

# MOTORCYCLE SAFETY PROGRAM

## TECHNICAL ASSESSMENT

for the

## STATE OF WASHINGTON



WASHINGTON  
**Traffic Safety**  
COMMISSION



WASHINGTON STATE DEPARTMENT OF  
**LICENSING**

**April 23 - 28, 2017**

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## Acknowledgments

This report is intended to assist Washington's efforts to enhance the effectiveness of its motorcycle safety program with specific recommendations for identifying, implementing, or improving their strategies and programs. The Technical Assessment Team believes that this report will contribute to the state's efforts to develop an effective motorcycle safety program to prevent crashes and injuries, save lives, and reduce the economic costs of motorcycle-related crashes on Washington's highways and roads.

The Technical Assessment Team would like to acknowledge and thank Mark Medalen, Program Manager, Washington Traffic Safety Commission (WTSC), as well as the program staff in the WTSC and DOL, for their support and efforts during the assessment process, as well as their commitment to motorcycle safety in Washington. Special thanks to Dan Cooke, Management Analyst, DOL, for compiling the briefing book, and Natalie Butler, Administrative Assistant, DOL, for her support of this assessment. The Team appreciates and acknowledges DOL's willingness to allow Andrea Nygard and Hector Rodriguez to participate in the assessment this week, considering their new positions.

This assessment also benefitted from guidance and technical assistance provided by National Highway Traffic Safety Administration (NHTSA) headquarters and regional staff: Jeremy Gunderson and Max Sevareid; and support from their supervisors, Safety Countermeasures Division Chief Phil Weiser and Regional Administrator Greg Fredericksen.

The team would also like to acknowledge the dedication and hard work of all those individuals who took time out of their schedules to participate in the assessment by sharing their knowledge, experiences, and expertise and by providing the information, data, and documents that were necessary to conduct an effective assessment. Their candor and thoroughness in discussing activities associated with motorcycle safety in Washington greatly assisted us in completing its review and making its recommendations. Thanks to them and to everyone else committed to saving lives on Washington's roadways.

Each member of the Team appreciates the opportunity to have served on this assessment. We hope that consideration and implementation of the proposed recommendations will enable Washington to continue to improve its motorcycle safety program.

**NOTE:** The information included in this document has been collected from a variety of sources, such as interviews, official documents, websites, and other materials. Sources may not be consistent. Some copyrighted information has been used under the "fair use" doctrine of the U.S. copyright statute.

## Introduction

Each State should have a comprehensive program to promote motorcycle safety and prevent motorcycle crashes and related injuries. To assist states in determining whether their programs are truly comprehensive, NHTSA developed a motorcycle safety program technical assessment process based on Highway Safety Program Guideline Number 3, Motorcycle Safety.

According to Highway Safety Program Guideline Number 3, Motorcycle Safety, a comprehensive motorcycle safety program is comprised of 11 program areas: Program Management; Motorcycle Personal Protective Equipment; Motorcycle Operator Licensing; Motorcycle Rider Education and Training; Motorcycle Operation Under the Influence of Alcohol or Other Drugs; Legislation and Regulations; Law Enforcement; Highway Engineering; Motorcycle Rider Conspicuity and Motorist Awareness Program; Communication Program; and Program Evaluation and Data. The Technical Assessment Team addresses all of these subject areas in this report.

At a state's request, NHTSA assembles a multi-disciplinary Technical Assessment Team of national experts that conducts a thorough review of the state's motorcycle safety efforts, identifies strengths and areas for improvement, and provides recommendations to enhance the program. This approach allows states to use highway safety funds to support the Technical Assessment Team's evaluation of existing and proposed motorcycle safety efforts.

NHTSA discussed issues of concern with representatives from the state prior to the assessment. The intent of this assessment is to provide a guide for Washington's motorcycle safety program to look toward program enhancements and ultimately increase motorcycle safety and decrease motorcyclist fatalities statewide.

The Motorcycle Safety Program Technical Assessment for Washington was conducted in Olympia, from April 23-28, 2017. Arrangements were made for program subject matter experts and key stakeholders to deliver briefings and provide support materials to the Technical Assessment Team over a three-day period. The Technical Assessment Team interviewed 47 presenters, with some being contacted following their presentations to provide additional technical information and clarification.

Analysis of Washington's motorcycle safety effort is based upon the oral and written information provided to the Technical Assessment Team during the assessment process, internet research, and materials provided in advance. The Technical Assessment Team emphasizes that this report is only as accurate as the information received and reviewed. Every effort was made to develop recommendations after considering what could and should reasonably be accomplished within Washington, with short- and long-term applicability.

The key recommendations presented in the Summary of Major Recommendations section of this report are those found to be the most critical for improving the state's motorcycle safety program. While Washington has initiatives in place to increase motorcycle safety, there is room for growth. All recommendations presented in this report are intended to increase motorcycle safety and help the WTSC and DOL carry out their life-saving mission of achieving Target Zero by 2030.

The Technical Assessment Team strongly encourages Washington and all stakeholders in the motorcycling community to implement the recommendations made in this report. There continues to be a need for Washington to enhance its motorcycle safety program by adopting and incorporating all of the emphasis areas associated with a comprehensive motorcycle safety program. Aggressive pursuit and implementation of the recommendations will significantly improve the overall safety of motorcyclists and reduce the likelihood of suffering fatal injuries while enjoying the roadways and scenic locations of Washington.

## **Demographics**

Washington State's population is very diverse, ranging from sparsely inhabited areas to major metropolitan areas. Approximately 60% of the state's residents live in the Seattle-Tacoma-Bellevue metropolitan area, the center of transportation, business, and industry along the Puget Sound. The remainder of the state consists of deep temperate rainforests in the west, mountain ranges in the west, central, northeast and far southeast, and a semi-arid basin region in the east, central, and south, given over to intensive agriculture.

As of January, 2017, there were 413,113 persons with an active, valid motorcycle endorsement on his/her driver's license in Washington State. The highest percentage of endorsed riders are in the 45-54 and 55-64 age groups.

Licensed drivers in Washington average 1.4 passenger vehicles registered in their name, while endorsed motorcycle riders average only .6 motorcycle registrations. The number of motorcycle registrations remain consistent, showing no significant increase or decrease over the last 8 years, while the number of endorsements has increased. This suggests that riders are maintaining their motorcycle endorsement, but no longer own motorcycles.

## **Riding Season**

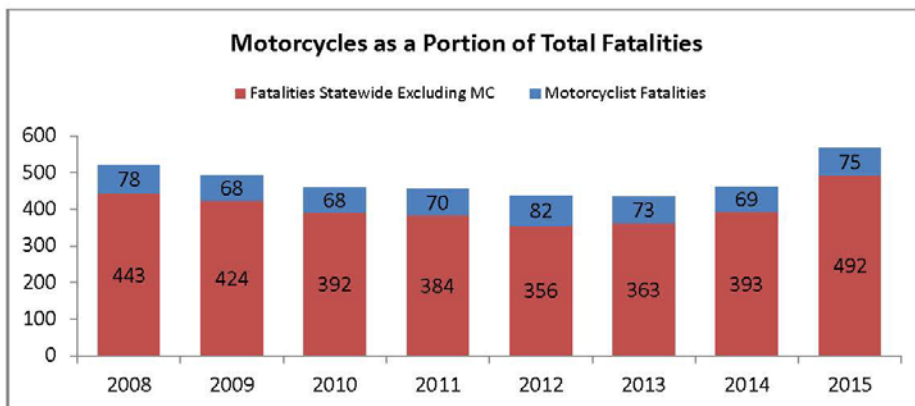
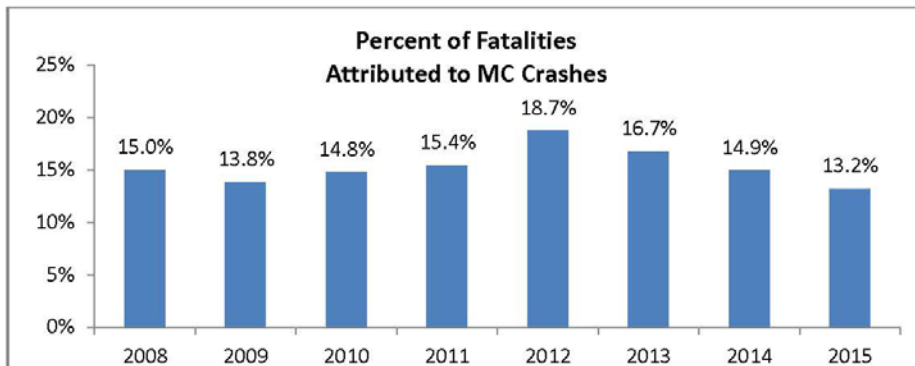
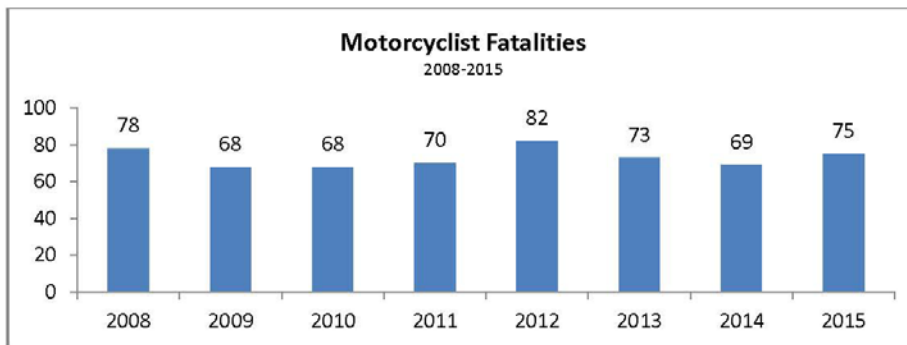
Motorcycle riding and the subsequent crashes that occur in Washington are very seasonal due to the relatively short riding season. The weather in Washington State is predictably wet between 6 and 9 months every year. Consequently, the fatalities generally begin with the onset of spring in May and peak in August every year.

## Injury and Fatality Issues

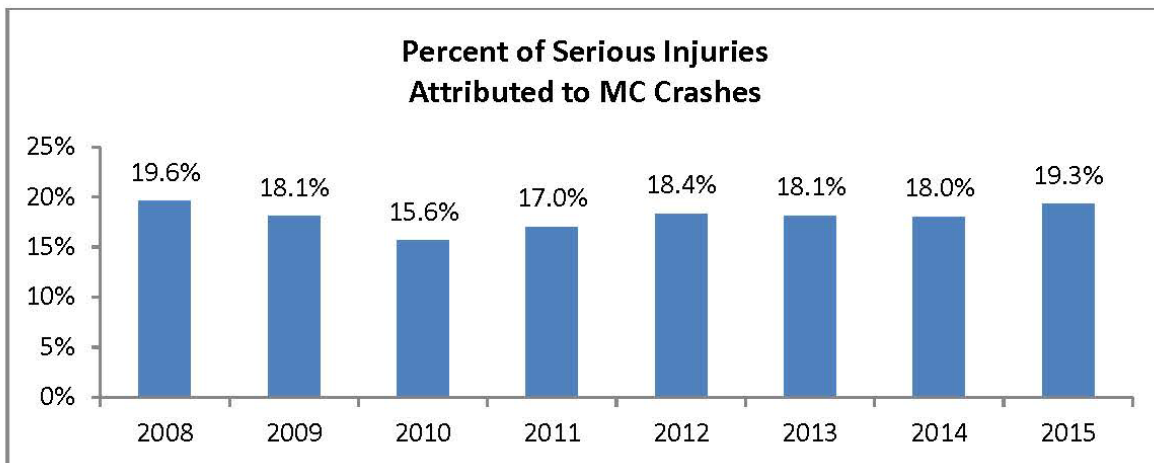
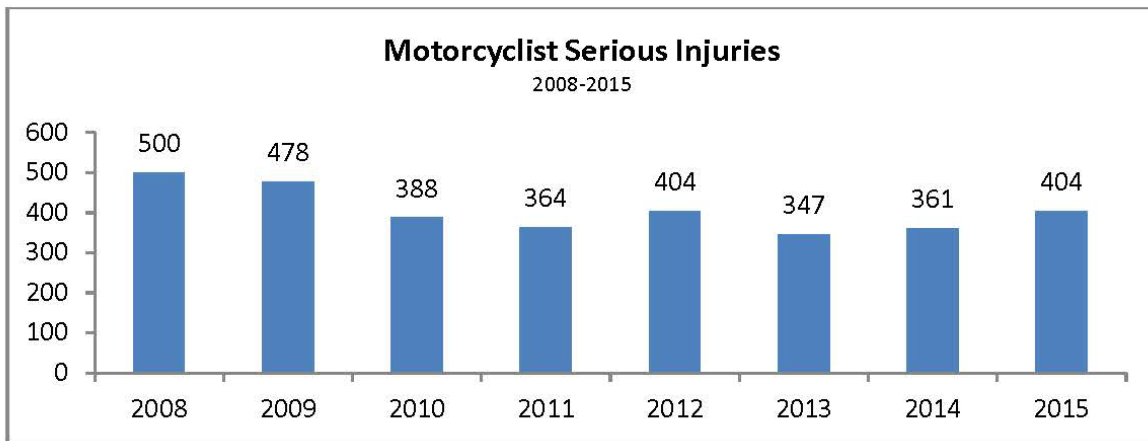
In Washington, motorcycles make up between 3-4% of the vehicles on the road. This is consistent with the national average. Motorcycles constitute 4% of the vehicles on the road and 2% of the total collisions that occur. While motorcyclists see a lower crash percentage than what they represent in the fleet, there is a threefold increase in the likelihood of a fatality as a result of a motorcycle-involved crash.

While motorcycles account for just over 2% of the total vehicle crashes each year in Washington State, motorcyclists make up about 16% of the fatal and 20% of the serious injury crashes.

There are an average of 73 motorcyclist fatalities in Washington each year.



The total count of serious injuries has averaged just over 400 per year between 2008 and 2015, with an uptick in the last two years after dipping to 347 in 2013.



Over the past 12 years, alcohol levels exceeded legal limits in an average of 26% of rider fatalities. Drug levels exceeded legal limits in an average of 21% of rider fatalities

Washington sees an average of about 5 riders per year killed while not wearing a helmet. This number is based solely on what is noted as a part of fatal crash reporting.

## **Summary of Major Recommendations**

### **Program Management**

- Designate the lead agency for administering, guiding, and overseeing Washington's comprehensive motorcycle safety program.
- Expand upon existing inter-agency agreements to clearly outline the roles and responsibilities of each agency involved in motorcycle safety efforts. Ensure all components of a comprehensive program are addressed in the agreement. Share the document with stakeholders, partners, and customers. Establish regular and formal meetings between DOL and WTSC program managers.
- Increase the number of Motorcycle Safety Education Advisory Board members. This can be done by statute. If statute change is not possible, add liaisons (non-voting) onto the advisory board, including the WTSC program manager, law enforcement (including local), military, Target Zero safety coordinators, and other interested parties.

### **Motorcycle Personal Protective Equipment**

- Conduct an observation study to determine whether Washington riders are wearing compliant helmets. An observation study could be conducted at the same time as occupant protection studies.

### **Motorcycle Operator Licensing**

- Develop a bank of questions for the permit and endorsement knowledge tests that have been validated. Randomize the questions if paper tests are continued.
- Develop and implement an electronic on-line knowledge testing system that can automatically correct the test, report the results to DOL, and update an applicant's driving record so an instructional permit may be issued.
- Utilize the Motorcycle Safety Education Advisory Board to study the feasibility for requiring mandatory training and graduated motorcycle licensing.
- Implement an electronic system to report completion of the endorsement skills test to DOL and automatically update an applicant's driving record and issue a motorcycle endorsement.

### **Motorcycle Rider Education and Training**

- Eliminate the training subsidy, thereby removing the maximum fees for two- and three-wheeled motorcycle skills education courses.



- Establish a centralized electronic training records and reporting system, used by all WMSP training providers, for increased efficiency, data use, and evaluation.
- Seek feedback and input from stakeholders on future plans, policies, and procedures by conducting regional training provider and instructor information and listening sessions, utilizing an independent facilitator.
- Utilize the Motorcycle Safety Education Advisory Board to evaluate the feasibility of separating training and license examination, using different personnel.
- Use the course completion data collected to evaluate the value and effectiveness of the training program.

### **Motorcycle Operation Under the Influence of Alcohol or Other Drugs**

- Utilize motorcycle crash data to drive specific impaired riding countermeasures and deployment of law enforcement resources. Enforcement efforts should focus on impaired riding in areas and at times where crash data indicate the need.

### **Legislation and Regulations**

- Review laws that pertain to motorcycle education, safety, testing, and endorsement. Suggest changes to the laws to better meet current and future program needs. Specific laws to include in such a review are:
  - RCW 46.20.520
    - Revise the administration of the motorcycle safety education advisory board including; membership numbers, representation and qualifications, as well as mission, roles, duties, and responsibilities.
  - RCW 46.81A.020
    - Eliminate the minimum and maximum hours of instruction.
    - Eliminate the maximum fees that can be charged for two and three wheeled motorcycle skills education.
- Finalize work on the draft Motorcycle Safety Program rules and submit for adoption to the WAC.

### **Law Enforcement**

- Inventory the number of active law enforcement officers trained in advanced crash investigations and reconstructions that address motorcycle crash dynamics to determine if this number is adequate for state needs and is geographically distributed for state needs.
- Include additional members from the law enforcement community, especially representatives from local law enforcement, in the activities of the Motorcycle Safety Education Advisory Board. Law enforcement can offer suggestions and

insights on how motorcycle education and training can be utilized to address motorcycle safety challenges experienced by the law enforcement community.

### **Highway Engineering**

- Partner with the Motorcycle Safety Education Advisory Board and DOL to develop educational materials that address specific roadway engineering elements and how they benefit the safety of motorcyclists. Include in existing and future outreach and training efforts.

### **Motorcycle Rider Conspicuity and Motorist Awareness Programs**

- Utilize relationships with rider training providers, dealers, and rider groups to deliver motorcyclist conspicuity messages, including education about the role of making wise decisions with regards to visibility (e.g., lane positioning) and gear. Develop language these partners can use in their newsletters and social media outlets.

### **Program Evaluation and Data**

- Contract with an outside organization to conduct data analysis, prepare reports, and manage measurement and evaluation projects.
- Maintain the collaborative relationships of DOL, WTSC, WSP, WSDOT, Washington Department of Health, and other agencies that collect and distribute data that can be useful in identifying problems, planning projects or programs, and supporting evaluation and measurement.
- Institute requirements for all future WMSP programs and projects to include a measurement and evaluation component to determine their outcome, effectiveness, and value.

## I. Program Management

Each state, in cooperation with its political subdivisions and stakeholder community, should have a comprehensive program to promote motorcycle safety and prevent motorcycle crashes and related injuries. To be effective in reducing the number of motorcycle crashes, injuries, and fatalities, state programs should support centralized program planning, implementation, and coordination to identify the nature and extent of its motorcycle safety problems, to establish goals and objectives for the state's motorcycle safety program, and to implement projects to reach the goals and objectives. state motorcycle safety plans should:

- Designate a lead agency for motorcycle safety;
- Develop funding sources;
- Collect and analyze data on motorcycle crashes, injuries, and fatalities;
- Identify and prioritize the state's motorcycle safety problem areas;
- Encourage collaboration among agencies and organizations responsible for, or impacted by, motorcycle safety issues;
- Develop programs (with specific projects) to address problems;
- Coordinate motorcycle safety projects with those for the general motoring public;
- Integrate motorcycle safety into state strategic highway safety plans and other related highway safety activities including impaired driving, occupant protection, speed management, and driver licensing programs; and
- Routinely evaluate motorcycle safety programs and services.

### Status

#### *Lead Agency*

DOL is considered the lead agency for motorcycle safety training and licensing and enjoys a productive working relationship with WTSC, through an interagency agreement, on a variety of other motorcycle safety initiatives. Authority to administer the motorcycle skills education program, hereafter referred to as the Washington Motorcycle Safety Program (WMSP), was given to the Director of Department of Licensing in 1982, through passage of RCW 46.20.520. The WMSP is part of DOL's Contracts and Programs area led by a motorcycle safety program manager with a team of three technical specialists and two administrative support staff. The WMSP team is responsible for motorcycle a) public awareness and outreach, b) education programs, c) classroom and on-cycle training and d) improved motorcycle operator testing and endorsement standards.

DOL and WTSC staff effectively share responsibility for the states' motorcycle safety efforts. The Team was presented with a work culture that relies on subject matter experts who collaborate across organization lines. However, the Team has concerns about the ramifications of inefficiencies, redundancy, and organizational change as disrupters to the current structure.

DOL’s staff oversees all motorcycle training and endorsement testing for the state, and conducts motorcycle safety public awareness and education campaigns and outreach projects. There has been a recent reassignment of the safety program manager as well as the contracts administrator. These individuals were reassigned/promoted within the agency and were participants in this assessment process. New staff has been on the job for four months.

WTSC is the state’s designated highway safety office. WTSC’s authority is codified in RCW 43.49.030. The WTSC Director is the Governor’s Highway Safety Representative. WTSC is comprised up of 22 employees and 10 commissioners. The Commission includes the governor (who chairs the committee) and directors of the following agencies: DOL, Washington State Patrol (WSP), Social/Health Services, Public Instruction, Transportation, Health, Judiciary, Association of Washington Cities, and Association of Washington Counties. WTSC is responsible for the state’s Strategic Highway Safety Plan (SHSP), Target Zero, with the goal of zero traffic fatalities or serious injuries by 2030. The plan has specific actions associated with motorcycle safety and addresses impacts of other program areas on motorcyclists as well.

WTSC has seven topical program managers to manage behavioral traffic safety programs. The motorcycle safety program manager also co-manages the impaired driving program. The motorcycle safety program manager’s duties consist primarily of contracting, managing grant funds for the motorcycle program, and coordinating motorcycle safety efforts addressed in the SHSP. According to the position description, program managers are considered the assigned program’s subject matter expert.

*Funding*

RCW 46.20.510 allows the state to assess a motorcycle permit fee of \$15. RCW 46.20.505 allows the state to collect a fee of \$10 for a first-time (initial) motorcycle endorsement issuance and \$5 fee is assessed per year; licenses are issued on a six-year cycle. Fees collected are to be held in the motorcycle safety education account of the highway safety fund as established under RCW 46.68.065. Funds from this account go through a biennial budgetary appropriation process. During the 2007-2009 biennia, a legislative change allowed the excess funds in this account to be used for purposes other than those defined under RCW 46.20.250. Otherwise, fee revenue is restricted and is to be used only for the purposes of WMSP as defined.

Motorcycle Safety Program		
2015-2017 Biennium Budget Allotment Report		
Program Detail - Expenditure Summary	Allotment	Percent
Salary	\$596,345	22%
Benefits	\$201,600	
Travel	\$75,790	2%
Personal Services Contracts	\$12,000	5%
Equipment	\$3,200	
Goods & Services	\$174,668	
Subsidy Funding Contracts	\$2,625,000	71%
<b>TOTAL</b>	<b>\$3,688,603</b>	<b>100%</b>

Historically, WMSP has expended approximately 70% of its budget on subsidies for training providers. State law does not require this subsidy to be granted. However, RCW 46.81A.020 caps tuition at no more than \$50 for Washington residents under the age of 18 and \$125 for residents older than 18 or in the military. The subsidy covers the gap between what providers charge and the cap. WMSP has outlined in their policy and procedure document how providers can receive and manage subsidy funds. There are no requirements for a training provider to offer subsidized courses. The Team heard testimony that WMSP is open to redirecting funding resources to address other aspects of a comprehensive motorcycle safety program. During assessment interviews, training providers were open to the possibility of such a change as well.

DOL is routinely granted funds from WTSC to address training issues and to help facilitate public/motorist awareness efforts. Federal 405(f) funds are utilized. Some funds for speeding and enforcement specifically for motorcycle safety efforts are granted separately by WTSC, but are not a part of DOL's efforts.

Motorcycle Safety Program		
2015-2017 Grant Allocation		
2015	Project 1: Instructor Prep, Updates and Oversight	\$38,800
	Project 2: Young Riders Video	\$40,000
	Project 3: SMSA Conference	\$6,000
	Project 4: Training Video	\$5,000
<b>2015 Total</b>		<b>\$89,800</b>
2016	Project 1: Direct Mailings	\$25,000
	Project 2: Exposure Survey Data Collection	\$5,000
	Project 3: SMSA + MSF Training Conference	\$12,000
	Project 4: Temporary Road Signage	\$10,000
	Project 5: Promote, Improve, and Monitor motorcycle training	\$26,500
<b>2016 Total</b>		<b>\$78,500</b>
2017	Project 1: Movie Theater PSA Outreach	\$50,000
	Project 2: Event Banners/Messaging	\$10,000
	Project 3: SMSA + MSF Training Conference	\$12,500
	Project 4: Instructor Development	\$30,000
	Project 5: NHTSA Program Assessment	\$30,000
<b>2017 Total</b>		<b>\$132,500</b>
<b>GRAND TOTAL</b>		<b>\$300,800</b>

Testimony indicated that the licensing/endorsement fee is set at a realistic amount. There is a reasonable amount of reserve funds in place to address any unexpected issues. A few years ago, the fund had to have a special infusion because subsidy demands exceeded allocations.

*Data Collection, Problem Identification, Analysis, and Evaluation*

WMSP receives data from multiple data provider partners. There is currently no central agency collecting and analyzing motorcycle safety data. DOL is undergoing a modernization project that should centralize and expand access to data.

WTSC's Research and Data Division conducts collects data to prepare Washington's SHSP. Data analysis is conducted for the SHSP. Objectives, strategies, and

implementation areas are developed during the planning process. Problem analysis for strategic motorcycle safety concerns is completed by the WTSC program manager primarily through the agency's Target Zero strategic planning process.

Fatality Analysis Reporting System (FARS) provides data and information to DOL and WTSC to foster data-driven decision making.

There are two data portals currently available for query. One is primarily for law enforcement purposes and includes visuals and mapping. A public crash data portal is in phase one of implementation. Phase two will allow more detailed queries and will be available only to Washington State Department of Transportation (WSDOT) staff.

Trauma registry data is described as robust and contains information on major injuries and prehospital data. Data from this system is shared with WTSC.

Training data is provided on required rider training vendor reports. WMSP collects information on all individuals participating in providers' rider training courses. This data includes names, gender, pass or fail status, test scores, and the site/vendor where the course was completed.

WSP conducts analysis of fatal crashes and sends a summary report to its stakeholders, including WTSC. WTSC shares summary data with the Motorcycle Safety Education Advisory Board at year end.

DOL staff regularly compares motorcycle owners to those who don't currently hold a motorcycle endorsement and conducts a postcard mailing. The mailings are routinely evaluated to measure how many owners participate in training or get an endorsement.

### *Collaboration*

As noted above, there is no lead agency established for the comprehensive motorcycle safety program. No formalized agreement (other than grant document agreements and assurances) exists to clarify roles, responsibilities, and duties between DOL and WTSC, nor do the managers of these programs meet on a regular, formal basis. However, staff indicate that this collaboration is working for them.

RCW 46.20.520 establishes the Motorcycle Safety Education Advisory Board to assist the Director of Licensing in the development of a motorcycle training program. The board makes recommendations for the administration, application, and substance of the motorcycle education and training program and outreach efforts as necessary. The board consists of only five members, appointed by the Director of Licensing. The board is required to meet at least two times annually, and currently meets quarterly. Board members are volunteers and are reimbursed for travel expenses. The board itself has no budgeted resources. The board was created to help establish the program and its charter outlines primarily administrative responsibilities. Multiple presenters indicated that the role of the board is not clear, and given the current environment, this group of

stakeholders could be better utilized to affect positive change in motorcycle safety. The board has plans to produce a strategic planning document. The board seems willing to assist WMSP in the area of social media and is interested in using social media data to effect behavior change.

A tristate motorcycle safety summit (Oregon, Washington, and Idaho) determined that the most pressing item of unknown data is motorcyclist exposure. It is difficult to measure how much exposure motorcyclists have. Available data from that survey has been used to inform the program and training providers. Questions regarding rider behavior, demographics, safety, media message, protective equipment, and training were asked in a self-administered survey. The survey was closed in June, 2016 and WMSP is satisfied that the survey had a statistically significant response rate.

## **Recommendations**

- **Designate the lead agency for administering, guiding, and overseeing Washington's comprehensive motorcycle safety program.**
- **Expand upon existing inter-agency agreements to clearly outline the roles and responsibilities of each agency involved in motorcycle safety efforts. Ensure all components of a comprehensive program are addressed in the agreement. Share the document with stakeholders, partners, and customers. Establish regular and formal meetings between DOL and WTSC program managers.**
- **Increase the number of Motorcycle Safety Education Advisory Board members. This can be done by statute. If statute change is not possible, add liaisons (non-voting) onto the advisory board, including the WTSC program manager, law enforcement (including local), military, Target Zero safety coordinators, and other interested parties.**
- Amend RCW 46.81A.3(a)(i-ii) to eliminate the maximum fees that can be charged for two and three wheeled motorcycle skills education.
- Eliminate the training subsidy program, assuming success revising RCW 46.81A.3, thereby eliminating the maximum fees for two- and three-wheeled motorcycle skills education courses.
- Enhance data evaluation efforts and measure effectiveness of WMSP activities on a routine basis.
- Continue to send postcard mailings to motorcycle owners who don't have an endorsement.
- Contract with an outside organization to conduct data analysis, prepare reports, and manage measurement and evaluation projects.

- Create a coalition to assist the Motorcycle Safety Education Advisory Board and broaden user/stakeholder involvement. Utilize the State Motorcycle Safety Administrators (SMSA) document “Establishing Motorcycle Safety Coalitions” as a best practices guide.
- Clarify the roles and responsibilities of the Motorcycle Safety Education Advisory Board. Require the board to establish a problem statement to help clarify its role. Charge the Motorcycle Safety Education Advisory Board with assisting WMSP with the development and implementation of the program’s strategic plan.
- Establish a process for the Motorcycle Safety Education Advisory Board to present feedback and recommendations to WMSP.
- Participate in bi-annual regional meetings with the other tristate administrators (Idaho and Oregon) to collaborate on motorcycle safety issues of concern to the region.



## II. Motorcycle Personal Protective Equipment

Each state should support passage and enforcement of mandatory all-rider motorcycle helmet use laws. In addition, each state should encourage motorcycle operators and passengers to use the following protective equipment through an aggressive communication campaign:

- Motorcycle helmets that meet the Federal helmet standard;
- Proper clothing, including gloves, boots, long pants, and a durable long-sleeved jacket; and
- Eye and face protection.

### Status

Washington has an all-inclusive primary helmet law. RCW 46.37.530 became effective in 1967 and was repealed in 1971. In 1987, legislation reinstated the requirement for riders and passengers under the age of 18 to wear a motorcycle helmet. In 1990, the law was expanded to include riders of all ages. The law was updated to specifically require the use of Federal Motor Vehicle Safety Standards (FMVSS) 218 compliant helmets. The helmet must be equipped with either a neck or chin strap that must be securely fastened while the motorcycle, moped, or motor-driven cycle is in motion. In 2009, motorcycles equipped with a steering wheel, seat to sit in, seat belts, and partially or completely enclosed seating area were deemed exempt from helmet requirements.

Efforts to encourage helmet use include heavy emphasis in rider training courses, a brochure about “bogus” helmets, as well as in training and professional development of instructors and WMSP staff. Two-wheel and three-wheel approved entry-level curriculums (including military) communicate the legal responsibilities and benefits of wearing a helmet. Washington’s Motorcycle Operators Manual (MOM) uses an Oregon Department of Transportation-originated split photo demonstrating the benefits of wearing proper protective equipment.

Washington does not currently conduct helmet or protective equipment observation studies to determine usage rates. Testimony indicated high rates of helmet usage. Based on FARS reports, there is approximately 95% compliance. However, FARS reports do not discern between FMVSS 218 compliant and non-compliant (a.k.a. “novelty”) helmets. At this time it is unknown how many non-compliant helmets are worn by Washington riders.

Washington reports there are continual attempts to legislatively repeal the helmet law by a rider rights group.

Failure to wear a proper helmet results in a \$136 fine. The number of non-compliant or no-helmet violations can’t be reported because citations only indicate “use of safety equipment. Washington State Patrol trains officers on how to identify non-compliant helmets.

RCW 46.37.530 also states that any person operating a motorcycle or motor-driven cycle must wear eye protection in the form of glasses, goggles, or a face shield (unless the cycle is equipped with a wind screen). However, the law does not address eye protection for passengers. WSP has authority to issue administrative rules regarding eye protection, however, no rules exist addressing this issue.

There are currently no efforts to combine helmet usage initiatives with other occupant protection initiatives such as seat belt use. There are no campaigns addressing the benefits of wearing high-visibility, full protective gear (All the Gear, All the Time [ATGATT]).

### **Recommendations**

- **Conduct an observation study to determine whether Washington riders are wearing compliant helmets. An observation study could be conducted at the same time as occupant protection studies.**
- Expand RCW 46.37.530 regarding eye protection to include passengers.
- Develop and distribute materials to include language about the benefits of wearing high-visibility, full protective gear.

### III. Motorcycle Operator Licensing

States should require every person who operates a motorcycle on public roadways to pass an examination designed especially for motorcycle operation and to hold a license endorsement specifically authorizing motorcycle operation. Each state should have a motorcycle licensing system that requires:

- Motorcycle operator's manual that contains essential safe riding information;
- Motorcycle license examination, including knowledge and skill tests, and state licensing medical criteria;
- License examiner training specific to testing of motorcyclists;
- Motorcycle license endorsement;
- Cross-referencing of motorcycle registrations with motorcycle licenses to identify motorcycle owners who may not have the proper endorsement;
- Motorcycle license renewal requirements;
- Learner's permits issued for a period of 90 days and the establishment of limits on the number and frequency of learner's permits issued per applicant to encourage each motorcyclist to get full endorsement; and
- Penalties for violation of motorcycle licensing requirements.

#### Status

DOL is the designated agency responsible for managing the state's driver licensing program. Everyone operating a two- or three-wheeled motorcycle as defined in RCW 46.04.330 on public roadways is required to hold a driver's license and a motorcycle endorsement (M). Individuals operating a motorcycle without an endorsement may have their motorcycle impounded.

DOL produces and distributes the Washington State MOM, approves the endorsement tests, establishes the policies and procedures for administering these tests, and issues the instructional permit and endorsement. DOL does not administer the endorsement knowledge or skills tests. DOL contracts with approved license endorsement course providers (third party contractors) to administer the tests. The WMSP Policies and Procedures Manual details who may administer and how to administer the endorsement tests. Approved contractors may charge a fee of \$25 to \$50 for knowledge testing and a fee of \$35 to \$50 for the skills test.

Individuals have two methods to obtain a motorcycle endorsement. An instructional permit can be obtained and an endorsement skills test can be passed or an approved licensing endorsement course can be completed. Since 2013, completion of an approved license endorsement course is recorded on the individual's driving record. Approximately 85% of the individuals obtaining a motorcycle endorsement complete the approved skills education course. Since most new motorcycle endorsements are obtained through training, DOL may want to consider making training mandatory and implementing a version of graduated licensing.

DOL, in collaboration with course providers, instructors, and other stakeholders, created 25-question knowledge tests for both two-wheeled and three-wheeled motorcycle instructional permits and endorsements. The tests were not reviewed or evaluated for validity or reliability. There is only one paper test for each type of vehicle and the contractors are responsible for the security of the tests. The Team identified several challenges to test integrity, including question structure and responses, repeated use of paper tests, and lack of a bank of questions.

Permit applicants and license endorsement course participants must pass these knowledge tests with an 80% (20 correct responses). It was reported that individuals in the approved license endorsement courses have a better pass rate on the knowledge tests when compared to individuals seeking a permit without taking the course. No justification or evidence of this pass rate was provided.

Applicants passing the knowledge test are issued a motorcycle instructional permit that is valid for 90 days. Permit holders may not ride after sunset or carry passengers. A permit may only be renewed once in a five-year period. There is no minimum waiting period between obtaining a permit and attempting the endorsement skills test and no limits on the number of skills test attempts an applicant may try on a single instructional permit.

DOL adopted a modified Motorcycle Safety Foundation Rider Skills Test (RST) as Washington's two-wheeled endorsement skills test. Modifications to the RST were done in collaboration with MSF. The three-wheeled skills test was developed in collaboration with Washington contractors that offer three-wheeled training. Modifications to the skills test were based on crash data, but there is no evaluation of the new tests to determine if the crash concerns were addressed. Some presenters felt the skills tests should be improved and consideration be given to on-road testing. Only WMSP-certified instructors may administer the skills test. They receive a day and a half of training on test administration in their certification course and updates. During Quality Assurance Visits (QAVs), WMSP technical staff co-score skills test with the certified instructors to validate scoring.

DOL has posted videos online demonstrating each skills test exercise, the scoring criteria, and the rationale for the test exercises. These videos can prepare both the permit holders and license endorsement course participants to pass the skills test. To pass the two- or three-wheeled skills test, individuals may not accumulate more than 10 points. It was reported that permit holders have a better skills test passing rate than the license endorsement course participants, but no evidence was provided to validate this.

License endorsement course participants and permit applicants are required to present paper documents to the DOL to obtain their permit or endorsement. Documents include a serial number, course provider number, and instructor signature and ID number. They are vulnerable in that they can be easily mutilated or lost. Preparing, securing, and reporting on these documents is a work effort for the contractors.

DOL publishes the MOM, which is an adaptation of MSF's MOM with Washington-specific licensing and endorsement information added. DOL reviewed the MOM in 2015 to ensure the information was consistent with what was being taught in the approved license endorsement course. It is unknown if the new knowledge test was compared to the revised MOM. DOL did not update the format design or the readability of the document. Customer feedback or input was not sought in this review. The updated MOM was released in 2016 and is available at DOL offices and online.

Every other year the DOL sends postcards to owners who do not have an endorsement but have a registered motorcycle. This project has been successful in encouraging these citizens to become properly endorsed. DOL can match recipients of the postcard to its license endorsement course completion files and the driving records. Formal reports on this project were not provided.

Law enforcement has the authority to impound the motorcycle of an unendorsed rider or for violation of permit restrictions. Whether to impound is at the agency's and officer's discretion. Law enforcement are authorized to use other acceptable and efficient procedures to enforce the permit and endorsement laws.

## **Recommendations**

- **Develop a bank of questions for the permit and endorsement knowledge tests that have been validated. Randomized the questions if paper tests are continued.**
- **Develop and implement an electronic on-line knowledge testing system that can automatically correct the test, report the results to DOL, and update an applicant's driving record so an instructional permit may be issued.**
- **Utilize the Motorcycle Safety Education Advisory Board to study the feasibility for requiring mandatory training and graduated motorcycle licensing.**
- **Implement an electronic system to report completion of the endorsement skills test to DOL and automatically update an applicant's driving record and issue a motorcycle endorsement.**
- Utilize the Motorcycle Safety Education Advisory Board to review the MOM to ensure it contains the necessary information, is formatted with modern design and readability standards, and prepares applicants for the endorsement knowledge test. Engage representatives from certified instructors and recently endorsed motorcyclists in this process as well.

## **IV. Motorcycle Rider Education and Training**

Rider education is an essential component of a statewide motorcycle safety program and requires specialized training by qualified instructors. Motorcycle rider education should be readily available to all new and experienced motorcyclists who wish to participate. While nearly all states have some type of rider training component, only a small percentage of riders actually receive training, and many programs report long waiting lists. If rider education courses are not easily available to new riders, they will often bypass formal training and operate their motorcycles without the knowledge and skills needed to do so safely. It is important that all states, including those just beginning motorcycle safety programs as well as those with established programs, offer rider training courses in sufficient numbers to meet the needs of the motorcycle riding population in the state.

The state agency should provide a comprehensive plan for stable and consistent rider education programs in which motorcyclists have access to training programs conducted by state-approved personnel at facilities that are appropriately equipped and staffed and adequately funded. Each state motorcycle rider education program should also provide for:

- A source of program funding;
- A state organization to administer the program;
- A mandate to use the state-approved curriculum;
- Reasonable availability of rider education courses for all interested residents of legal riding age and varying levels of riding experience;
- A documented policy for instructor training and certification;
- Incentives for successful course completion such as licensing test exemption;
- A plan to address the backlog of training, if applicable;
- State guidelines for conduct and quality control of the program; and
- A program evaluation plan.

### **Status**

DOL is considered the lead agency for motorcycle safety training and licensing and enjoys a productive working relationship with WTSC, through an interagency agreement, on a variety of other motorcycle safety initiatives.

A dedicated motorcycle safety education account was established within the state treasury's highway safety fund to collect fees from motorcycle permits (\$15), first-time endorsements (\$10) and renewals (\$5 per year) pursuant to RCW 46.20.505-510. The current biennium budget appropriation for the WMSP is \$3,688,000, the majority of which (approximately 70%, or \$2.6 million each biennium) goes to fund subsidized training.

In addition, DOL applies for WTSC highway safety grant funds each year for other motorcycle safety related initiatives, including instructor training.

DOL has adopted a model of providing subsidy funding so that contracted training schools could provide license endorsement training at a reduced cost. Through a voluntary grant application process, DOL distributes subsidy funding to training schools based on geographical area population, number of endorsements, training numbers, and fatality residence locations. Training providers are not required to offer subsidized training, but if they do participate, they must follow the WMSP Subsidy Funding Policies and Procedures for application, distribution, compensation, and administration of the subsidies. Part of that administrative requirement is accurate and timely reporting. Testimony indicated there is difficulty managing training reports because there is no centralized system of reporting required.

The training providers shared concerns that recent changes in DOL staff resulted in communication challenges and gaps in the understanding and awareness by training providers and instructors of procedural decisions.

Subsidized rider courses for Washington state residents age 18 and over, and active military personnel of any age cost a maximum of \$125; residents under 18 pay a maximum of \$50. Nonresidents, or residents choosing to take a non-subsidized course, pay full tuition cost as determined by the training provider. Testimony indicated that the training providers are willing to forego the subsidy if they can charge a fair market price. Only approved license endorsement training courses qualify for the subsidy program. There is no limit to the number of times a rider may attend a subsidized course. Of the students receiving license endorsement training over the last two years, 69% benefited from some kind of subsidized training.

In Washington, a person seeking a motorcycle endorsement has two options. They can: 1) successfully complete a license endorsement training course and receive a certificate of completion, or 2) successfully complete the DOL knowledge and skills tests. Either of these allows the endorsement to be added to their license.

In 2013, an amendment to RCW 46.81A.020 allowed motorcycle skills training providers to use any curricula for license endorsement training as long as the curricula is reviewed and approved by WMSP. WMSP has approved the following license endorsement training courses:

- Motorcycle Safety Foundation (MSF) Basic Rider Course-II (2013 version)
- MSF Experienced Rider Course (ERC)
- WMSP / MSF Instructor Training (IRT)
- Evergreen Safety Council's (ESC) Sidecar Trike Education Program – Basic
- ESC's Sidecar Trike Education Program – Advanced

While there are currently a variety of other motorcycle safety curricula offered by training schools throughout the state, none have been submitted to the WMSP for review and approval as a license endorsement training course. Consequently, they are not under the authority of the WMSP. Novice training curriculum standards are

published in Appendix B: Curriculum Standards – Novice Course, of the WMSP Policies and Procedures Manual (v.7/16). Anyone may submit a curriculum to the WMSP for review and, if approved, would be able to offer it as a license endorsement training course.

Concern was raised regarding the practice of allowing training instructors to also administer the motorcycle endorsement knowledge and skills tests due to the possibility of instructor scoring bias. While no hard evidence was provided to substantiate the claim, the Team feels the concern is worth addressing.

WMSP instructors must carry at least two certifications to teach a license endorsement course: certification in an approved curricula and state certification. To become state-certified, an instructor must meet a series of training, testing, and mentoring requirements, which are outlined in the WMSP Policies and Procedures Manual (section 2.0). In addition, WMSP provides guidance on their website for individuals seeking to become an instructor. Instructors are mandated to attend two state-conducted instructor development updates within their two-year certification cycle. Instructors are evaluated both quantitatively and qualitatively during their initial certification training as well as during quality assurance visits conducted by WMSP technical personnel and Mentor Instructors. It is in the program's strategic plan to re-invigorate the state mentor program to make additional, more effective use of that resource. WMSP conducts up to two 80-hour Instructor Preparation Courses and 10-12 professional development Instructor Updates annually.

To ensure quality and consistency, both WMSP technical personnel and training providers may conduct instructor training, on-going instructor professional development, and QAVs. Training providers may conduct their own instructor and professional development training. They also have to meet a WMSP requirement consisting of quality assurance training and internally conducted QAVs. The number of WMSP required QAVs is tied to the number of students the instructor trains. WMSP's Policies and Procedures manual (section 2.4.i) outlines instructor remediation for sub-standard performance or other policy and procedure violations that include being removed from a course, up to and including suspension. Corrective actions may include teaching additional classes with a mentor, recertification requirements, or written corrective action/training plans. To date, none of these corrective actions have been taken. WMSP is currently developing new rules, to be adopted as Washington Administrative Code (WAC), that will further and more consistently define the instructor training and quality assurance process.

A factor that likely contributed to an increase in motorcycle safety training occurred in 2007 when the state enacted RCW 46.55.113, giving law enforcement the authority to impound a motorcycle if the operator was unendorsed. A 2012 enforcement campaign helped generate renewed interest in becoming endorsed in order to avoid impoundment. It should be noted that law enforcement indicated that with limited time and resources, and the risk of a potentially stranded rider, not every motorcycle is impounded.



Training numbers continue to remain steady for Washington. Similar to the 2013-2015 training periods, WMSP trained about 15,000 students in 2016. In 2015, about 75% of all newly endorsed riders had taken some form of Washington-approved training. However, 43% of motorcycle riders involved in a fatality collision had no record of taking a motorcycle safety training course.

Evaluation of WMSP success focuses primarily on comparing the number of riders trained and endorsed to motorcycle fatality and severe crash data. The Team was not presented with additional information related to evaluation of program plans.

WMSP's 2017-2020 Strategic Plan lays out ambitious goals related to rider training and other priority areas, working towards Washington's Target Zero. The Strategic Plan does not have an evaluation component.

## **Recommendations**

- **Eliminate the training subsidy, thereby removing the maximum fees for two- and three-wheeled motorcycle skills education courses.**
- **Establish a centralized electronic training records and reporting system, used by all WMSP training providers, for increased efficiency, data use, and evaluation.**
- **Seek feedback and input from stakeholders on future plans, policies, and procedures by conducting regional training provider and instructor information and listening sessions, utilizing an independent facilitator.**
- **Utilize the Motorcycle Safety Education Advisory Board to evaluate the feasibility of separating training and license examination, using different personnel.**
- **Use the course completion data collected to evaluate the value and effectiveness of the training program.**
- Evaluate alternative curricula for increasing training participation by motorcyclists not traditionally served by basic rider courses.
- Consider participating in activities and workshops to help identify best practices and trends in motorcycle safety education. Using SMSA as a resource, review best practices and successes by state programs with similar funding and rider populations.
- Evaluate the possibility of motorcycle operators taking a motorcycle safety course in lieu of a traffic conviction on his/her driving record.

## **V. Motorcycle Operation Under the Influence of Alcohol or Other Drugs**

Each state should ensure that programs addressing impaired driving include an impaired motorcyclist component. The following programs should be used to reach impaired motorcyclists:

- Community traffic safety and other injury control programs, including outreach to motorcyclist clubs and organizations;
- Youth anti-impaired driving programs and campaigns;
- High visibility law enforcement programs and communications campaigns;
- Judge and prosecutor training programs;
- Anti-impaired-driving organizations' programs;
- College and school programs;
- Workplace safety programs;
- Event-based programs such as motorcycle rallies, shows, etc.; and
- Server training programs

### **Status**

Washington's impaired driving enforcement programs address the operators of all motor vehicles. High Visibility Enforcement (HVE) programs are utilized to combine media and enforcement efforts to combat impaired driving.

Motorcycle-specific campaigns promote riding safe, sober, trained, and endorsed. Washington is an active participant in the national impaired driving campaigns in addition to state-specific campaigns that include HVE and media and education activities. HVE campaigns address all roadway users and are not specific to motorcycle operation.

Standardized Field Sobriety Testing (SFST) is a mandatory training for entry level Washington law enforcement. SFST training includes a training session specific to the detection of impaired motorcyclists. Advanced Roadside Impaired Driving enforcement (ARIDE), and Drug Recognition Evaluation (DRE) training are available for all law enforcement officers and occur several times per year. The DRE program is administered by WSP.

The Traffic Safety Resource Prosecutor Program is utilized to train judges, prosecutors, and law enforcement on impaired driving issues. Prosecutors are trained through Driving Under the Influence (DUI) boot camp trainings and judges are offered training during annual judicial conferences.

## Recommendations

- **Utilize motorcycle crash data to drive specific impaired riding countermeasures and deployment of law enforcement resources. Enforcement efforts should focus on impaired riding in areas and at times where crash data indicate the need.**
- Incorporate motorcycle-specific messages and imagery into current and future Washington impaired driving media efforts and campaign materials.
- Coordinate impaired riding prevention efforts with motorcycle organizations and seek out other community-based groups to help disseminate sober riding materials and messages.
- Use motor officers at large scale rallies, especially where alcohol is being served, in either an enforcement or outreach capacity.
- During high visibility enforcement media events seek opportunities to enhance importance of motorcycle safety. Partner with MADD and a victim of an impaired event involving a motorcyclist to media exposure.

## VI. Legislation and Regulations

Each state should enact and enforce motorcycle-related traffic laws and regulations, including laws that require all riders to use motorcycle helmets compliant with the Federal helmet standard. Specific policies should be developed to encourage coordination with appropriate public and private agencies in the development of regulations and laws to promote motorcycle safety.

### Status

Washington requires all motorcycle operators and passengers to wear motorcycle helmets. RCW 46.37.530.1(c) makes it unlawful for any person to operate or ride upon a motorcycle, motor-driven cycle, or moped on a state highway, county road, or city street unless wearing upon his or her head a motorcycle helmet except when the vehicle is an antique motor-driven cycle or when the vehicle is equipped with a steering wheel and seat belts, and has a partially or completely enclosed seating area for the driver and passenger. The motorcycle helmet neck or chin strap must be fastened securely while the motorcycle, motor-driven cycle, or moped is in motion. The penalty for not wearing a compliant motorcycle helmet is an infraction with a fine of \$136.

A motorcycle helmet is defined in RCW 46.37.530.3 as a protective covering for the head consisting of a hard outer shell, with padding adjacent to and inside the outer shell, and a neck or chin strap type retention system, with the manufacturer's certification applied in accordance with 49 C.F.R. 571.218 indicating that the motorcycle helmet meets standards established by the U.S. Department of Transportation. RCW 46.37.530.1(d) makes it unlawful for any person to sell or offer for sale a motorcycle helmet that does not meet the requirements established by this section.

Eye protection is mandated through RCW 46.37.530.1(b), making it unlawful for any person to operate a motorcycle, motor-driven cycle, or moped that does not have a windshield unless wearing glasses, goggles, or a face shield of a type conforming to rules adopted by WSP.

In 2011, a motorcycle profiling law (RCW 43.101.419) was passed to ensure that issues related to profiling were addressed. Additionally, Washington has established several motorcycle safety-related laws specific to motorcycle definitions, licensing, equipment, and operation.

Laws governing the WMSP include:

- Establishment of the motorcycle skills operation program to promote motorcycle safety awareness (RCW 46.81A.001 – .900);
- Establishment of the Motorcycle Safety Education Advisory Board (RCW 46.20.520); and
- Establishment of the motorcycle safety education account (RCW 46.68.065).

Aside from these laws, there are no regulations that provide further guidance and requirements to help administer a quality rider education program. Critical factors such as establishing basic requirements for private entities under contract with DOL and the personnel conducting the educational and endorsement testing activities should be included. Testimony indicated that a set of draft rules have been developed and proposed for adoption as a WAC.

DOL has developed a WMSP Policies and Procedures Manual that provides information relating to the administration and facilitation of state-approved motorcycle license endorsement training and testing. This manual is available online and is reviewed and updated as needed.

The Team found many of Washington's laws specific to motorcycles and motorcycle safety need to be reviewed for current relevance. For example, the laws pertaining to motorcycle safety education, training, and the advisory board were written in the early 1980s, at the time the safety education program was established. The Team heard testimony that many of these laws are no longer sufficient to administer the program and should be reviewed and, in some cases, revised.

## **Recommendations**

- **Review laws that pertain to motorcycle education, safety, testing, and endorsement. Suggest changes to the laws to better meet current and future program needs. Specific laws to include in such a review are:**
  - **RCW 46.20.520**
    - **Revise the administration of the motorcycle safety education advisory board including; membership numbers, representation and qualifications, as well as mission, roles, duties, and responsibilities.**
  - **RCW 46.81A.020**
    - **Eliminate the minimum and maximum hours of instruction.**
    - **Eliminate the maximum fees that can be charged for two and three wheeled motorcycle skills education.**
- **Finalize work on the draft Motorcycle Safety Program rules and submit for adoption to the WAC.**
- Utilize the Motorcycle Safety Education Advisory Board to study the feasibility for requiring mandatory training and graduated motorcycle licensing.

## VII. Law Enforcement

Each state should ensure that state and community motorcycle safety programs include a law enforcement component. Each state should emphasize strongly the role played by law enforcement personnel in motorcycle safety. Essential components of that role include:

- Developing knowledge of motorcycle crash situations, investigating crashes, and maintaining a reporting system that documents crash activity and supports problem identification and evaluation activities;
- Providing communication and education support;
- Providing training to law enforcement personnel in motorcycle safety, including how to identify impaired motorcycle operators and helmets that do not meet FMVSS 218; and
- Establishing agency goals to support motorcycle safety.

### Status

Washington law enforcement is involved in the motorcycle safety effort through various partnerships, and educational and enforcement efforts. Washington law enforcement agencies receive funding for a variety of traffic safety projects. None of the projects address motorcycle safety specific countermeasures, but impaired driving, speed enforcement, occupant protection, young drivers, pedestrian safety, distracted driving, and community traffic safety projects positively affect all roadway users. WSDOT utilizes the Law Enforcement Liaison (LEL) network to communicate initiatives and address law enforcement traffic safety concerns and needs.

Law enforcement has one position on the Motorcycle Safety Education Advisory Board, and is represented by a member of WSP. Washington law enforcement was well-represented in the motorcycle safety assessment. Law enforcement agency representatives indicated that motorcycle safety is a priority in their agencies' yearly plans, although there are no specific plans to address countermeasures. Washington law enforcement often has an enforcement presence at motorcycle rallies and events.

WSP enforces the laws set forth by the state legislature. Goal #2 of the WSP states – “Make people safe on Washington roadways,” which encompasses motorcycle safety. Troopers make a reasonable effort to stop the violations they see while out on patrol. Laws that support motorcycle safety are no exception. Testimony indicated that many county agencies view their role in motorcycle safety as an educator more so than as an enforcer.

Washington statute RCW 43-101.419 prohibits the profiling of motorcyclists. While it is doubtful that any members from the testifying group or their respective law enforcement agencies would be in violation of this statute, motorcyclists and law enforcement that are not completely familiar with the elements of this statute may see it as a hindrance to motorcycle traffic countermeasures.

The level of training received by law enforcement agencies for motorcycle safety and crash investigation varies statewide. WSP troopers receive extensive training through the academy in DUI detection, DUI testing, and crash investigations. WSP troopers also receive training on motorcycle helmets and the safety standards required by NHTSA. There is training available through the Institute of Police Traffic Management on motorcycle collisions, but many agencies may have no mandatory training requirement for motorcycle-related issues. WSP offers trooper training for Certified Technical Collision Specialists and collision reconstructionist programs. Testimony indicated that some law enforcement agencies have staff that are highly trained in advanced crash investigations. Helmet use, rider injuries, and vehicle analysis information is all captured during motorcycle-related collision investigations.

Crash investigation for entry-level law enforcement is basic training, though the WSP has more advanced training for troopers in academies.

Training in some smaller and non-state agencies is geared towards DUI, seatbelt, speeding, and school safety, without particular emphasis on motorcycle-specific issues (e.g., identification of impaired riders, helmets, and motorcycle crashes).

Washington law enforcement agency efforts to engage their local communities vary across the state.

WSP and local law enforcement agencies have a great working relationship with one another, and at times jurisdictions come together to address specific concerns. These concerns are addressed in emphasis patrols like those funded through WTSC.

WSP regularly conducts daytime and nighttime DUI patrols to provide safer roadways. WSP and other law enforcement agencies also partner with WSDOT to conduct overtime-funded emphasis patrols.

WSP uses crash data statistics to determine where and when their presence is most effective. The data is also used to determine the best time and location to conduct specific emphasis patrols. The crash data form is currently under development. Testimony indicated that data collected on the crash form is adequate for WSP's needs. Other agencies indicated that crash data is not routinely distributed to law enforcement officers who work traffic details and are in positions to utilize the data for enforcement efforts.

Washington law allows law enforcement to tow the motorcycle of an unendorsed or unlicensed rider. Policy and positions on the towing of motorcycles are mixed. Testimony indicated that this practice is thought to be effective, but is not practiced routinely due to the time involved.

## Recommendations

- **Inventory the number of active law enforcement officers trained in advanced crash investigations and reconstructions that address motorcycle crash dynamics to determine if this number is adequate for state needs and is geographically distributed for state needs.**
- **Include additional members from the law enforcement community, especially representatives from local law enforcement, in the activities of the Motorcycle Safety Education Advisory Board. Law enforcement can offer suggestions and insights on how motorcycle education and training can be utilized to address motorcycle safety challenges experienced by the law enforcement community.**
- Utilize the LEL network to develop ways for law enforcement agencies to relay motorcycle crash data and countermeasure strategies for patrol deployments.
- Seek opportunities for visibility and engagement of the motorcycle riding public at motorcycle events.
- Assess if additional training in motorcycle safety countermeasures and crash investigation would be of benefit in basic law enforcement training. Implement the training identified.



## VIII. Highway Engineering

Traffic engineering is a critical element of any crash reduction program. This is true not only for the development of programs to reduce an existing crash problem, but also to design transportation facilities that provide for the safe movement of motorcyclists and all other motor vehicles. Balancing the needs of motorcyclists must always be considered. Therefore, each state should ensure that state and community motorcycle safety programs include a traffic-engineering component that is coordinated with enforcement and educational efforts. This engineering component should improve the safety of motorcyclists through the design, construction, operation and maintenance of engineering measures. These measures may include, but should not be limited to:

- Considering motorcycle needs when selecting pavement skid factors;
- Providing advance warning signs to alert motorcyclists to unusual or irregular roadway surfaces.

### Status

WSDOT considers the needs of motorcyclists during the planning and implementation of new and on-going highway engineering projects and works closely with the Federal Highway Association (FHWA).

On WSDOT roadway projects, the needs of motorcyclists and all roadway users are accounted for during the planning and implementation phases. Data and diagnostic tools are utilized to identify needs that merit consideration. WSDOT conducts crash analyses, participates in safety corridor studies, field assessments, and road safety audits that focus on motorcycles. As part of these studies, WSDOT also considers the input and concerns of the public and local agencies. The crash data system is the beginning point for many transportation agencies' review of motorcycle crash information.

WSDOT and other city and county transportation agencies participate in the state's SHSP – Target Zero. Agency representatives have opportunities to serve on steering and executive teams as well as attend Target Zero meetings. There are also opportunities for stakeholders and partners involved in motorcycle safety issues to review and comment on draft versions of the Target Zero plan.

The specific needs of Motorcyclists are addressed through:

- Field assessments
- Traffic analysis
- Project development
- Scoping
- Design process

WSDOT addresses the needs of motorcyclists in road construction projects and maintenance activities by installing signs that warn motorcyclist about hazardous roadway conditions including:

- Loose gravel
- Steel plates
- Abrupt lane edges

WSDOT's Field Assessment Program conducts reviews of state highways for operational concerns. During these reviews, motorcyclist-related issues are noted and addressed. Motorcyclists are part of the WSDOT Traffic Operations Field Assessment Program, which reviews all sections of highways for low-cost operational improvements.

WSDOT participates in WTSC statewide safety conferences focused on traffic safety needs. Examples of WSDOT specifically addressing motorcyclist's concerns are:

- Installation of "Rough Road" warning signs on state highways where there are no immediate plans to resurface a highway.
- High friction surface treatment program to improve roadway friction in areas over-represented with wet weather crashes.

WSDOT's Design Manual includes motorcycles as a vehicle type that roadway designs should accommodate. Policies and laws are in place to ensure motorcyclists' needs are addressed in work zones on state highways, county roads, and city streets. Road design and maintenance personnel from WSDOT receive education on conditions that pose hazards to motorcyclists as a part of the WSDOT Work Zone Design Class.

RCW 47.36.200(2) states: "If the construction, repair, or maintenance work includes or uses grooved pavement, abrupt lane edges, steel plates, or gravel or earth surfaces, the construction, repair, or maintenance zone must be posted with signs stating the condition, as required by current law, and in addition, must warn motorcyclists of the potential hazard only if the hazard or condition exists on a paved public highway, county road, street, bridge, or other thoroughfare commonly traveled."

WSDOT has an extensive public outreach program and motorcyclists routinely report concerns.

Washington state law requires that all traffic control signals detect motorcycles. WSDOT Traffic Operations Division of WSDOT participates in Safety Corridors Projects that involve the community and motorcycle riders as well as analyze crash data to identify locations to further enhance motorcycle safety performance through engineering, education, and enforcement.

## Recommendations

- **Partner with the Motorcycle Safety Education Advisory Board and DOL to develop educational materials that address specific roadway engineering elements and how they benefit the safety of motorcyclists. Include in existing and future outreach and training efforts.**
- Investigate the feasibility of installing interactive signs at curves on highways that utilize a speed measuring device to immediately provide information to roadway users, specifically motorcyclists, of their speed in roadways over-represented by speed related crashes.
- Utilize the expertise of experienced riders to offer insight and provide input to engineers, planners, and maintenance on the riding behaviors of motorcyclists that result in crashes. For example, crashes caused by motorcyclists departing from the roadway in curves.

## **IX. Motorcycle Rider Conspicuity and Motorist Awareness Programs**

State motorcycle safety programs, communication campaigns and state motor vehicle operator manuals should emphasize the issues of rider conspicuity and motorist awareness of motorcycles. These programs should address:

- Daytime use of motorcycle headlights;
- Brightly colored clothing and reflective materials for motorcycle riders and motorcycle helmets with high daytime and nighttime conspicuity;
- Lane positioning of motorcycles to increase vehicle visibility;
- Reasons why motorists do not see motorcycles; and
- Ways that other motorists can increase their awareness of motorcyclists.

### **Status**

Approximately three-fourths of motorcyclist fatalities in Washington are rider-caused. As is common in other states, there is a perception among riders that lack of motorist awareness is a significant factor in crashes. Strategically, WMSP has directed efforts fairly equally at rider conspicuity and motorist awareness issues.

Washington addresses rider conspicuity, including lane positioning and gear, through training modules, and rider education instructors are encouraged to lead by example by wearing high visibility gear. Anecdotally, presenters indicated that they see many riders in high visibility gear. Military riders are required to wear reflective belts on base, but have no requirements to maintain the belt off base.

“A Second Look,” is an 8-minute video that personalizes the vulnerabilities of motorcycles on the road and the importance for drivers to look twice. The video is targeted and distributed to driver education schools, and DOL staff have made presentations at driver education conferences to discuss the curriculum association with the video.

WSMP has two program motorcycles wrapped with a look twice message.

“Look Twice, Save a Life” signage has been placed at gas stations, rest areas, stadiums, and on buses. Permanent roadside signage with a dual message (look twice/ride safe, sober & endorsed) has been placed on roadways frequently traveled by motorcyclists, with a priority for areas experiencing motorcyclist fatalities.

Most recently, in 2016, WMSP conducted a campaign to place temporary road signs on routes in and out of motorcycle rallies and events.

## Recommendations

- **Utilize relationships with rider training providers, dealers, and rider groups to deliver motorcyclist conspicuity messages, including education about the role of making wise decisions with regards to visibility (e.g., lane positioning) and gear. Develop language these partners can use in their newsletters and social media outlets.**
- Engage prominent members of the motorcycling community to serve as spokespersons encouraging other riders to wear high visibility gear.

## **X. Communications Program**

States should develop and implement communications strategies directed at specific high-risk populations as identified by data. Communications should highlight and support specific policy and progress underway in the states and communities and should be culturally relevant and appropriate to the audience. States should:

- Focus their communication efforts to support the overall policy and program;
- Review data to identify populations at risk; and
- Use a mix of media strategies to draw attention to the problem.

### **Status**

Motorcycle safety is addressed in the Target Zero plan, but motorcycle safety issues are not integrated into other traffic safety initiatives, such as occupant protection and impaired driving. Included in the plan are objectives to address the following through education, enforcement, and leadership/policy initiatives:

1. Reduce the number of unendorsed and untrained riders;
2. Reduce the number of impaired, unskilled, and unsafe riders;
3. Increase rider safety awareness (conspicuity);
4. Increase rider safety awareness (high risk behavior);
5. Engage stakeholders in improving motorcycle safety; and
6. Strengthen and improve motorcycle laws to increase motorcycle safety.

DOL takes the lead in outreach efforts relating to rider training, endorsements, motorist awareness, and rider conspicuity. WTSC implements outreach efforts relating to impaired riding, helmet use, motorist awareness, and rider conspicuity.

DOL conducts a variety of outreach efforts to inform the riding public about training opportunities and the endorsement requirement. Training messages note the top factors in fatal crashes. With grant funding from WTDC, DOL produced “Training is Everything,” is a 7-minute video that compares the physical and mental skills required to operate a motorcycle safely with those of combat pilots, hydroplane racers, and competitive rugby players. Two 30-second edits of the video have been placed in movie theaters for the months of April and May. Other efforts include postcards and hangtags distributed through dealerships, drive training schools, and rider training sites. The postcard provides a link to a rider survey, with a chance to win a free training class.

“It’s a Fine Line” is a tagline developed by WMSP to promote motorcycle safety. It is used on materials and WTSC maintains a standalone website ([ItsAFineLine.com](http://ItsAFineLine.com)), a Twitter feed (@ItsAFineLineWA), and a Facebook page (ItsAFineLineWA). The website is purposely designed to appeal to the customer base of motorcyclists (i.e., it doesn’t look like a government site). The site is easily navigated, and rich with information on rider training, endorsement, enforcement, and the Target Zero plan. It features a library of engaging videos on lane splitting, high visibility enforcement, curves and corners,

braking distance and safety, safety inspection, training for military, how to lift a motorcycle, motorcycle ride, and more. Consumers can post comments on content. It does not appear that the state is using the site to interact on a personal level with users (e.g., by replying to comments). The website does not show up in the top results when searching for motorcycle safety information in Washington.

Testimony indicated that social media is an effective means to reach motorcyclists in Washington. WTSC has a contract with a media company to maintain the It's a Fine Line website and social media channels. The contractor boosts social media posts and buys ads on Facebook. WTSC receives reports on the results and reach of the boosted posts and ads.

Both WTSC and DOL work with contractors to implement communications efforts, but there is no collaboration between the contractors. There is informal collaboration between the agencies during the materials development phase, for example, when sourcing images or crafting messages.

The program's two wrapped motorcycles provide an on-the-road opportunity to promote training and motorist awareness.

WTSC has executed campaigns during motorcycle events in partnership with Uber and Lyft to offer free or discounted rides.

There is no formal review process for materials. Decisions on what topics to address are data driven, but messaging, methodology, and format aren't focus group tested. Through its contractor, WTSC is able to solicit public feedback via social media. There is an opportunity to engage partners, including the Motorcycle Safety Education Advisory Board, rider training centers, rider groups, and dealerships, in the review and testing of messages.

## **Recommendations**

- **Develop a comprehensive motorcycle safety communications plan that clearly defines the roles and responsibilities of all agencies and partners involved.**
- **Formally incorporate program partners (Motorcycle Safety Education Advisory Board, rider training centers, rider groups, and dealerships) into the communications plan. Solicit their feedback on content, messaging, and delivery. Provide content for websites, newsletters, and social media; partner on public events, and offer tips for reaching the target audience.**
- Increase the visibility of ItsAFineLine.com by purchasing keyword advertising and exploring search engine optimization.

## **XI. Program Evaluation and Data**

Both problem identification and continual evaluation require effective record keeping by state and local government. The state should identify the frequency and types of motorcycle crashes. After problem identification is complete, the state should identify appropriate countermeasures. The state should promote effective evaluation by:

- Supporting the analysis of police accident reports involving motorcyclists;
- Encouraging, supporting and training localities in process, impact and outcome evaluation of local programs;
- Conducting and publicizing statewide surveys of public knowledge and attitudes about motorcycle safety;
- Maintaining awareness of trends in motorcycle crashes at the national level and how trends might influence activities statewide;
- Evaluating the use of program resources and the effectiveness of existing countermeasures for the general public and high-risk population;
- Collecting and reporting accurate motorcycle vehicle miles traveled data; and
- Ensuring that evaluation results are used to identify problems, plan new programs and improve existing programs.

### **Status**

Washington does not have a central data depository, but does have numerous agencies collecting and distributing crash-related data that is available for research, planning, and evaluation. Some of these agencies are:

- DOL – driver and vehicle
- WSP – eCitation and eCrash reports
- WSDOT – crash, roadway, Collision Locator Analysis System
- Washington Department of Health – emergency room, hospital, injury surveillance, and trauma registry

Over the years, these agencies have established strong working relationships to support each other's data needs and have created electronic portals for easy access to sharing the data. The data is used primary for problem identification, especially in developing SHSPs, Highway Safety Plans, and individual agency strategic plans, and to create fact sheets on specific traffic safety issues. The Team received no indication that the success or outcome of state or local motorcycle safety efforts is evaluated or measured.

A significant number of presenters believe the current license endorsement courses need to be improved. There is no plan in place to evaluate these curriculums. Developing and executing an evaluation plan is necessary to determine the value and effectiveness of the license endorsement courses in meeting the needs of entry-level Washington motorcyclists.



DOL conducts a project every other year to encourage proper motorcycle endorsement. Postcards are sent to registered motorcycle owners who do not have an endorsement on their license to encourage the completion of training and proper endorsement. The DOL can match license course completion data with the postcard recipient's information to determine if training was completed and/or a motorcycle endorsement was obtained. DOL can also match driving record information to postcard recipients to determine if an endorsement was added without training. This is an example of a small, low-cost outcome evaluation that DOL considers a success because they can determine the number of postcard recipients that completed training and/or became properly endorsed.

In 2016, WMSP surveyed 4,000 motorcyclists to collect information on beliefs and attitudes towards riding gear, training, miles driven, and fatality causation. No formal report was produced and it is unclear whether the raw data was accurate. No information was presented on the survey methodology.

WTSC requires all grantees to include a measurement and evaluation section as part of their grant and offers training in process, impact, and outcome evaluations. Grantees submit progress reports identifying milestone achievements. No measurement and evaluation results of grant projects were provided.

WMSP does not have staff dedicated to conduct data queries, analysis, and program or project evaluation. Staff can access DOL data files and contact other agencies for information, but they are not data analysts or trained evaluators. Accurately collecting, summarizing, and creating reports regarding data consumes time from their daily assignments.

## **Recommendations**

- **Contract with an outside organization to conduct data analysis, prepare reports, and manage measurement and evaluation projects.**
- **Maintain the collaborative relationships of DOL, WTSC, WSP, WSDOT, Washington Department of Health, and other agencies that collect and distribute data that can be useful in identifying problems, planning projects or programs, and supporting evaluation and measurement.**
- **Institute requirements for all future WMSP programs and projects to include a measurement and evaluation component to determine their outcome, effectiveness, and value.**
- Identify and prioritize the measurement and evaluation projects WMSP needs to complete to achieve its goals, improve its operations, and demonstrate the value and effectiveness of its programs and projects.

## **Credentials of Technical Assistance Team**

### **Terry J. Butler**

Senior Director, Missouri Safety Center, University of Central Missouri, Warrensburg, MO

#### **Experience**

- DOT, NHTSA, Motorcycle Safety Technical Team Member, 16 previous state program assessments, 2000 to present
- Director, Missouri Safety Center, 2007 to 2013
- Assistant Director/Development, Missouri Safety Center, 2006 to 2007
- Project Director and Facility/Fleet Manager, Highway Safety Instructional Park/Marshall Building, Missouri Safety Center, 1990 to 2006
- State Coordinator – Missouri Motorcycle Safety Program, 1989 – 2000
- ATV Safety Institute Chief Instructor Trainer Facilitator, 2000
- Motorcycle Safety Foundation DirtBike School Coach Trainer Facilitator, 1999
- National Youth Program Using Motorcycles (NYPUM) Coach Trainer, 1995
- ATV Safety Institute Chief Instructor Certification, 1988
- Motorcycle Safety Foundation Chief Instructor Certification, 1986
- Masters of Science, Transportation Safety, University of Central Missouri (1996); Bachelor of Science, Electricity & Electronics Technology, University of Central Missouri (1984)

#### **Organizations/Affiliations**

- National Cooperative Highway Research Program
- Transportation Research Board
- National Highway Traffic Safety Administration
- Transportation Safety Institute
- American Association of Motor Vehicle Administrators
- Motorcycle Safety Foundation
- Specialty Vehicle Institute of America

### **Glenn Davis**

Highway Safety Manager, Colorado Department of Transportation (CDOT), Highway Safety Office (HSO), Denver, CO

#### **Experience**

- DOT, NHTSA, Motorcycle Safety Technical Team Member, states of Maine and Nevada
- DOT, NHTSA, Standardized Field Sobriety Testing Technical Team Member, state of Missouri
- Highway Safety Manager, Colorado Department of Transportation (CDOT), Highway Safety Office (HSO); responsible for Impaired Driving, Young Drivers, Police Traffic Services, Motorcycle Safety and Speed Enforcement
- Reserve Sergeant, Ft. Lupton Police Department

- Littleton Police (CO), 25 years of service, Drug Recognition Expert (DRE) and Impaired Driving Enforcement Coordinator
- Masters of Science, Education, Colorado State University; Bachelor of Science, Criminal Justice, Colorado State University

### **Organizations/Appointments**

- CDOT Representative, State of Colorado Governor's Marijuana Working Group, Data Advisory Group and Education Oversight Committee
- Member, Colorado Peace Officer Standards and Training (POST) curriculum committee
- Parliamentarian, State Emergency Medical and Trauma Services Advisory Council
- Member, Colorado Prevention Leadership Council
- Former Chair & Vice Chair, Colorado Task Force on Drunk and Impaired Driving (CTFDID)
- Chair, Colorado Motorcycle Operator Advisory Board (MOSAB)
- Former Secretary & current Parliamentarian, Colorado State Traffic Records Advisory Committee (STRAC)
- CDOT Representative, Colorado Persistent Drunk Driver Committee
- Member, Motorcycles and Mopeds Committee of the Transportation Research Board
- The International Association of Chiefs of Police Drug Evaluation and Classification Emeritus Award
- Colorado DRE Centennial Award, for dedication and support to the Colorado Drug Recognition Expert program
- Dr. Robert Weltzer award for dedication to traffic safety from Mothers Against Drunk Driving

### **Andrew S. Krajewski**

Retired Director, Driver Safety, Maryland Motor Vehicle Administration. Walkersville, MD

### **Experience**

- DOT, NHTSA, Motorcycle Safety Technical Team Member, states of California, Colorado, Florida, Indiana (2), Massachusetts, Minnesota, Missouri (2), Nevada, North Carolina, North Dakota, Ohio, Oklahoma, Oregon, Rhode Island, South Carolina, Tennessee, Texas, Washington (2), West Virginia, and Wisconsin (2)
- Driver Education Technical Assessment Team Member for North Carolina
- Project Specialist, National Association of State Motorcycle Safety Administrators (SMSA)
- Director, Driver Safety, Maryland Motor Vehicle Administration (2008 – 2014)
- Director, Driver Programs, Maryland Motor Vehicle Administration (1997 – 2008)
- Division Director, Driver Services, Maryland Motor Vehicle Administration (1997)
- Division Director, Motorcycle Safety Program, Maryland Motor Vehicle Administration (1983-1997)

- DOT, NHTSA, Traffic Records Technical Team Member, 17 state assessments
- DOT, NHTSA, Driver Education Technical Team Member, states of Illinois, Missouri
- Regional Manager, Education Department, Motorcycle Safety Foundation (1977-1983)
- Area Transportation Supervisor, Montgomery County Public Schools (1975-1977)
- Instructor, Safety Education, University of Maryland (1974-1975)
- Chairman, Department of Health, Physical Education and Driver Education, Bradford Area High School (1966-1974)
- Masters of Science, Education, Transportation Safety, University of Central Missouri (1974); Bachelor of Science, Health & Physical Education, Pennsylvania State University (1966)

### **Organizations/ Appointments**

- AAMVA Stakeholders Advisory Group for Motorcycle Operator Manual and Knowledge Questions (2010)
- Chairperson, AAMVA Test Maintenance Subcommittee until June 2014
- Development Team, National Standards for Entry Level Rider Training (2010)
- Development Team, National Model Administrative Standards for Rider Training
- Emphasis Team Leader, Aggressive Driving, Maryland Strategic Highway Safety Plan (2010-present)
- Development Team, AAMVA Guidelines for Motorcycle Operator Licensing (2008-2009)
- Instructor, Traffic Safety Institute, Motorcycle Safety Program Coordination (2008-present)
- Expert Panelist, Safe Motorcyclist Behavior (2008)
- Impaired Driver Coalition (2005-present)
- Co-Chairperson, Maryland Motorcycle Safety Coalition
- Chairperson, National Association of State Motorcycle Safety Administrators (SMSA) Executive Committee and designated state representative since 1984-2014

### **Carol A. Montoya, CAE**

President, Potomac Management Resources, Alexandria, VA

### **Experience**

- DOT, NHTSA, Motorcycle Safety Technical Team Member, states of Arizona, Florida, Hawaii, Indiana, Maine, Massachusetts, Missouri (2), Nevada (2), North Dakota, Rhode Island, Tennessee, Wisconsin (2), and Washington
- Certified Association Executive credential achieved, January 2007 (highest professional credential in association industry)
- President, Potomac Management Resources; includes serving as Executive Director, American Advertising Federation-DC Chapter (2000-present) and Executive Director, American Marketing Association-DC Chapter (2001-2008);

- event planner for NHTSA Ignition Interlock Forum (2007); event planner for NHTSA Data Driven Approaches to Crime and Traffic Safety meeting (2008)
- Outreach Director, Literacy Council of Northern Virginia (1999-2000)
- Vice President, Marketing & Advertising, ZGS Communications, government social marketing contracts for motorcycle safety and aggressive driving (1998-1999)
- Account Supervisor, Lisboa Associates, Inc., government social marketing contracts for Campaign Safe & Sober, child seat safety, motorcycle safety, aggressive driving awareness, pedestrian safety, and airbag education (1994-1998)
- Bachelor of Arts, *cum laude*, Political Science, Hood College (1994)

### **Organizations/Appointments**

- Clarion Awards Judge, Association for Women in Communications (2008)
- Member, American Society of Association Executives (2003-present)
- Member and Chair, Hood College Magazine Editorial Board, (2002-2006)
- Member (2001-present) & Board Member (2001-2014), Association for Women in Communications-DC Professional Chapter
- Member and Board Member, Women in Advertising & Marketing, (1998-2001)
- Member & Board Member, Advertising Club of Metropolitan Washington (1996-2000)

### **Michele O'Leary**

Retired (2015), Motorcycle Safety Program Manager, Oregon Department of Transportation, Eugene, OR

### **Experience**

- DOT, NHTSA, Motorcycle Safety Technical Team Member, Florida
- Motorcycle Safety and Vehicle Equipment Standards Program Manager, Transportation Safety Division, Oregon Department of Transportation (2006-2015)
- Motorcycle Licensing Coordinator, Driver Programs, Driver and Motor Vehicle Services (DMV), Oregon Department of Transportation (2004-2006)
- Senior Outreach Manager, Oregon Student Assistance Commission (2000-2004)
- Bachelor of Science, Management and Communications, Corban University (2008)

### **Organizations/Appointments**

- Chair, State Motorcycle Safety Administration (SMSA) Programs Committee (current)
- Board of Directors, Better Eugene-Springfield Transportation (current)
- Member, City of Eugene Active Transportation Committee (current)
- Alternate member, Eugene Vision Zero Task Force (current)
- Chair, SMSA Policy and Planning Committee (2013-2015)
- Society of Automotive Engineers (SAE) (2006-2008)

## **Assessment Agenda**

### **Sunday, April 23, 2017**

5:30 p.m. – 7:30 p.m.     **Team Dinner and Briefing**

### **Monday, April 24, 2017**

8:15 a.m. – 8:30 a.m.     **Kick Off**  
Pat Kohler, Director, Washington Department of Licensing  
Darrin Grondel, Director, Washington Traffic Safety  
Commission

8:30 a.m. – 8:40 a.m.     Break

8:40 a.m. – 9:10 a.m.     **Program Management**  
Tandy Alexander, Administrator, Special Licensing &  
Endorsements, Washington Department of Licensing  
Bryan Jackson, Program Manager, Washington Department  
of Licensing  
Mark Medalen, Program Manager, Washington Traffic Safety  
Commission  
Andrea Nygard, Assistant Administrator, Washington  
Department of Licensing  
Hector Rodriguez, Administrator, Washington Department of  
Licensing

9:10 a.m. – 9:25 a.m.     Break

9:25 a.m. – 10:20 a.m.     **Legislation and Regulations**  
Tandy Alexander, Administrator, Special Licensing &  
Endorsements, Washington Department of Licensing  
Shelly Baldwin, Legislative and Media Relations Manager,  
Washington Traffic Safety Commission  
Bryan Jackson, Program Manager, Washington Department  
of Licensing  
Mark Medalen, Program Manager, Washington Traffic Safety  
Commission  
Andrea Nygard, Assistant Administrator, Washington  
Department of Licensing  
Erik Olson, Legislative Analyst, Washington Department of  
Licensing  
Stephanie Sams, Senior Legislative Analyst, Washington  
Department of Licensing

10:20 a.m. – 10:35 a.m.     Break

- 10:35 a.m. – 11:35 a.m.    **Operator Licensing**  
Jane Chapman, Technical Director, Washington Department of Licensing  
Bryan Jackson, Program Manager, Washington Department of Licensing  
David Weed, Motorcycle Safety Technical Expert, Washington Department of Licensing
- 11:35 a.m. – 12:45 p.m.    Lunch
- 12:45 p.m. – 2:15 p.m.    **Law Enforcement**  
Cpl. Karim Boukabou, Washington State Patrol  
Officer Mark Brinkman, Lynnwood Police Department  
Detective Eric Falk, Traffic Detective, Edmonds Police Department  
Deputy Sheriff Steve Johnson, King County Sheriff's Office  
Lt. Ron Kessler, Washington State Patrol  
Sgt. Theresa Kubala, Vancouver Police Department  
Sgt. Karl Roth, Traffic Sargent, Edmonds Police Department  
Lt. Mark Tegard, Washington State Patrol
- 2:15 p.m. – 2:30 p.m.    Break
- 2:30 p.m. – 3:15 p.m.    **Operation Under the Influence**  
Cpl. Karim Boukabou, Washington State Patrol  
Officer Mark Brinkman, Lynnwood Police Department  
Moses Garcia, Traffic Safety Resource Prosecutor, Municipal Research and Services Center  
Deputy Sheriff Steve Johnson, King County Sheriff's Office  
Sgt. Karl Roth, Traffic Sargent, Edmonds Police Department  
Lt. Rob Sharpe, Washington State Patrol
- 3:15 p.m. – 3:35 p.m.    Break
- 3:35 p.m. – 4:30 p.m.    **De-Brief & Questions**  
Tandy Alexander, Administrator, Special Licensing & Endorsements, Washington Department of Licensing  
Bryan Jackson, Program Manager, Washington Department of Licensing  
Mark Medalen, Program Manager, Washington Traffic Safety Commission  
Andrea Nygard, Assistant Administrator, Washington Department of Licensing  
Hector Rodriguez, Administrator, Washington Department of Licensing

4:30 p.m. – 5:15 p.m. **Team Wrap Up**

**Tuesday, April 25, 2017**

8:00 a.m. – 9:30 a.m. **Program Management**

Tandy Alexander, Administrator, Special Licensing & Endorsements, Washington Department of Licensing  
Bryan Jackson, Program Manager, Washington Department of Licensing  
Mark Medalen, Program Manager, Washington Traffic Safety Commission  
Andrea Nygard, Assistant Administrator, Washington Department of Licensing  
Hector Rodriguez, Administrator, Washington Department of Licensing  
David Weed, Motorcycle Safety Technical Expert, Washington Department of Licensing

9:30 p.m. – 9:45 p.m. Break

9:45 a.m. – 11:00 a.m. **Program Evaluation and Data**

Dan Cooke, Management Analyst, Washington Department of Licensing  
Bruce Chunn, Senior Research Analyst, Washington Department of Licensing  
Dolly Fernandes, Executive Director, Office of Community Health Systems, Washington Department of Health  
Staci Hoff, Ph.D., Research Director, Washington Traffic Safety Commission  
Eric Shields, Contracts Compliance Manager, Washington Department of Licensing  
Ida van Schalkwyk, Traffic Safety Engineer, Washington Department of Transportation

11:00 a.m. – 11:15 a.m. Break

11:15 a.m. - 12:15 p.m. **Communications**

Shelly Baldwin, Legislative and Media Relations Manager, Washington Traffic Safety Commission  
Jessica Dally, Chair, Motorcycle Safety Board  
Bryan Jackson, Program Manager, Washington Department of Licensing  
Mark Medalen, Program Manager, Washington Traffic Safety Commission



David Weed, Motorcycle Safety Technical Expert,  
Washington Department of Licensing

12:15 p.m. – 1:15 p.m.

Lunch

1:15 p.m. - 2:20 p.m.

**Rider Education: Administration**

Tandy Alexander, Administrator, Special Licensing &  
Endorsements, Washington Department of Licensing  
Bryan Jackson, Program Manager, Washington Department  
of Licensing

Andrea Nygard, Assistant Administrator, Washington  
Department of Licensing

Eric Shields, Contracts Compliance Manager, Washington  
Department of Licensing

David Weed, Motorcycle Safety Technical Expert,  
Washington Department of Licensing

2:20 p.m. – 2:30 p.m.

Break

2:30 p.m. - 3:50 p.m.

**Rider Education: Operations**

Joyce McCallum, Cascade Motorcycle Safety

Rachel Oxrieder, Owner, Spokane Motorschool

Aaron “Dusty” Powers, Owner, Motorcycle Training, Inc.

Bruce Scott, Instructor, Evergreen Safety Council

Steve Stewart, Pacific Northwest Motorcycle Safety

Bruce Thomas, Programs Manager, Puget Sound Safety

Bret Tkacs, Founder, Puget Sound Safety

John Tull, Founder, FACT Motorcycle Training

Dan Weber, Instructor, Evergreen Safety Council

Dave Wendell, Pacific Northwest Motorcycle Safety

3:50 p.m. - 4:05 p.m.

Break

4:05 p.m. – 5:10 p.m.

**De-Brief & Questions**

Tandy Alexander, Administrator, Special Licensing &  
Endorsements, Washington Department of Licensing

Bryan Jackson, Program Manager, Washington Department  
of Licensing

Andrea Nygard, Assistant Administrator, Washington  
Department of Licensing

Hector Rodriguez, Administrator, Washington Department of  
Licensing

5:10 p.m. – 5:30 p.m.

**Team Wrap Up**

**Wednesday, April 26, 2017**

- 8:00 a.m. – 8:55 a.m.     **Personal Protective Equipment; Rider Conspicuity & Motorist Awareness**  
Kevin Lemon, JBLM Safety Office  
David Weed, Motorcycle Safety Technical Expert,  
Washington Department of Licensing  
Larry Walker, Government Relations Specialist, Washington  
Road Riders Association  
Dave Wendell, Pacific Northwest Motorcycle Safety
- 8:55 a.m. – 9:10 a.m.     Break
- 9:10 a.m. – 10:00 a.m.   **Highway Engineering**  
Mike Dornfeld, Program Development and Performance  
Manager, Traffic Operations Division, Washington  
Department of Transportation  
Peter Eun, Transportation Safety Engineer, Washington  
Division, Federal Highway Administration  
Rick Mowlds, State Sign Engineer & MUTCD, Washington  
Department of Transportation  
Don Peterson, Safety/Geometric Design, Washington  
Division, Federal Highway Safety Administration
- 10:00 a.m. – 10:15 a.m.   Break
- 10:15 a.m. – 11:10 a.m.   **Washington Rider Groups**  
Bill Cameron, Owner, Skagit Powersports  
Brian Lange, Legislative Affairs Office, ABATE of  
Washington  
Larry Walker, Government Relations Specialist, Washington  
Road Riders Association
- 11:10 p.m. – 11:15 a.m.   Break
- 11:15 a.m. – 12:10 p.m.   **De-Brief & Questions**  
Tandy Alexander, Administrator, Special Licensing &  
Endorsements, Washington Department of Licensing  
Bryan Jackson, Program Manager, Washington Department  
of Licensing  
Mark Medalen, Program Manager, Washington Traffic Safety  
Commission  
Andrea Nygard, Assistant Administrator, Washington  
Department of Licensing  
Hector Rodriguez, Administrator, Washington Department of  
Licensing

12:10 p.m. – 12:30 p.m. **Team Wrap Up**

**Thursday, April 27, 2017**

10:30 a.m. – 4:45 p.m. **Team Deliberations**

**Friday, April 28, 2017**

9:00 a.m. – 9:30 a.m. **Team Report Out**

## Abbreviations Key

The Team	Technical Assessment Team
ATGATT	All the Gear, All the Time
DOL	Washington Department of Licensing
DRE	Drug Recognition Expert
DUI	Driving Under the Influence
FARS	Fatality Analysis Reporting System
FMVSS	Federal Motor Vehicle Safety Standards
HVE	High Visibility Enforcement
LEL	Law Enforcement Liaison
MOM	Motorcycle Operator Manual
NHTSA	National Highway Traffic Safety Administration
RST	Rider Skill Test
SFST	Standardized Field Sobriety Testing
SHSP	Strategic Highway Safety Plan
SMSA	State Motorcycle Safety Administrators
WSDOT	Washington State Department of Transportation
WSP	Washington State Police
WTSC	Washington Traffic Safety Commission