Washington State Strategic Highway Safety Plan 2019

Zero Deaths and Zero Serious Injuries by 2030

TARGET ZERO

ONE WAY
TARGET
ZERO

JAY INSLEE
Governor

STATE OF WASHINGTON
Office of the Governor

Washington State has a long tradition of excellence in traffic safety. In 2000, Washington adopted the goal of zero driving-related deaths and serious injuries by 2030. Since that time, we have adopted best practices in impairment, seat belt use, and distracted driving. For many years, we have proudly been at the forefront of traffic safety practices – because every life matters.

Despite ongoing progress in some areas, in recent years more people have been killed or seriously injured on our roadways. The trend is moving away from zero, and that is unacceptable. As a result, traffic safety partners across Washington have increased efforts and modified strategies to address the challenge of preventing fatal and serious injury crashes.

Formulating the 2019 Strategic Highway Safety Plan provided the opportunity for introspection, innovation, and growth. This plan assesses major social changes, strengthens our traffic safety culture, and makes a paradigm shift to the principles of a safe systems approach. It contains hundreds of strategies and key initiatives that communities statewide can implement to reach Target Zero.

Washington values safety and is committed to the Target Zero goal: zero driving-related deaths and serious injuries by 2030. As your governor, I share and honor this commitment. I want you, your family members, your friends, neighbors, and colleagues to travel our roads safely. Please join me in helping Washington meet the goal of "Target Zero."

Very truly yours,

Jay Inslee
Governor

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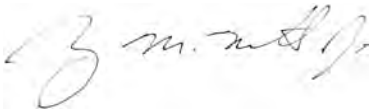
Washington Traffic Safety Commission

Governor Jay Inslee

Commission Chair



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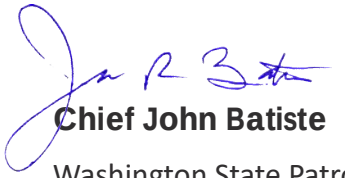

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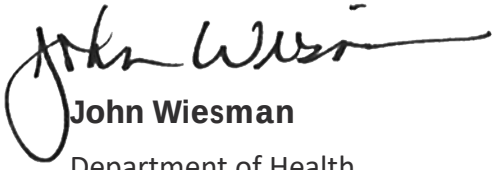

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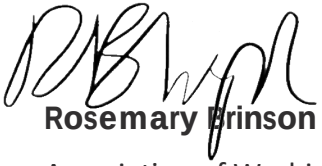

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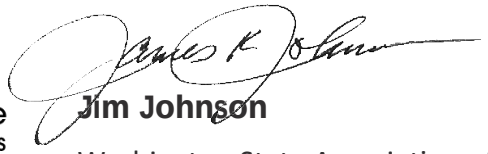

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1 Overview

2 Executive Summary
4 About Target Zero
6 Target Zero Plan User Guide
8 Target Zero Priorities
15 Tribes and Target Zero
28 Traffic Safety Culture

39 High Risk Behavior

40 Impairment
60 Distraction
72 Speeding
80 Unrestrained Occupants

91 Crash Type

92 Lane Departure
100 Intersections

109 Road Users

110 Young Drivers (16–25 years old)
120 Pedestrians and Bicyclists
140 Motorcyclists
148 Older Drivers (70+ years old)
158 Heavy Trucks

167 Supporting Systems and Technologies

168 Traffic Safety Data Systems
172 Emergency Medical Services and Trauma Care System
176 Evaluation, Analysis, and Diagnosis - Includes
183 Cooperative Automated Transportation - Includes Automated Vehicles
192 Safe Systems Approach

205 Achieving Target Zero

206 Legislation and Policy
212 Licensing and Regulation
217 Transportation and Health Equity
222 State, Regional, and Local Implementation

Appendices

Appendix A: Acronyms
Appendix B: Glossary
Appendix C: Methodologies
Appendix D: Target Zero Data Sources
Appendix E: Data Definitions
Appendix F: Data Nuances
Appendix G: Strategy Definitions and Criteria
Appendix H: Federal Requirements
Appendix I: Performance Based Goals
Appendix J: Target Zero Plan Development
Appendix K: Safe Systems
Appendix L: Additional Resources
Appendix M: Special Thanks

Overview

Executive Summary

The Target Zero plan represents a bold vision: zero deaths and serious injuries on Washington's roadways by 2030.

The 2019 Target Zero Plan is the fifth version of this safety road map and it is more important now than ever. Data from the most recent three years (2015–2017) show that Washington's traffic fatality and serious injury trend is going in the wrong direction. Compared with prior three-year period (2012–2014), traffic fatalities have increased 23%, and serious injuries 7%. This mirrors a national increase of 11.3% in traffic fatalities.

In recognition of these increases, this edition of Target Zero is strongly action-focused. Each chapter in the High Risk, Crash Type, and Road Users categories contains descriptions of three to four key actions that a state or local jurisdiction can take to influence traffic safety.

Additional actions (also known as strategies or countermeasures) can be found at the end of these chapters, as well as several other chapters in this plan.

Focus on Innovation and New Initiatives

Target Zero is focused on new ways to accomplish the zero goal. Since Target Zero began in 2000, partners have accomplished much by enacting policies, completing projects, and developing new programs. Continued success will require new, more challenging initiatives. The next round of solutions may require more resources, changes in state laws, or design changes on roadways around the state.

Partners have identified our highest-priority strategies for the next three to four years for each emphasis area. Meanwhile, the Legislation and Policy chapter sets bold direction for sobriety checkpoints, automated speed enforcement, and graduated driver license policies.

Other new initiatives reflected in the 2019 plan:

- The Traffic Safety Culture chapter describes how we can change behavior by focusing on values and beliefs, as well as reinforcing healthy or positive behaviors. Several chapters contain callout boxes on traffic safety culture specific to that behavior or road user.
- Health Equity and Multicultural Communications both have new chapters in the plan, reflecting an increasing commitment to promoting equity in traffic safety outcomes. This influence can be seen in the Licensing and Regulation, Young Driver, and Pedestrian and Bicyclists chapters, among others.
- The Safe Systems Approach chapter explores the influence of roadway design on traffic safety, attempting to prevent crashes through design and roadway modifications for all users.
- The chapter on vehicle technology, now called Cooperative Automated Transportation—Includes Autonomous Vehicles, is updated and expanded. This is due to the increasing role technology plays in reducing crash potential and the significant potential of automated technology to reduce fatalities and serious injuries.
- The Licensing and Regulation chapter addresses best practices in licensing and potential improvements for Washington.

Data Drives our Decision-Making

The Target Zero approach is based on data, whenever possible. The data are used to point us to where we need to go next, and helps us evaluate where we've been. The data are critical, because in order to make change, we must understand the forces at work in our transportation and social structure that result in crashes. This is a complex environment, so our data systems must be able to help us answer difficult questions. See the Traffic Safety Data Systems chapter for more information (page 168).

Traffic safety data comes from Washington's Traffic Records Systems, which contains information about crashes, vehicles, drivers, citations, legal outcomes, and injuries. Partner agencies manage these systems to improve the timeliness, accuracy, completeness, uniformity, integration, and accessibility of the information. Through evaluation, analysis, and diagnosis, we use data to ensure we are investing in effective countermeasures and that those investments produce the expected outcomes.

Setting Priorities Based on Data

Target Zero focuses on the largest contributing factors to help set priorities. From 2015–2017, the top three factors across all fatalities were:

- Impairment (page 40): involved in 58% of all traffic fatalities, with polydrug impairment as the most common form of impairment.
- Lane Departure (page 92): involved in 48% of all traffic fatalities.
- Young Drivers (page 110): involved in 31% of all traffic fatalities.
- 75% of traffic fatalities involved at least one of these top three traffic safety priorities, and 11% involved all three.

Some other important facts:

- Fatalities and serious injuries involving heavy trucks increased 46% and 36%, respectively, compared to 2012–2014. See the Heavy Trucks chapter (page 158) to find out more.
- The second-highest increase was in pedestrian and bicyclist deaths, which increased 41%. Nationally, pedestrian and bicyclist deaths increased 20% during the same time period.

Target Zero Needs You

Washington can get to zero, but we must rely on the strength of our partnerships to do so. Target Zero needs YOUR leadership:

- Look at transportation equitably, across all modes.
- Carefully consider the strategies—choose and iterate on the ones that will result in the best outcomes for your need.
- Target investments using data and best practices.
- Support these fundamental, ongoing initiatives:
  - Traffic Safety Culture change
  - Cooperative Automated Transportation—Includes Automated Vehicles
  - A Safe Systems approach to design

The Target Zero vision is bold, but it's the only acceptable goal for our state's roadways.

About Target Zero

Target Zero is built on the belief that not one death is acceptable on our state's roadways. Everyone in Washington State should be able to travel our roadways without fear of being killed or seriously injured in a traffic crash.

A fundamental element of the Target Zero plan is that it is data-driven. Through evaluation, we identify the critical factors that contribute to fatal and serious injury crashes on Washington's roads. The plan then uses those factors to determine proven and recommended strategies, along with new ones, for reducing traffic deaths and serious injuries.

The Strategic Highway Safety Plan is our Guide

Target Zero is a data-driven strategic plan used to identify priorities and solutions, help create common goals, and develop a common language so we can work together across disciplines. Specifically, our partners use this strategic plan to:

- Set statewide priorities for all traffic safety partners over the next three to four years.
- Provide a resource of various strategies to address each emphasis area and factor.
- Help guide federal and state project funding toward the highest priorities and most effective strategies.
- Monitor outcomes at a statewide level for each priority area.

What is the Strategic Highway Safety Plan?

The federal government requires each state to have a Strategic Highway Safety Plan (SHSP); Target Zero is Washington's. Federal law requires that our SHSP be coordinated with the state's Highway Safety Plan, Commercial Vehicle Safety Plan, and the Highway Safety Improvement Program. This coordination includes harmonizing certain performance measures and targets. The role of our SHSP is to support the state's efforts to achieve these targets by establishing appropriate goals and objectives, outlining emphasis areas, and presenting effective strategies.

To learn more about federal requirements, please see Appendix H. To learn more about performance-based goals, please see Appendix I.

Partners Sustain Target Zero

Target Zero is a practitioner's plan, uniting the many contributing partners toward a common goal. Target Zero partners include key federal and state traffic safety agencies, along with tribes, cities, counties, non-profits, and private organizations. Collectively, this partnership is responsible for taking actions to reduce or prevent crashes through hundreds of projects, programs, initiatives, and campaigns all around our state. These include high visibility enforcement efforts, new roadway designs, campaigns to change traffic safety culture, and many other strategies. Traffic safety partners around the state are invited to incorporate the ideas in this plan into their own plans and programs to achieve zero fatal and serious crashes.

To get to zero deaths and serious injuries by 2030, Target Zero must rely on our many partners and their commitment to traffic safety. We must continue existing good strategies, as well as look at new and – at times – more demanding strategies to get to our goal. We strive for zero deaths and serious injuries on Washington's roadways, because every life counts.

Target Zero Partners

This plan is developed through a collaboration of traffic safety professionals and stakeholders from many different organizations and disciplines:

- Educational and subject-matter experts from the Washington Traffic Safety Commission (WTSC)
- Engineers from the Washington Department of Transportation (WSDOT) and local public works agencies. Training and licensing experts from the Department of Licensing (DOL)
- Tribal and city police, county sheriffs' deputies, and troopers and officers from the Washington State Patrol (WSP)
- Medical professionals and emergency medical services (EMS) personnel working with hospitals, public health agencies, and the Department of Health (DOH)
- Staff from the Federal Highway Administration (FHWA)
- Vision Zero practitioners and advocates
- Data specialists from state agencies and the Governor's Office
- And many other traffic safety specialists and interested parties from every corner of the state, all dedicated to making our roads safer

Traffic Safety Culture

Getting to zero will require more than just focusing on drivers. As leaders in traffic safety, transportation, and public health, we must take actions that demonstrate our commitment to building roads and addressing behaviors that reduce the potential for crashes. (See Traffic Safety Culture chapter on page 28 for more information.)

Target Zero Plan User Guide

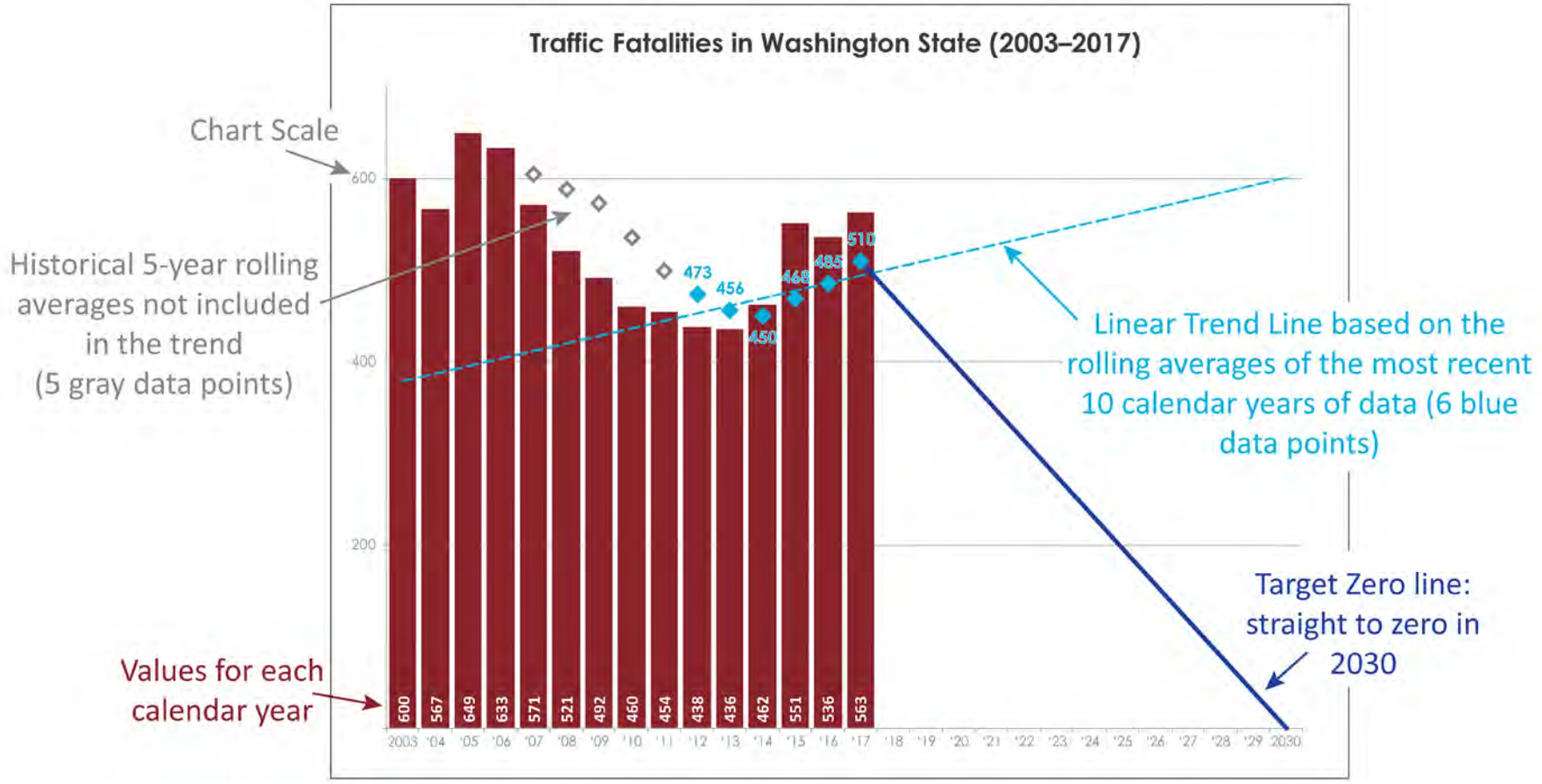
Reading Target Zero Graphs

Main Fatality and Serious Injury Graphs

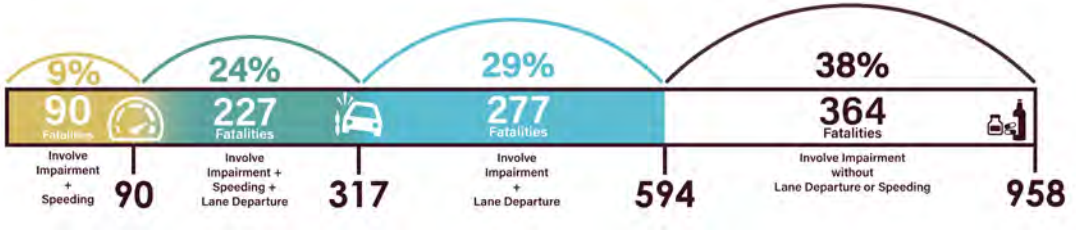
Throughout the Target Zero plan, traffic fatality and serious injury data are presented for each priority emphasis area. Fatality data is from the Fatality Analysis Reporting System (FARS), and serious injury data is from the Washington State Department of Transportation's (WSDOT's) Collision Location and Analysis System (CLAS). Fatalities are represented with the color red and serious injuries with orange.

The fatality and serious injury graphs throughout Target Zero display a performance trend line based on six five-year rolling averages derived from the most recent 10 years of data, along with the Target Zero line. The Target Zero line shows where we need to be to achieve our vision of zero deaths by 2030.

For more information on the methodologies and data sources used to calculate these numbers, please see Appendix C and Appendix D.



Overlapping Factors Graphic



In each emphasis area the overlapping factors graphic displays the other two most common emphasis areas for fatalities. For example, for fatalities that involved impairment, the two other most common factors were speeding and lane departure. The graphic shows that 90 fatalities involved impairment and speeding only, and 277 involved impairment and lane departure only, but you can also see that 227 fatalities involved all three. It also shows the number of fatalities that do not involve these other factors; in the case of impairment, this is 364.

The intention of the graphic is to highlight how each emphasis area is related to others and to find strategies that could reduce fatalities in multiple areas.

Strategies

Target Zero is focused on new ways to accomplish the zero goal. Since Target Zero began in 2000, partners have accomplished much by enacting policies, completing projects, challenging the status quo, and developing new programs. Continued success will require new, more difficult initiatives. The next round of solutions may require more resources, changes in state laws, or design changes on roadways around the state.

This version of Target Zero is heavily focused on issues and countermeasures to combat the current trend of increasing fatalities and serious injuries. Partners have identified our highest-priority strategies for the next three to four years and a table of all strategies is included at the end of each section.

Call-out Boxes

Throughout this plan you will see call-out boxes related to the following topics. These are highlighted due to their importance in moving forward towards zero deaths and zero serious injuries.

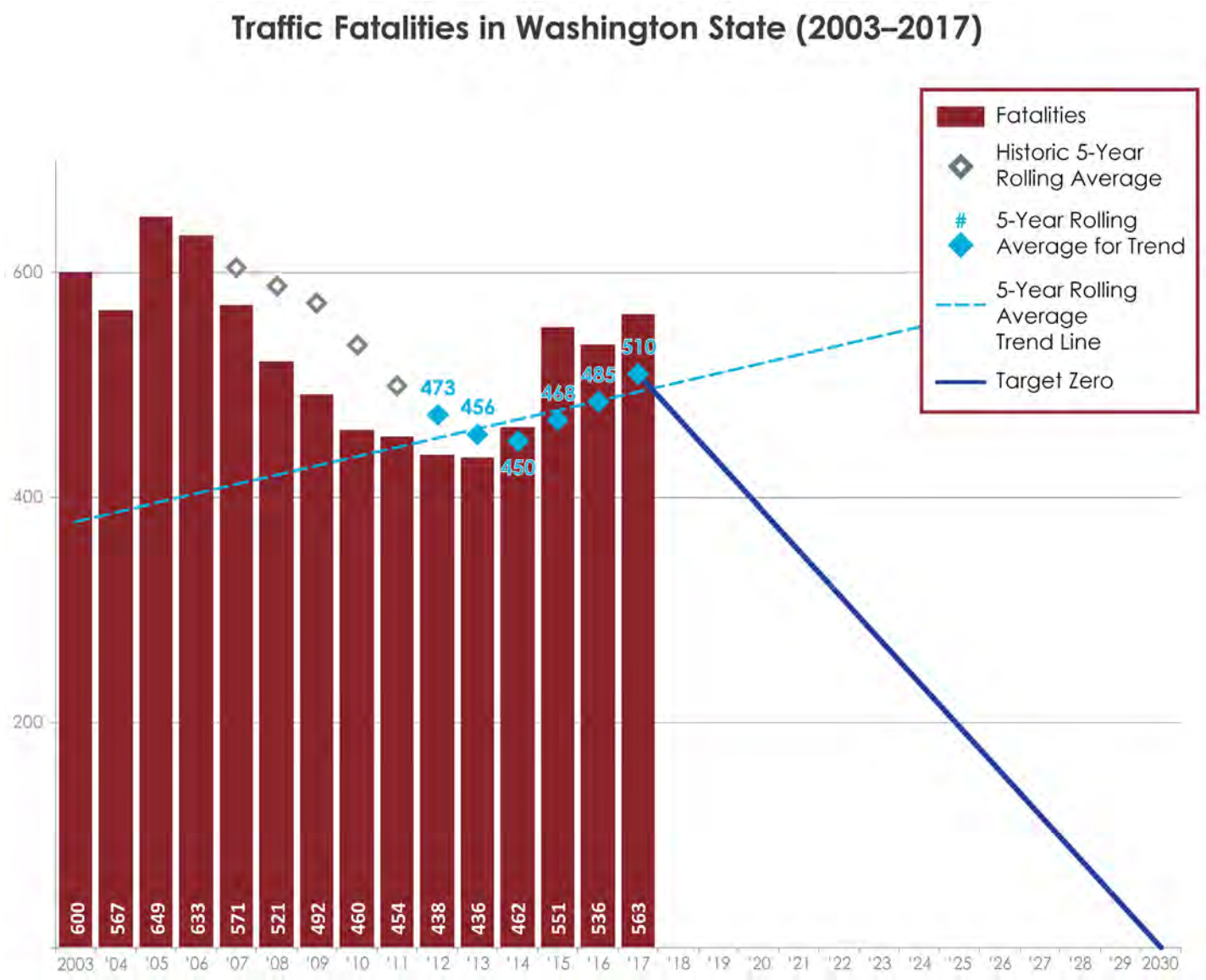
- **Health Equity:** This is the first time in the Target Zero plan that equity is included as a factor in how we plan to achieve zero deaths and serious injuries in Washington State. Data show the need to direct prevention efforts to communities with poverty rates higher than the state average as well as vulnerable and marginalized populations.
- **Traffic Safety Culture:** Connections and suggestions for making specific cultural changes for certain types of behaviors or roadway users, such as impairment, distraction, or motorcyclists. Included in this chapter is also a list of more general examples for encouraging traffic safety culture change. Readers are encouraged to consider culture change as a new and powerful approach to changing how we think about and address the factors that lead to crashes, and to employ cultural change strategies along with the more traditional educational strategies.
- **Related Areas:** There are some areas that did not fall into a level one or two priority, but are closely related to other emphasis areas. For example, drowsy drivers are discussed in the Impairment chapter since they experience cognitive impairment similar to that of alcohol-impaired drivers.

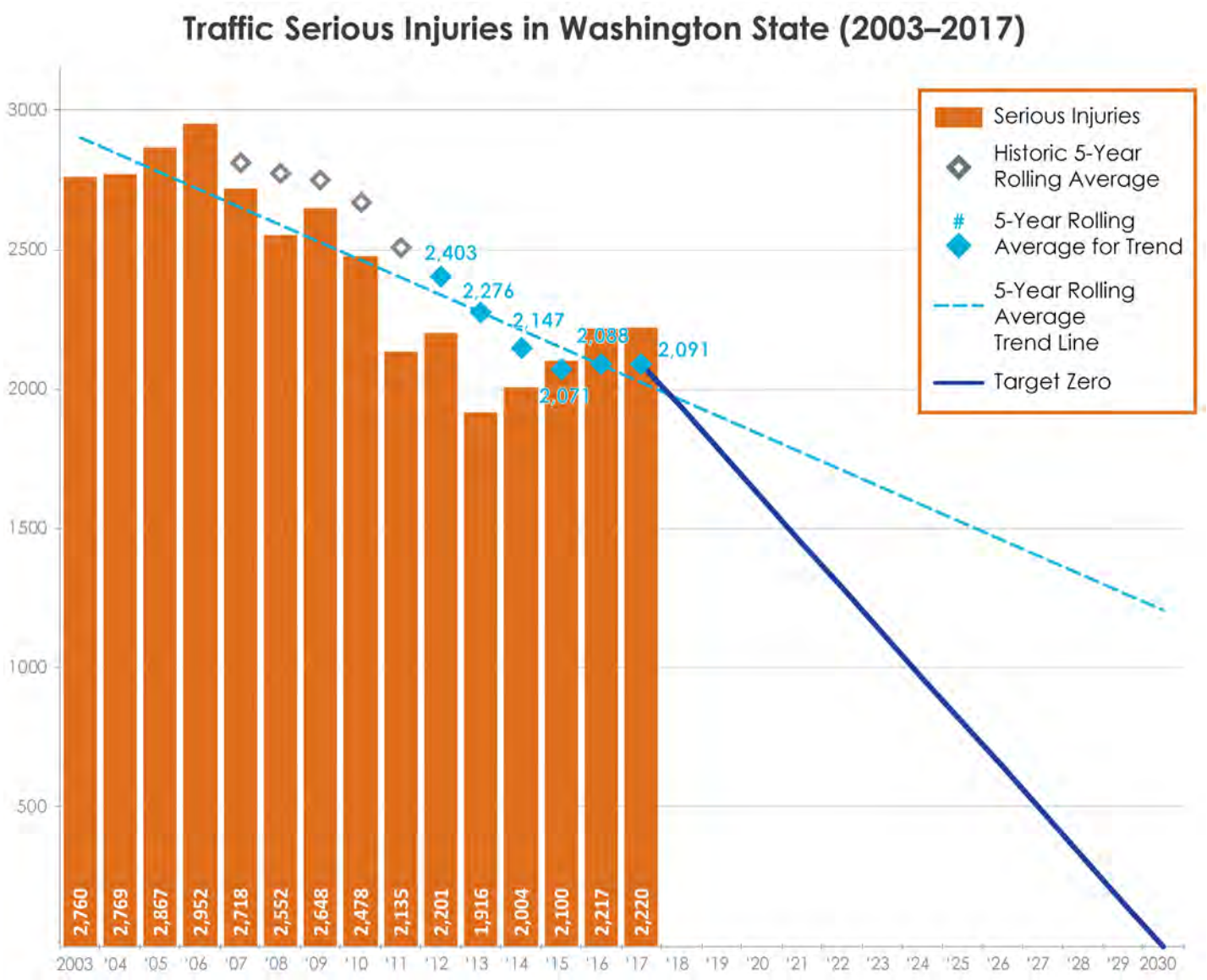
Target Zero Priorities

Washington State created the first Target Zero plan in 2000. Target Zero established an ambitious goal of zero traffic fatalities and serious injuries by the year 2030, and the state has made significant progress since then. In 2017, 563 people died in traffic crashes, a 10.8% reduction in fatalities compared to 631 lives lost in 2000.

Starting in 2005, traffic fatalities had been decreasing year after year. However, in 2015, a 19% increase in traffic fatalities marked the highest single-year increase in decades (from 462 to 551). For 2015–2017, the years covered by this edition of the plan, traffic fatalities remained at this higher level.

From 2014-2015, nationwide traffic fatalities increased 8.3%, the largest single-year increase since 1966. The National Highway Traffic Safety Administration (NHTSA) has attributed this increase to job growth, lower fuel prices, and an increase in Vehicle Miles Traveled (VMT).





Washington averaged 550 lives lost per year, representing a 23% increase in traffic fatalities in just three years. Traffic serious injuries have also increased 7% compared to 2012–2014. During this same time frame, Washington State's population only increased 4%, and VMT increased 6%. From 2015–2017, pedestrian and bicyclist deaths in Washington increased 41% compared to 2012–2014. Nationally, these deaths increased 20% during the same time period. This user group experienced the highest increases in fatalities of all road users in Washington from 2015–2017.

To achieve zero deaths and serious injuries on our roadways by 2030, Washington must average 39 fewer fatalities and 161 fewer serious injuries each year, starting right now. As time passes, it becomes harder to achieve our goal because partners have already accomplished the simpler efforts.

The improvements we have to make now are harder and more transformative than the ones that have come before. Complicating this difficult transformation is the recent increase in fatalities and serious injuries. With limited resources and personnel, every strategy — every effort — must count toward achieving our goal. This requires deliberate thought, meaningful analysis, careful planning, and strong commitment to a variety of effective traffic safety strategies.

Target Zero Priorities

To focus efforts on eliminating deaths and serious injuries on our state's roadways, a team of analysts from key Target Zero partners evaluated the data for 2015–2017. Their goal was to determine the highest priorities for immediate efforts. The team grouped the primary factors found in fatal and serious traffic crashes into priority levels one and two. The levels are based on the percentage of traffic fatalities and serious injuries associated with each factor.

Priority level one includes the factors associated with the largest number of fatalities and serious injuries in the state. Each of these factors was involved in at least 25% of the traffic fatalities or serious injuries between 2015 and 2017. It also includes Supporting Systems and Technologies.

Priority level two factors, while frequent, are not as common. Level two factors were seen in less than 25% of traffic fatalities or serious injuries.

Other crash factors occurring less frequently are monitored as a part of these higher-level priorities. These co-factors include crashes involving drowsy driving, work zones, wildlife, school buses, and trains. Because they are so infrequent, we do not delve deeply into these topics in the 2019 plan. However, they are discussed within several of the Target Zero plan chapters.

Data Changes in the 2019 Target Zero

In this edition of Target Zero, readers will find the following data changes from the 2016 edition:

- Priority levels were collapsed from three to two.
- Heavy truck-involved crashes became a priority level two, up from a priority three.
- Bicyclist crashes were combined with pedestrian crashes for a single Pedestrians and Bicyclists emphasis area, at priority level two.
- Unlicensed driver-involved crashes are no longer in the priority table. Licensure issues are now covered in a new chapter.
- Due to data reporting challenges and a lack of direct-impact strategies, drowsy driving became a monitored emphasis area.
- Replacing the Unlicensed Driver chapter, the Licensing and Regulation chapter addresses best practices in licensing and potential improvements for Washington.

Target Zero Priorities

	Washington State 2015–2017	Fatalities		Serious Injuries	
		Number	% Total	Number	% Total
		1,650	100%	6,537	100%
	High Risk Behavior				
1	Impairment	958	58.1%	1,215	18.6%
1	Distraction	502	30.4%	1,933	29.6%
1	Speeding	485	29.4%	1,579	24.2%
2	Unrestrained Occupants	312	18.9%	701	10.7%
	Crash Type				
1	Lane Departures	796	48.2%	2,458	37.6%
1	Intersections	377	22.8%	2,256	34.5%
	Road Users				
1	Young Drivers 16–25	512	31.0%	2,243	34.3%
2	Pedestrians and Bicyclists	329	19.9%	1,333	20.4%
2	Motorcyclists	236	14.3%	1,209	18.5%
2	Older Drivers 70+	223	13.5%	599	9.2%
2	Heavy Trucks	178	10.8%	442	6.8%
	Other Monitored Emphasis Areas				
	Drowsy Drivers	44	2.7%	236	3.6%
	Work Zones	18	1.1%	70	1.1%
	Vehicle-Train	12	0.7%	4	0.1%
	Wildlife	8	0.5%	53	0.8%
	School Buses	4	0.2%	17	0.3%

Priority Level One

Factors occurring in **at least 25% of total fatalities** and the following **Supporting Systems and Technologies**:

- Traffic Data Systems
- EMS and Trauma Care Systems
- Evaluation and Diagnostics
- Cooperative Automated Transportation—Includes Autonomous Vehicles
- Safe Systems

Priority Level Two

Factors occurring in **less than 25% of total fatalities**.

Other Monitored Emphasis Areas

These areas are important to Target Zero but are not Priority Level One or Two. They are discussed in the following related chapters:

- Drowsy Drivers: Impairment
- Work Zones: Distraction
- Vehicle-Train: Intersections
- Wildlife: Motorcyclists
- School Buses: Heavy Trucks

Fatality and Serious Injury Trends are Generally Increasing for 2015–2017

Since the last edition of Target Zero, fatalities and serious injuries have increased across almost all Target Zero emphasis areas (see the tables on the following page comparing 2012–2014 data with 2015–2017 data). The only exception to the upward trend is speeding-involved fatalities and serious injuries, which showed slight reductions.

Serious injuries involving impairment also decreased, but under-reporting in serious injury crashes involving impairment requires that this decrease be interpreted with caution. While 90% of people who die in fatal crashes receive a toxicology screening for drugs and alcohol, far fewer people involved in a serious injury crash receive the same testing. With the significant increase in impairment-involved fatalities (26%), it is unlikely that the serious injury data represents a true decrease.

Some emphasis areas experienced significant increases compared to the previous edition of the plan. Heavy-truck-involved crashes increased the most among all Target Zero emphasis areas. Pedestrians and bicyclists, older drivers, and intersection crashes all increased more than 30% from the previous three-year reporting period.

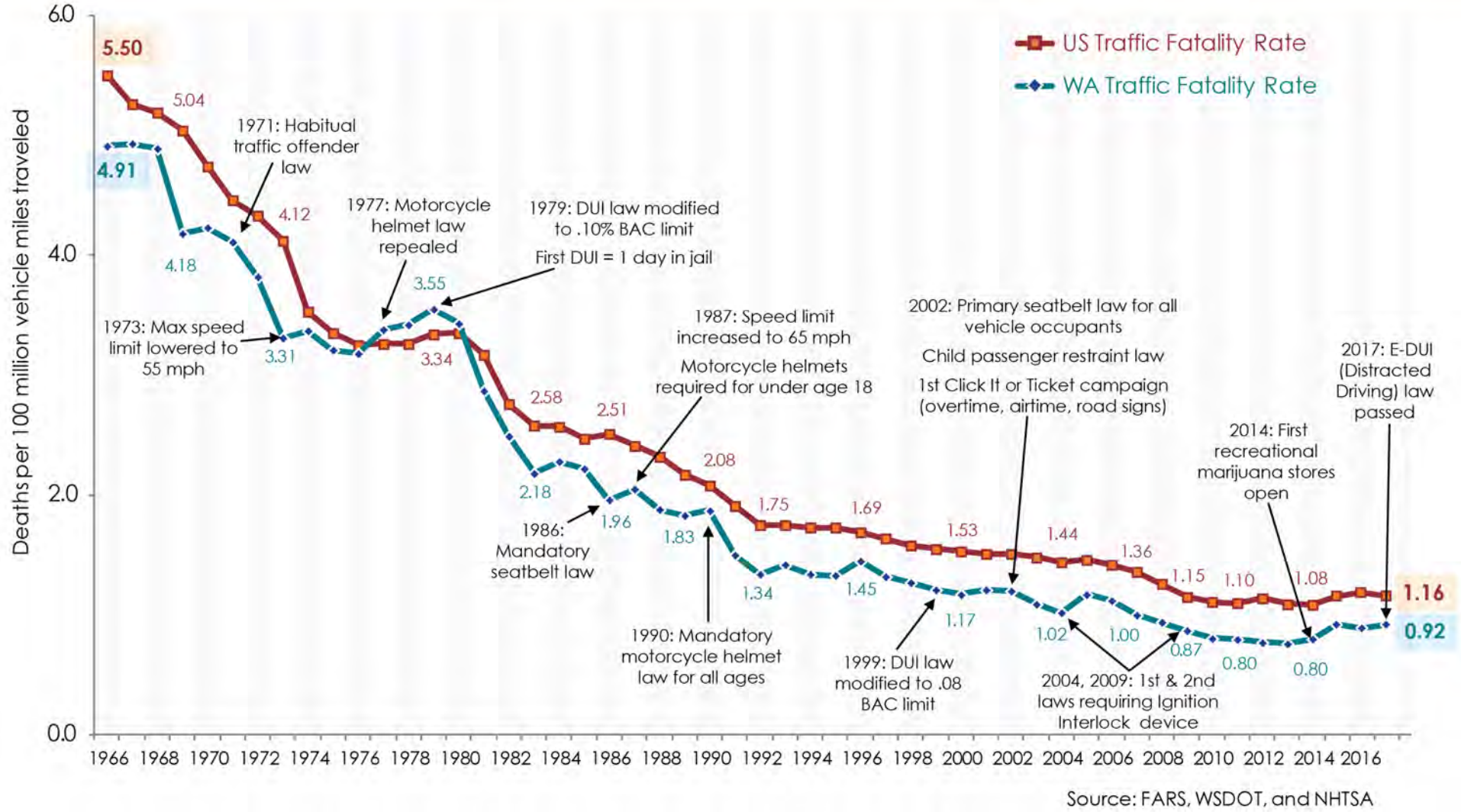
Many of the trends showed a decline for 2012–2014. However, most recent trends show the increases, and we must continue to push for implementing strategies from the plan that will have the largest effect on reducing crash potential. This will help us to achieve zero fatalities and serious injuries by 2030.

Washington State Traffic Fatalities			
	2012–2014	2015–2017	Three Year % Change
All Fatalities	**1,336**	**1,650**	**+23.5%**
Impairment	759	958	+26.2%
Distraction	395	502	+27.1%
Speeding	508	485	-4.5%
Unrestrained Occupants	296	312	+5.4%
Lane Departure	728	796	+9.3%
Intersections	276	377	+36.6%
Young Drivers 16–25	423	512	+21.0%
Pedestrians and Bicyclists	233	329	+41.2%
Motorcyclists	225	236	+4.9%
Older Drivers 70+	162	223	+37.7%
Heavy Truck	122	178	+45.9%

Washington State Traffic Serious Injuries			
	2012–2014	2015–2017	Three Year % Change
All Serious Injuries	**6,121**	**6,537**	**+6.8%**
Impairment	1,365	1,215	-11.0%
Distraction	1,403	1,933	N/A*
Speeding	1,622	1,579	-2.7%
Unrestrained Occupants	627	701	+11.8%
Lane Departure	2,234	2,458	+5.8%
Intersections	2,118	2,256	+6.5%
Young Drivers 16–25	2,057	2,243	+9.0%
Pedestrians and Bicyclists	1,165	1,333	+11.1%
Motorcyclists	1,165	1,209	+3.8%
Older Drivers 70+	524	599	+14.3%
Heavy Truck	326	442	+35.6%

*Due to a coding change in 2013, we cannot calculate percent change with 2012 data included for distraction.

Traffic Fatality Rates
US and Washington State 1966–2017
By Year and Major Traffic Safety Laws



Source: FARS, WSDOT, and NHTSA

Tribes and Target Zero

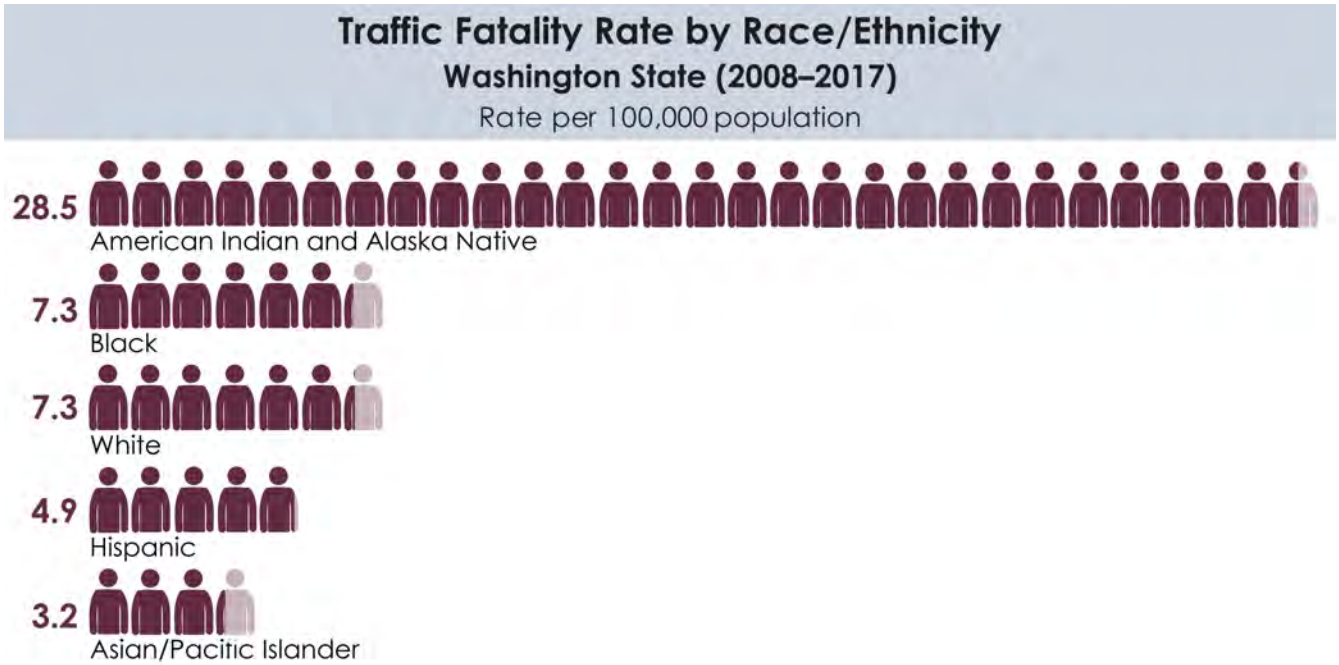
From 2015–2017, 89 American Indians and Alaskan Natives (AIANs) died in traffic crashes in Washington State, including both reservation and non-reservation roadways. Using data from 2008–2017, which represents 257 AIAN traffic deaths, the AIAN traffic fatality rate is 28.5 deaths per 100,000 people in the population. This rate is almost four times higher than the rate for the next highest race/ethnicity. The AIAN fatality and serious injury rates increased across most priority areas.

In addition to calculating death rates based on race/ethnicity, the tribal traffic safety community and partners also analyzed fatal and serious crash events occurring on reservations. From 2015–2017:

- There were 99 fatalities occurring on reservations, a 50% increase from 66 in 2014–2016. Of the 99 fatalities, 44 (44%) were AIAN deaths.
- There were 183 serious injuries on reservation roads, representing an increase of 6.4%. Since race/ethnicity information is gathered from death certificates, it is unknown how many of the serious injuries were AIANs.
- Most notably, the number of pedestrians and bicyclists killed on reservation lands increased by a staggering 360% from 2012–2014 to 2015–2017, from five to 23.
- Pedestrians or bicyclists seriously injured on reservation lands increased 86%.

Overview

There are 29 federally-recognized tribes in Washington State, and each one is a sovereign government. Through the Centennial Accord, the state of Washington and tribes have formally committed to working together on a government-to-government basis to address a number of common problems, including traffic safety issues. Tribes play a vital role in traffic safety outcomes and are active partners with other agencies in addressing the goals identified in the Target Zero plan. Tribal members served on the Project Team and Target Zero Steering Committee for the 2019 plan, and were involved in developing and reviewing the content of this chapter.



American Indian and Alaskan Natives have higher death rates involving high risk behaviors than other races. For example, the rate of AIAN unrestrained vehicle occupant deaths per 100,000 population is more than eight times higher than other races combined.

Transportation planning and engineering, as well as the human factors of traffic safety on tribal lands, are important areas of focus in our state. Reservations in Washington often include a mix of tribal, state, county, city, and Bureau of Indian Affairs (BIA) roads, which creates jurisdictional complexities with law enforcement, Emergency Medical Services (EMS), crash reporting, road maintenance, and capital safety projects. Additionally, many tribes in the state hold properties that are non-contiguous to their reservations, which provide vital services to their communities.

To address this complex mix of jurisdictions and experts, tribes have multiple forums that meet regularly for transportation and traffic safety issues. The Tribal Traffic Safety Advisory Board (TTSAB) is dedicated to tribal traffic safety issues. The board meets every other month to discuss tribal traffic safety concerns and partnership opportunities, and to implement projects identified through its strategic planning. Its members include tribal leaders, planners, law enforcement, and representatives from the Washington Traffic Safety Commission (WTSC) and the Washington State Department of Transportation (WSDOT).

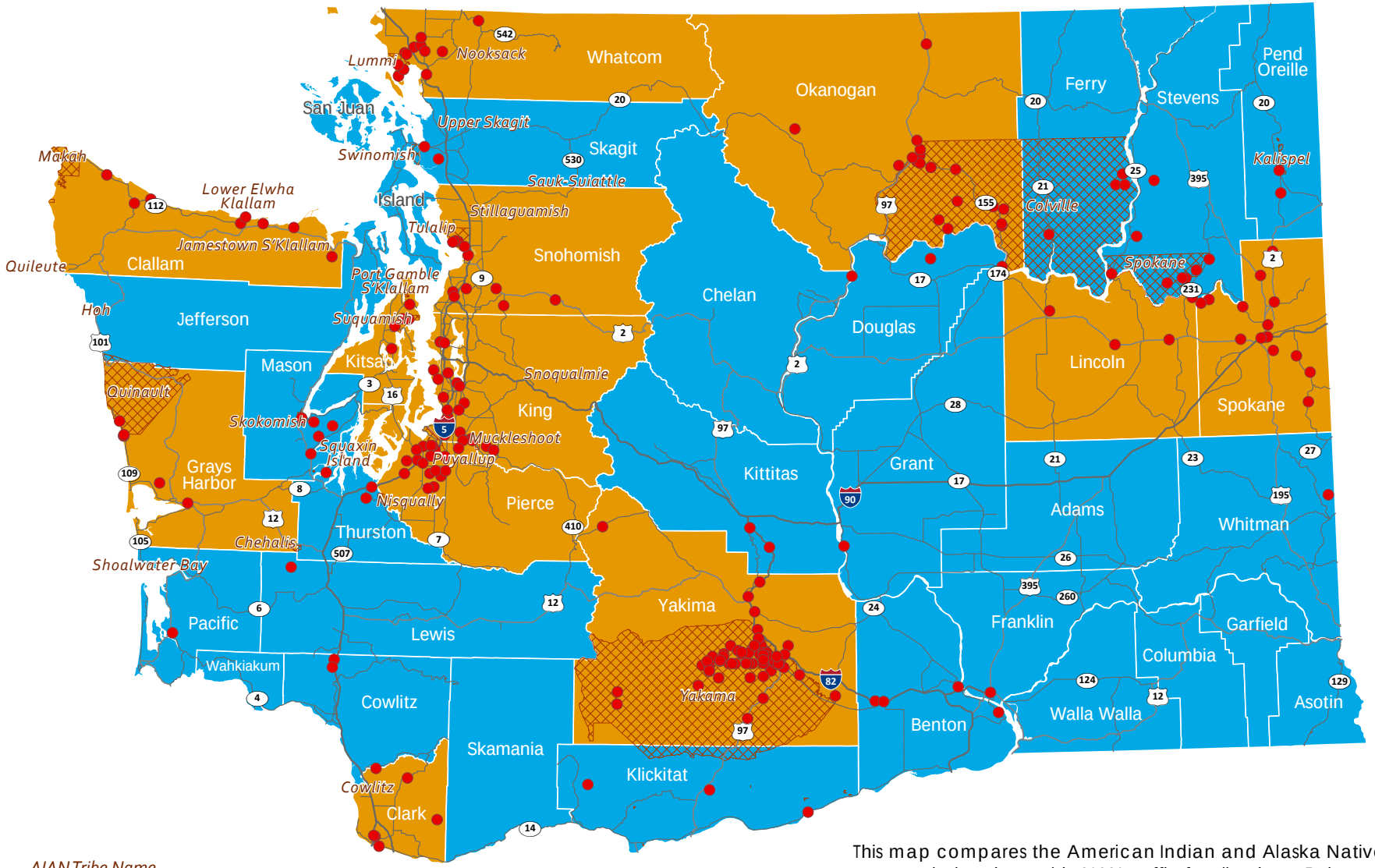
Other, more general forums that occasionally address tribal traffic safety issues include:

- Washington Indian Transportation Policy Advisory Committee (WITPAC)
- Tribal Transportation Planning Organization (TTPO)
- The Northwest Association of Tribal Law Enforcement Officers (NATEO)
- Small Urban and Rural Transit Center on Mobility (SURTCOM)

Fatalities and Serious Injuries on Reservations

WSDOT, in partnership with BIA, used U.S. Census data to include reservation boundaries in its data collection and reporting program. Of the 89 AIAN crash deaths from 2015–2017, 44 (49%) occurred on reservations. Target Zero partners suspect that this number is underreported due to gaps in data sharing between Washington State and tribes. Additionally, several tribal representatives have shared that the number of fatalities and serious injuries occurring on their reservations in the recent past exceeded what has been reported to the state.

Overrepresentation of American Indian and Alaskan Native Traffic Fatalities in Washington State Counties



This map compares the American Indian and Alaska Native census population data with AIAN traffic fatality data. Points on the map are AIAN traffic fatalities from crashes 2008 - 2017 inclusive. Anecdotally, underreporting of traffic crashes is significant in some regions and time periods, creating an incomplete picture.

The table below shows the overrepresentation of AIAN fatalities by county. These counties reflect a higher AIAN proportion of traffic fatalities compared to the proportion of AIANs in the population.

County	% AIAN Population	% AIAN Fatalities
Clallam	4.7%	11.9%
Clark	0.7%	2.8%
Grays Harbor	4.2%	9.0%
King	0.6%	2.3%
Kitsap	1.4%	4.1%
Lincoln	1.5%	13.9%
Okanogan	10.6%	22.6%
Pierce	1.2%	3.4%
Snohomish	1.2%	3.3%
Spokane	1.4%	4.8%
Whatcom	2.5%	7.9%
Yakima	3.7%	25.2%

Health Equity and AIANs

The map on the previous page illustrates where AIAN fatalities are overrepresented based on the AIAN population for the county where the fatality occurred (based on 2008-2017 Office of Financial Management [OFM] population data and FARS fatalities for Native Americans 2008–2017). This map blends both data sources available to Washington State: race/ethnicity from death certificates and the locations where fatal AIAN crashes occur.

Data Challenges: How Different Data Sources Tell Different Stories

Target Zero partners used three data sets in order to tell the most complete story possible about AIAN traffic fatalities and serious injuries in Washington:

- **Statewide fatality rates for AIANs.** Data are based on ethnicity derived from state death certificates, which provide traffic fatality data for the entire state of Washington, regardless of jurisdiction. The data are captured using the Fatality Analysis Reporting System (FARS).
- **On-reservation fatalities.** Data are captured by focusing on crashes occurring on roadways located within reservation boundaries. The dataset includes all recorded fatalities and serious injuries occurring on these lands, regardless of the race/ethnicity of the people involved.
- **Fatality proportion compared to population proportion.** Population data estimates of race/ethnicity are produced by the U.S. Census Bureau.

Data gaps continue to exist, and in some cases data sources tell a conflicting story. Pedestrian fatalities are a prime example. Fatality information that considers ethnicity based on death certificates from crashes occurring both on and off reservations is in alignment with national data and anecdotal information from tribal representatives: pedestrian safety is a significant issue among AIAN people. That data source shows that the pedestrian fatality rates are six times higher for AIANs than non-AIANs.

However, crash information that considers the location of crashes on reservations, regardless of ethnicity, indicates that pedestrian safety is a lower priority. Pedestrian fatalities occurring on reservation lands comprised just 7.8% (22) of the statewide pedestrian fatalities (283). Target Zero partners believe that this demonstrates significant underreporting of fatalities and serious injuries occurring on non-state roadways within reservations. This interpretation (underreporting) is in

How Target Zero Determines Tribal Priorities

To focus efforts on eliminating fatalities and serious injuries on our state's roadways, Target Zero partners grouped the primary factors found in statewide fatal and serious traffic crashes into priority levels one and two. The levels are based on the percentage of traffic fatalities and serious injuries associated with each factor in 2015–2017. This chapter looks at just the subset of data that includes reservation roads in order to set tribal Target Zero priorities. It uses the same cut-off points for priority levels as the statewide figures do.

Priority level one includes the factors associated with the largest number of fatalities or serious injuries occurring on reservations. Each of these factors was involved in at least 25% of traffic fatalities or serious injuries occurring on reservations.

Priority level two factors, while frequent, are not as common as priority level one factors. Level two factors occur in less than 25% of the total fatalities or serious injuries.

alignment with information from WSDOT on the identity of reporting law enforcement agencies.

Based on this analysis and diagnosis, Target Zero partners believe that pedestrian safety is a significant issue for AIANs in Washington, both on- and off-reservation. The number of pedestrian and bicyclist fatalities occurring on reservations over the past three years increased by a staggering 360%. Despite the rural character of many reservations, a high percentage of the residents walk, bicycle, and use other non-motorized transportation.

Unfortunately, several factors on reservation roads can create unsafe conditions and contribute to the disproportionate fatality rates:

- Minimal availability of transit services
- Lack of sidewalks, crosswalks, and street lights
- High speeds
- Lack of enforcement due to staffing and geography

Many of the tribal categories end up in the same priority level as the overall population. However, major differences between tribal Target Zero priorities and overall Target Zero priorities include:

- Unrestrained occupants are a Priority One instead of Priority Two.
- Higher rate of impairment (72% vs 58%).
- Significant increase in pedestrian and bicyclist fatalities (23 in 2015–2017, compared to five in 2012–2014).

Tribal Target Zero Priorities

Given the disproportionately high rate of AIAN fatalities in Washington, it's important that the priorities in Target Zero are tailored to meet tribal needs. Several tribes throughout Washington State received funding under the federal Tribal Transportation Program in Moving Ahead for Progress in the 21st Century (MAP-21) and the FAST Act to develop their own traffic safety plans for their reservations. The unique priorities of individual tribes are reflected in those plans. Based on fatalities and serious injuries that have occurred on reservation roads statewide, the overall tribal priorities are as follows:

Fatalities and Serious Injuries Occurring on Reservation Roads 2015–2017	Fatalities			Serious Injuries		
	Number	% of Total	% of this emphasis area for fatalities on all roads	Number	% of Total	% of this emphasis area for serious injuries on all roads
Priority Level One						
Impairment	71	71.7%	58.1%	52	28.4%	18.6%
Lane Departure	49	49.5%	48.2%	75	41.0%	37.6%
Unrestrained Occupants	29	29.3%	18.9%	31	16.9%	10.7%
Young Drivers 16–25	26	26.3%	31.0%	60	32.8%	34.3%
Distraction	24	24.2%	30.4%	48	26.2%	29.6%
Speeding	23	23.2%	29.4%	46	25.1%	24.2%
Intersections	21	21.2%	22.8%	57	31.1%	34.5%
Priority Level Two						
Pedestrians and Bicyclists	23	23.2%	19.9%	39	21.3%	20.4%
Heavy Trucks	13	13.1%	10.8%	13	7.1%	6.8%
Older Drivers 70+	7	7.1%	13.5%	15	8.2%	9.2%
Motorcyclists	5	5.1%	14.3%	25	13.7%	18.5%
TOTAL	**99**	**100%**	100%	**183**	**100.0%**	100%

Colville Tribal Traffic Safety Coordinator

A major success for tribes and Target Zero over the past three years has been the Confederated Tribes of the Colville Reservations' Tribal Traffic Safety Coordinator position. The Colville Tribe was awarded the contracted position from the WTSC in 2017 and filled the position in 2018. This highly-successful role can serve as a model for other Washington State tribes in effective traffic safety practices.

The first major achievement of the coordinator was updating, compiling, and mapping the Colville Tribes' data. The grant coordinator compiled the fatality information from 2007–2015 to re-justify the coordinator position based upon an alarming uptick in 2015 of crash fatalities, including individuals who failed to wear seat belts.

The coordinator compiled fatality data and incorporated serious injury data as well. In addition, the coordinator:

- Searched Washington State Patrol (WSP) and FARS data for complete information where local records were missing information and to check for duplication or errors in the records.
- Worked with the Tribe's Resource Inventory Analysis (RIA) program in ArcGIS to map crash locations on the Colville Reservation. The coordinator drove out to each location and mapped them individually to confirm accuracy.
- Generated maps for a variety of purposes. The data and mapping has already been used to discuss desired road changes along SR 155 with WSDOT partners.

The coordinator also supported more in-depth research for the Tribe. Two data assessments during the grant have revealed data achievements and future areas for growth. The University of Washington's Star Lab also completed a research permit with the Tribe and hopes to create a tool that can ease and streamline the data collection process for tribes. There is also an identified gap in EMS data gathering and analysis that should be addressed in future grants and projects, as well as creating data share agreements between neighboring local EMS and police agencies.

Traffic Safety Culture: Tribes

Relevant traffic safety culture change education strategies should be based on the values, beliefs, and attitudes of an individual tribe's members. These strategies should seek to grow the positive traffic safety culture already found in the majority of tribal members.

The coordinator also worked with Eastern Washington University to arrange and conduct eight focus groups and surveys across the four districts of the reservation. While focus groups are not generally used to develop statistical profiles, it was clear from these groups that there were vastly different attitudes toward seat belt use while on the reservation as opposed to being off the reservation. The Tribe used the information from the focus groups to develop messaging about seat belt usage in Spring 2019.

The grant also funded community booths for public education. These booths were used to share educational materials, make presentations, and support child passenger safety events.

Another major feature of the grant was relationship-building, including making connections with:

- Okanogan County Community Coalition
- Confederated Tribes Police Department
- LifeLine Ambulance in Omak
- Local media, including the Tribal Tribune

Finally, the coordinator worked with administrative staff to send out tribal email broadcasts of current traffic safety campaigns and safety tips for the public. The Traffic Safety Program now has its own webpage and Facebook page. Current information is posted to the Tribe's website at https://www.cct-psd.com/about-traffic-safety. The Facebook page is also linked within the Tribal Traffic Safety section of the Public Safety webpage.

The Muckleshoot Indian Tribe Traffic Safety Program

The Muckleshoot Indian Tribe (MIT) Traffic Safety Program officially launched in October of 2017. The Traffic Safety Program is funded by both the WTSC's TTSAB and the MIT.

The program is a coalition of several tribal and local partners who are committed to traffic safety on Muckleshoot roads. Committee members include MIT-DOT staff, The City of Auburn DOT staff, The Muckleshoot Tribal School staff, Muckleshoot Youth, Muckleshoot Elders, The Muckleshoot Fire Chief, King County Sheriff's Office, and The City of Auburn Police Department.

The Traffic Safety Program provides outreach and education to the community by attending all community events. Since launch, program staff have held monthly Traffic Safety Committee meetings with participants ranging from age 12 to 70. In addition, that program provides presentations to tribal elders, high school, middle school, and elementary students, the Muckleshoot Early Learning Academy, Tribal Council, and the General Council.

The highlights of the Muckleshoot's Traffic Safety Program include:

- Awarded the Federal Highways Safety Grant for a pedestrian path along SR 164 from 416th to Academy Drive.
- Completed the MIT's first Road Safety Audit (RSA) along with representatives from FHWA, Bureau of Indian Affairs, MIT-DOT staff, City of Auburn staff, WSDOT staff, and representatives from the TTSAB. The RSA deemed SR 164 to be a safety corridor.
- Awarded the BIA Indian Highway Safety Program Grant for Child Passenger Safety. With the funds from this grant, the Tribe provided their community with 250 car seats and completed over 100 car seat checks. Because of the success of the program, the MIT has agreed to fund the program moving forward.
- Awarded a Federal Transit Administration grant that funds part of the Tribe's Traffic Safety Program personnel, such as traffic safety officers and the Traffic Safety Committee.
- The MIT's Director of the Department of Transportation was asked to speak at the Centennial Accord to all tribal councils represented and to Governor Inslee regarding Traffic Safety data and disparities among Washington State's AIAN people.
- The Transportation Department Manager worked diligently to offer a Child Passenger Safety Class on the Muckleshoot Reservation. The MIT funded the course and certified 12 people.
- Over 350 surveys have been collected in regard to traffic safety on the reservation. The number one priority for the majority of tribal members is the integration of pedestrian paths along the reservation roads, in housing villages, and along SR 164.

Strategies for Reducing Fatalities and Serious Injuries on Tribal Reservations (TRB)		
Objective	Strategies	Implementation Areas
TRB.1. Improve collection and analysis of crash data.	TRB.1.1. Tribes are encouraged to conduct a traffic records assessment to ensure that methods being used to collect, share, and analyze crash data are providing optimal benefit to the tribe. Traffic records assessments can also be an effective tool to establish communication with state and local safety partners. (R, FHWA)	Evaluation, Leadership
	TRB.1.2. Tribes are encouraged to develop transportation safety plans based on an analysis of the available safety data. (R, FHWA)	Evaluation, Leadership
	TRB.1.3. Conduct a systemic safety study of roadway departure crashes to prioritize low cost strategies that mitigate the consequences of leaving the roadway. (R, FHWA)	Engineering
TRB.2. Improve emergency services response.	TRB.2.1. Improve the timeliness of response to emergencies by training tribal employees in CPR, First Aid, and basic lifesaving skills. (U)	EMS
TRB.3. Keep vehicles on the roadway.	TRB.3.1. Install chevron signs, curve warning signs, and/or sequential flashing beacons in curves. (P, CMF)	Engineering
	TRB.3.2. Improve pavement friction using high friction surface treatments. (P, CMF)	Engineering
	TRB.3.3. Install center and/or edge line rumble strips. (P, CMF)	Engineering
	TRB.3.4. Provide or widen shoulders. (R, CMF)	Engineering
	TRB.3.5. Install post mounted delineators. (R, CMF)	Engineering
	TRB.3.6. Install edge lines, especially on curves. (R, FHWA)	Engineering
	TRB.3.7. Ensure visibility of signs at night by implementing a sign management method recommended in the Manual on Uniform Traffic Control Devices (MUTCD). (R, FHWA)	Engineering
TRB.4. Minimize crash severity.	TRB.4.1. Install roadside safety hardware such as guardrail, cable barrier, or concrete barrier. (P, CMF)	Engineering
	TRB.4.2. Update guardrail that does not meet a recent crashworthiness standard such as MASH or NCHRP Report 350. (R, FHWA)	Engineering
	TRB.4.3. Install delineation on fixed objects that cannot be removed from the clear zone, such as guardrails and other roadside hardware. (U)	Engineering
P: Proven R: Recommended U: Unknown		

Strategies for Reducing Fatalities and Serious Injuries on Tribal Reservations (TRB)		
Objective	Strategies	Implementation Areas
TRB.5. Increase use of child passenger safety systems.	TRB.5.1. Enact and strengthen laws that require children riding in motor vehicles to be restrained in appropriate and approved child passenger safety systems based on their age, height, and weight. (P, CTW)	Leadership
	TRB.5.2. Provide approved child passenger safety systems to parents and caregivers, combined with scheduled locations and dates/times for inspections of child passenger safety system installation and education that instructs parents and caregivers installation. (R, CTW)	Education
	TRB.5.3. Conduct community-wide Information and Enhanced Enforcement Campaigns based on beliefs, attitudes and behaviors of tribal members that include mass media, information and publicity, child passenger safety system displays, and other targeted strategies such as checkpoints, dedicated law enforcement officials, or alternative penalties. (R, CDC)	Education
	TRB.5.4. Provide incentive and education programs that offer parents, caregivers, and/or children rewards for properly using child passenger safety systems, and education that varies in content, duration, intensity, and delivery methods. (R, CDC)	Education
TRB.6. Increase use of seat belts.	TRB.6.1. Enact or strengthen seat belt laws that require motor vehicle occupants to wear seat belts. This works best if it covers all drivers on the reservation, regardless of destination, but an incremental strategy is for tribes to mandate use of seat belts by tribal employees when they are using tribal vehicles or when using other vehicles for tribal business. (P, CTW)	Leadership
	TRB.6.2. Enact primary (vs. secondary) seat belt enforcement laws for all seating positions. Primary enforcement laws allow police to stop motorists because someone in the vehicle is unbelted. (P, CTW)	Leadership
	TRB.6.3. Conduct enhanced seat belt enforcement that includes publicity, increased citations, and increased the number of officers on patrol. (P, CTW)	Enforcement
	TRB.6.4. Conduct sustained education programs based on beliefs, attitudes and behaviors of tribal members that educate drivers about the importance of seat belts and use of seat belts during all trips with varying content, duration, intensity, and delivery methods. (R, FHWA)	Education
P: Proven R: Recommended U: Unknown		

Strategies for Reducing Fatalities and Serious Injuries on Tribal Reservations (TRB)		
Objective	Strategies	Implementation Areas
TRB.7. Decrease use of cellular phones and other devices by drivers.	TRB.7.1. Enact or strengthen laws prohibiting use of electronic devices while driving. This works best if it covers all drivers on the reservation but an incremental strategy is for tribes to prohibit electronic device use while driving tribal vehicles or while driving other vehicles on tribal business. (U)	Leadership
	TRB.7.2. Develop a policy for tribal employees prohibiting participation in teleconferences while driving. (U)	Leadership
TRB.8. Reduce impaired driving.	TRB.8.1. Enact laws that make it illegal for a driver's BAC to reach or exceed 0.08% (0.08 g/dL) for drivers aged 21 years and older. (P, Meta)	Leadership
	TRB.8.2. Enact Minimum Legal Drinking Age (MLDA) laws. MLDA laws specify an age below which the purchase or public consumption of alcoholic beverages is illegal (21 years of age). (P, Meta)	Leadership
	TRB.8.3. Enact laws setting lower BAC limits for young or inexperienced drivers. These laws set a lower illegal BAC (for example, 0.02% or lower) for young or inexperienced drivers under the age of 21 (the minimum legal drinking age in the U.S.) than for older or more experienced drivers. (P, Meta)	Enforcement, Leadership
	TRB.8.4. Conduct publicized sobriety checkpoint programs that involve high visibility enforcement conducted by law enforcement stopping drivers systematically to assess alcohol impairment. (P, CTW)	Enforcement
	TRB.8.5. Require ignition interlocks for DUI offenders. Ignition interlocks are devices that are installed in motor vehicles mandated by a court system to prevent operation of the vehicle by a driver who has a BAC above a specified level (usually 0.02%). (P, CTW)	Enforcement, Leadership
	TRB.8.6. Develop multicomponent interventions with community mobilization that can include components such as sobriety checkpoints, training in responsible beverage service, education, and awareness-raising efforts, and limiting access to alcohol. (R, FHWA)	Education, Enforcement, Leadership
	TRB.8.7. Conduct public education campaigns based on the beliefs and norms of the tribe to educate individuals to avoid drinking and driving. (R, FHWA)	Education
	TRB.8.8. Develop school-based instructional programs that address the problem of riding with alcohol- and other drug-impaired drivers or driving impaired. To increase the effectiveness of this strategy, these programs should be peer-developed and led and include parental involvement. (U)	Education, Leadership
P: Proven R: Recommended U: Unknown		

Strategies for Reducing Fatalities and Serious Injuries on Tribal Reservations (TRB)		
Objective	Strategies	Implementation Areas
TRB.9. Support tribal law enforcement.	TRB.9.1. Encourage purchase of current and appropriate equipment by tribal law enforcement. (R, FHWA)	Enforcement
	TRB.9.2. Encourage participation by tribal law enforcement agencies in professional and continuing education and training. (R, FHWA)	Enforcement
TRB.10. Reduce fatalities and serious injuries for pedestrians, bicyclists, and other active transportation users.	TRB.10.1. Create public education campaigns for both motorists and active transportation users regarding pedestrian and bicyclist safety to promote the health and welfare of tribal members, especially children. (P, NCHRP)	Education
	TRB.10.2. Create tribal ordinances to reduce speed limits in reservation towns and villages and enforce speed limits aggressively. Partner with state, county, and city governments to reduce speed limits on other jurisdiction's roads that travel through reservation lands and enforce speed limits aggressively. (R, CTW)	Enforcement, Engineering
	TRB.10.3. In partnership with state and federal partners, create active transportation plans that are used to prioritize education, enforcement, and roadway improvements, maintenance, and construction. (U)	Education, Enforcement, Engineering, Leadership
	TRB.10.4. Conduct systematic safety studies of crashes that result in fatal or serious injury to pedestrians, bicyclists, or other active transportation users of Native American descent or occurring on reservation lands. (R, FHWA)	Evaluation
	TRB.10.5. Include reservation lands in statewide roadway inventories. Comprehensive information regarding tribal jurisdiction roadways should include context, traffic controls, sidewalks, crossings, connections with trail systems, and posted and travel speeds. (R, FHWA)	Engineering, Evaluation
	TRB.10.6. Invest in and construct roadway reconfigurations, roundabouts and other recommended FHWA safety countermeasures specific to pedestrian and bicyclist safety. (R, FHWA)	Engineering
	TRB.10.7. Increase use of automated speed enforcement, especially in school walk areas. (P, CTW)	Enforcement
P: Proven R: Recommended U: Unknown		

For a complete list of statewide strategies, refer to the other chapters in Target Zero.

Traffic Safety Culture

When Washington adopted the Target Zero goal in 2000, our traffic safety partners recognized that the only acceptable number of deaths and serious injuries on our roadways is zero. A 2018 survey showed that most Washingtonians agree: 74% responded that the only acceptable number of deaths and serious injuries on our roadways is zero.

We all depend on our ability to get to school, work, grocery stores, and doctor appointments. Our roads bring families together, connect friends, and allow us to enjoy entertainment. The cost of getting from one place to another should never be death or a life-changing injury. It makes sense. After all, we are all in this together.

However, we are far from zero.

From 2015 to 2017, just three years, 1,650 people were killed and 6,537 were seriously injured while using Washington roads.

The costs are tremendous. The estimated economic and social costs of those three years of crashes are more than $3.3 billion.

Current policies and strategies have made a big difference. In 1967 the state experienced 4.9 deaths for every 100 million miles traveled. By 2016, the rate had dropped by 0.88. If the fatality rate continued at 4.9, there would have been 2,982 traffic deaths in 2016, 5.5 times more deaths than we actually had in 2016.

To get to zero, traffic safety professionals must take the lead in exploring new and innovative ways to improve traffic safety performance. In this spirit, Washington joined with 15 other states on a cooperative effort called the Traffic Safety Culture Pooled Fund Program. With the funding, the Montana Center for Health and Safety Culture (CHSC) developed a primer that defines traffic safety culture and explains how culture influences people who use our roadways.

Traffic Safety Culture Definition

A traffic safety culture is the shared belief system of a group of people that influences road use behavior and stakeholder actions that impact traffic safety.

This study explored our traffic safety beliefs. What behaviors are and are not acceptable on our roadways? By identifying those beliefs and working to change them in our culture, Target Zero partners can address the root cause of many fatal and serious injury crashes: risky behaviors on the part of a few that make the roadways more dangerous for all of us.

Washington's Current Traffic Safety Culture

In Washington, we have many indicators of a strong traffic safety culture:

- Our seat belt use rate is one of the best in the nation at 93%.
- Most people (78%) do not drive after drinking.
- Most people (85%) do not drive after using cannabis.
- Most drivers (91%) keep their focus on the road.

These are proactive traffic safety behaviors, deliberate choices most of us make every day that show a commitment to a safe roadway transportation system.

Improving our Traffic Safety Culture

We can leverage this large group of people making safe choices by integrating efforts to grow our traffic safety culture into existing programs and influence the smaller group of Washingtonians who are engaged in risky road user behaviors.

To accomplish this, we must seek allies who can influence those risky road users. Think of all the people and spaces surrounding an individual: family members, friends, teachers, coaches, co-workers, bosses, health professionals, law enforcement officers, community leaders, and legislators. Each contact helps to shape an individual's beliefs and attitudes. And each can influence an individual's intention and willingness to engage in the desired behavior.

In Washington, we are building proactive traffic safety culture strategies to reduce high risk driver behavior categories such as impaired driving, distracted driving, and unrestrained passengers. These include:

- Developing research methods to gather accurate data about beliefs and attitudes of Washingtonians, and using that information to understand how those beliefs and attitudes influence behaviors.
- Developing a shared language and understanding about traffic safety culture among Washington Traffic Safety Commission (WTSC) staff, Target Zero Managers, and Target Zero partners.
- Changing the way we talk about traffic safety to grow our existing positive traffic safety culture.
- Forming new partnerships to reinforce pro-active traffic safety rules within families, schools, businesses, agencies, and governments.

What would it look like if leaders, organizations, and people across Washington shared a strong positive traffic safety culture?

It might look like drivers being fully engaged in the driving task: obeying speed limits and taking extra care around people who walk or bike. It might look like wearing a seat belt and reminding others to wear one, too.

Getting to zero will require more than just focusing on drivers. It could include families talking about traffic safety and creating family rules. Schools would be promoting traffic safety in health classes. Driver education classes would integrate innovative curriculum changes. Workplaces would be establishing policies and providing training to employees to establish strong traffic safety practices.

More healthcare providers would be talking to patients about child car seats and how to use medications appropriately to avoid increasing crash risk.

Community leaders and elected officials would advocate for and pass laws to reduce risky driving behaviors. They could make sure evidence-based programs are used with those who violate the law so it doesn't happen again.

Traffic safety professionals from tribal, local, state, and federal traffic safety agencies can take the lead to promote growing a positive traffic safety culture. These leaders can help communities form and sustain effective coalitions and partnerships to support the goal of zero fatalities and serious injuries on our roads.

These agencies can provide tools and resources to communities, workplaces, and families to help them create a positive traffic safety culture. They can invest in developing innovative new strategies.

Pooled Fund Research Program, Montana Department of Transportation in partnership with the Center for Health and Safety Culture (CHSC, Montana State University)

Positive Social Norms for Traffic Safety

Many people mistakenly believe that risky behaviors are more widespread than they actually are. They mistake these risky behaviors for being the norm, when in fact they are not. For instance, most people in Washington (78%) do not drive after drinking. By framing the facts as a positive — 78% do not engage in risky behavior — as opposed to a negative — 22% do engage in it — members of the culture begin to see what the actual norm is.

Throughout the plan, readers will see boxes highlighting suggestions for making specific cultural changes for certain types of behaviors or roadway users, such as impairment, distraction, or motorcyclists. Included in this chapter is also a list of more general examples for encouraging traffic safety culture change.

Readers are encouraged to consider culture change as a new and powerful approach to traffic safety, and to employ cultural change strategies along with the more traditional educational strategies. For an example of a culture-oriented educational campaign, please see the Driving Under the Influence of Cannabis and Alcohol (DUICA) at https://www.wtscpartners.com/culture. Future materials will become available on the CHSC website at https://chsculture.org/

Examples of Proactive Traffic Safety Behavior for Distracted Driving

Individuals:

- Follow the law: no cell phone use while driving.
- Go beyond the law: no hands-free cell phone use while driving.
- Encourage others to put their phone away while driving.
- Avoid conversations or conference calls with people who are driving.
- Conduct a self-assessment of all driving distractions.
- Challenge themselves to maintain focus on the driving task.
- Practice safe walking skills by keeping eyes on traffic.

Family:

- Talk about and make rules about cell phone use and other distractions while driving.
- Promote and support distracted driving rules at schools and in workplaces.
- Avoid calling family members while they are driving.

Schools:

- Grade school: Teach students to speak up to remind drivers to keep their focus on driving.
- High school: Encourage student-led projects that clarify norms about distracted driving and asking other drivers to focus on their driving; encourage students not to call their friends while they are driving.
- Clarify school district policies about distracted driving such as impacts to extracurricular activities for distracted driving tickets.

Driver Education Classes :

- Teach focused driving and narrative driving skills.
- Teach concepts such as inattention blindness.
- Teach distracted driving law and best practices that go beyond the law.
- Promote family rules about distracted driving.

Workplaces:

- Implement and discuss model distracted driving policies.
- Clarify and discuss workplace norms about distracted driving.
- Establish clear expectations for non-driving staff about calling colleagues who are driving.
- Establish clear expectations about the role of passengers and others to speak up if they are concerned about a driver's engagement.
- Promote workplace rules about distracted driving.

Law Enforcement:

- Consistently enforce distracted driving laws.
- Participate in statewide distracted driving campaigns by enforcing distracted driving laws and conducting educational outreach.
- Establish policies about law enforcement cell phone use.
- Train law enforcement officers using Training, Research, and Education for Driving Safety (TREDS) distracted driving training.

Traffic Safety Leaders:

- Develop shared language and understanding among traffic safety professionals about proactive strategies to reduce distracted driving.
- Train others about proactive strategies to reduce distracted driving behaviors.
- Develop initiatives that support proactive behaviors to reduce distracted driving among individuals, families, schools, driver's education classes, workplaces, law enforcement, government and tribal leaders.
- Develop research methods to gather accurate data about beliefs and attitudes of Washingtonians about distracted driving and use that information to grow a shared understanding about how those beliefs and attitudes drive proactive behaviors.
- Develop a shared language and understanding about distracted driving traffic safety culture among staff, Target Zero Managers, and our partners.
- Build tool kits to help others talk about ways to grow a positive traffic safety culture and prevent distracted driving.
- Grow relationships with schools and workplaces and form new partnerships to reinforce proactive distracted driving traffic safety rules.

Government Leaders:

- Leverage your powerful voice to promote Washington's positive traffic safety culture.
- Maintain Washington's strong distracted driving laws.
- Advocate for strong workplace policies and programs in public agencies.
- Promote strong workplace policies and programs in private workplaces.

Tribal Leaders:

- Prohibit cell phone use for employees driving tribal-owned vehicles.
- Discuss distracted driving through tribal communication channels.
- Establish a tribal ordinance prohibiting driver cell phone use on tribal lands.

Communications and Messaging

Approaches to traffic safety communications and messaging are evolving in Washington. Continual changes in traffic safety behaviors require an increased understanding of community norms around driving behaviors and the mechanisms necessary to positively change them.

Telling the Real Story

Traffic safety advocates have worked for years to raise awareness about the deadly consequences of high risk driving behaviors. However, if we only focus on the risky behavior, we lead our audiences to believe those risky behaviors are more widespread than they actually are. They mistake these risky behaviors for being the norm, when in fact they are not. When we design these messages we want to tell the real story. This means discussing the risky behavior, acknowledging that most people do not engage in the behavior, and promoting the proactive safety behaviors that lower crash risks.

For example, a high school program that uses violent car crash scenes can lead to individual trauma and hopelessness. When students actors "die in a car crash" the dead student becomes the hero of the story. Calling on a student to "die" every 48 minutes distorts a national statistic by applying it to the population of a single high school.

Instead, tell the real story. In Yakima in 2017, 47 people were killed in traffic crashes:

- Impaired driving was the leading cause of fatal crashes (25).
- Speeding and unrestrained occupants were the second most common factors (10 each).
- Distracted driving was the third most common factor (nine).
- Three 16–17 year olds were seriously injured and none were killed in traffic crashes.

The real story also lets the audience know that most people do not engage in these behaviors. Ninety-four percent of Yakima drivers buckle up. Seventy-eight percent of adults in Washington do not drive after drinking. Ninety-one percent keep their focus on the road.

The real story highlights students and adults who take actions that reduce the risk of traffic injury, such as always wearing their seat belt, driving the speed limit, focusing on driving tasks, or riding only with sober drivers.

Word Choices

Language shapes our understanding of transportation. The vocabulary used in discussions about traffic safety affects how people view necessary improvements to the transportation system. Language changes can create clearer and more accurate communications in relation to Target Zero initiatives. For example, use of the word "accident" to describe a preventable incident that involved choices and behaviors should be discouraged and replaced by "crash" or "collision." It is also important to challenge language that assumes a car-centered environment. For example, use the term "roadway user" instead of "non-motorist" to avoid assuming that driving is the norm and all other modes of transportation are alternatives to driving. Below are language changes that will communicate more clearly and accurately.

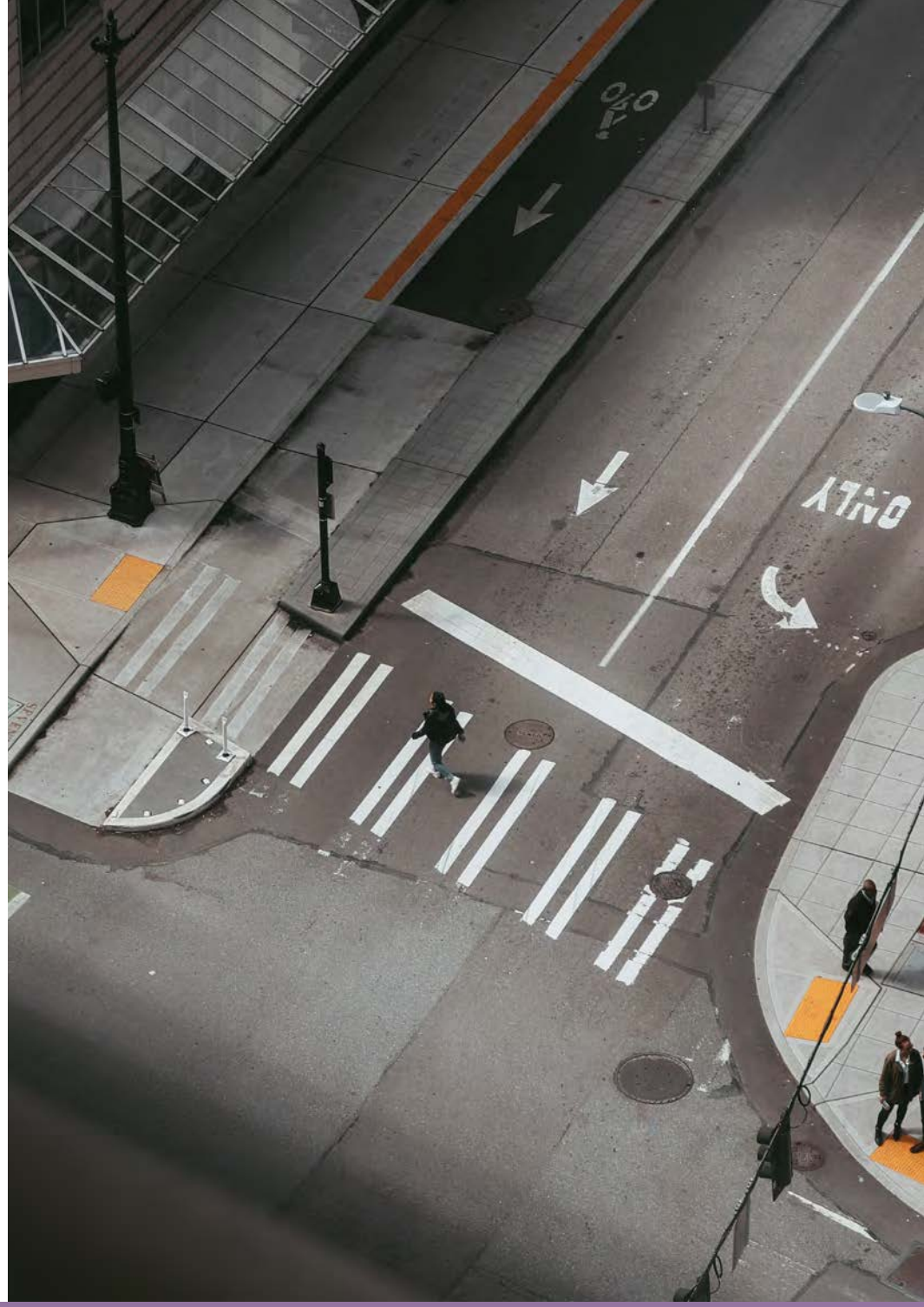
Use in state law, administrative code, documents, and media communications	Instead of	Why?
crash or collision	accident	The recommended terms are consistent with usage recommended by the National Highway Traffic Safety Administration (NHTSA), public health practitioners, Associated Press, and others. Crashes and collisions are not accidents, they are preventable, and their severity can be reduced.
driver, motorist, or person driving	car or vehicle	Do not refer to the vehicle as taking actions on its own, e.g., "the car then turned right and proceeded down the road."
roadway user, people who walk, people who bike, pedestrian, or bicyclist	non-motorist	Particularly with the emergence of connected and autonomous vehicles, media coverage and official reports should be clear and specific in labeling the actions of the driver rather than the vehicle. Using the term roadway user purposefully avoids assuming that driving is the norm and all other modes of transportation are alternatives to driving. The Bicycle and Pedestrian Advisory Councils advocate for using people-first language, such as "people who walk" and "people who bicycle." Target Zero uses the terms "pedestrian" and "bicyclist" when these definitions have a specific meaning in the data definition.
bicycling, walking, or active transportation	non-motorized transportation or alternative transportation	Using the term non-motorized or alternative transportation reinforces a priority within the transportation system for the use of motorized vehicles. The preference should be to directly label or describe each mode of travel being used on roadways. The term active transportation is used to include walking, bicycling, using a mobility assist device like a wheelchair or walker, or using a small-wheeled device such as a skateboard, foot scooter/e-scooter, or inline skates.
cannabis	marijuana	Washington State's cannabis industry has requested the use of the term cannabis, which does not have the same past connotations to race, culture, and income as "marijuana," especially prior to legalization.

Messaging Shift

Public health approaches of the past have often used scare tactics to raise awareness about dangerous activities. Studies show that this approach can lead to a distorted view of the targeted activity, making it appear that it is more common and ignoring that healthy, safe choices are most often the norm. Studies confirm this is true about Washington drivers. For example, 90 people who died in crashes in 2017 were not wearing their seat belt. However, it is important to acknowledge that Washington has achieved a 93% seat belt use rate, meaning the vast majority of Washingtonians buckle up on every trip. Positive norming would focus on the 93% usage rate, as opposed to scare tactic messaging about the result of not wearing seat belts.

Communications Committee

Washington recently established a Target Zero Communications Committee to round out the guidance provided by Target Zero's Steering Committee, Data Group, and Project Team. This committee will coordinate communications in relation to the creation, unveiling, and implementation of the plan. This group is represented by the same partner agencies and organizations as the other guiding committees.



Multicultural Engagement

With fatalities and serious injuries increasing, there has never been a more critical time for state agencies to succeed in their efforts to strengthen diversity, equity, and inclusion. To reach all road users in the state of Washington, traffic safety practitioners must intentionally address the needs of diverse populations in our communities through traffic safety educational messaging.

Traffic safety practitioners must be committed to:

- The creation of traffic safety messages that will culminate in healthy driving.
- Ongoing learning about the diverse cultural and communication needs of Washingtonians.
- Expansion of the vision for multicultural communication and engagement efforts.

Traffic safety practitioners must develop educational campaigns and statewide traffic safety culture change projects that effectively and equitably serve all members of a diverse community. Given the complexity of the differing needs of populations, in addition to the constriction of limited resources, this can be a daunting task. Despite this, building and sustaining a traffic safety culture in the state must include all communities if we want to reach Target Zero.

Data Support Multicultural Engagement in Traffic Safety Funding Decisions

Washington residents represent vibrant, diverse cultures. According to the U.S. Census update of July 1, 2018, Washington's population is 7,535,591, and 32% of its residents are people of color. Nineteen percent of Washingtonians speak a language other than English at home, which means that even if they are fluent in English, they also identify themselves with another culture. Past behavioral studies have shown that these cultural differences can influence memory and perception. Traffic safety messaging and educational materials need to be tailored to effectively communicate with these various cultural groups in our state.

This is why it is not sufficient to translate a message word for word but instead we must transcreate it: make the message easier to be perceived in the intended way, under the appropriate cultural context.

What is Transcreation?

Transcreation: The process of adapting a message from one language to another, while maintaining its intent, style, tone, and context. The aim of a transcreated message is to successfully evoke the same emotions and contextual relevance in the new language as the original or source language. This includes words, graphics, video, audio, and cultural nuances.

The Legal Basis for Multicultural Communication

Although language access is not the only barrier to providing culturally relevant educational materials, it is one of the biggest barriers to accessing services and is linked to low income and literacy challenges. Providing meaningful access to all services, programs, and messaging for people with Limited English Proficiency (LEP), including through a language access plan, is a longstanding requirement under Title VI of the Civil Rights Act of 1964 (Title VI), and Executive Order 13166.

These laws require each federal agency and every state, local, or private entity receiving federal funding to promote meaningful access to all services and programs for persons with LEP. Washington's traffic safety projects are predominantly funded through the U.S. Department of Transportation and the U.S. National Highway Traffic Safety Administration, and are subject to the requirements of Title VI. Failure to adequately address issues about inclusivity can lead to racial profiling, police brutality, or other harmful outcomes. These can negatively affect people in multiple population groups, including African Americans, Hispanic/Latinos, American Indian/Alaska Natives (AIANs), LGBTQ, and people whose immigration status is unclear.

Legal compliance is fundamental. However, beyond this, creating educational messaging that is relevant to all populations in the state is simply the right thing to do to give everyone the opportunity to learn about traffic safety. Traffic safety practitioners cannot hope to influence behavior change if they ineffectively communicate to road users who have language or cultural barriers.

Data Driven Traffic Safety Funding Decisions

Most funding decisions in traffic safety programs are data driven, and this one is no different. The inclusion of some cultural groups that are easily identified in traffic safety data has always been a part of the discussion in solutions for high risk behavior. These easily-identified groups include gender, age, race and ethnicity, and fatality and serious injury counts by state regions.

For other cultural groups defined by characteristics not commonly collected in crash data, such as primary language, opportunity exists to further analyze other available data sources and to identify data gaps for informing traffic safety messaging. As seen in the strategies table, increasing access to this data is an important next step.

Engagement Strategies and Next Steps

Future partners, stakeholders, and grantees will need to comply with diversity, equity, and inclusion expectations:

- Community projects funded with federal dollars will have to follow multicultural engagement strategies, and be inclusive of all populations within the areas their specific projects cover.
- Traffic safety agencies should address diverse populations and socioeconomic groups at all levels of planning and implementation.
- All traffic safety projects should apply creative solutions to identify and know the communities we serve.

Meaningful engagement of all Washingtonians should be a priority to reach people of varied cultural backgrounds. Diversity, equity, and inclusion will help Washington State reach zero deaths and serious injuries.

Strategies for Multicultural Communication (MCC)		
Objective	Strategies	Implementation Areas
MCC.1. Increase awareness of inclusion of all populations in a project area by traffic safety agencies and partners.	MCC.1.1 Engage in open deliberate dialogue about inclusion to turn intention into action. (U)	Leadership
	MCC.1.2 Provide training opportunities for traffic safety agencies and partners on cultural competence, multicultural engagement, and multicultural communications. (U)	Education
MCC.2. Increase the quality of traffic safety educational materials and the quantity of languages it is available in.	MCC.2.1 Transcreate traffic safety educational materials. (R, GSA)	Education
MCC.3. Increase data collection of population demographics.	MCC.3.1 Include comprehensive demographic questions in surveys. (U)	Leadership
	MCC.3.2 Examine the relationship between traffic safety outcomes and sociodemographic characteristics, such as income. (U)	Education
	MCC.3.3 Explore methods for measuring equity, such as comparing transportation systems in lower-income communities and communities of color to those systems in adjacent neighborhoods or to regional averages. Identify areas of vulnerability for targeting traffic safety resources. (U)	Evaluation
MCC.4. Increase the inclusion of all populations in all projects.	MCC.4.1 Implement traffic safety projects in tribal and rural areas. (R, FHWA)	Education, Enforcement, Engineering
	MCC.4.2 Understand project focus areas and develop ways to ensure traffic safety countermeasures reach everyone in those communities. (U)	Education
	MCC.4.3 Identify and recruit ambassadors who represent their communities and can assist with language/cultural barriers. (U)	Education, Leadership
	MCC.4.4 Ensure grantees and project managers have knowledge of the populations in the project area they serve and solutions to include them. (U)	Education, Leadership
P: Proven R: Recommended U: Unknown		

For additional strategies affecting multicultural communication, refer to the Safe Systems Approach chapter.