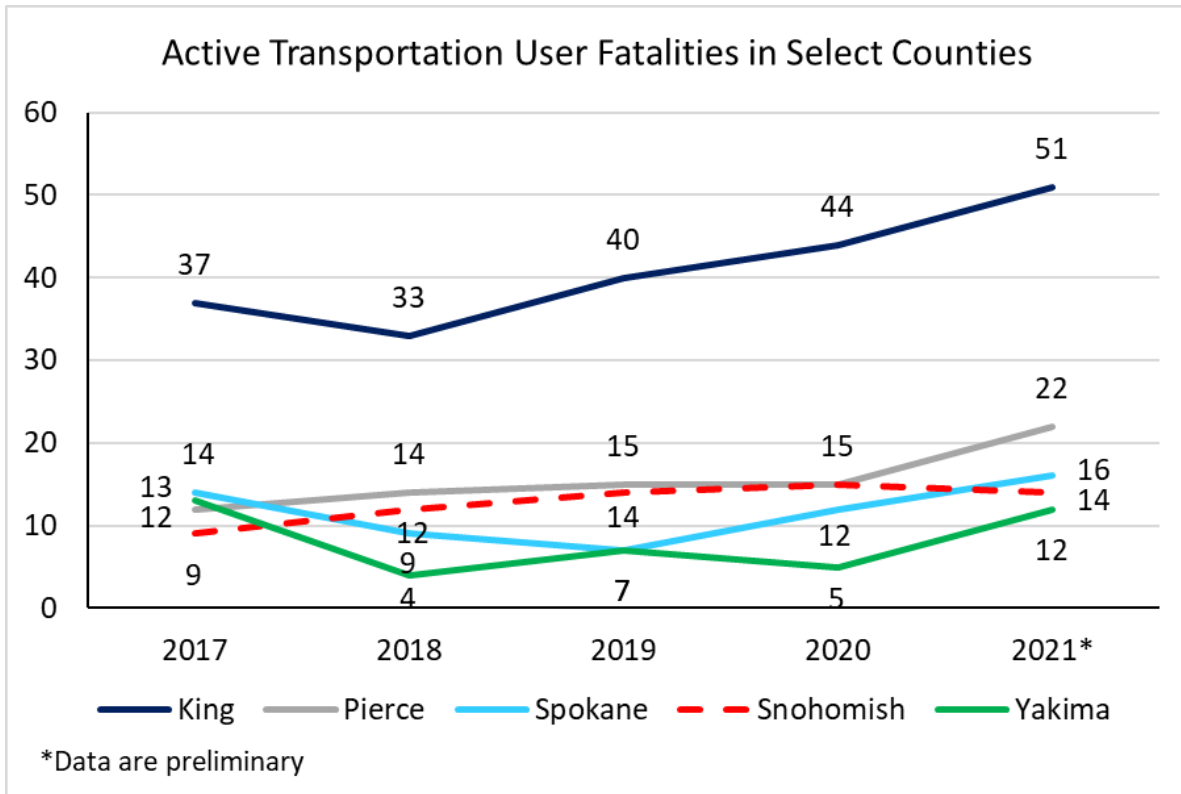
Shown in this appendix is preliminary traffic safety data 2021. First preliminary 2022 data will be published in May 2023.

Active transportation user fatalities remained relatively stable from 2017 to 2020. However, from 2020 to 2021, walker fatalities increased by nearly 32%, from 110 to 145. This was the fastest year-over-year increase since 2014, when walker fatalities increased by 58%, from 50 to 79. In 2021, there were 14 roller fatalities, which was slightly higher than the most recent five-year average of 13.4 roller fatalities. The 159 total active transportation user fatalities in 2021 were the most reported in a single year since at least the early 1990's and possibly the most in Washington's recorded history.



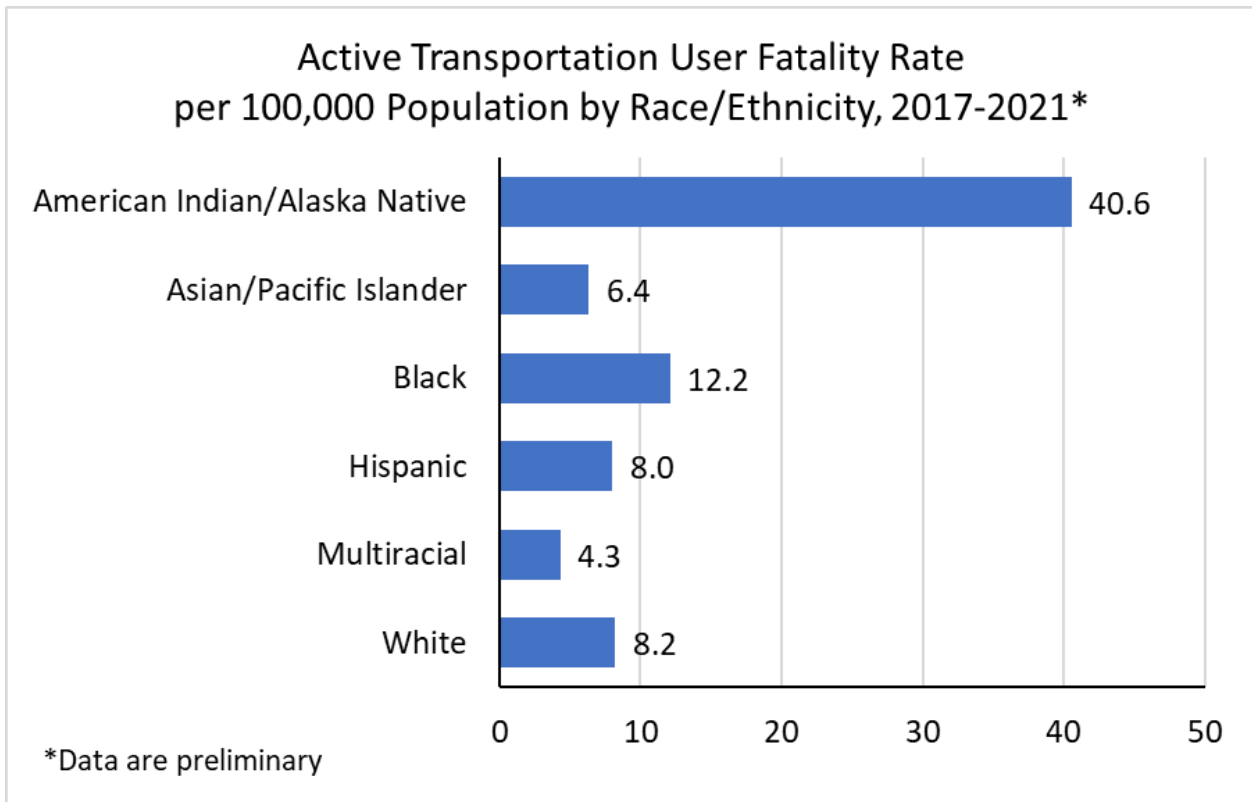
**County Data:** When looking at county-level data, we see that:

- The most active transportation user fatalities occurred in five counties: King, Pierce, Spokane, Snohomish, and Yakima.
- In 2021, there were 115 active transportation user fatalities in these five counties, which together represented 72% of all active transportation user fatalities in Washington.
- In 2021, there were 51 active transportation user fatalities in King County, which was the most of any county in Washington. These 51 fatalities represented approximately 32% of all active transportation user fatalities in Washington.

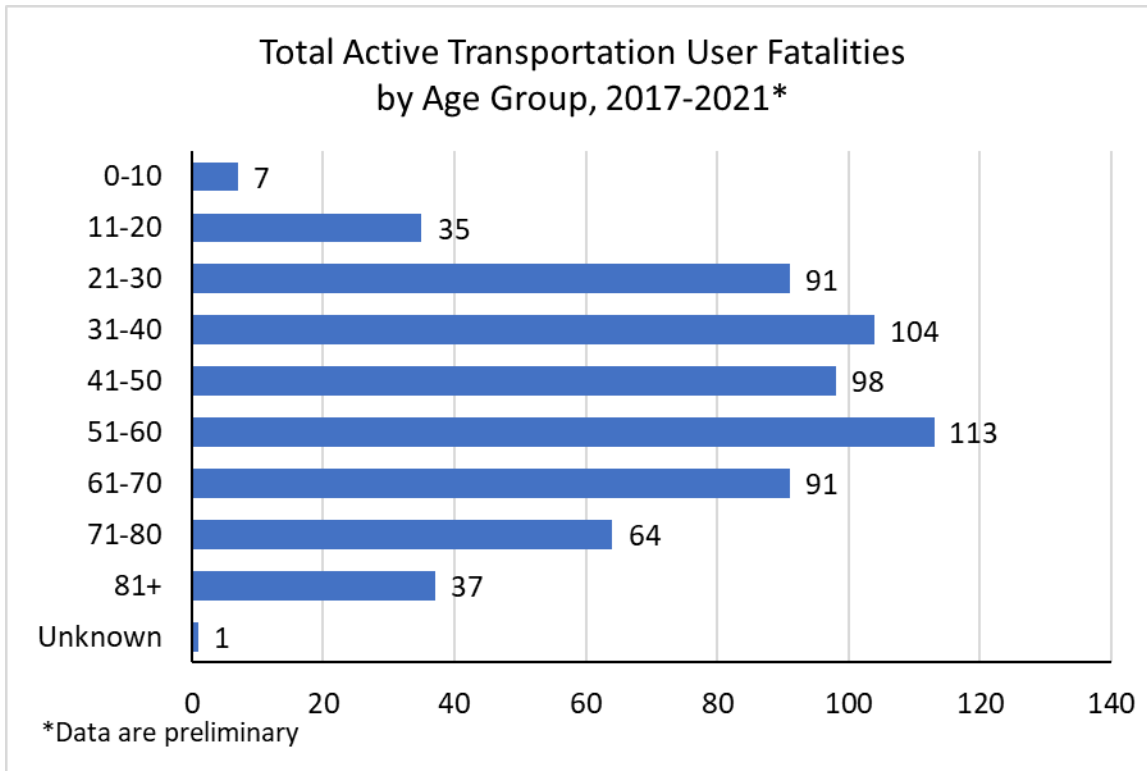




**Minority Populations:** Some minority populations have been disproportionately represented among active transportation user fatalities. For example, from 2017-2021, there were, on average, 12.2 fatalities per 100,000 population among Black active transportation users, which was four fatalities more than White active transportation users. The active transportation user fatality rate among American Indian/Alaska Natives was nearly five times greater than that of white active transportation users at 40.6 fatalities per 100,000 population. The fatality rate among Asian/Pacific Islanders and Hispanic active transportation users was slightly lower compared to white active transportation users.



**Age Range:** From 2017 to 2021, active transportation user fatalities were most prevalent among those ages 51-60, where there were 113 fatalities. There were 104 fatalities among active transportation users ages 31-40, followed by 98 fatalities among those ages 41-50. Most active transportation user fatalities are concentrated between the ages of 21 and 70.



**By County.** From 2017 to 2021, there were 3,080 fatalities and serious injuries among active transportation users in Washington, which represented an average rate of 8.2 fatalities and serious injuries per 100,000 population.

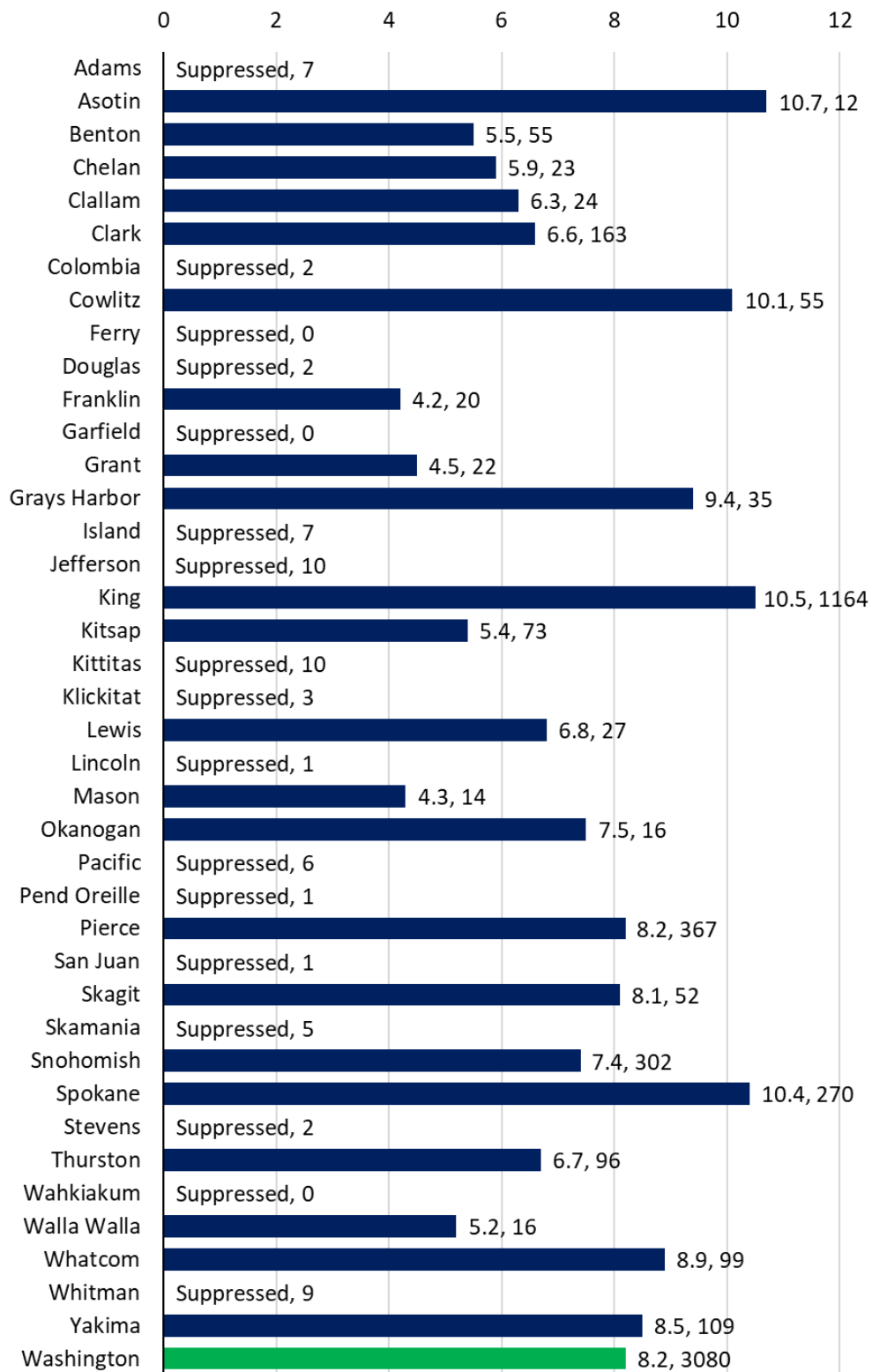
At the county-level, the highest fatality and serious injury rate was 10.7 per 100,000 population in Asotin County, where there were 12 fatalities and serious injuries among active transportation users from 2017 to 2021.

King County had the second highest fatality and serious injury rate at 10.5 per 100,000 population, with 1,164 fatalities and serious injuries from 2017 to 2021.

Spokane County had 270 fatalities and serious injuries from 2017 to 2021, which led to a rate of 10.4 fatalities and serious injuries per 100,000 population, which was the third highest in the state.

Adams, Colombia, Ferry, Douglas, Garfield, Island, Jefferson, Kittitas, Klickitat, Lincoln, Pacific, Pend Oreille, San Juan, Skamania, Stevens, Wahkiakum, and Whitman Counties each had 10 or fewer fatalities and serious injuries from 2017 to 2021, which led to data suppression of rates.

### Active Transportation User Fatality and Serious Injury Rate by County (per 100,000 population), 2017-2021\*



\* Data are preliminary

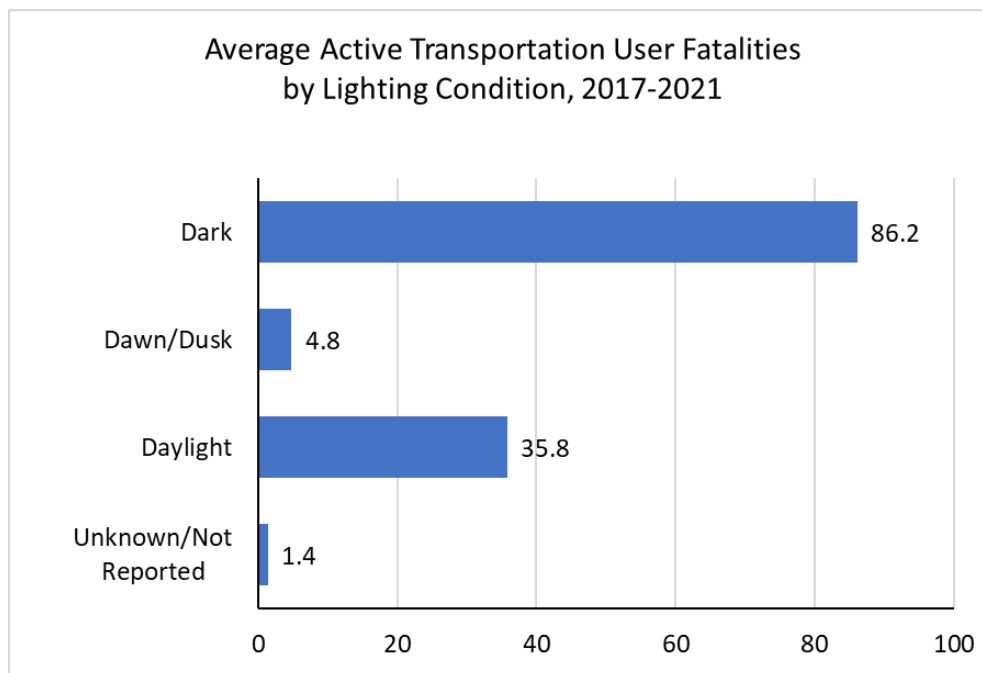
Note: Rates are suppressed in cases where there are 10 or fewer fatalities and serious injuries

**Active Transportation User Fatalities and Lighting.** From 2017 to 2021, there were 641 active transportation user fatalities. Of these fatalities, 254 (40%) occurred in dark conditions where lighting was present, 179 (28%) occurred in daylight, 177 (28%) occurred in dark conditions where there was not any lighting or the lighting was unknown, 24 (4%) occurred during dawn or dusk, and seven occurred in unknown or unreported lighting conditions.

Active Transportation User Fatalities  
by Lighting Condition and Year

Lighting Condition	2017	2018	2019	2020	2021	Total
Dark - Lighted	46	42	53	54	59	<b>254</b>
Daylight	40	34	28	29	48	<b>179</b>
Dark - Not Lighted/Unknown	31	38	33	33	42	<b>177</b>
Dawn/Dusk	5	3	2	6	8	<b>24</b>
Unknown/Not Reported	2	2	0	1	2	<b>7</b>
<b>Total</b>	<b>124</b>	<b>119</b>	<b>116</b>	<b>123</b>	<b>159</b>	<b>641</b>

Most active transportation user fatalities occurred in dark conditions. From 2017 to 2021, there were, on average, 86.2 active transportation user fatalities in dark conditions. On average, there were 35.8 active transportation user fatalities that occurred in daylight conditions. The least common lighting conditions were dawn/dusk and unknown/not reported, where there were, on average, 4.8 and 1.4 active transportation user fatalities, respectively.



## Appendix C: ATSC Fatal Case Review Team

### Purpose

The purpose of the Fatality Case Review Team is to review and discuss case materials for fatal crashes involving bicyclists, walkers, or people using other forms of active transportation to identify patterns and points at which the transportation system can be improved. Following a fatality case review, the team develops a summary of findings to be considered by the ATSC in developing recommendations.

### Process

The CJATSC and Team members determine focus topics for fatality case review. These topics are based on trending factors or circumstances involved in active transportation user traffic deaths. Once a topic is identified, a brief overview of the topical aggregate data is reviewed for problem context and frequency.

Six to eight cases are then randomly selected, and all investigative records and reports are gathered by WTSC staff. Records are provided via a secure Managed File Protocol to the team approximately two weeks before a scheduled review, so team members have time to review the materials. During the review, the team discusses the individual cases with a specific focus of identifying potential modifiable risk factors that are both case-specific and recurring themes among several cases.

The observations and discussions of the team are then summarized within the context of the Spectrum of Prevention (<https://www.preventioninstitute.org/tools/spectrum-prevention-0>), a systematic model to promote a range of activities for effective prevention. The summary is then provided to the CJATSC for discussion and identification of formal recommendations to be included in the Annual Report.

### 2022 Review Topics

February – Pedestrian Fatalities Involving Hit and Run Drivers: From 2019-2021 there were 362 pedestrian deaths, of which 79 (22 percent) involved a hit and run driver.

May – Pedestrian Fatalities and Community Walk Scores (<https://www.walkscore.com/>): The team addressed the question “Does a high community walk score indicate a higher level of safety for pedestrians?”

Following the review, the team discovered that walk scores are not a measure of pedestrian safety and pedestrian fatalities occur in locations with high and low walk scores, however the crash circumstances do differ between

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*“The team discovered that walk scores are not a measure of pedestrian safety and pedestrian fatalities occur in locations with high and low walk scores.”*

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these types of locations, similar to differences observed in urban versus rural crash locations.

August – Bicyclist Fatalities: From 2019-2021 there were 36 bicyclist fatalities.

November – Pedestrian Fatalities in Proximity to Holidays: The action will address the question “What role do holiday-related factors, such as impairment, travel patterns, gatherings, etc. play in pedestrian fatalities occurring on or near holidays?” At the time of this report this review had not yet been conducted. From 2019-2021, there were 38 pedestrian fatalities that occurred plus or minus three days from the days of New Years, Thanksgiving, Christmas, Memorial Day, and the Fourth of July.

## Appendix D: White Paper on Lighting

### Overview: Vulnerable Road User Implications for Safety Considering Roadway and Pedestrian Scale Lighting in Washington

Street illumination (roadway and/or pedestrian scale lighting) can be an underappreciated and underfunded infrastructure component as part of a comprehensive road safety system for local communities and for Washington state as whole. This can be particularly true for vulnerable communities that have been negatively impacted from the absence of other road safety measures. Adequate street illumination is one important element - along with sidewalks, speed control, bike lanes, other street calming mechanisms - as well as addressing behavioral factors for both vehicle operators and vulnerable road users that merits further examination.

A vulnerable road user (VRU) is considered someone who is not protected by an outside shield or cage, such as pedestrians with or without a rolling device (such as a stroller or walker), persons rolling in or on a mobility device (such as a wheelchair), bicyclists and others (2). Adequate and smart roadway and pedestrian scale lighting also plays pivotal roles in VRU safety surrounding crime and violence prevention, helps create and promote physical activity for community members, and helps support community improvements focused on meeting climate change goals (3, 4).

Street illumination has been identified as a factor in a number of fatality reviews involving VRUs through the Cooper Jones Active Transportation Safety Council (ATSC) Fatality Review Study Team. That team has recommended this issue be considered by the full ATSC.

#### National Information

In the U.S., pedestrian fatalities are at the highest level in forty years. In 2020, across the country approximately 77% of pedestrian crashes (1) occurred after dark, a 41% increase since 2014. Artificial lighting of unknown quality was present in approximately half of fatal crashes after dark (51%). This means a little under half of cases occurred with no or unknown street illumination. Additionally, roadways without sidewalks available saw a notable increase in pedestrian fatalities where infrastructure design measures, such as street lighting, could have added an additional level of safety and protection (5).

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*“In 2020, across the country approximately 77% of pedestrian crashes occurred after dark, a 41% increase since 2014.”*

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Nationally, low-income and communities of color are two times more likely to experience serious injuries and fatalities as pedestrians (6). This is attributed to aspects of the physical environment that greatly impact wellbeing, comfort, and safety – such as marked

crosswalks, designated bike lanes, sidewalks, and other infrastructure components such as street illumination. Ninety percent of high-income communities have sidewalks on one or both sides of the street compared to 49% of low-income neighborhoods nationwide. Seventy-five percent of high-income areas also have adequate street illumination, whereas only 51% of low-income neighborhoods do; low-income areas that have roadway and pedestrian scale lighting, however, experience bulb outages more frequently from a lack of street light maintenance (6).

Inadequate lighting conditions have also been noted to play a fundamental role in VRU protection and other public safety issues such as:

- Poor street illumination may contribute to the number of VRU-related serious injuries and fatalities involved in hit-and-run crashes (7).
- The lack of or inadequate roadway and pedestrian scale lighting can create negative perceptions and feelings of violent crime and discourages active transportation, making it an issue of public safety, physical activity, and chronic disease prevention.
  - Mail and mailbox thefts occur at an increased rate under the cover of darkness and poorly lit or unilluminated areas are considered high-risk criminal activity areas (8).
- Emergency services, such as 9-1-1 responders and Emergency Medical Services (EMS), for urgent or life-threatening situations can experience slower overall response times and delays, where poor lighting conditions can contribute to the inability to locate an individual in need (1).

## **Washington State**

Throughout Washington, 2,823 pedestrians and pedalcyclists were seriously injured or killed from 2017 to 2020. Nearly half (1,391) of these serious injuries and fatalities were considered to occur under conditions of darkness, both with and without street illumination as a component on all roads in the state (9).

Further investigation, research, and dissemination as to the quality of illumination<sup>1</sup> in incidences with known lighting conditions is warranted. For example, was illumination provided to code or was it a factor in the collision of where the serious injury or fatality occurred; could it be improved, etc.?

Multiple entities in Washington have the authority to construct, maintain, and fund roadway safety improvements, such as roadway and pedestrian scale lighting, as set forth by various provisions in the Revised Code of Washington (RCW) (See: [Title 47](#)). Washington State (WDOT), County, and City agencies have authority to develop and implement other

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<sup>1</sup> (e.g., to code or adequate, less than adequate, none).



roadway lighting standards. (See [RCW 36.32.120](#) & [RCW 36.80.030](#)). Other entities, such as the power company, water and sewer districts ([RCW 57.08.060](#)) and irrigation districts ([RCW 87.03.016](#)) may also have the ability to provide these services through assessments and other resources. Additionally, Washington Administrative Code (WAC) [392.142.340](#) mandates school districts to establish a preferred and presumably safe walking area within one mile of the learning center. The route is to be reviewed by districts with potential input from parents, law enforcement representatives, public health workers, pedestrian advocates, and traffic engineers at minimum every two years; though, the extent of meeting this requirement remains unknown at the time of this report. The extent of this review including street illumination is currently unknown.

Many Washington counties are moving toward a *Safe Systems*<sup>2</sup> approach but face barriers and challenges to implementing holistic infrastructure components that contribute to VRU safety, such as roadway and pedestrian

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*“One barrier to expanding streetlight installations on unincorporated county roads is reported to be financial availability and stable funding.”*

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scale lighting. One barrier to expanding streetlight installations on unincorporated county roads, including residential roads, is reported to be financial availability and stable funding. Funding issues may be particularly acute for counties with extensive road networks, limited property tax bases, and fewer road funding mechanisms.

One recommendation is to further investigate and address existing fragmented finance structures and barriers in priority planning VRU safety and other traffic-related safety infrastructure improvements. This could help specific areas with high concern locations such as near transit stops, school zones, and communities with decreased life expectancy rates and less reported physical activity.

While limited or dwindling funding and support remains a pressing issue and source of stress for many counties, some counties are actively implementing street illumination into their unincorporated neighborhood improvement plans. The example [here](#) demonstrates how King County Department of Local Services Roads Services Division has included plans for improving street illumination in the unincorporated area of Skyway-West Hill as part of active transportation improvement, sidewalk provisions, and VRU safety in the area. There are likely many other examples across the state such as this.

## Potential Stakeholders

In addition to [ATSC](#) member organizations, these others may also have interest:

- Association of Water and Sewer Districts

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<sup>2</sup> *Safe Systems* is a human-centered approach that can help achieve zero fatalities by reinforcing multiple layers of protection to both prevent crashes and minimize the harm when crashes do occur (10).

- City and County Planning Departments
- Irrigation Districts
- Local Public Health Departments
- Port Districts
- Other agencies and entities engaged in active transportation
- Power companies
- Community safety and health advocates

## Detailed Recommendations<sup>3</sup>

The subsequent points are recommended actions to pursue:

- Elevate the importance of street lighting in transportation planning and decision making at all levels of government
- Further investigate and address existing fragmented finance structures and barriers in priority planning for VRU safety and other traffic-related safety infrastructure improvements. This could help specific areas with high concern locations such as near transit stops, school zones, and communities with decreased life expectancy rates and less reported physical activity.
- Consider improvements to policy, funding, and other processes at multiple levels of government to improve equity and safety for all persons using the roads of Washington in all capacities, including those at higher risk of experiencing a serious injury or fatality from a lack of adequate and smart street lighting. This includes examining the structurally problematic funding for some county roads departments throughout the state and making recommendations for improvement.
- Under the auspices of the Washington Traffic Safety Commission (WTSC) and Cooper Jones Active Transportation Safety Council (ATSC), conduct additional research pertaining to the issue of street lighting and safety. This should include a public input component as well as further learning from counties, cities, the state and other impacted entities. Research may include the following areas:
  - Interview additional local and regional roads departments, water and sewer districts, and other utility services to gather a holistic data set or further input on which authority assumes primary responsibility for street illumination in various underserved areas throughout the state.

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<sup>3</sup> This report was composed after performing review of national, state, and local traffic safety literature. Additional information was gathered through attending ATSC and King County Traffic Safety meetings, as well as conducting interviews and receiving input from ATSC members, the WSDOT, members of the King County Target Zero Task Force, and members from one Eastern and one Western Washington County Roads Departments.

- Similarly, interview members from the Association of Washington Cities (AWC), the Municipal Research and Service Center (MRSC), and members of the [Washington Association of Counties](#).
  - Discuss *Relight Washington* with the [Washington Transportation Improvement Board](#) (TIB). This includes the standards for their projects, active transportation grant program, and roadway and pedestrian scale lighting design considerations.
  - All of the discussions are to include examples of both positive improvements and challenges experienced.
- Systematically solicit information from communities with poor street illumination and lighting to gather input as to whether this is an issue the community would like to see improved.
  - Confer with regional and state-level police, fire, EMS<sup>4</sup> to assess and document potential delays in emergency response times due to poor street illumination.
  - Further assess the impact of using LED lights in roadway and pedestrian scale lighting in reducing carbon emissions and light pollution throughout the United States.

Subject to more in-depth findings, convene a meeting with appropriate state, regional, and local stakeholders and community partners defined in the sections above.

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Special thanks to Abbey Videtich, MPHc – University of Washington Administrative Specialist II, Public Health –Seattle & King County for assistance in writing this report.

## Appendix E: White Paper on Reimagining Safety

### Overview Safety is More than Protection from Crashes

This document presents a structure for analysis of recommendations for improving safety. It 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.

In 2021-2022, 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, this effort features equity issues as a key component of safety in the transportation system.<sup>5</sup> The Reimagining Safety Study Group worked to develop a description of safety that helps describe 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 and their safety while doing so.

To save lives and achieve Washington’s goal of zero traffic deaths, state and local jurisdictions must prioritize the safety needs of those people using the transportation system who experience the greatest exposure to potential crashes and who have fewer options for their means of transportation. But those are discussions where societal values influence development of policies and practices at the community level, and individual behaviors cannot take the place of policy decisions such as investing in better facilities.

The purpose of this document is to provide some analysis of factors that inhibit or reduce mobility justice, mobility safety, and freedom of movement, and to provide examples of how these can be addressed.<sup>6</sup> The ATSC will use it as a foundational document for providing context and informing future work. As the ATSC develops recommendations, they will review them to identify which domains would be affected by proposed changes.

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<sup>5</sup> 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, 2020, 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. These conversations continued through 2021 and were ongoing in 2022 when this paper was finalized.

<sup>6</sup> The term “mobility” carries significant meaning for people with disabilities that affect their ability to move regardless of whether their movements relate to use of the transportation system. The ATSC recognizes this distinction. In this document “mobility” refers to moving through transportation.

## Summary of Recommendations

The study group also recommends legislative actions that will work at the broad societal level to provide a statutory foundation for future community and individual safety improvements:

- Adopt an explicit statute stating that active transportation facilities and complete streets are deemed to serve highway, road, and street purposes.
- Adopt an explicit statement that it is the intent of the legislature to support a strong and safe statewide active transportation network and that the safety of all users of the transportation system must be considered in deciding uses of public right-of-way.
- Provide a statutory definition for active transportation (suggested text below).
- Provide a statutory definition for Complete Streets as a standalone definition separate from the directive to WSDOT enacted in 2022 ([ESSB 5974, Sec. 418](#)) and from the existing TIB grant program ([RCW 47.04.430](#)), similar to how other facilities are defined in statute.
- Provide a statutory definition for shared-use paths serving highway, road, and street purposes and providing network connectivity for active transportation use; in formulating this definition, distinguish these facilities from recreational trails as needed and appropriate.
- Incorporate explicit references to ADA accessibility as an essential element of active transportation facilities.

As a demonstration of the framework, this paper includes a table identifying actions in the 2022 legislative session in terms of the domain(s) of safety addressed. The ATSC also notes that in the 2021 session the Legislature reordered the transportation system policy goals to identify preservation and safety as the top two of six goals: “The powers, duties, and functions of state transportation agencies must be performed in a manner consistent with the policy goals set forth in subsection (1) of this section with preservation and safety being priorities.” ([SHB 1137](#), Sec. 1(2)). The recommendations here are in keeping with those priorities; supporting mode shift through active transportation reduces wear and tear from vehicular use of the system and saves lives.

## Defining Safety

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

# Shared Language and Understanding

Equity is both an outcome and a process to address disparities to ensure fair and just access to opportunities.

*Equality is not the same as equity, and ultimately we're striving for justice.*

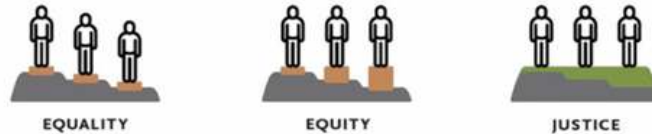


Image from a presentation by KeAndra Cylear Dodds, Executive Officer, Los Angeles Metro Office of Equity and Race, at the Transportation Research Board's Conference on Advancing Transportation Equity, Sept. 9, 2021

**Mobility Justice and Mobility Safety.** This document uses the terms “mobility justice” and “mobility safety” to describe the challenges experienced by people who may experience personal threat or fear of harm simply moving through their communities. These concepts also matter greatly for the many community members who cannot access basic goods and services or fully participate in their communities because of mobility barriers.

Mobility justice enables people to live full lives. Mobility justice incorporates the lived experiences of affected populations to build lasting, community-oriented, inclusive, and reparative solutions to address the negative effects on these communities' collective health, wealth, mobility, and security.<sup>7</sup>

Achieving mobility justice requires that we end bias and discrimination in how transportation is regulated, designed, funded, and maintained, and in how traffic laws are enforced. Discrimination may be based on a wide array of human characteristics or conditions, separately or at their intersection and whether these characteristics are perceived or assumed, socially constructed, or actual. These include race, ethnicity, class, income, native language, legal status or immigration status, disability, gender identity or expression, sexual orientation, age, housing status, and rural/urban location, and this list could be longer.

Bias affects not only those who have a particular set of identities, but also those perceived or assumed to have those identities whether or not that is actually the case. Mobility justice

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<sup>7</sup> [Untokening 1.0 — Principles of Mobility Justice](#), 2017. [Untokening Mobility: Beyond Pavement, Paint and Place](#), 2018.

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 or not exposed to danger, risk, or injury, and being unlikely to cause these conditions for other people.

Mobility justice and mobility safety issues often overlap and reinforce the problems arising from lack of either. Examples of the lack of mobility justice and/or mobility safety:

- Racialized people (those perceived by others as Black, Indigenous, or people of color) and low-income people are exposed to a higher rate of walker and/or roller and vehicle crashes than white and high-income people.<sup>8</sup>
- Racialized and low-income people are more likely to die while using active transportation. This is largely due to roadway design that encourages high driving speeds and lack of safety infrastructure and facilities for walking/rolling in underserved areas.<sup>9</sup>
- The intersection of gender identity, violence, and sexual harassment contribute to lack of safety using the transportation system.<sup>10</sup>
- Public transportation systems are limited or nonexistent in many rural areas. Thus, it is likely that older adults are forced to continue driving even after they are no longer safe.<sup>11</sup>
- Studies show serious injury and fatal crash risk can be twice as high for older adults in rural areas when compared to similar-aged cohorts in urban areas.<sup>12</sup>
- Up to 25% of Washingtonians are nondrivers and thus rely on other modes of transportation including active transportation and transit.<sup>13</sup>
- A Portland Bureau of Transportation Vision Zero Crash Report in 2021 found that 70% of pedestrian deaths in 2021 in the City of Portland were people who were houseless.<sup>14</sup>

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<sup>8</sup> Zimmerman, 2015.

<sup>9</sup> Zimmerman, 2015.

<sup>10</sup> Khut, 2017; Carathers et al., 2019.

<sup>11</sup> Dickerson et al., 2007.

<sup>12</sup> Kostyniuk, 2012.

<sup>13</sup> In 2022 the legislature funded a study on nondrivers that is scheduled for completion in early 2023.

<sup>14</sup> Portland Bureau of Transportation, 2022.



The Reimagining Safety Study Group members posed the following question to participants at the September 2021 Bike, Walk, Roll Summit: *What WORD comes to mind when you think about SAFETY?* Responses are displayed in the word cloud to the right.

## Framework of Analysis

In order to analyze this framework, it is helpful to consider safety from Individual, Community and Societal Levels.

### 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.

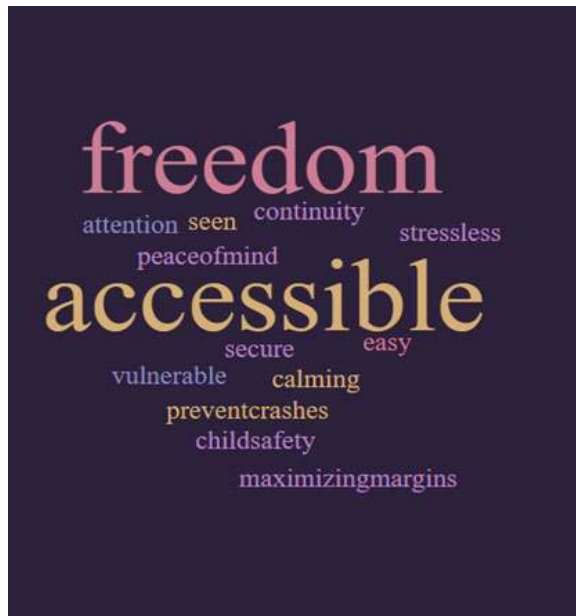
People who walk or roll often face an immediate and acute risk of being struck and injured or killed when they undertake an ordinary transportation task like crossing a road; they face additional risk when they travel in an unsafe environment. This domain of individual behaviors in the built environment 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;
- Create bulbouts at intersections to shorten the crossing distance and/or use design approaches at intersections that improve pedestrian visibility;
- Provide multilingual education for people driving, walking, and rolling, including education on trail interactions.

### 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 at the community level:

- All agencies with transportation facilities: Update and implement transportation plans to provide complete, comfortable networks for walking, bicycling, and using transit; provide a transportation system that meets the needs of people who do not drive as well as it meets the needs of those who do.
- All agencies with transportation facilities: 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, while avoiding “hostile architecture” designs meant to discourage use of public spaces.
- All agencies with transportation facilities: Adopt an approach to setting speed limits that prioritizes minimizing serious injuries and deaths
- State: Update traffic operation standards and practices to go beyond the elements of the Manual on Uniform Traffic Control Devices (MUTCD) that emphasize and privilege driver movements over vulnerable road users.
- All agencies that adopt traffic safety laws/ordinances: 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<sup>15</sup> 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.<sup>16</sup>
- Jurisdictions with law enforcement: Reduce or eliminate police contacts related to non-moving traffic violations; develop non-enforcement-based approaches to traffic safety; provide up-to-date training on laws that may not be consistently understood or applied by officers.
- 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; maintain and publicize up-to-date school walk area maps and

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<sup>15</sup> Washington's “Safety Stop”, adopted in 2020, allows people on bicycles/tricycles to treat stop signs as a yield if the coast is clear ([RCW 46.61.190](#)). [One year later: How the Safety Stop Has Improved the Lives of People Who Bike](#), Washington Bikes blog, Sept. 27, 2021.

<sup>16</sup> Under [RCW 46.61.240](#) pedestrians may cross at locations other than within marked or unmarked crosswalks as long as they yield to all vehicles, except between adjacent intersections with signals, in which case pedestrians must use marked crosswalks. Yet “jaywalking” is defined as an illegal action under many municipal codes (Rachal, 2021).

inform local agencies of needed improvements; and foster a culture in which students getting to school and associated activities by bus, bike, or walking/rolling is normal and supported.

- Colleges: Provide free transit passes to students and provide ample secure bike parking.
- Public agencies: Adopt policies that require buildings regularly accessed by the general public to be in locations easily and safely reached via transit, walking/rolling, and bicycling; provide bike parking with appropriate lighting and if possible include access to an outlet to charge e-bikes and other electric micromobility devices.
- All agencies employing transportation professionals or providing education in these professions: Improve design standards and education for all transportation professionals with an emphasis on safety.
- All agencies with transportation facilities: 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.

## **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 general 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.
  - The 2021 State of Transportation presentation identifies these costs at \$15 billion/year in Washington state. Active transportation users represented over 23% of all traffic fatalities that year; \$3.555B represents 23% of those costs for one year.
- 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.

## Detailed Recommended Actions

In the 2021 session the Legislature reordered the transportation system policy goals to identify preservation and safety as the top two of six goals: “The powers, duties, and functions of state transportation

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*“Safety dependent on violence is not safe at all.”*

*- Tema Okum*

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agencies must be performed in a manner consistent with the policy goals set forth in subsection (1) of this section with preservation and safety being priorities.” ([SHB 1137](#), Sec. 1(2)). The recommendations here are in keeping with those priorities; supporting mode shift through active transportation reduces wear and tear from vehicular use of the system and saves lives.

In the 2022 session the Legislature adopted Move Ahead Washington. It significantly increased funding for active transportation programs, in line with ATSC recommendations in previous years.

The study group recommends legislative actions that will work at the broad societal level in this framework. These actions provide a statutory foundation for future community and individual safety improvements:

- **Adopt an explicit statute stating that active transportation facilities and complete streets are deemed to serve highway, road, and street purposes.** This will clarify use of public right-of-way for facilities, including those constructed to mitigate the effects of highway construction projects and those identified as filling a need in local plans to provide a more comfortable and complete network.
- **Adopt an explicit statement that it is the intent of the legislature to support a strong and safe statewide active transportation network and that the safety of all users of the transportation system must be considered in deciding uses of public right-of-way.**
  - Current statutes concerning recreational trails identify the safety of the motoring public as a consideration in some sections but not the safety of pedestrians and bicyclists, while other sections refer to all transportation users. The safety of everyone using transportation should be the goal and these statutes should be made consistent and align with the transportation system policy goals that list safety as a top priority.
- **Provide a statutory definition for shared-use paths serving highway, road, and street purposes and providing network connectivity for active transportation use; in formulating this definition, distinguish these facilities from recreational trails as needed and appropriate.**

- This recommendation fills a definitional gap in current state law. It is intended to maintain existing protections for recreational immunity, recognizing that this is a complex area with a great deal of case law and not wishing to undermine outdoor recreation in any way.
- **Provide a statutory definition for active transportation.**
  - State law lacks a clear definition of active transportation. The ATSC recommends this definition, which aligns with the definition from the 2021 State Active Transportation Plan that has been incorporated into statute through Move Ahead Washington: “Active Transportation”: Forms of pedestrian mobility including walking or running, the use of a mobility assistive device such as a wheelchair, bicycling and cycling irrespective of the number of wheels, and the use of small personal devices such as foot scooters or skateboards. Active transportation includes both traditional and electric assist bicycles and other devices. Planning for active transportation must consider and address accommodation pursuant to the Americans with Disabilities Act and the distinct needs of each form of active transportation.
- **Provide a statutory definition for Complete Streets as a standalone definition.**
  - Move Ahead Washington established a Complete Streets directive for WSDOT. In considering how this statute will be understood in the context of other statutes and definitions, the ATSC recommends establishing a definition separate from the directive that can serve as a reference for other programs and actions in the future. Existing language in [RCW 47.24.060](#) can serve as the basis for this along with the existing TIB grant program ([RCW 47.04.430](#)). This will establish Complete Streets similar to how other facilities are defined in statute.
- **Incorporate explicit references to ADA accessibility as an essential element of active transportation facilities.**
  - Congress passed the Americans with Disabilities Act in 1990. It may appear unnecessary to remind people of a 32-year-old federal law but affirming the importance of accessible active transportation is fundamental to the true meaning of mobility justice.

## Applying the Framework

As we look to expand our shared understanding of safety, there are several ways interventions can address three different domains, for example:

- **Systemic approaches:** Increasingly, planners and engineers can look across their road systems to identify intersections or stretches of roadways where the same – or similar – circumstances occur and make positive changes to address locations with characteristics related to potential crash exposure. This approach would reduce the current reliance on reacting to crash data in funding decisions and allow

implementation of proactive systems approaches to address elements known to contribute to crashes.

- **Benefits for the whole transportation system:** Updating and completing active transportation facilities will result in fewer serious injuries and deaths of people walking, rolling, and bicycling. Simultaneously, designing roadways to bring down serious/fatal crashes for these users of the transportation system also benefits drivers by reducing crashes, fatalities, and injuries for people who drive vehicles.
- **Transparency about policy development:** To save lives and achieve Washington’s goal of zero traffic deaths, state and local jurisdictions must prioritize the safety needs of those people using the transportation system who experience the greatest exposure to potential crashes and who have fewer options for their means of transportation. But those are discussions where societal values influence development of policies and practices. Prioritizing the needs of these roadway users would result, for instance, in a decision to install a roundabout to reduce driving speeds, acknowledging that some community residents may believe they have a “right to go fast” but prioritizing human safety for individuals and for the good of the community and society as a whole over the individual desire of some people to drive fast.

## Analysis of 2022 Legislative Actions

In 2022 the Washington state legislature took a number of actions affecting active transportation safety at every level of this framework. These are listed here with identification of the level(s) at which these decisions operate to demonstrate how this framework can be applied in future to examine ATSC recommendations and legislative actions.

Bill number	Change or action	Level affected		
		Individual	Community	Society
<a href="#">SB 5687</a>	Expanded the Neighborhood Safe Streets Law to empower all local authorities and WSDOT to lower speed limits to 20mph on nonarterial streets, including nonarterial state highways, without conducting an engineering and traffic study		X	X

<b>Bill number</b>	<b>Change or action</b>	<b>Individual</b>	<b>Community</b>	<b>Society</b>
<a href="#">SB 5687</a>	Extended the “due care” standard to pedestrians to match the existing requirement for drivers to exercise due care to avoid crashes			X
<a href="#">SB 5687</a>	Authorized use of traffic control devices to change a roadway to prioritize pedestrian and bicyclist use and limit vehicular traffic to local access (to create uses such as a “COVID Street” or other safe, healthy, and active streets change)		X	X
<a href="#">ESSB 5974</a>	Created Climate Active Transportation Account and Climate Transit Programs Account with dedicated funding from Carbon Commitment Act revenue		X	X
<a href="#">ESSB 5974</a>	Significantly increased funding for WSDOT’s Safe Routes to School and Pedestrian/Bicyclist programs and added criteria to prioritize funding at least 35% of awards in overburdened communities		X	X
<a href="#">ESSB 5974</a>	Created the Connecting Communities Pilot Program, a five-year, \$50 million program that can fund any phase from planning to construction to reweave the active transportation network where legacy state transportation facilities disrupted it; criteria include equity, safety, transit access		X	X



Bill number	Change or action	Individual	Community	Society
<a href="#">ESSB 5974</a>	Directed WSDOT to apply Complete Streets principles on projects of \$500,000 or more entering design after July 1, 2022		X	
<a href="#">ESSB 5974</a>	Funded a number of community pedestrian/bicyclist projects and directed WSDOT to prioritize them based on benefits for overburdened communities		X	X
<a href="#">ESSB 5974</a>	Established and funded a statewide school-based bicycle safety program for elementary through high school and added criteria to prioritize districts in overburdened communities, eventually reaching all districts			X
<a href="#">ESSB 5974</a>	Increased funding for Complete Streets grants awarded by the Transportation Improvement Board; no equity criteria required	X	X	
<a href="#">ESSB 5974</a>	Expanded permitted use of automated traffic safety cameras to include detection of speed violations in school walk areas, public park zones, and hospital speed zones		X	X
<a href="#">ESSB 5974</a>	Expanded permitted use of automated traffic safety cameras to allow cities to add additional cameras based on population size in locations meeting specific safety criteria as long as they complete an equity analysis		X	X

Bill number	Change or action	Individual	Community	Society
<a href="#">ESSB 5974</a>	SR99/Aurora Avenue North: Adds requirements to PBP grant WSDOT awarded to SDOT for planning study; must prioritize designs that ensure slow vehicle speeds and systematic improvement to the quality of multimodal access, must be completed by September 30, 2023.		X	
<a href="#">SSB5975</a>	Provided \$50M for construction of improvements on SR99/Aurora Avenue North based on planning study funded in ESSB 5974		X	
<a href="#">ESSB 5689</a>	Study: City transportation investment equity impacts: Dec. 20, 2022; \$215,000: Joint Transportation Committee (JTC) (funded last session)			X
<a href="#">ESSB 5689</a>	Study: Increase Anacortes ferry walk-on service: Jan. 6, 2023; \$300,000; WA State Ferries		X	
<a href="#">ESSB 5689</a>	Study: Nondrivers: Feb. 1, 2023; \$400,000; JTC			X
<a href="#">ESSB 5689</a>	Study: Micromobility lending libraries: June 30, 2023; \$150,000; JTC		X	X

Bill number	Change or action	Individual	Community	Society
<a href="#">ESSB 5689</a>	Transit service benchmarks: June 30, 2023; \$250,000; WSDOT			X
<a href="#">ESSB 5689</a>	King County Metro pilot: June 30, 2023; human services personnel trained in de-escalation placed on routes with public safety issues in south King County		X	X
<a href="#">ESSB 5689</a>	Feasibility of decommissioning SR99 in South Park: Jan. 1, 2025; \$600,000; SDOT		X	

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## Appendix F: 2022 Cooper Jones Active Transportation Safety Council Business

### Guest Speakers in 2022

Topic	Speaker
OPMA Changes and Guidelines	Shelly Baldwin, WTSC Director
Open Sidewalk Project and AccessMap	Dr. Mark Hallenbeck, director of the <u>Washington State Transportation Center</u> in the College of Civil & Environmental Engineering, University of Washington  Dr. Anat Caspi, Director, <u>Taskar Center for Accessible Technology</u> , Paul G. Allen School of Computer Science & Engineering, University of Washington
Key Traffic Safety Data in 2021	Dr. Staci Hoff, WTSC Research Director, and Max Roberts, WTSC Research Associate
ADA Transition Plan	Anna Zivarts, Disability Mobility Initiative, Rooted in Rights Washington
Q&A on Hit-and-Run and Near Miss Incidents	Traffic Sergeant Jason Bishop, Kent Police Department
Jaywalking Laws	Hester Serebrin, Policy Director at Transportation Choices Coalition and Ethan Campbell with Whose Streets? Our Streets!

### Operational Changes

ATSC will hold meetings every other month starting in January 2023. These meetings are open to the public. Meeting agendas and meeting materials are published to the Washington Traffic Safety Commission's [Active Transportation Safety Council](#) web page.

Each agenda provides time for the Council to receive comments from the public. Instructions for public comment or written comment are also provided at the [Active Transportation Safety Council](#) web page.

### Dedicated State Accounts for Walker and Roller Safety

**Vulnerable Road User Education Account** ([RCW 46.61.145](#))—In 2019, the legislature added an additional fine as a penalty for drivers who commit some traffic violations against a vulnerable roadway user. To increase enforcement of all traffic infractions and offenses committed against vulnerable roadway users, the legislature has designated the additional fine (currently \$48) that is collected be put into the "vulnerable roadway user education

account." After appropriation, these funds can only be spent by the Traffic Safety Commission for the education of law enforcement officers, prosecutors, and judges about opportunities for the enforcement of traffic violations committed against vulnerable roadway users. Any remaining funds to be used to increase awareness by the public of the risks and penalties associated with these traffic violations. This bill addresses several recommendations made to the Legislature by the Cooper Jones Bicyclist Safety Advisory Council and Pedestrian Safety Advisory Council.

The Vulnerable Road Users Education Account received its first payment in November 2019. In the 35 months since then, the account has received an average of \$400/month. The current total amount is insufficient for an education program.

**Cooper Jones Active Transportation Safety Account ([RCW 46.63.170](#))** In 2020, the legislature established additional uses for traffic safety cameras in order to support a pilot project in Seattle referred to as "Block the Box." These traffic safety cameras can be used to enforce stopping at intersection or crosswalk violations; public transportation only lane violations; and stopping or traveling in a restricted lane violation. One-half of the non-interest money received by Seattle under the pilot program in excess of the cost to install, operate, and maintain the automated traffic safety cameras is remitted to the State Treasurer and deposited in the Cooper Jones Active Transportation Safety Account which can only be spent by the WTSC after appropriation. Expenditures from the account may be used only to fund grant projects or programs for bicycle, pedestrian, and nonmotorist safety improvement administered by the Washington Traffic Safety Commission.

**Appropriation:** In 2022, the legislature appropriated \$400,000 from the Cooper Jones Active Transportation Safety Account to the WTSC.

**Possible Additional Funds:** As noted in Appendix A, Past Years ATSC Recommendations on page 10, legislation that allows new uses for traffic safety cameras may also generate funding into the Cooper Jones Active Transportation Safety Account. It is unknown yet how many cities will choose to use traffic safety cameras in these locations or how many such cameras a city might install.

# Cooper Jones Active Transportation Safety Council Charter

Revised August 31, 2022

<b>Membership and Staff</b>	
Executive Committee	<p>Transportation: Barb Chamberlain, Washington State Dept. of Transportation (WSDOT)</p> <p>Bicyclist Rep: Alex Alston, Washington Bikes</p> <p>Public Health: Will Hitchcock, Washington State Department of Health</p> <p>Pedestrian Representative: George Watland, Feet First</p> <p>Jessie Knudsen, Washington Traffic Safety Commission, Project Mgr.</p> <p>Shelly Baldwin, Washington Traffic Safety Commission, Director</p>
Staff	Jessie Knudsen - Program Manager, WTSC
Voting Members	<p><b><i>Legislature-identified members:</i></b></p> <p>WTSC Representative</p> <p>County Coroner employed in a location where pedestrian, bicyclist, or non-motorist deaths have occurred</p> <p>Law enforcement members with experience investigating pedestrian, bicyclist, or non-motorist fatalities</p> <p>Traffic engineer</p> <p>WSDOT representative</p> <p>Association of Washington Cities representative</p> <p>Washington State Association of Counties representative</p> <p>Pedestrian advocacy group representative</p> <p>Bicycle or active transportation advocacy group representative</p> <p>Department of Health representative</p> <p>Victim/victim's family member</p> <p><b><i>ATSC-identified members:</i></b></p> <p>Washington State Comm. on African American Affairs representative</p> <p>Tribal representative</p> <p>Asian/Pacific Islander representative</p> <p>City planner</p> <p>Disability population representative</p> <p>Economic diversity representative</p> <p>Senior citizen representative</p> <p>WA State Comm. on Hispanic Affairs representative</p> <p>Legislator or legislative staff</p> <p>Safe Routes to School program representative</p>

	Target Zero Manager(s) Public Transit representative Unhoused Services representative Emergency Medical Service representative
Facilitator	Patricia Hughes, Trillium Leadership Consulting LLC.
Data Analyst	Dr. Max Roberts, Research Associate, WTSC

<b>Operations</b>	
Meeting	<p>The WTSC may change the meeting day, time or location provided proper notification is given to the members and the public.</p> <p>In 2022, monthly council were hosted on Zoom, the third Wednesday of each month. Starting in 2023, the meeting schedule is changing from monthly to bi-monthly. The virtual platform is changing from Zoom to Microsoft Teams.</p> <p>ATSC meetings are open to the public and subject to the Open Public Meetings Act (OPMA), 42.30 RCW. Public interested in attending ATSC meetings can find the virtual link, scheduling information, and summary notes at <a href="http://www.wtsc.wa.gov/programs-priorities/active-transportation-safety-council">www.wtsc.wa.gov/programs-priorities/active-transportation-safety-council</a>.</p>
Membership Vacancies	When any number of the eleven legislature-identified council positions become vacant, the Executive Committee and Council staff will identify new members to fulfill the roles. Additional representation roles may be identified by council members to diversify perspectives.
Quorum	To conduct council business (voting), a quorum is required. A quorum consists of the majority of all voting members (regardless of whether or not they are present at the meeting). All council members are voting members.
Revisions to the Charter	Changes to the charter must be reviewed by the Executive Committee prior to being made by WTSC.

<b>Description, Timeframe, Mission, Objectives, Approaches, Roles, and Requirements</b>	
Description	<p>In 2019, the Washington State Legislature passed <a href="#">Substitute Senate Bill 5710</a>, which required the WTSC to convene the Cooper Jones Active Transportation Safety Council (ATSC), governed by RCW <a href="#">43.59.156</a>.</p> <p>The council's purpose is to use data to identify patterns related to fatalities and serious injuries involving bicyclists, walkers, and all other active transportation users, with the goal of identifying transportation system improvements, including privately owned areas, such as parking lots.</p> <p>In addition, the council may:</p> <p>(a) Monitor implementation progress of ATSC recommendations.</p> <p>(b) Seek opportunities to expand consideration and implementation of the principles of systematic safety, including data collection improvement.</p>
Timeframe	The Legislature placed no sunset provision in the enabling legislation.
Mission	Increase safety for bicyclists, walkers, or users of other forms of active transportation in Washington State.
Objectives	<ul style="list-style-type: none"> <li>● Support and enhance efforts to reduce and eliminate fatalities and serious injuries of bicyclists, walkers, and other active transportation users, such as the Washington State Strategic Highway Safety Plan (i.e., Target Zero Plan) and the WSDOT Active Transportation Plan.</li> <li>● Improve safety by providing data-driven recommendations regarding statutes, ordinances, rules, and policies.</li> </ul>
Approach	<ul style="list-style-type: none"> <li>● Use data to identify countermeasures to address and factors contributing to collisions that involve bicyclists, walkers, and other active transportation users.</li> <li>● Evaluate existing data to identify and address data gaps related to bicyclist, pedestrian, and other active transportation user safety.</li> <li>● Leverage existing programs and strategies, e.g., incorporation of safety for bicyclists, pedestrians and active transportation users in comprehensive planning and capital facility planning.</li> <li>● Recommend operational changes to increase safety for bicyclists, pedestrians and other active transportation users through engineering, education, encouragement, enforcement, EMS, evaluation, and policy.</li> </ul>

<p>Roles</p>	<ul style="list-style-type: none"> <li>• <b>Governor’s office</b>, provide final approval of the report.</li> <li>• <b>Washington Traffic Safety Commission</b>, chartering authority. The Director or their designee will chair meetings. The WTSC will provide staff and seek council input regarding how Cooper Jones Active Transportation Safety account funds are spent.</li> <li>• <b>Executive Committee</b>, provide operational direction to the WTSC project manager, including project scope, budget, schedule, and membership, and approve the annual report prior to finalization.</li> <li>• <b>Project Manager</b>, work with the Executive Committee and facilitator to implement council goals, compile agendas and summaries, identify facilitation strategies, manage the annual budget, ensure compliance with the OPMA, and produce required reports and documents.</li> <li>• <b>Data Analyst</b>, provide requested data to the ATSC.</li> <li>• <b>ATSC Members</b>, approve and follow the project charter, vote to take action, when necessary, make data requests, participate in discussions, draft comments, and provide council staff with recommendations.</li> <li>• <b>Stakeholders</b>, submit feedback and stay informed of council activities, projects, and reports.</li> <li>• <b>Facilitator</b>, create agendas for Executive Committee and Council meetings, compile minutes, facilitate meetings, compile reports, and provide support to sub-committees and council staff as needed.</li> </ul>
<p>Requirements</p>	<ul style="list-style-type: none"> <li>• <b>Annual Report Acceptance Criteria</b></li> <li>• Fulfill the requirements of <a href="#">SB 5710</a>.</li> <li>• Provide an analysis of fatalities and serious injuries involving bicyclists, pedestrians, and other active transportation users.</li> <li>• Make recommendations for actions to increase pedestrian, bicyclist and active transportation user safety to the WTSC, state agencies, the Governor’s Office, and the Washington State Legislature.</li> <li>• Inform the WSTC Target Zero Plan, WSDOT Active Transportation Plan.</li> <li>• Demonstrate clear goals and pathways to implement recommendations.</li> <li>• Support other independent, agency, or jurisdiction efforts.</li> <li>• Develop a biennial report on budgetary and fiscal recommendations to the Office of Financial Management (OFM).</li> <li>• Provide the documentation necessary to continue and improve project.</li> </ul> <p><b>Budget:</b> The WTSC is authorized to spend the budgeted amount in support of activities authorized by the Executive Committee. Any expenditure beyond that must be authorized by the State Legislature.</p> <p><b>Stakeholder Satisfaction:</b> Although stakeholder satisfaction is critical to the success of the ATSC, it is expected that not every stakeholder will be completely satisfied with the report. Council staff will keep the Executive Committee aware of any risks associated with stakeholder dissatisfaction.</p>

<b>Project Scope, Acceptance Criteria, Assumptions, and Constraints</b>	
Scope	<p><b>In:</b></p> <ul style="list-style-type: none"> <li>• Produce an annual report by December 31. Ensure appropriate stakeholders are involved and informed throughout the process.</li> <li>• Annually report budgetary and fiscal recommendations to the OFM and the legislature by August 1.</li> <li>• Evaluate ATSC project process and adjust the work plan as needed.</li> <li>• Document council activities and reports to allow for replication and process improvement.</li> </ul> <p><b>Out:</b></p> <ul style="list-style-type: none"> <li>• Reports and actions not authorized by <a href="#">SSB 5710</a>.</li> <li>• Expenditures beyond those authorized by the legislature for operation.</li> </ul>
Changes	Scope changes must be approved by the Executive Committee.
Assumptions	<ul style="list-style-type: none"> <li>• ATSC members will be available to help write and edit annual reports.</li> <li>• Council staff will devote adequate time to project management.</li> <li>• ATSC members will devote adequate time to the project.</li> <li>• ATSC, WTSC, partner agencies, and the Governor’s Office will approve the annual report within the required timeframe.</li> <li>• Funding is appropriated to WTSC by the legislature to support council member travel to/from meetings when scheduled in-person.</li> </ul>
Constraints	<ul style="list-style-type: none"> <li>• Limited resources for project staff to perform project functions necessary for success.</li> </ul>