



Report Transmittal

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

Document Title	2025 Cooper Jones Active Transportation Safety Council (ATSC) Annual
Report Date	December 16, 2025
Authors	Cooper Jones Active Transportation Safety Council membership (Refer to Executive Summary)
Abstract	This report is presented by the Cooper Jones Active Transportation Safety Council to satisfy the annual reporting requirements described in RCW <u>43.59.156</u> .

Submitted on behalf of the Cooper Jones Active Transportation Safety Council by

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Disclaimer	This document recommends active transportation user safety improvements and represents the views and opinions of the Cooper Jones Active Transportation Safety Council, 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.

Cooper Jones Active Transportation Safety Council



2025 Annual Report to the Washington State Legislature

November 30, 2025

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Executive Summary

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

Context

The council was established in 1998 in memory of Cooper Jones, a young cyclist who tragically lost his life when he was struck by a driver during a bike race in Spokane County. Originally formed as a bicycle-focused council, it expanded in 2019 when it merged with the pedestrian safety council to a single council. This merger revitalized the council's discussions and recommendations, strengthening its role as a respected authority on active transportation safety and a key source of guidance for policy and community initiatives.

Today, ATSC comprises a dedicated and diverse statewide membership, all united by a shared commitment to active transportation. Members bring a multi-disciplinary approach to research, analysis, and policy development, enhancing both existing and emerging transportation safety initiatives, including the Washington State Strategic Highway Safety Plan and the Active Transportation Program Plan. ATSC is committed to contributing unique perspectives, thoughtful engagement, and well-researched recommendations to advance active transportation safety across the state.

Over the past five years, serious and fatal crashes have steadily increased due to a range of contributing factors. While active transportation use continues to grow, the rate of crashes has outpaced population growth. In 2024, 168 people using active transportation lost their lives, a slight decrease from 2023, yet still the second highest total in the past decade. Pedestrians and cyclists (referred to as "pedalcyclists" in datasets) remain the primary groups affected. A positive development is that sixteen counties recorded zero active transportation user fatalities in 2024, with five of these counties maintaining zero fatalities over the past three years.

ATSC examines fatality data through the lens of the Safe System Approach, which prioritizes safer users, safer speeds, safer roads, safer land use, safer vehicles, and post-crash care. Through this analysis, the council identifies opportunities to strengthen the transportation system and uncovers patterns in crashes involving pedestrians, cyclists, and other active transportation users. These insights inform data-driven policy and investment decisions, guiding the development of a transportation network that ensures safe mobility for all. Notably, in 2025, ATSC advanced its mission through the following key activities:

- Conducted three Fatality Case Reviews to identify trends and opportunities for improving safety.
- Developed procedures for policy engagement, evaluation, and recommendations to strengthen council operations.
- Hosted presentations by ten subject matter experts in active transportation safety.
- Held eleven meetings focused on discussions to develop the council's annual recommendations.
- Contributed to the Washington Traffic Safety Commission's Non-Motorized Federal Annual Grant Application.
- Submitted letters of support for key legislative measures related to active transportation safety that were passed or adopted in the 2025 Legislature:
 - HB 1878 – Expanding driver education for young adults (Signed)
 - SB 5595 – Shared streets (Signed)
 - HB 1244 – Education in lieu of suspension (DOL)

Recommendations

Refer to Appendix C for narrative and further detail. Recommendations are not listed in order of importance.

Safer Speeds

- Add language to state law to define performance of the transportation system in terms of safety outcomes and to support speed limit setting practices that prioritize minimizing serious and fatal injuries. Relevant statutes include RCW 46.61.400, 46.61.405, 46.61.410, and 46.61.415 and associated sections of the Washington Administrative Code; other statutes may also need review.
- Adjust speed limits to minimize serious and fatal crashes based on the type of roadway, surrounding land use, conditions consistent with increased likelihood of crash type, and the presence of vulnerable road users.
- Continue to expand use of automated traffic safety cameras to incentivize drivers to comply with posted speed limits.
- Leverage data related to land use, roadway characteristics, and law enforcement to expand automated speed enforcement in areas with higher-than-average rates of serious and fatal crashes.
- As automated safety camera use expands, maintain the reduced-penalty approach outlined in RCW 46.63.220 (15) and conduct research on alternative income-based penalty models, such as “day fines” that account for both offense severity and the offender’s income.
- WSDOT and local agencies should adjust speed limit policies and practices to prioritize the reduction of serious and fatal injuries.

Safer Roads

- Provide statutory protection, clarifying language, or other policy mechanisms that reduce legal exposure when entities are engaged in good-faith planning and prioritization of safety improvements.
- Facilitate training to local transportation professionals to support balanced planning and implementation, helping them adopt processes that ensure transparent safety reviews while accommodating the practical realities of phased implementation. This approach enables improvements to be identified, prioritized, and addressed systematically, without exposing agencies to undue legal risk that could divert resources from direct safety enhancements.
- Establish legal and funding capacity for agencies to apply “emergency streets response” approach at crash locations to test adaptive design changes and learn from findings.
- Revise existing active transportation facility design standards—or develop new ones if needed—to accommodate emerging e-micromobility devices.
- Provide or identify funding sources to improve pedestrian-scale lighting. This may include engaging or encouraging utilities to contribute to lighting improvements.
- Increase funding for agencies to install treatments that reduce the likelihood, exposure, and severity of potential crashes. This includes additional funding for the installation of active transportation infrastructure that provides separation between motorized vehicles and active transportation travelers, with greater levels of separation on roads with higher speeds and higher motor vehicle traffic.
- Amend the Revised Code of Washington (RCW) provisions to authorize the use of telematics-enabled automated enforcement. Revisions should establish clear legal parameters, and define appropriate data use, privacy protections, and enforcement protocols.

Safer Road Users

- Lower the legal blood alcohol concentration (BAC) limit for drivers from .08 to .05.

- Develop and implement statewide traffic safety education programs on laws affecting vulnerable road users, including people using e-micromobility devices—for traffic engineers, judges, prosecutors, law enforcement, and especially new recruits.
- Modernize statewide driver education curricula to incorporate guidance on safely interacting with emerging micromobility device types.
- Amend state law to mandate the use of corrective safety technology, such as interlock devices and intelligent speed assistance systems, in vehicles registered to drivers who have been involved in a serious injury or fatal crash while impaired by drugs or alcohol.
- Develop targeted traffic safety communications and educational initiatives designed to reach and influence the driving behavior of methamphetamine and poly-drug users.
- Explore and recommend “safe ride home” programs, expanded transit service, and other alternatives to driving impaired.
- Investigate mechanisms for changing right turns on red options to improve pedestrian and cyclist safety.
- Conduct research to evaluate the consistency and effectiveness of laws protecting vulnerable road users, including:
 - Enhanced penalties for violations against vulnerable road users (RCW 46.61.110)
 - Traffic court requirements for bicycle and pedestrian safety education for drivers involved in VRU crashes (RCW 46.83.090)
 - Ann Weatherill Safe Passing Act (RCW 46.61.125)
 - Requirements for bicycle and pedestrian curriculum in driver’s education (RCW 46.82.420)
 - Other laws related to driver education and enforcement of penalties involving VRUs
- Identify effective models from other states and jurisdictions and make recommendations for amendments to Washington state law based on findings.
- Evaluate the Vulnerable Roadway User Education Account (RCW 46.61.145) as a potential funding source to support educational programs for law enforcement officers, prosecutors, and judges, consistent with the intent of SB 5723 when it was enacted in 2023.
- Implement statewide traffic safety education programming specifically for e-micromobility device users.

Safer Land Use

- Prioritize state funding for locations where existing land use and transportation infrastructure heighten safety concerns for vulnerable road users directing resources toward treatments, such as separated facilities, that reduce crash likelihood, exposure and severity.
- Require local agencies to analyze land use context and demographic and community characteristics to identify patterns associated with higher exposure, likelihood, and severity of crashes.
- Require local agencies to review safety performance under the new multimodal level of service requirements and address findings to reduce crash likelihood, severity, and exposure, with a focus on vulnerable road user safety.
- Encourage land use decisions and development that support safe walking and biking, including after land use changes that increase the likelihood, exposure, and severity of potential crashes, while discouraging new development next to high-speed roadways.
- Adopt recommendations from the 2023 ATSC report related to land use.

Safer Vehicles

- Conduct research on emerging active transportation devices to develop evidence-based policies, safe and consistent use standards, and infrastructure guidelines tailored to device characteristics. This

research should draw on crash data, human factors, and best practices to guide municipalities, roadway users, and law enforcement while enhancing traffic safety.

- Fund research into regulatory and policy changes to reduce the propensity of increased fatalities due to vehicle design, including general education, additional driver’s education, endorsements, and/or licensing, insurance requirements, requirements for vehicle manufacturers to enhance the safety of people outside the vehicle, considering factors such as vehicle mass, height, front-end design, speed governors, and driver visibility impediments like obstructive A-pillars.
- Conduct comprehensive research to conceptualize serious and fatal e-micromobility device crashes relative to other traffic crashes. Incorporate data from hospital records and other relevant sources to establish a baseline and track trends over time.

Post Crash Care

- Pass legislation that supports funding to allow state toxicology laboratories to process submissions for drug and alcohol impairment cases in a timely manner.
- Improve the efficiency and timeliness of reporting driver convictions to the Department of Licensing to ensure records are updated accurately and promptly.
- Develop methods—while prioritizing privacy—to link driver records with serious and fatal crashes, enabling identification of repeat-offense patterns. Use these findings to inform recommendations for enhanced penalties, traffic court procedures, and other appropriate interventions.
- Implement strategies to increase the availability of emergency response units in rural Washington.

2025 Fatal Case Review Summary of Patterns and Trends

The following high-level summary presents patterns identified across the four most recent Fatality Case Reviews conducted in 2025, organized according to Washington’s Safe System Approach. Additional details can be found in Appendix B. These data are case-specific. Patterns, while informative, cannot be generalized to serious and fatal crashes statewide.

Safer Speeds	<ul style="list-style-type: none"> • Driving up to 10 mph over the speed limit is perceived as the cultural norm. • Posted speed limits remain lethal for active transportation users, especially on arterials with 35-45 mph speed limits
Safer Roads	<ul style="list-style-type: none"> • Lack of active transportation facilities • Lighting is often insufficient, even when streetlights are present • The needs of people and vehicles conflict at large intersections
Safer Road Users	<ul style="list-style-type: none"> • Pedestrian impairment was a factor in half the cases reviewed • Several deaths involved a combination of impairment, dark clothing, and midblock presence at night. • Driving behavior such as speeding and distraction from young drivers • Increase of hit-and-runs in dark conditions in S. King County
Safer Land Use	<ul style="list-style-type: none"> • Arterials embedded in residential/ commercial zones, with many incidents occurring near transit stops or close to home
Safer Vehicles	<ul style="list-style-type: none"> • Tall or large vehicles present more lethal strike dynamics
Post-Crash Care & Traffic Records	<ul style="list-style-type: none"> • Delayed 911 calls • Toxicology “stop testing” limits full substance profiles • License re-examinations not consistently ordered or completed • Driving record errors

ATSC Support for Legislation

Bill	Issue and Importance	Status
SB 5067	.05 BAC Decreasing the legal blood alcohol concentration (BAC) limit for drivers from .08-.05% has proven effective at encouraging people to plan alternate methods to get home safely, thereby saving lives.	Letter submitted in 2025 session in support. Legislation was not enacted in 2025.
HB 1455	Toxicology Lab Funding SHB 1455 ensures that state toxicology laboratories are adequately staffed and resourced to process submissions for drug and alcohol impairment cases within one week of receipt	Letter submitted in 2025 session in support. Legislation not enacted. May be reintroduced in 2026 <i>Note: The Legislature provided \$3M to address the toxicology lab backlog in the Transportation Budget bill, SB 5161)</i>
SB 5581	Amendments to Complete Streets and trails statutes authorizes WSDOT to collaborate with local partners to identify and prioritize optimal locations for completing active transportation networks. The bill also adds legal definitions for roundabouts and for crosswalks located at or near roundabouts.	Legislation was not enacted in 2025. This bill embedded several past recommendations of the ATSC; refer to Appendix E.

ATSC Guest Speakers in 2025

- **National Rural Safe System Forum:** Tony Bledsoe, Program Manager, WTSC
- **Telematics Data Overview:** Dr. Staci Hoff, Research Director, WTSC
- **Washington Operation Lifesaver:** Lora Foster, WA Utilities and Transportation Commission; and WSDOT Rail Operations Coordinator, Rail, Freight, & Ports Division:
- **Emergency Streets:** Kevin J, Krizek, Professor, University of Colorado Boulder, and Emergency Streets co-founder Tila Duhaime
- **E-bike and E-scooter Injury Data:** Dr. Xinyao deGrauw, Harborview Injury Prevention & Research Center, UW Medicine; and Austin Gaal, DDS, FACS, Master of Public Health Candidate, University of Washington School of Public Health; Clinical Assistant Professor, UW/ Harborview Oral and Maxillofacial Surgery Residency Program
- **Liability and Barriers to Safety Planning:** John Milton, Director, Transportation Safety and System Evaluation Division and State Safety Engineer, WSDOT
- **2024 Crash Summary Data:** Max Roberts, Senior Research Associate, WTSC
- **Communication and Speed:** Dr. Janine Koffel, DocSocSci, MS.Ed., Program Manager, Speed Management Advisory Cooperative, WTSC

2025 Cooper Jones Transportation Safety Council Membership

Alex Alston, Washington Bikes	Kitty Klitzke, Spokane City Council
Alan Adolf, Yakima Valley Council of Governments	The Hon. William Lemke, Former Judge, Senior Citizen
Shelly Baldwin, WTSC Director	Karen Messmer, Olympia Safe Streets Campaign, Senior Citizen, Bike Advocate
Maximilian Cantu, Snohomish County Medical Examiners' Office	Dr. Steve Mooney, Assoc. Professor, UW Dept. of Epidemiology, (alt. for Dr. deGrauw)
Barb Chamberlain, WSDOT Active Transportation Division	Venu Nemami, City of Seattle Traffic Engineer
Charlotte Claybrooke, WSDOT Active Transportation Division	Jon Pascal, Kirkland City Council/Association of Washington Cities
Dr. Xinyao deGrauw, Harborview Injury Prevention & Research Center, UW Medicine	Weston Perkins-Clark, EMT & Safe Kids Coordinator, Clark and Cowlitz Counties
Jennifer Dieguez, WA Department of Health	Dr. Amy Person, WA State Department of Health
Dr. Annemarie Dooley, WA Physicians for Social Responsibility	Bob Scarfo, Governor's Council on Aging
Sgt. Teresa Fuller, Spokane Police Department	Corwin Scott, WA Commission on African American Affairs; WSDOT Title IV Compliance
Jesse Gilpatrick, Center for Independence	Portia Shields, Yakama Nation
Tony Gomez, Target Zero Region 7 & 8	Harold Taniguchi, WA Commission on Asian-Pacific American Affairs
Will Habel, Clallam County Regional Trails	John Tyler, Violent Crimes Detective, Spokane Police Dept
Cara Jockmunsen, WA Dept of Licensing	Carrie Wilhelm, City of Tacoma Public Works
David Jones, Activist, father of Cooper Jones	Kerri Wilson, Intercity Transit

Three ATSC members were recognized for their contributions to active transportation safety: David Jones, Portia Shields, and Dr. Xingyao deGrauw. Additional information is in Appendix F.

Administrative Notes

Operations

ATSC held public, monthly meetings starting in January 2025. Meeting agendas and materials are published to the Washington Traffic Safety Commission's [Active Transportation Safety Council](#) web page. Time for the Council to receive comments from the public is included on every agenda.

Document Submission Process

This Annual Report is prepared by the ATSC Facilitator, with substantial input from Council members and oversight provided by WTSC staff. The draft is reviewed by Council members during the fall and is subsequently submitted to the Governor's Office and the Office of Financial Management by the statutory deadline of November 30.

Following approval by the Governor's Office, and in accordance with legislative requirements, the final report is published on the WTSC website, and WTSC transmits the work products to the appropriate legislative bodies. Council members are encouraged to disseminate the report within their respective agencies and departments to support alignment and implementation of its findings and recommendations.

Legal protection for the Cooper Jones Active Transportation Safety Council

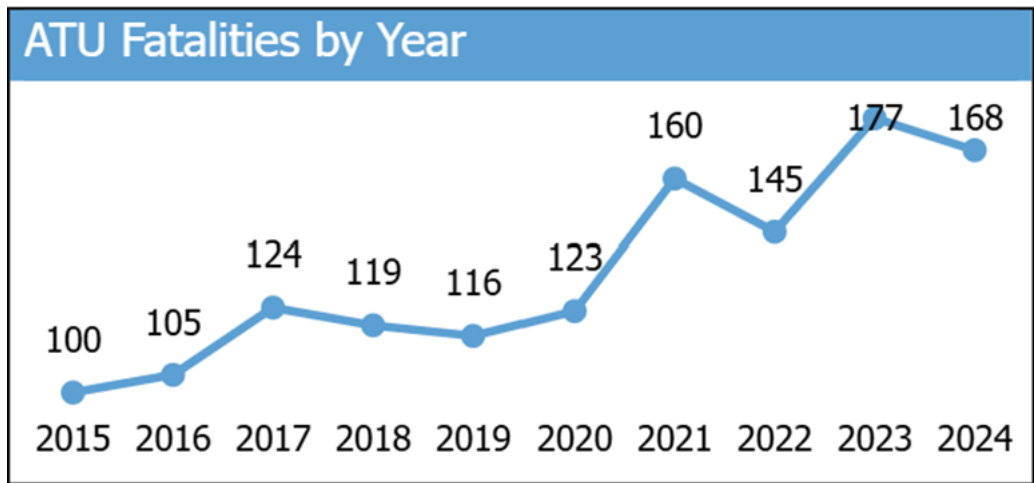
Per [RCW 43.59.155\(6\)\(a\)](#) information and documents prepared by or for the council are inadmissible and may not be used in a civil or administrative proceeding. Confidential information is not disclosable. No person in attendance at meetings of the Cooper Jones Active Transportation Safety Council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

Appendix A: Traffic Safety Data

Data reviewed in this appendix are from Washington Traffic Safety Commission (WTSC) online dashboards including preliminary 2024 fatality estimates as of August 2025. To view updates to the data presented in this appendix, visit the WTSC Active Transportation User (ATU) Fatalities Dashboard (<https://wtsc.wa.gov/dashboards/active-transportation-user-fatalities/>) and the WTSC “State of the State: Washington Traffic Fatalities” data brief (<https://wtsc.wa.gov/traffic-safety-reports/#general>).

In reviewing characteristics of fatal crashes, the council notes significant data gaps related to the safe system approach categories beyond “Safe Users.” For example, current crash data do not allow for comprehensive analysis of the presence or absence of accessible walking and bicycling facilities. These data gaps result in an incomplete understanding of factors that could be addressed through the Safe Roads, Safe Speeds, Safe Vehicles, Safe Land Use, and Post-Crash Care elements of the Safe System Approach. Some progress is underway, including a [statewide inventory of pedestrian facilities](#) being conducted by the University of Washington’s Task Center. In 2025, WSDOT completed an inventory of bicycle facilities on state routes and is currently developing information to describe the varying land-use contexts surrounding these routes. Systems are not yet in place to integrate all the data sources for a comprehensive understanding of all aspects of the safe system.

Active Transportation User (ATU) fatalities steadily increased from a low of 100 in 2015 to 124 in 2017, but were already heading up from a low of 62 in 2013. ATU fatalities remained relatively stable from 2017 to 2020. However, from 2020 to 2021, ATU fatalities increased 30 percent in a single year, from 123 to 160. ATU fatalities dipped slightly in 2022 before rising again to 177 in 2023 - the most reported in a single year since at least the early 1990’s and possibly the most in Washington’s recorded history. ATU fatalities decreased in 2024 but still marked the second most fatalities in the past ten years.



ATU Fatal Crash Characteristics, 2022-2024

- Nearly half (45%) of ATU fatal crashes occurred on roads with posted speeds of 30-40 mph or greater.
- Two out of five (40%) ATU fatal crashes occurred on city streets.
- More than half (52%) of ATU fatal crashes occurred within the five-month span from September to January.
- Nearly half (44%) of ATU fatal crashes occurred on Fridays, Saturdays, or Sundays.

- Nearly half (43%) of ATU fatal crashes occurred in the evenings between 6pm and midnight, with one in four (23%) occurring between 6pm and 9pm and one in five (20%) occurring between 9pm and midnight.

ATU Fatalities, 2022-2024

Gender

- In 2024, male ATU fatalities decreased by 17 percent from a ten-year high of 126 in 2023 to 104. Meanwhile, female ATU fatalities rose year-over-year since 2022, increasing by 75% from 36 in 2022 to a ten-year high of 63 in 2024. Female ATU fatalities accounted for nearly 40 percent of ATU fatalities in 2024, the largest proportion in the past ten years.

Distraction

- ATU fatalities involving a distracted driver more than doubled from 14 in 2022 to 32 in 2024.
- The number of ATU fatalities involving an impaired driver reached a ten-year high of 26 in 2022 before shrinking in half in 2023 and holding steady in 2024.
- Distracted ATU fatalities doubled since 2015, reaching a ten-year high of 31 in 2023 before decreasing to 26 in 2024.

Impairment

- The number ATU fatalities involving an impaired driver reached a 10-year high of 26 in 2022 before shrinking in half in 2023 and holding steady in 2024.
- The number of ATU fatalities who test positive for impairment has doubled since 2015, reaching a ten-year high of 92 in 2023 and remaining near that level in 2024.
- Nearly one in three (29%) ATU fatalities had methamphetamine in their system – either alone, or in combination with other drugs.

Other Driver Behavior

- One in four (24%) ATU fatalities involved a hit-and-run driver. The prevalence of hit-and-run ATU fatalities has increased steadily over time, reaching a ten-year high of 41 in 2024. There is no way to estimate impairment prevalence among hit-and-run drivers; this may indicate an underreporting of impaired drivers involved in ATU crashes.
- The number of ATU fatalities due to failure to yield has increased year-over-year since 2015, increasing more than five-fold and reaching a ten-year high of 108 in 2024.

Conditions

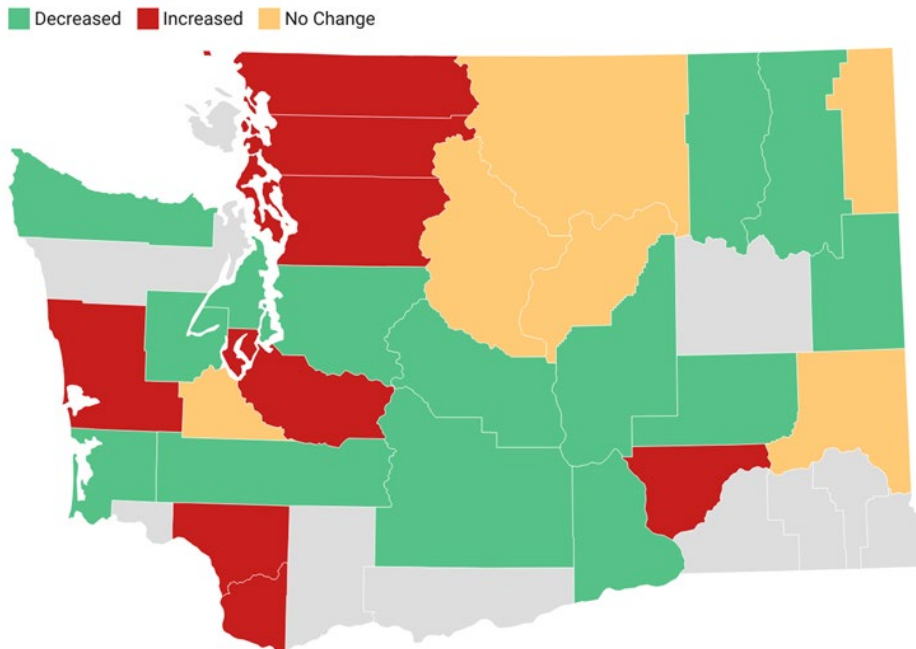
- The majority (70%) of ATU fatalities occurred in dark lighting conditions, however 46% of the fatalities that occurred in dark lighting conditions were in locations where at least some lighting was present.
- Since 2022, ATU fatalities in dark lighting conditions increased by 17% from 103 in 2022 to a ten-year high of 121 in 2024.
- Two-thirds (67%) of ATU fatalities occurred on the roadway (moving along or across the roadway), not at an intersection or crosswalk).

County-level Data, 2022-2024

- More than half (57%) of ATU fatalities in 2024 occurred in just three counties: King (33%), Pierce (14%), and Spokane (10%). These are more densely populated counties with greater numbers of destinations within walking/biking distance of much of the population.

- ATU fatalities spiked to ten-year highs in 2024 in Clark (n=17) and Pierce (n=30) Counties.
- One county, Cowlitz, experienced three ATU fatalities in 2024 after having zero in 2022 and 2023.
- Twenty counties had zero ATU fatalities in 2024, ten of which had zero ATU fatalities in the past three years.
- Counties with zero ATU fatalities in 2024: Adams, Asotin, Clallam, Columbia, Douglas, Ferry, Garfield, Jefferson, Klickitat, Lincoln, Mason, Okanogan, Pacific, Pend Oreille, San Juan, Skamania, Stevens, Walla Walla, Wahkiakum, Whitman.
- Counties with zero ATU fatalities from 2022 to 2024: Asotin, Columbia, Garfield, Jefferson, Klickitat, Lincoln, San Juan, Skamania, Wahkiakum, Walla Walla.

Walker/Roller Fatalities by County in 2024



Note: Counties in gray had zero ATU fatalities from 2022-2024.

Appendix B: Fatality Case Reviews

Purpose

The purpose of the Fatal Case Review (FCR) study team is to review and discuss case materials of fatal crashes involving people using bicycles/tricycles (pedalcyclists), pedestrians, and people using other forms of active transportation to identify patterns and points at which the transportation system can be improved. Following a FCR, the study team submits a summary of findings to the council for consideration when identifying topics to pursue further via study groups, white papers, and legislative recommendations.

Process

The council determined the focus topics for Fatal Case Reviews conducted in 2025. 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 aggregate data is reviewed for problem context and frequency.

In accordance with the budget proviso of [ESHB 112.SL \(Sec. 201 \(3\)\)](#), the council prioritizes the review of cases involving victims of a federally recognized tribe to identify potential policy recommendations that would improve traffic safety for tribes. When a fatal case review topic is selected, any case involving a tribal victim is automatically selected to be included.

Investigative records and reports for each case are gathered by the WTSC Fatal Case Review Coordinator and provided to the study group via a secure and encrypted portal. During the review, the group 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 study group are summarized and organized within the framework of Washington's Safe System Approach. The ATSC receives the summary report to further discuss and identify action items and formal recommendations they may want to include in the Annual Report.

2024-2025 Fatal Case Review Topics

In November 2024, the ATSC study group reviewed pedestrian fatalities that occurred in the city of Kent between 2022-2023. Twelve pedestrian fatality cases met these criteria; eight were selected for review. A summary report with details of their findings is available at https://wtsc.wa.gov/wp-content/uploads/2025/09/2024_ATU_Kent.pdf.

In February 2025, the ATSC study group reviewed pedestrian fatalities that occurred in 2023 in Spokane and Spokane Valley. Fifteen pedestrian fatality cases met these criteria; eight were selected for review – one of whom was an AI/AN person. A summary report with details of their findings is available at https://wtsc.wa.gov/wp-content/uploads/dlm_uploads/2025/03/ATSC-FCR-Data-Summary_Spokane_2025FEB24.pdf.

In May 2025, the ATSC study group reviewed pedestrian fatalities that occurred in South King County between 2022-2023, on roads with posted speed limits between 35-45 mph, and during dark. There were 13 pedestrian fatality cases that met these criteria; all 13 cases were selected for review and no AI/AN fatalities were within this scope. A summary report with details of their findings is available at https://wtsc.wa.gov/wp-content/uploads/2025/09/2025_ATU_SKingCo.pdf.

In August 2025, the ATSC study group reviewed pedalcycle fatalities that occurred in 2024. Twelve pedalcycle fatality cases were pulled along with one e-scooter case that was pulled due to a coding error, resulting in 13 cases. The study team kept the e-scooter case and reviewed all 13 cases. There were no AI/AN fatalities within this scope. A summary report with details of their findings is available at https://wtsc.wa.gov/wp-content/uploads/2025/09/2025_ATU_Bicycles.pdf.

Patterns in Factors Across Reviews

The following is a summary of the patterns identified across all four reviews, which are organized within Washington's Safe System Approach. The ATSC members recognize that these findings are not generalizable to all serious and fatal crashes involving active transportation users. They highlight topics for discussion and further research.

1. Safer Road Users
 - a. Pedestrian impairment was a factor in half the cases reviewed ; some extreme methamphetamine levels noted; several deaths involve a combination of impairment, dark clothing and midblock presence at night.
 - b. Systemic barriers: houselessness, mental health crises, disability/low vision, and substance use disorder increase exposure.

- c. Young drivers: Three out of four reviews involved newly licensed or intermediate license holders; speeding and distraction present; some cases show missed bystander intervention opportunities.
 - d. Hit-and-runs in dark conditions involving a pedestrian in South King County increased: 2022–2023 deaths with this as a factor represent 47% of 10-year pedestrian hit-and-run counts, which signals a potential emerging risk.
 - 2. Safer Land Use
 - a. Legacy land-use decisions continue to shape exposure.
 - b. Arterials embedded in residential/commercial fabric: Crashes cluster where housing and businesses front multi-lane arterials; many incidents occur near transit stops or within a couple of miles of home. (Refer to 2024 Vulnerable Road User Safety Assessment for data on transit stop proximity and fatalities on state routes. Included in Target Zero as Appendix D. https://targetzero.com/wp-content/uploads/2024/11/Washington_Target_Zero_Plan_FINAL_11-04-2024_Accessible_Appendices.pdf)
 - 3. Safer Vehicles
 - a. Tall vehicles (e.g., SUVs and pickups) appear in several cases; questions about vehicle front-end design, height, and injury severity (strikes above the hip).¹
 - b. Strike dynamics: Many left-side impacts; possible A-pillar occlusion compounded by darkness.
 - 4. Safer Speeds
 - a. Culture of speeding: driving up to 10 mph over the speed limit is perceived as acceptable behavior by some; some drivers are not cited despite measured excess speed.
 - b. Posted speeds of 35–45 mph on arterials is a recurring backdrop; survivability is low at these impact speeds.
 - 5. Safer Roads
 - a. Arterial geometry: 4–8 lanes, long block spacing, with few marked midblock crossing options create predictable midblock crossings. Many corridors lacked safe crossing density and traffic-calming features.
 - b. Lack of active transportation facilities: design prioritizes movement of vehicle over movement of people that walk, bike, or roll. In cases where active transportation facilities are present, they're often primarily for pedestrians and are intermittent.
 - c. Lighting: streetlights on, but insufficient illumination of active transportation users; several investigations explicitly note lighting/visibility limitations.
 - d. Concurrent traffic signal phasing risks: where permissive pedestrian/vehicle movements overlapped at large intersections (e.g., right turn on red).
 - 6. Post-Crash Care & Traffic Records
 - a. Delayed 911 (panic/impairment) in several incidents.
 - b. Toxicology “stop testing” limits full substance profiles, constraining accountability and prevention insights.
 - c. License reexams not consistently ordered/completed after fatal crashes.
 - d. Record misclassification (injury vs. fatal) appears on driving records in every review.
-

Appendix C: ATSC 2025 Recommendations

In 2025, ATSC engaged in deeper dives to learn about telematics, emergency streets, international best practices, rural approaches to implementing the safe system, vulnerable road user safety near railroads, e-micromobility device injuries and fatalities, the barriers to safety improvements due to tort liability concerns, and the need for more clear messaging and communication related to speed and **crashes** (not “accidents”).

Drawing on collegial discussions among guest speakers and council subject matter experts, as well as the findings from the fatal case review, ATSC offers the following observations.

Systemic Prioritization of Driving

The Council observes that both Washington State and the broader United States operate within a transportation framework that prioritizes the needs of motor vehicle travel above all other modes. This “driving-centric” system contrasts with a Safe System or integrated “transportation system” approach, which seeks to optimize safety and mobility for all users—pedestrians, bicyclists, micromobility users, and drivers—simultaneously. Evidence from traffic safety research indicates that a driving-centric system inherently produces higher rates of serious and fatal crashes. Research further finds that changes that reduce the likelihood, exposure, and severity of crashes involving pedestrians reduce those crash factors for everyone using the road. Active transportation safety improvements are thus traffic safety improvements, period.

In Washington, progress toward Target Zero has stagnated, partly because adaptation has not kept pace with emerging transportation modes. These include the increasing prevalence of taller, heavier vehicles that are more lethal in crashes. Delays in implementing countermeasures, ranging from roadway modifications to targeted education campaigns, allow conditions to persist, increasing the likelihood of repeat incidents. Similar challenges face enforcement and post-crash care. A transportation system that integrates proactive planning, rapid post-crash response, and multimodal considerations is critical to reversing these trends.²

Speed Culture

ATSC observes a prevailing “speed culture” in Washington, where it has become socially acceptable for drivers to exceed speed limits by 10 mph or more. In urban and suburban regions where most serious and fatal collisions occur at speeds of 30–45 mph, an additional 10 mph can be the critical difference between avoiding a crash and experiencing far more severe outcomes.

This culture is not widely observed internationally. By comparison, Finland saw a 24% decrease in traffic deaths from 2013 to 2022, whereas Washington experienced an almost 70% increase over the same period. Key aspects of Finland’s approach to traffic safety include comprehensive policies and practices designed to make roads safer, such as widespread use of speed enforcement cameras, a 0.05 BAC limit, and a pedestrian- and cyclist-friendly environment with supportive infrastructure, human-centered transportation design, and a particular focus on the safety of young people.

² Insurance Institute for Highway, *Journal of Safety Research*, Sept. 2025 and Nov. 2023.

Hu, W., Monfort, S., and Cicchino, J., “A modern injury risk curve for pedestrian injury in the United States: The combined effects of impact speed and vehicle front-end height.” *Journal of Safety Research*, Sept. 2024.

Liability and Safety

One significant barrier to implementing safety infrastructure improvements in Washington is the way current tort liability standards intersect with transportation planning. Under state law, once a jurisdiction identifies a safety condition within its control, it may face increased exposure to liability if corrective action is not taken promptly. However, statewide and locally the opportunities to improve traffic safety exceed available funding. This creates a challenging dynamic: Jurisdictions that wish to plan and prioritize improvements may hesitate to formally document existing conditions for fear of litigation, even when those conditions increase exposure, likelihood, and severity of crashes.

The council observes that this liability environment can discourage proactive planning for safety infrastructure. To support jurisdictions that want to improve conditions for people who walk, bike, and roll, the Washington Legislature could consider providing statutory protection, clarifying language, or other policy mechanisms that reduce legal exposure when entities are engaged in good-faith planning and prioritization of safety improvements. Such actions would enable local jurisdictions and schools to focus on eliminating hazards and saving lives without the counterproductive fear of increased liability. ATSC observes that local transportation professionals could benefit from training designed to reduce liability risk and still conduct vital safety planning.

Telematics Data

Telematics data is a new analytic method using physics and AI-based tools to analyze roadway behaviors such as phone handling, speeding, hard braking, and aggressive cornering. It relies on telecommunications gathered from telematics devices installed in vehicles. This close-to-real-time proactive data offers significant potential to improve traffic safety and reduce crashes caused by distracted or unsafe driving. In 2024, distracted driving accounted for 19% of reported crashes, highlighting the urgent need for data-driven interventions. Telematics can support traffic safety in multiple ways, including:

- **Automated Enforcement and Compliance:** Encouraging mandatory seatbelt use, alerting drivers to pedestrians in crosswalks, and monitoring adherence to speed limits.
- **Behavioral Feedback:** Providing end-of-ride reports or driver scorecards to reinforce safe driving habits.
- **Infrastructure Planning:** Informing decisions on speed limit adjustments, placement of safety cameras, and targeted interventions near schools, hospitals, and high-risk corridors.

The application of telematics on Bainbridge Island in 2023 successfully reduced vehicle speeds and provides a model for the deployment of safety cameras in municipalities statewide. By leveraging telematics data, jurisdictions can proactively address risky driving behaviors, enhance the safety of ATUs, and inform evidence-based infrastructure and policy decisions.

E-Micromobility

The rapid expansion of e-micromobility over the past five years has introduced new safety challenges. Use of devices such as e-bikes, e-scooters, and similar small electric vehicles has grown from near zero to widespread availability of both privately owned and shared devices. The rapid growth of e-micromobility users anecdotally shines light on the necessity and desire for more diverse active transportation options.

A presentation to the council points to an uptick in medical visits associated with e-scooter crashes, although total statewide numbers are not yet available. One study at Harborview Injury Prevention and Research Center found that medical visits associated with e-scooter crashes increased from none five years ago to 259 across multiple locations in UW Medicine (UW Harborview Medical Center, UW Medicine Montlake, UW Medicine Northwest, UW Medicine urgent care centers and primary clinics), with 169 cases in Harborview Medical Center alone in 2023, with most cases involving males ages 25–44. These crashes frequently occurred in

summer months, late at night or early morning on weekends, typically resulting in head, neck, and extremity injuries.

Municipalities across Washington are seeking clearer statutory definitions and operational guidelines for emerging active transportation modes.

In some sections of the law, e-foot scooters are expected to follow the same laws as e-bikes; in others, they are subject to different rules or are not addressed at all. E-bikes are defined in state law under RCW 46.04.169. Motorized foot scooters are defined under RCW 46.04.336. The definition of an electric personal assistive mobility device (EPAMD) in RCW 46.04.1695 only covers two specific types of devices, both with maximum speeds of under 20mph. Mopeds are defined in RCW 46.04.304 as devices with a maximum speed of not more than 30 mph.

RCW 46.61.710 lists some restrictions on where e-bikes, motorized foot scooters, EPAMDs, and mopeds can be operated. State law provides for municipalities to permit sidewalk operation for motorized foot scooters and to regulate their operation (RCW 46.61.715). If no local ordinance exists, motorized foot scooters and Class 3 e-bikes are unlawful on sidewalks unless the sidewalk serves as part of a bicycle or pedestrian path with no other alternative route (RCW 46.61.710). A person riding a bicycle on a sidewalk has the rights and duties of a pedestrian (RCW 46.61.755); this includes exercising due care for others in that space. Any device used on a roadway is subject to the posted speed limit.

There are currently gaps in state statutes regarding the distinction between high-powered, occasionally modified devices capable of speeds up to 50 mph and lower-powered devices limited by e-assist speed. Some devices are misclassified as e-bikes despite having the configuration and performance characteristics of small motorcycles. Newly emerging “e-moto” devices, which do not meet the legal definitions of e-bikes, mopeds, or motorcycles, remain largely unregulated under current state law. As part of an overall study of e-microbility, the following specific questions on e-moto devices should be addressed:

- Where should e-moto devices be permitted (bike trails, public roads, or other pathways?)
- Whether a form of licensing should be required for high-speed e-moto devices.
- Appropriate educational requirements for riders.
- Appropriate age restrictions for riders.
- Updates to driver training curriculum to incorporate knowledge of the different device types and their operational characteristics.
- Education for law enforcement on device types and associated laws
- Benefits of a statewide approach with guidelines for local ordinances

Impairment from Methamphetamines and Poly-Drug Use

ATSC’s fatal case reviews (FCRs) have consistently identified a disproportionate prevalence of methamphetamine use among pedestrians fatally injured in motor vehicle collisions. Washington Traffic Safety Commission fatal crash data confirms that methamphetamine is the most common substance observed among impaired pedestrian/bicyclist fatalities. In fact, from 2015-2024, 44 percent of the 716 impaired pedestrian/bicyclist fatalities were positive for at least methamphetamine (whether alone or in combination with alcohol or other drugs).

Among drivers involved in fatal collisions from 2015 through 2024, 1,771 were alcohol-impaired, either alone or in combination with other substances, and 1,297 were impaired by drugs excluding alcohol. Importantly, most drivers impaired by multiple substances include alcohol as one contributing factor.

These patterns highlight a critical need for enhanced testing for methamphetamine and other impairing substances in all fatal and serious-injury collisions. A systematic examination of substance combinations that

contribute to impairment can provide the evidence base necessary to inform targeted public education and prevention strategies. Strengthening both data collection and analysis will enable the development of more effective, evidence-driven interventions to reduce substance-related fatalities among both pedestrians and drivers, ultimately supporting Washington State's broader traffic safety and public health objectives.

Pedestrian-Scale Lighting

Funded through a 2023 budget proviso, a [study](#) to examine the current state of street lighting and safety employed multiple strategies to engage local jurisdictions, public utilities, Tribes, and emergency service providers in order to identify needs and gaps. The study's final report highlighted four primary themes:

- Many local jurisdictions have not yet identified their street lighting needs or developed a plan for long-term implementation.
- Local jurisdictions expressed concerns that the technology needed to implement new pedestrian lighting approaches has not been sufficiently tested within their specific local contexts, including variations in land use and weather conditions.
- Local jurisdictions lack sufficient funding to install and maintain desired street lighting networks.
- Coordination with utility service providers can present significant challenges.

WSDOT's Active Transportation Division provides technical support to local jurisdictions and tribal governments. Grants awarded to local agencies and tribes through the division's Bicycle and Pedestrian Program, Safe Routes to School and Sandy Williams Connecting Communities Programs incorporate funding for lighting improvements. Even with the support of these programs' funding, 75% of need for lighting improvement remains unaddressed, according to WSDOT.

Further work on this topic will require capacity to coordinate and engage with the networks surrounding utility service providers and additional funding sources. The ATSC notes that the Legislature funded a study of [alternative mechanisms to fund sidewalks](#), and although the study does not specifically address lighting needs, sidewalk construction, maintenance, and preservation projects can and should incorporate pedestrian-scale lighting. Once the study becomes available, the ATSC will review its findings to identify remaining gaps in understanding potential funding sources for pedestrian-scale lighting.

Fund Emergency Streets Pilot and Adaptive Design

Emergency Streets programs are rapid-response initiatives designed to enhance traffic safety and reduce fatalities on roadways where a fatal crash has occurred. These programs employ highly visible interventions: the agency responsible temporarily requires all vehicle drivers in the affected area to reduce speeds for a defined period, ranging from days to months, before returning to normal operating speeds. Quick-build, temporary roadway modifications are implemented as needed to support and enforce reduced speed limits.

The program is designed to raise awareness about the connection between speed and traffic fatalities, promoting a culture of slower, safer driving. Emergency streets and adaptive roadway designs allow rapid, data-driven reconfiguration to protect active transportation users. During the time frame the reconfiguration is in place the agency can review options for more permanent changes to contribute to safer speeds.

Evidence shows flexible street designs reduce injuries and fatalities while supporting multimodal access. Beyond the use of temporary changes for Emergency Streets installations, such changes also add value in planning and testing adaptive designs. Funding local agencies to apply these techniques would enable them to act quickly, prioritize areas known to have serious and fatal crashes, and implement Safe System principles to save lives. WSDOT's Active Transportation Division has published a Quick-Build Guide that will be useful for these purposes (<https://wsdot.wa.gov/sites/default/files/2025-10/Guide-Active-Transportation-QuickBuildGuideForPartnerAgencies.pdf>). Local agencies may need training and encouragement to adopt

quick-build practices. Recommendations concerning tort liability (listed separately) may also be relevant for this topic.

Impact of Vehicle Size on Pedestrian and Cyclist Safety

ATSC recognizes that larger vehicles—specifically those that are taller and heavier—pose a significantly higher likelihood of causing fatalities among pedestrians, cyclists, and other vulnerable road users. Vehicle size encompasses multiple factors, including weight, overall height, mass, and specific design features such as hood height and modifications made after manufacturing, like lifts.

A recent [report from the Insurance Institute for Highway Safety \(IIHS\)](#) notes that pickups, SUVs, and vans with hood heights exceeding 40 inches are approximately 45% more likely to be involved in fatal pedestrian crashes than vehicles with a hood height of 30 inches or less and a sloping front profile. The height of a vehicle's hood can block the driver's visibility, making it more difficult to see pedestrians and other road users directly in front of the vehicle. Hood height also affects the biomechanics of a collision, as higher front ends are more likely to strike a pedestrian at the chest or head level rather than the legs, leading to more severe injuries or fatalities. While advanced technologies such as front-facing cameras may help address visibility issues, they do not mitigate the increased severity of impact associated with taller vehicle fronts.

Another [IIHS study](#) found that vehicles with large driver-side blind zones are substantially more likely to strike pedestrians while turning left. Specifically, a large blind zone increases the risk of a left-turn pedestrian crash by 70% compared to vehicles with smaller blind zones. Factors contributing to these blind spots include thick and slanted A-pillars, large side mirrors, and extended hoods. The size and shape of the windshield also play a critical role in determining a driver's field of view and the location of blind zones, directly impacting the ability to spot crossing pedestrians. A study by the Mineta Transportation Institute found that the odds of pedestrians dying were 89% greater in a right-turn collision involving pickup trucks and 63% greater with SUVs. These vehicles now account for more than three-quarters of all new personal automobile sales. LINK:

<https://www.smartcitiesdive.com/news/right-turns-on-red-light-put-pedestrians-at-risk-mineta-study/738332/>

A [2024 study by Tyndall et al.](#) established a link between increasing vehicle size and rising pedestrian fatalities in the United States. After adjusting for various crash characteristics, the research estimated that a 10 cm increase in the height of a vehicle's front end correlates with a 22% rise in fatality risk for struck pedestrians. Furthermore, the study projected that instituting a maximum front-end height of 1.25 meters could potentially prevent 509 pedestrian deaths annually in the U.S.

Currently, vehicle crash data coded according to NHTSA VIN tables do not include vehicle height as a variable, limiting the availability of aggregate statistics on this issue. Addressing the impact of vehicle size on road safety warrants further attention and dedicated research to develop effective solutions and reduce fatalities among active transportation users.

Complete List of Recommendations by the Safe System Approach

Safer Speeds

- Add language to state law to define performance of the transportation system in terms of safety outcomes and to support speed limit setting practices that prioritize minimizing serious and fatal injuries. Relevant statutes include RCW 46.61.400, 46.61.405, 46.61.410, and 46.61.415 and associated sections of the Washington Administrative Code; other statutes may also need review.
- Adjust speed limits to minimize serious and fatal crashes based on the type of roadway, surrounding land use, conditions consistent with increased likelihood of crash type, and the presence of vulnerable road users.
- Continue to expand use of automated traffic safety cameras to incentivize drivers to comply with posted speed limits.
- Leverage data related to land use, roadway characteristics, and law enforcement to expand automated speed enforcement in areas with higher-than-average rates of serious and fatal crashes.
- As automated safety camera use expands, maintain the reduced-penalty approach outlined in RCW 46.63.220 (15) and conduct research on alternative income-based penalty models, such as “day fines” that account for both offense severity and the offender’s income.
- WSDOT and local agencies should adjust speed limit policies and practices to prioritize the reduction of serious and fatal injuries.

Safer Roads

- Provide statutory protection, clarifying language, or other policy mechanisms that reduce legal exposure when entities are engaged in good-faith planning and prioritization of safety improvements.
- Facilitate training to local transportation professionals to support balanced planning and implementation, helping them adopt processes that ensure transparent safety reviews while accommodating the practical realities of phased implementation. This approach enables improvements to be identified, prioritized, and addressed systematically, without exposing agencies to undue legal risk that could divert resources from direct safety enhancements.
- Establish legal and funding capacity for agencies to apply “emergency streets response” approach at crash locations to test adaptive design changes and learn from findings.
- Revise existing active transportation facility design standards—or develop new ones if needed—to accommodate emerging e-micromobility devices.
- Increase funding for agencies to install treatments that reduce the likelihood, exposure, and severity of potential crashes. This includes additional funding for the installation of active transportation infrastructure that provides separation between motorized vehicles and active transportation travelers, with greater levels of separation on roads with higher speeds and higher motor vehicle traffic.
- Provide or identify funding sources to improve pedestrian-scale lighting. This may include engaging or encouraging utilities to contribute to lighting improvements.
- Amend the Revised Code of Washington (RCW) provisions to authorize the use of telematics-enabled automated enforcement. Revisions should establish clear legal parameters, and define appropriate data use, privacy protections, and enforcement protocols.

Safer Road Users

- Lower the legal blood alcohol concentration (BAC) limit for drivers from .08-.05%
- Develop and implement statewide traffic safety education programs on laws affecting vulnerable road

users, including people using e-micromobility devices—for traffic engineers, judges, prosecutors, law enforcement, and especially new recruits.

- Modernize statewide driver education curricula to incorporate guidance on safely interacting with emerging micromobility device types.
- Amend state law to mandate the use of corrective safety technology, such as interlock devices and intelligent speed assistance systems, in vehicles registered to drivers who have been involved in a serious injury or fatal crash while impaired by drugs or alcohol.
- Develop targeted traffic safety communications and educational initiatives designed to reach and influence the driving behavior of methamphetamine and poly-drug users.
- Explore and recommend “safe ride home” programs, expanded transit service, and other alternatives to driving impaired.
- Investigate mechanisms for changing right turns on red options to improve pedestrian and cyclist safety.
- Identify effective models from other states and jurisdictions and make recommendations for amendments to Washington state law based on findings.
- Evaluate the Vulnerable Roadway User Education Account (RCW 46.61.145) as a potential funding source to support educational programs for law enforcement officers, prosecutors, and judges, consistent with the intent of SB 5723 when it was enacted in 2023.
- Implement a statewide traffic safety education programming specifically for e-micromobility device users.
- Conduct research to evaluate the consistency and effectiveness of laws protecting vulnerable road users, including:
 - Enhanced penalties for violations against vulnerable road users (RCW 46.61.110)
 - Traffic court requirements for bicycle and pedestrian safety education for drivers involved in VRU crashes (RCW 46.83.090)
 - Ann Weatherill Safe Passing Act (RCW 46.61.125)
 - Requirements for bicycle and pedestrian curriculum in driver’s education (RCW 46.82.420)
 - Other laws related to driver education and enforcement of penalties involving VRUs

Safer Land Use

- Prioritize state funding for locations where existing land use and transportation infrastructure heighten safety risks for vulnerable road users directing resources toward treatments, such as separated facilities, that reduce crash likelihood, exposure and severity.
- Require local agencies to analyze land use context and demographic and community characteristics to identify patterns associated with higher exposure, likelihood, and severity of crashes.
- Require local agencies to review safety performance under the new multimodal level of service requirements and address findings to reduce crash likelihood, severity, and exposure, with a focus on vulnerable road user safety.
- Encourage land use decisions and development that support safe walking and biking, including after land use changes that increase the likelihood, exposure, and severity of potential crashes, while discouraging new development next to high-speed roadways.
- Adopt recommendations from the 2023 ATSC report related to land use.

Safer Vehicles

- Conduct research on emerging active transportation devices to develop evidence-based policies, safe and consistent use standards, and infrastructure guidelines tailored to device characteristics. This research should draw on crash data, human factors, and best practices to guide municipalities, roadway

- users, and law enforcement while enhancing traffic safety.
- Fund research into regulatory and policy changes to reduce the propensity of increased fatalities due to vehicle design, including general education, additional driver’s education, endorsements, and/or licensing, insurance requirements, consumer point-of-sale education on vehicle design effects on the safety of people outside the vehicle, considering factors such as vehicle mass, height, front-end design, speed governors, and driver visibility impediments like obstructive A-pillars.
 - Conduct comprehensive research to conceptualize serious and fatal e-micromobility device crashes relative to other traffic crashes. Incorporate data from hospital records and other relevant sources to establish a baseline and track trends over time.

Post Crash Care

- Pass legislation that supports funding to allow state toxicology laboratories to process submissions for drug and alcohol impairment cases in a timely manner.
- Improve the efficiency and timeliness of reporting driver convictions to the Department of Licensing to ensure records are updated accurately and promptly.
- Develop methods—while prioritizing privacy—to link driver records with serious and fatal crashes, enabling identification of repeat-offense patterns. Use these findings to inform recommendations for enhanced penalties, traffic court procedures, and other appropriate interventions.
- Implement strategies to increase the availability of emergency response units in rural Washington.

Appendix D: ATSC Letters of Support for 2025 Legislation

February 20, 2025: SB 5067

The Honorable Andy Billig
Senate Majority Leader

The Honorable Laurie Jenkins
Speaker of the House

The Honorable John Braun
Senate Minority Leader

The Honorable Joe Fitzgibbon
House Majority Leader

The Honorable Drew Stokesbary
House Minority Leader

RE: Active Transportation Safety Council recommends passage of SB 5067

Dear Legislative Leaders:

The Cooper Jones Active Transportation Safety Council recommends passage of SSB 5067 which will save lives by lowering the per se blood alcohol content (BAC) limit to 0.05 percent.

The Cooper Jones Active Transportation Safety Council was established by the legislature in 2019. The Council uses data to identify countermeasures to address and factors contributing to collisions that involve people using active transportation. After study, the council recommends SB 5067 to increase safety for people who walk, ride, and roll.

2023 marked the most active transportation user deaths on record at 177. Between 2019 and 2022, active transportation user fatalities involving an impaired driver increased 62 percent, whereas all active transportation user fatalities grew by 25 percent over this same period of time.

Our human bodies cannot survive large crash forces. Reducing the number of car trips by impaired drivers reduces risk for active transportation users.

Lowering the per se BAC level to .05 has proven effective at encouraging people to plan ahead for alternate methods to get home safely. This reduces the number of impaired driving trips which protects all roadway users.

We need changes to our approach to traffic safety to combat four years of increasing deaths. SSB 5067 is a proven, positive strategy within an entire safe system approach, designed to reduce deaths. Therefore, Cooper Jones Active Transportation Safety Council is adding this recommendation to our 2025 annual report.

Sincerely,

David Jones, Father of Cooper Jones
Member Representing the Cooper Jones Active Traffic Safety Council

February 26, 2025; SB 5595

The Honorable Jamie Pedersen
Senate Majority Leader
Washington Senate
Olympia, WA 98504

The Honorable Laurie Jinkins
Speaker of the House
Washington House of Representatives
Olympia, WA 98504

The Honorable John Braun
Senate Minority Leader
Washington Senate
Olympia, WA 98504

The Honorable Joe Fitzgibbon
House Majority Leader
Washington House of Representatives
Olympia, WA 98504

The Honorable Drew Stokesbary
House Minority Leader
Washington House of Representatives
Olympia, WA 98504

Re: Cooper Jones Active Transportation Safety Council recommends SB 5595

Dear Legislative Leaders:

On behalf of the Cooper Jones Active Transportation Safety Council, we are writing to express our strong support for SB 5595. This critical legislation will enhance the safety of active transportation users by granting local authorities the ability to designate non-arterial highways as "shared streets" and establish a maximum speed limit of 10 miles per hour in these areas. Additionally, the bill ensures that drivers of motor vehicles yield the right-of-way to pedestrians, bicyclists, and micromobility device users, while also requiring bicyclists and micromobility users to yield to pedestrians.

Nationally, both the Federal Highway Administration (FHWA) and the National Association of City Transportation Officials (NACTO) recognize the necessity of shared streets. FHWA defines a shared street as a space where pedestrians, bicyclists, and motor vehicles coexist, while NACTO's Urban Street Design Guide highlights the benefits of shared streets in both residential and commercial contexts, emphasizing pedestrian activity, low vehicle volumes, and reduced speeds. Clear guidance on shared streets approaches from the state is needed.

Currently, Washington law lacks sufficient guidance for shared streets and presents barriers to their implementation, including:

- **Pedestrian Restrictions (RCW 46.61.250):** The existing law limits pedestrian access to roadways unless they are officially closed to vehicular traffic, effectively making shared street designs impractical under current regulations.
- **Pedestrian Due Care Requirements (RCW 46.61.250):** The law places undue responsibility on pedestrians to avoid collisions with vehicles, despite their greater vulnerability in shared-use context.
- **Speed Limit Regulations (RCW 46.61.415):** Local jurisdictions are currently restricted from setting speed limits below 20 mph, preventing truly pedestrian-friendly shared streets.

By addressing these gaps, SB 5595 aligns Washington with best practices in traffic safety and urban mobility. The bills empower local jurisdictions with new tools to enable support of safer, more accessible streets for all users. We recommend this legislation to advance pedestrian safety and promote multiple transportation modes to enhance community livability across Washington. Thank you for your leadership and commitment to improving road safety.

Sincerely, David Jones, Father of Cooper Jones
Member representing the Cooper Jones Active Transportation Safety Council

March 19, 2025; HB 1878

The Honorable Jamie Pedersen
Senate Majority Leader
Washington Senate
Olympia, WA 98504

The Honorable John Braun
Senate Minority Leader
Washington Senate
Olympia, WA 98504

The Honorable Drew Stokesbary
House Minority Leader
Washington House of Representatives
Olympia, WA 98504

The Honorable Laurie Jinkins
Speaker of the House
Washington House of Representatives
Olympia, WA 98504

The Honorable Joe Fitzgibbon
House Majority Leader
Washington House of Representatives
Olympia, WA 98504

RE: Active Transportation Safety Council recommends the passage of HB 1878

Dear Legislative Leaders,

The Cooper Jones Active Transportation Safety Council strongly recommends the passage of HB 1878, which expands access to driver education for young adults, ultimately improving safety for all road users, including pedestrians, cyclists, and other active transportation users.

Established by the legislature in 2019, the Cooper Jones ATSC uses data-driven analysis to identify effective countermeasures to prevent collisions involving active transportation users. In our 2024 annual report, the Human Factors Study Group recommended enhanced driver education for youth, with financial equity considerations, as a method to reduce crashes caused by young drivers. HB 1878 represents a critical step toward making our roads safer for everyone.

Motor vehicle crashes remain one of the leading causes of unintentional deaths among individuals aged 15-24. Young drivers face an increased crash risk due to their inexperience and developmental factors. Despite comprising only 10.6% of Washington's driving population, young drivers were involved in 26% of all fatal crashes and 29% of all serious injury crashes between 2020 and 2022. Additionally, between 2019 and 2023, 125 active transportation users lost their lives in crashes involving young drivers—representing 17% of all active transportation fatalities during that period.

The Department of Licensing has analyzed the impact of driver education, revealing that young drivers who forgo formal training pose a significantly higher risk on the road. Between 2020 and 2022, 18- to 20-year-old drivers who did not complete a driver education program were involved in 67% more crashes compared to their peers who had received formal training prior to licensure.

HB 1878 addresses these alarming trends by implementing a structured, mandatory driver training program for young adults. This initiative includes educational programming, partnerships with tribal governments, and financial assistance for low-income novice drivers—ensuring equitable access to life-saving training.

The Cooper Jones ATSC recommends the passage of HB 1878 as a vital measure to reduce traffic fatalities and serious injuries. Investing in young driver education is an investment in safer roads for all.

Sincerely,

Councilmember Kitty Klitzski,

Member
Cooper Jones Active Transportation Safety Council

Appendix E: Progress on Past ATSC Recommendations

Legislative Recommendation Topic	Recommended Action(s)	Status
Driver education	Address equity issue related to training cost in partnership with the Washington State Dept. of Licensing (2024 report)	Legislature passed HB 1878 in 2025, which created a driver education voucher program for low-income students, ages 15-24, to be implemented beginning January 1, 2027. Additionally, HB 1878 will: <ul style="list-style-type: none"> • Expand opportunities for new driving instructors to be certified. • Allow some classroom content to be delivered virtually. • Allow students to complete more driving hours in one session when they live farther away from driving schools.
Public education	Increase public awareness of the laws related to active transportation user safety through youth training and education. (2024 report) Target preteens/teens/youth in communication campaigns through channels that are proven to effectively reach this demographic. (2024 report)	Since HB 1878 teaches about laws related to active transportation user safety, this bill should help increase young training and education. However, a specific campaign about active transportation user safety targeted to youth would require resources that are currently unavailable.
Public education	In communication campaigns, target specific audiences who use impairing substances with messaging that communicates that they are statistically at risk when they use the transportation system while impaired. In communication campaign messaging, acknowledge the equity issues that may contribute to the reason(s) a person is traveling by foot or bicycle while impaired. (2024 report)	Specific campaigns about the risks of using the transportation system while impaired or about acknowledging equity issues of people traveling by foot or bicycle about active would require resources that are currently unavailable.

Engagement	<p>Raise awareness about trends in fatalities caused by human behaviors among the following audiences and stakeholders:</p> <ul style="list-style-type: none"> • Infrastructure designers • Insurance company risk managers • Influencers • Decision-makers in the infrastructure world <p>(2024 report)</p>	<p>The WTSC and the WSDOT held the Washington Traffic Safety Summit in July 2025 designed to raise awareness about fatality trends and encourage adoption of the Safe System Approach.</p> <p>Infrastructure designers and decision-makers were in attendance.</p> <p><i>This information was also shared at the 2024 Bike, Walk and Roll Summit.</i></p>
Transit Safety	<p>Conduct regular pedestrian safety audits with equity analysis related to transit service</p> <p>(2024 report)</p>	<p>WSDOT Vulnerable Road User Safety Assessment analyzed safety at/near transit stops.</p> <p>Data being utilized in prioritization of the I2 Safety Improvements budget for WSDOT projects on state routes. Analysis published as Appendix D in 2024 Target Zero plan</p>
Transit Safety	<p>Improve transit access and safety to services with a Seniors Ride Free program.</p> <p>(2024 report)</p>	<p>This recommendation would require resources that are not currently available. No legislative action was taken on this issue in 2025.</p>
Transit Safety	<p>Improve transit stop/station design.</p> <p>(2024 report)</p>	<p>This recommendation would require actions by transit and local jurisdictions. No resources are currently available for this directly.</p>
Transit Safety	<p>Install engineering upgrades to improve safety: Enhance lighting, implement traffic calming, conduct a corresponding communications campaign and reduce potential for serious/fatal crashes near transit stops.</p> <p>(2024 report)</p>	<p>WSDOT published Safety Analysis Guide for Design Projects in 2024 to support integration of safety performance considerations throughout planning, project development, operations, maintenance, and other WSDOT activities.</p> <p>This recommendation would require actions by transit and local jurisdictions. No resources are currently available for this directly.</p>
Transit Safety	<p>Update internal operations and organization to improve safety.</p> <p>(2024 report)</p>	<p>A transit safety and security grant program was proposed in 2025 session, however no grant program was created or funded.</p>
Crossings	<p>Amend statute to define crosswalk locations at roundabouts</p> <p>(2024 report)</p>	<p>SB 5581 introduced in the 2025 session includes language for this. Passed Senate, and stuck in House rules</p>

Street Lighting Study	<p>Consider improvements to smart street lighting in policy, funding, and installing at multiple levels of government.</p> <p>Elevate the importance of street lighting in transportation planning and decision making at all levels of government.</p> <p>Examine the structure of funding for smart street lighting on county roads. Take steps to improve fragmented finance structures.</p> <p>Address barriers to prioritizing safety planning in safety infrastructure improvements.</p> <p>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.</p> <p>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. (2022 report)</p>	<p>Legislature provided \$200,000 for a lighting study in the 2023-25 budget (HB1125) that addresses several of the recommended topics.</p> <p>The lighting study team at WA State Department of Transportation (WSDOT) is researching best national practices, has created a draft of the technology memo, and is working on the Lighting Criteria, Guidance, and Plans memo. Questions have been developed to send to local agencies and Tribes. The report will be submitted to WSDOT by the end of November 2024, meeting the legislative deadline of Jan. 1, 2025.</p>
Concurrency and Highways of Statewide Significance	<p>Amend Revised Code of Washington (RCW) 36.70A.070(6)(a)(iii)(C) to remove the exemption for “transportation facilities and services of statewide significance” and require that concurrency requirements apply to transportation facilities and services of statewide significance with a focus on multimodal capacity. (2023 report)</p>	<p>House Bill (HB) 1181 amending the Growth Management Act did not amend this section.</p> <p>It did add a requirement for multimodal level of service standards for state-owned transportation facilities and includes a requirement for active transportation planning coordination with cities and counties.</p>
Leapfrog Developments Across Highways and Active Transportation	<p>Require local jurisdictions and developers to construct facilities for walking and bicycling that meet Active Transportation Plan</p>	<p>HB 1181 amending the Growth Management Act (GMA) did not address greenfield development specifically.</p>

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

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

Trail statutes	<p>Under RCW 47.30.030 remove the restriction to consider only “motor vehicle safety” and adopt “safety of all travelers.” Include a statement that active transportation traffic materially increases safety and efficiency for all modes. Add an authorization for construction of a shared-use path or other active transportation facility if requested by a local agency or included in a local, regional, or tribal plan.</p> <p>Under RCW 47.30.040, delete “(2) The cost of such paths and trails as compared to the need or probable use.”</p> <p>Under RCW 47.30.040, remove (3), which has been interpreted as requiring a path or trail to be included in a “plan for a comprehensive trail system” before it can be considered. Under RCW 46.04, define “intersection” to include the intersection of a trail or shared-use path and a street, road, or highway. Reconsider who has the right-of-way in the definition of an alley in RCW 46.04.020 and intersection area in RCW 46.04.220. (2023 report)</p>	<p>SB 5581 introduced in the 2025 session includes language for this. Passed Senate, recommended by House Transportation, did not come to House floor for a vote.</p> <p>These amendments were included in the draft S-4953.1 bill presented in Senate Transportation Committee Feb. 22, 2024.</p> <p>No action taken in 2024 session; bill heard after cutoff date.</p> <p>In advance of the 2025 session WSDOT provided updated language to Senate Transportation staff to address relevant sections of code.</p>
Private Development Connections to Trails, Shared-use Paths, and Sidewalks on State Right of Way	<p>Modify provisions concerning private development connections to shared-use paths, trails, and sidewalks on state ROW to provide that such connections provided by the developer serve a public purpose when they serve to complete or expand the active transportation network and do not expand vehicular access. (2023 report)</p>	No action taken.
Sidewalk Infrastructure	Provide local public agencies the appropriate funding and support mechanisms to maintain sidewalks and address workforce needs.	Amendments were included in the draft S-4953.1 bill presented in Senate Transportation Committee Feb. 22, 2024.

	<p>Once complete, under RCW 35.68.010 remove the ability for any city to require the abutting property owner to reconstruct or improve the sidewalk at the owner's own cost or expense.</p> <p>Under RCW 35.69.020 remove the same ability for first and second class cities.</p> <p>In RCW 35A.47.020 remove the same provisions for code cities. This is for the reconstruction and maintenance of sidewalks, not vegetation and snow removal.</p> <p>Ensure that such responsibility is only for maintenance and replacement. New construction projects should still be required to build sidewalks. (2023 report)</p>	<p>No action taken in 2024 session; bill heard after cutoff date.</p> <p>The recommendation concerning funding and support wasn't addressed in the draft bill.</p>
Car Free Lifestyle	<p>Provide a tax credit / rebate to low-to-moderate income workers and families who do not own a personal vehicle. Under RCW 82.08.0206, allow people who are eligible for the working families' tax credit to declare the number of registered vehicles with the Department of Licensing. Those that declare zero vehicles would be eligible for an additional \$1,000 tax credit / rebate to promote the use of other forms of transportation, alleviate financial challenges, and support multimodal travel for social and economic opportunity. (2023 report)</p>	No action taken.
Speed limits	<p>Amend RCW 46.61.405 to permit establishment of lower speed limits on state highways that are arterials as a matter of policy without requiring an engineering traffic study, as a context-based action that contributes to safety through injury minimization and that encourages use of active</p>	<p>RCW 46.61.405 was amended in 2022 to permit establishment of lower speed limits on non-arterials.</p> <p>No action taken on the change recommended here for arterials.</p>

	transportation and transit. (2023 report)	
Reimagining the Definition of Safety	Recommended new statute stating that active transportation facilities and complete streets are deemed to serve highway, road, and street purposes. (2022 report)	SB 5581 introduced in the 2025 session includes language related to this but not this explicit statement as new statute. Passed Senate, recommended by House Transportation, did not come to House floor for a vote. Related amendments were included in the draft S-4953.1 bill presented in Senate Transportation Committee Feb. 22, 2024. No action taken in 2024 session; bill heard after cutoff date. In advance of the 2025 session WSDOT provided updated language to Senate Transportation staff to address relevant sections of code.
Reimagining the Definition of Safety	Recommended statutory definitions of Active Transportation, Complete Streets, and Share Use Paths. (2022 report)	These definitions were adopted in 2023 session, HB 1853 . RCW 36.70A.030
Reimagining the Definition of Safety	Recommended adding Americans with Disabilities Act (ADA) Accessibility to definition of Active Transportation. (2022 report)	Since ADA is already federal law, active transportation facilities are required to be accessible. The 2023 update to the Growth Management Act in HB 1181 included specific reference to ADA Transition Plan as requirement under comprehensive plans. RCW 36.70A.070(6)(a)(iii)(G)
Speed and the Impact on People Outside the Vehicle	Expand RCW 46.61.415 so that counties will be allowed to post 20mph speed limits on roads in business districts and residential districts without the added expense of a traffic study. (2021 report)	Additional legislative action in 2025 building on the foundation of the Neighborhood Safe Streets Law: Shared Streets Law passed, the first such law in the nation (SB 5595). Authorizes local authorities to designate nonarterial streets as shared streets with a 10mph speed limit where pedestrians have priority, bicyclists and micromobility device operators yield to pedestrians, and drivers yield to pedestrians and other active transportation users. Consultation with WSDOT is required

		<p>before designating a state route segment as a shared street (ESSB 5801)</p> <p>SB 5687, 2022 session. Enacted changes to RCW 46.61.415 to allow counties to lower speeds to 20mph without a study, and extended that to WSDOT as well.</p> <p>(5)</p> <p>The other recommendations in that study paper are not legislative</p>
Speed and the Impact on People Outside the Vehicle	RCW 46.61.250 provides the same “due care” for avoiding crashes standard to walkers that drivers presently have.	Enacted in SB 5687 , 2022 session.
Speed and the Impact on People Outside the Vehicle	Recommendation that RCW 46.61.250 should be revised to include this text to accomplish this specific purpose: “Subsections (1) and (2) of this section shall not apply when the roadway is closed to vehicular traffic or limited to only local traffic access by placing official traffic control devices for the purpose of allowing pedestrian, bicyclist, and/or micromobility use of the roadway.” (2021 report)	Enacted in SB 5687 , 2022 session. RCW 46.61.250
Traffic Safety Cameras	Expand automated school speed zone to school walking routes. Dedicate percentage revenue to Cooper Jones for safety grants. (2021 report)	ESHB 2384 , 2024, provides for speed cameras along the school walk route along with other areas

Appendix F: Charter and Operations

This sections provides updates about the ATSC membership and operations.

Recognition of ATSC Members

Three ATSC members were recognized for their contributions to active transportation safety via the following awards in 2025.

- **David Jones:** David Jones received a Traffic Safety Champion Safe Systems award at the Washington Traffic Safety Summit for leading culture and policy change in Washington's traffic safety landscape. David's advocacy led to the creation of the Cooper Jones Active Transportation Safety Council in 2019, and his continued involvement ensures the council's focus on addressing challenges through strategies aligned with the Safe System Approach. Additionally, David and his family championed the introduction of Washington's "Share the Road" license plates, generating funds dedicated to bicycle and pedestrian safety education and infrastructure improvements. This award celebrates his contribution to safer roads in Washington through decades of advocacy promoting active transportation user safety and policy change.
- **Portia Shields:** Portia was part of a collaboration that was recognized for their efforts leading a transformative project tailored to the unique traffic safety challenges of tribal and rural communities. This initiative leverages advanced technologies to monitor traffic and roadway conditions, detect hazardous events, and deliver real-time warning messages—all with the goal of reducing injuries and saving lives. The group includes representatives from Confederated Tribes and Bands of the Yakama Nation, Yakama Nation Department of Natural Resources Engineering Program, University of Washington Smart Transportation Applications & Research Laboratory (STAR Lab), AIWaysion and WSDOT, whose deployment of AI traffic sensors improved data collection, leading to safer roads in Yakima County. [Additional details on the project.](#)
- **Dr. Xingyao deGrauw, MD, PhD, MPH** – Received the 2025 Journey Award from the Safe States Alliance. This annual award recognizes extraordinary professionals working in the field of Injury and Violence Prevention (IVP) for more than five years and are continuing to make great strides in the discipline of injury and violence prevention With the strong support from WSTC and DOH, Dr. deGrauw, a seasoned research scientist at the Harborview Injury Prevention & Research Center and epidemiologist at DOH, has focused on strengthening connections between data, research and prevention practice and mentoring the next generation of Injury and Violence Prevention professionals. While Xinyao's contributions to injury and violence prevention research are evident and continue to grow, her approach to strengthening connections between research, data and prevention practice has resulted in successful collaborations, stronger prevention practices and a more holistic understanding of injury and violence prevention. [Details.](#)

New ATSC Advocacy Process

Context: In 2019, the Washington State Legislature passed [Substitute Senate Bill 5710](#), which required the WTSC to convene the Cooper Jones Active Transportation Safety Council (ATSC), governed by RCW [43.59.156](#).

As stated in the ATSC Charter, 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, and make recommendations to the state Legislature.

Beginning in 2020, ATSC made use of study groups to research an area of interest and put forward white

papers with recommendations in an Annual Report. Many of these were acted upon by the state Legislature.

Beginning in 2025, ATSC will take a three-tiered approach to its mission of promoting safety on the roadways and making recommendations as a council. Any issue chosen for support should align with ATSC Critical Criteria, observations from Fatality Case Reviews, Target Zero areas of focus, and/or Washington legislative priorities.

Tier One. Ad-hoc Study Groups will research and make recommendations.

- a. Speakers, ATSC members, WTSC staff, or guests can bring an issue to ATSC attention.
- b. The council will discuss and can choose through consensus to further research an issue with the intent of putting forth a white paper with actionable recommendations.
- c. A Study Group of volunteer ATSC members and external subject matter experts will form.
- d. The Study Group will determine the scope of work and timeframe, keeping in mind the desire to put forth recommendations in the November Annual Report. *Refer to addendum for Study Team roles and template.*

Tier Two. ATSC can take a position on concepts and bills that WTSC has identified as important for active transportation safety through the Strategic Highway Safety Plan (Target Zero), another relevant plan or legislative agenda.

- a. WTSC will keep ATSC up-to-date on issues and bills that it puts forth.
- b. ATSC can discuss these and decide by consensus to 1) support or oppose the individual bill(s), or 2) support or oppose the principle behind the bill (knowing changes may occur during the session).
- c. It is important to note that support or opposition by ATSC represents the views and opinions of the Cooper Jones Active Transportation Safety Council (ATSC) as a whole, RCW 43.59.155. It is not intended to represent or imply endorsement or support from state agencies, member organizations, or other entities with an interest in active transportation.
- d. Upon achieving consensus, WTSC staff will draft a letter expressing the ATSC position on the bill or issue and bring it to ATSC for discussion.
- e. Letters can state the facts of the case or offer direct support. Different points of view can be included if making a relevant statement.
- f. The annual report will include a summary of recommendations made throughout the year.

Tier Three. ATSC can express positions on other bills and concepts that other traffic safety-related organizations are supporting.

- a. The process mirrors Tier Two, except the issue or bill is initiated by non-WTSC entities. These may include other state agencies, nonprofits, and other formal or informal coalitions.
- b. Any member can bring these to ATSC attention.
- c. Steps b-e above will follow.

Measuring ATSC Success

Ultimate Goal: *Reduce pedestrian and roller fatalities and serious injuries*

Area of Focus	Inputs	Outputs	Outcomes
Policy	<p>Study Group Meetings – 0 in 2025</p> <p>Proposals for support submitted</p> <p>Votes taken</p> <p>White Papers developed – 0 in 2025</p> <p>Council Meeting Presentations</p> <p>Council meeting-based Discussions</p> <p>Legislative Reports delivered</p> <p>Bills of interest tracked per session</p>	<p>Annual Report completed and delivered to policy influencers: yes</p> <p>Letters of support compiled and delivered to policy influencers -</p> <p>Recommendations developed</p> <p>Recommendations are funded</p> <p>Recommendations become state law</p>	<p>Recommendations implemented (percentage of the state by year one, number of cities/towns/counties that adopt the new law, number of infrastructure improvements made as a result)</p> <p>Active transportation user fatality rates decrease in areas where recommendation-based laws are implemented</p> <p>Active transportation user serious injury rates decrease in areas where recommendation-based laws are implemented</p>
Collaboration	<p>Member recruitment – Recruited nine new members in 2025</p> <p>Hours of meeting time – 25 over 11 months</p> <p>Hours of study group time – none in 2025</p> <p>Hours of administrative support – 25</p> <p>Hours of Planning</p> <ul style="list-style-type: none"> • Facilitator: 60 • Staff: 50 <p>Outreach and vetting conducted (speakers, new members) – 5 hours</p> <p>Onboarding Support: 15 hours</p>	<p>Council meeting presentations delivered: 10</p> <p>Council meetings held - 11</p> <p>Number of active members - 25</p> <p>Ad hoc study groups formed – none in 2025</p> <p>Votes taken using consensus-driven decision-making – 95% consensus (We voted only for Annual Report)</p> <p>Number of speakers: 10</p>	<p>Percent of council's roles filled</p> <ul style="list-style-type: none"> • Legislature mandated: 91% (10 of 11; missing Assoc of WA Counties) • ATSC mandated: 50% (7 of 14; missing Target Zero (do we have anyone since Tony left?), Safe Routes to School (is that Charlotte?); economic diversity, emergency services, Council on Hispanic Affairs, city planner, legislator/staff, public transit; unhoused rep <p>Diversity of perspectives and locations represented – members from 11 regions: Olympia, Seattle, Richland, Spokane, Marysville, Yakima, Tacoma, Yakama Nation, Snohomish County, Clallam County/ Sequim, Clark and Cowlitz County; and from 24 different organizations</p>

	Executive Committee meetings - 11	<p>Topics identified- 8</p> <ol style="list-style-type: none"> 1. Rail safety 2. Safe Systems Approach 3. Rural traffic safety 4. Safety planning vs. liability 5. Speed and communication 6. Emergency Streets 7. Telematics 8. E-Scooter Injuries <p>White papers produced and delivered to policy influencers – 0 in 2025</p>	<p>or jurisdictions</p> <p>Recommendations and whitepapers contributed to annual report – ten recommendations and a summary of three fatality case observations</p>
Data	<p>Fatal Case Review member time</p> <p>Fatal Case Review Summary (Refer to Appendices)</p> <p>Administrative Tasks (Data Collection and Evaluation, preparation, file packet compilations and distribution)</p> <p>Facilitation: 25 hours over 11 meetings</p> <p>Process development and improvement: Advocacy Approach, Measuring ATSC Success, aligning crash summary data to Safe Systems Approach in 2025</p>	<p>Number of Fatal Case Reviews held - 3</p> <p>Gaps Identified:</p> <p>Trends identified (FCR to FCR, year to year, etc)</p> <p>Recommendations contributed to annual report 10 to date</p> <p>Recommendations become law</p> <p>Gap/new data is collected</p> <p>Gap/new data collection is funded</p>	<p>Gap/new data is used to increase ATU safety</p> <p>Gap/new data is used to procure funding for programs and projects that increase ATU safety</p>

Learning and Recommendation Approach for 2024-2026

Mission: The purpose of the ATSC 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.) In addition, the council may:

- Monitor implementation progress of ATSC recommendations.
- Seek opportunities to expand consideration and implementation of the principles of systematic safety, including data collection improvement.

<p>Year One Goal 9/2024-11/2025</p> <p>Learning, integration, and identification of topics to pursue</p>	<ul style="list-style-type: none"> • ATSC meets in September 2024 to review key data and areas of emphasis. • Resume monthly full ATSC meetings in 2025 to enable more cross-disciplinary discussion and learning. • Focus 2025 discussions on critical, integrated areas sourced from: <ul style="list-style-type: none"> ○ 2024 – 2025 Fatality Case Reviews ○ VRU Safety Assessment ○ Safe System Approach ○ Target Zero strategies and tactics ○ Legislative priorities ○ Data Gaps (i.e., parking lots) • Explore and identify how topics intersect policy and projects, data, data gaps, research, fatalities, including: <ul style="list-style-type: none"> ○ Elevate ATSC member subject matter expertise. ○ Invite speakers that illuminate the above four bullets and point to domains ATSC can study and make actionable recommendations about. ○ Engage in additional data research with assistance from consultants, graduate students, or volunteers. • How recommendations are formed: <ul style="list-style-type: none"> ○ Via in-meeting discussion, ATSC can decide to send timely letters of support/opposition to legislature on specific bills/issues ○ Via in-meeting discussion, ATSC can decide to form a recommendation to include in the year-end annual report (or earlier as needed) ○ Via in-meeting discussion, ATSC can decide to form an ad hoc study group to study more deeply and write/bring to ATSC. ○ 2025 Annual Report will describe all letters and recommendations made throughout the year, and will highlight the critical and integrated issue areas, data gaps, data opportunities, and learning.
<p>Year Two Goal 9/2025 – 11/2026</p> <p>Form active Study Groups to make recommendations.</p> <p>Begin another round of learning and integration</p>	<ol style="list-style-type: none"> 1. Repeat the process above for a new year 2. At the same time, continue with the efforts that began in 2025 to form Study Groups that will produce robust recommendations for the 2026 Annual Report. 3. Provide additional support for Study Groups via: <ul style="list-style-type: none"> ○ ATSC administrative support. ○ Graduate students ○ Consultants

Project Charter: Cooper Jones Active Transportation Safety Council

Project Organization	
Executive Committee	<ul style="list-style-type: none"> • Transportation: Barb Chamberlain, Washington State Dept. of Transportation • Bicycle and Pedestrian Rep: Karen Messmer, Olympia Safe Streets • Law Enforcement: Sgt. Teresa Fuller, Spokane Police Dept • Shelly Baldwin, Washington Traffic Safety Commission, Director
Staff	<p>Jessie Knudsen - Program Manager, WTSC</p> <p>Unfilled – Program Specialist</p>
Voting Members	<p><i>Legislature-identified members:</i></p> <ul style="list-style-type: none"> • WTSC Representative • County Coroner employed in a location where pedestrian, bicyclist, or non-motorist deaths have occurred • Law enforcement members with experience investigating pedestrian, bicyclist, or non-motorist fatalities • Traffic engineer • WSDOT representative • Association of Washington Cities representative • Washington State Association of Counties representative • Pedestrian advocacy group representative • Bicycle or active transportation advocacy group representative • Department of Health representative • Victim/victim’s family member <p><i>ATSC-identified members:</i></p> <ul style="list-style-type: none"> • Washington State Comm. on African American Affairs representative • Tribal representative • Asian/Pacific Islander representative • City planner • Disability population representative • Economic diversity representative • Senior citizen representative • WA State Comm. on Hispanic Affairs representative • Legislator or legislative staff • Safe Routes to School program representative • Target Zero Manager(s) • Public Transit representative • Unhoused Services representative • Post-Crash Care / Emergency Medical Service representative
Facilitator	Patricia Hughes, Patricia Hughes & Associates, LLC.
Data Analyst	Dr. Max Roberts, Research Associate, WTSC

Council Meeting Operations

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

Council Funding Decision Making Process

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

- Fit the stated purpose of ATSC
- Fit within the critical criteria as adopted by ATSC in January 2020
- Fit the equity approach as adopted by ATSC in January 2020
- Have a statewide benefit
- Build on past ATSC recommendations

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

Membership

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


Voting

To conduct council business (voting), a quorum is required. A quorum consists of the majority of all voting members (regardless of whether they are present at the meeting). All council members are voting members.

Charter Revisions

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

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

	<p>bicyclists, walkers, and other active transportation users, such as the Washington State Strategic Highway Safety Plan (i.e., Target Zero Plan) and the WSDOT Active Transportation Plan.</p> <p>Improve safety by providing data-driven recommendations regarding statutes, ordinances, rules, and policies.</p>
<p>Approach</p>	<p>Use data to identify countermeasures to address and factors contributing to collisions that involve people using active transportation.</p> <p>Evaluate existing data to identify and address data gaps related to bicyclist, pedestrian, and other active transportation user safety.</p> <p>Leverage existing programs and strategies, e.g., incorporation of safety for bicyclists, pedestrians and active transportation users in comprehensive planning and capital facility planning.</p> <p>Recommend systematic and redundant changes to increase safety for people who walk, ride, and roll, considering the principles and objectives of the Safe System Approach.</p> <p>Washington Statutory Definition: RCW 47.04.010 https://app.leg.wa.gov/rcw/default.aspx?cite=47.04&full=true#47.04.010 Link to federal site: https://www.transportation.gov/NRSS/SafeSystem</p> 
<p>Roles</p>	<p>Governor’s Office, provide final approval of the report.</p> <p>Washington Traffic Safety Commission, chartering authority. The Director or their designee will chair meetings. The WTSC will provide staff and seek council input regarding how Cooper Jones Active Transportation Safety account funds are spent.</p> <p>Executive Committee, provide operational direction to the WTSC project manager, including project scope, budget, schedule, and membership, and approve the annual report prior to finalization.</p> <p>Project Manager, work with the Executive Committee and facilitator to implement council goals, compile agendas and summaries, identify facilitation strategies, manage the annual budget, ensure compliance with the OPMA, and produce required reports and documents.</p> <p>Data Analyst, provide requested data to the ATSC.</p> <p>ATSC Members, approve and follow the project charter, vote to take action, when necessary, make data requests, participate in discussions, draft comments, and provide council staff with recommendations.</p> <p>Stakeholders, submit feedback and stay informed of council activities, projects, and</p>

	<p>reports.</p> <p>Facilitator, create agendas for Executive Committee and Council meetings, compile minutes, facilitate meetings, compile reports, and provide support to sub-committees and council staff as needed.</p>
Requirements	<p>Annual Report Acceptance Criteria</p> <p>Fulfill the requirements of SB 5710.</p> <p>Provide an analysis of fatalities and serious injuries involving bicyclists, pedestrians, and other active transportation users.</p> <p>Make recommendations for actions to increase pedestrian, bicyclist and active transportation user safety to the WTSC, state agencies, the Governor’s Office, and the Washington State Legislature.</p> <p>Inform the WSTC Target Zero Plan, WSDOT Active Transportation Plan.</p> <p>Demonstrate clear goals and pathways to implement recommendations.</p> <p>Support other independent, agency, or jurisdiction efforts.</p> <p>Develop a biennial report on budgetary and fiscal recommendations to the Office of Financial Management (OFM).</p> <p>Provide the documentation necessary to continue and improve project.</p>
	<p>Budget: 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>Stakeholder Satisfaction: 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>
Project Scope, Acceptance Criteria, Assumptions, and Constraints	
Scope	<p>In: Produce an annual report by December 31. Ensure appropriate stakeholders are involved and informed throughout the process. Annually report budgetary and fiscal recommendations to the OFM and the legislature by August 1. Evaluate ATSC project process and adjust the work plan as needed. Document council activities and reports to allow for replication and process improvement.</p> <p>Out: Reports and actions not authorized by SSB 5710. Expenditures beyond those authorized by the legislature for operation.</p>
Changes	Scope changes must be approved by the Executive Committee.
Assumptions	<p>ATSC members will be available to help write and edit annual reports.</p> <p>Council staff will devote adequate time to project management.</p> <p>ATSC members will devote adequate time to the project.</p> <p>ATSC, WTSC, partner agencies, and the Governor’s Office will approve the annual report within the required timeframe.</p> <p>Funding is appropriated to WTSC by the legislature to support council member travel to/from meetings when scheduled in-person.</p>
Constraints	Limited resources for project staff to perform project functions necessary for success.