# Vulnerable Users (VU) in Massachusetts

April 15, 2025



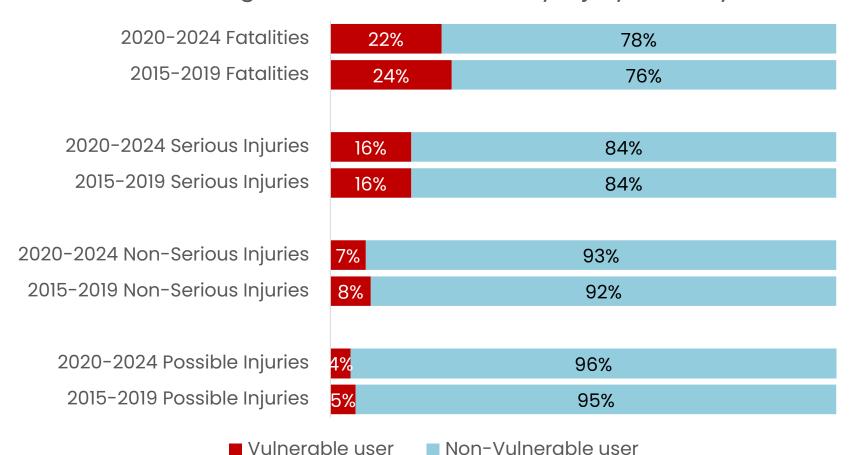
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## Vulnerable User Crash Data and Injury Severity

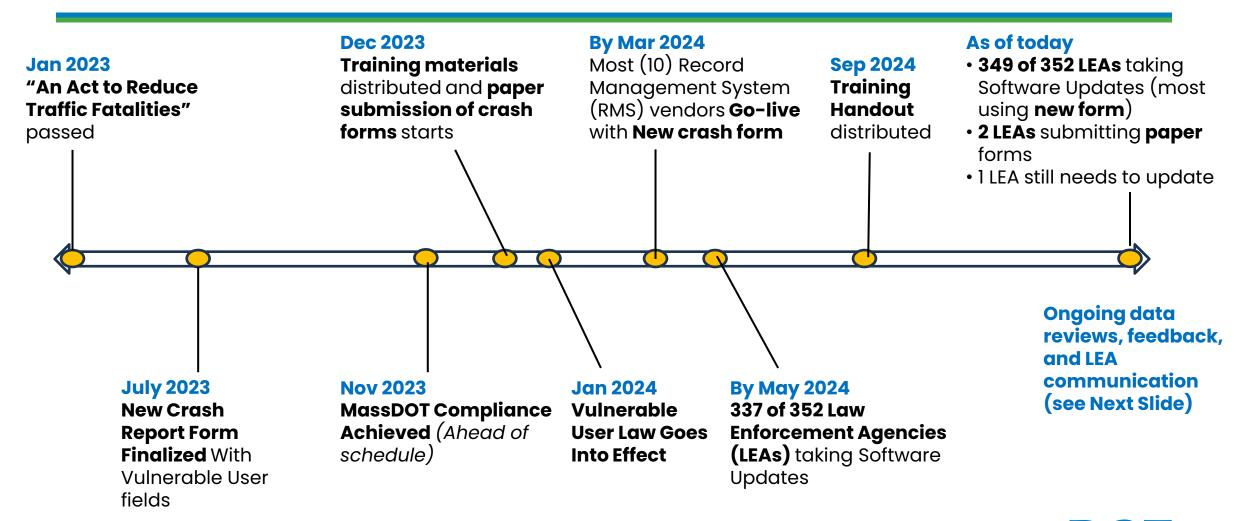
Severity of Crashes disproportionately affects Vulnerable Users

#### Percentage of Vulnerable Users by Injury Severity





## Timeline and Milestones on the Road to Compliance





#### **Collaboration with Stakeholders**

Registry of Motor Vehicles (RMV) Crash Data Review and Activities

**ONGOING REVIEW** 

Daily review of Vulnerable User data entered to identify & fix discrepancies Ongoing review of reports: nonsubmit, completeness, rejections, warnings, timeliness, Law Enforcement Agency (LEA) emails to identify priority LEA targets for outreach

**ONGOING COMMUNICATION** 

Outreach to LEAs(25-30 per week) and RMS vendors as needed to resolve questions, review reports, get feedback and discuss S/W fixes

**FOUNDATIONAL ACTIVITIES** 

Provide input to curriculum for new cadet and established officer training (16 Academies)

Attend Chief Association (10 associations) meetings to provide input and get feedback



## **Summary of 2024 Data**

Vulnerable Users in 2024 Crash Data

Vulnerable User type	Total People in 2024 Crashes					
Pedestrian	2,020					
Bicyclist	1,523					
Motorized Scooter rider	284					
Unknown (includes Not- Reported)	83					
Other	69					
Motorized Bicyclist	62					
Electric Personal Assistive Mobility Device User	37					
Non-Motorized scooter Rider	29					
Train/Trolley Passenger	23					
Skateboarder	21					
TOTAL	4,224					

## Other Vulnerable User Categories (not shown in table)

- Horse Rider, Horse-drawn Carriage Driver,
   Farm Equipment Operator: 0 Crashes
- Non-Motorized Wheelchair user (5), Other Micromobility Device User (5), Utility Worker – Outside of vehicle (5), In-line skater (3), Roller Skater (2): 1-5 people in crashes
- Hand Cyclist (18), Roadway Worker –
  Outside of vehicle (17), Emergency
  Responder Outside of vehicle (11),
  Tricyclist (7): 6-19 people in crashes



## **Crash Data Review Learnings**

Of the Vulnerable User crash reports submitted till Dec 2024, approximately **16%** had an issue identified upon **manual** review. Some of the key issues are summarized below:

Type of Issue	Incidence	Examples (not comprehensive)
Potentially incorrect Vulnerable User classification	31%	Identified based on examining narrative. E.g. E-bikes classified as motorized bicycle, motorized bicycle (Mopeds) being entered as motorized scooter
No Vulnerable User involved	21%	Identified based on examining narrative. E.g. Pedestrian was not struck, entered motor vehicle passengers, animals, inanimate objects as Vulnerable Users
Invalid codes	15%	Entered invalid codes e.g for injury status or suspected drug/alcohol etc
Non qualify	18%	Crash in parking lot or private property

#### **LEA feedback:**

- Too many Vulnerable User categories on the crash form
- Some of the Vulnerable User categories can be confusing
- Do not always understand the importance of collecting this information



## **Vulnerable User Moving Forward**

#### **Next Steps**

- **UMass Engagement**: In Fall 2024, MassDOT engaged UMass to develop recommendations for Vulnerable User definitions and types and clarify allowable uses and restrictions to optimize safety for all users.
- **Legislative Commission**: A special commission on micromobility was established by the 2024 Legislature to explore regulatory frameworks for micromobility vehicles (e.g., e-scooters, e-bikes), with goals including:
  - Review of current state/local regulations
  - Recommendations for use on bike paths, sidewalks, and shared-use paths
  - Support for innovation and shared micromobility options in municipalities
- The Special Commission on Micromobility held its first meeting on April 9<sup>th</sup> and their report is due end of 2025.
- Results from UMass study should be available in Summer 2025 and will be provided to the Special Commission on Micromobility and the MassDOT Board of Directors.



## Thank You



## Appendix

## **UMass Project**

#### Vulnerable User General Laws State of Practice

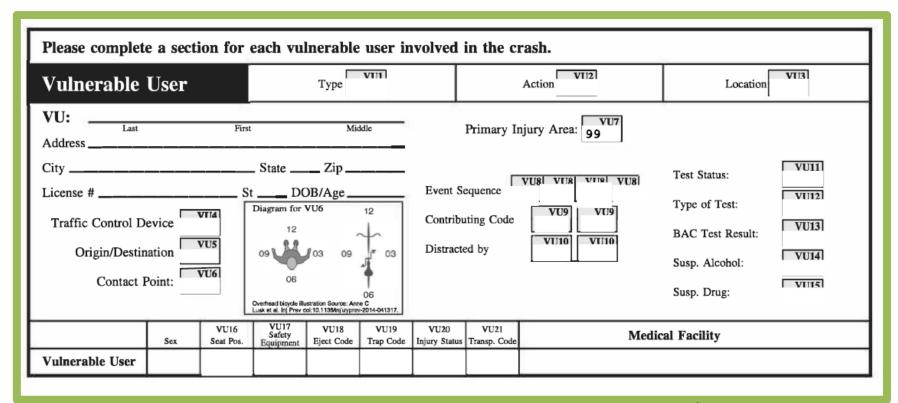
#### **Project Scope:**

Develop recommendations for potential changes to VU definitions and types within the Massachusetts General Laws (MGLs) and Code of Massachusetts Regulations (CMRs) and/or the Massachusetts Crash Report as well as how they relate to the Code of Federal Regulations (CFRs) and clarify allowable uses/restrictions on the roadway to optimize the safety of all users.

Tasks	Mo 1	Mo 2	Mo 3	Mo 4	Mo 5	Mo 6	M0 7	Mo 8	M0 9
Kick-off meeting with MassDOT									
Review Massachusetts VU definitions and types in MGL and RMV police crash report.									
Conduct key informant interviews to further understand the current challenges.									
Research VU definitions and crash report VRU types in other states and national best practices.									
Develop draft proposed changes.									
Conduct focus groups and/or key informant interviews.									
Develop final recommendations.									



#### **Vulnerable User Crash Data Form**



- Some fields previously existed but additional data attributes were added (example: vulnerable user type)
- Some fields added to mimic those of the driver (example: event sequence)
- Some fields are new (example: origin/destination)







January 2024



#### Massachusetts law defines 'vulnerable users' as:

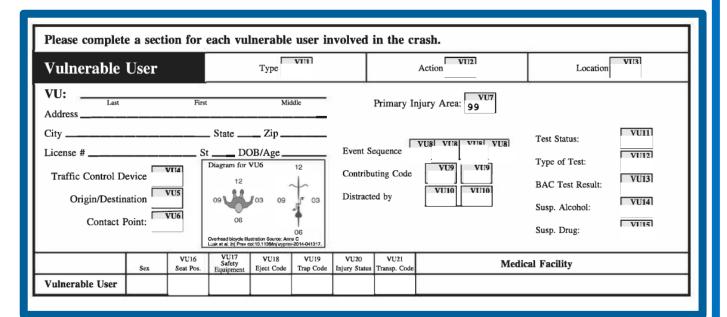
- Pedestrians
- Roadside workers
- Bicyclists
- People riding horses or horse drawn carriac
- People using:
  - Wheelchairs
  - Personal mobility devices
  - Motorized bicycles
  - Motorized scooters
  - Non-motorized scooters
  - Skateboards
  - Roller skates



### **Police Crash Report**



The Police Crash Report has been revised to include vulnerable users. Included in the presentation are definitions and examples of the vulnerable user types that may be used when completing the police crash report.



- Pedestrian
- 2 Bicyclist
- 3 Skateboarder
- 4 Train/Trolley Passenger
- 5 Roller Skater
- 6 In-Line Skater
- 7 Non-Motorized Scooter Rider
- 8 Non-Motorized Wheelchair User
- 9 Motorized Bicyclist
- 10 Hand Cyclist
- 11 Tricyclist
- 12 Motorized Scooter Rider
- 13 Electric Personal Assistive Mobility Device User
- 14 Horse Rider
- 15 Horse-drawn Carriage Driver
- 16 Farm Equipment operator
- 17 Other Micromobility Device User
- 18 Utility Worker Outside of vehicle
- 19 Roadway Worker Outside of vehicle
- 20 Emergency Responder Outside of vehicle
- 97 Other
- 99 Unknown

#### 1 – Pedestrian (Definition)



#### Any person who is not an occupant. Inclusions:

- Person on foot
- Person standing, walking, running, jogging, hiking, sitting, or lying within the trafficway or on private property, etc.
- A person assisted with a cane or walker
- Person pushing a baby carriage/stroller or carrying a baby.
- · Baby being carried.
- A person ejected from a transport vehicle who has come to rest in the trafficway during a prior unstabilized situation and struck in a second or subsequent unstabilized situation.

- 1 Pedestrian
- 2 Bicyclist
- 3 Skateboarder
- 4 Train/Trolley Passenger
- 5 Roller Skater
- 6 In-Line Skater
- 7 Non-Motorized Scooter Rider
- 8 Non-Motorized Wheelchair User
- 9 Motorized Bicyclist
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- 20 Emergency Responder Outside of vehicle
- 97 Other
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## 2 - Bicyclist (Definition)



Any occupant of a two-wheeled road vehicle propelled by pedaling and **may** include an electric motor of 750 watts or less. It includes bicycles solely propelled by human power and those that can be propelled by human power and/or an electric motor. This includes all people (operator and passengers) on bicycles and a person being pulled by a bicycle (e.g., in a wagon or bike trailer).

Per M.G.L. c. 90,§ 1, an e-bicycle can have one of two classes: "Class 1 electric bicycle", an electric bicycle or tricycle equipped with a motor that provides assistance only when the rider is pedaling and that ceases to provide assistance when the bicycle reaches the speed of 20 miles per hour.

"Class 2 electric bicycle", an electric bicycle or tricycle equipped with a motor that may be used exclusively to propel the bicycle and that is not capable of providing assistance when the bicycle reaches the speed of 20 miles per hour.

- l Pedestrian
- 2 Bicyclist
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## 2 – Bicyclist (Examples)





#### Popular brands include:

- Trek
- Specialized
- Cannondale
- Santa Cruz
- Scott
- Schwinn



## 3 – Skateboarder (Definition)



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A person riding on a board mounted on wheels whether manual or e-powered.

- l Pedestrian
- 2 Bicyclist
- 3 Skateboarder
- 4 Train/Trolley Passenger
- 5 Roller Skater
- 6 In-Line Skater
- 7 Non-Motorized Scooter Rider
- 8 Non-Motorized Wheelchair User
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## 3 – Skateboarder (Examples)







- Baker
- Girl
- Element
- Zero



## 4 - Train/Trolley Passenger (Definition)



22

A passenger of a land vehicle that is designed primarily for, or in use for, moving people or property from one place to another on rails and not in use on a trafficway other than a railway.

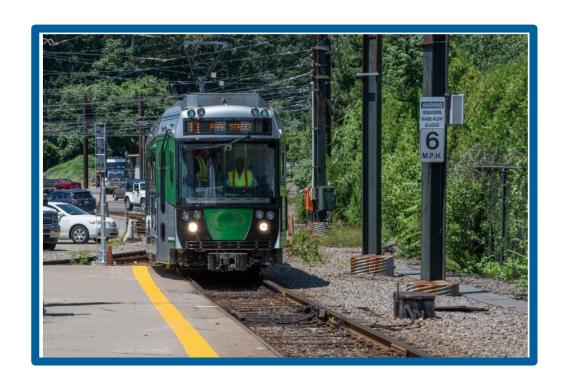
- 1 Pedestrian
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- 6 In-Line Skater
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## 4 - Train/Trolley Passenger (Examples)







Registry of Motor Vehicles

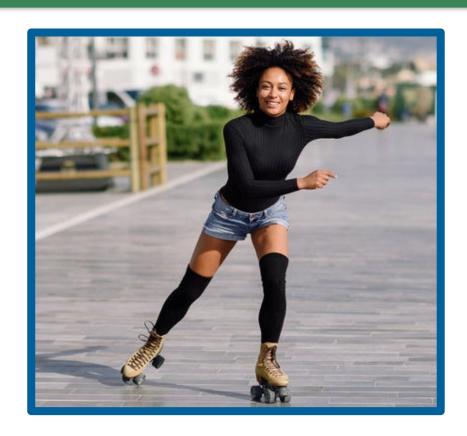
A person riding on roller skates that have a wheel on each "corner" of the skate.

- Pedestrian
- 2 Bicyclist
- 3 Skateboarder
- 4 Train/Trolley Passenger
- 5 Roller Skater



- 6 In-Line Skater
- 7 Non-Motorized Scooter Rider
- 8 Non-Motorized Wheelchair User
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#### Popular brands include:

- İmpala Moxi
- Roller Derby



### 6 - In-line Skater (Definition)



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A person riding on in-line skates consisting of a single line of wheels along the bottom.

- l Pedestrian
- 2 Bicyclist
- 3 Skateboarder
- 4 Train/Trolley Passenger
- 5 Roller Skater
- 6 In-Line Skater



- 7 Non-Motorized Scooter Rider
- 8 Non-Motorized Wheelchair User
- 9 Motorized Bicyclist
- 10 Hand Cyclist
- 11 Tricyclist
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- 99 Unknown

## 6 - In-line Skater (Examples)







- K2
- Bauer
- CCM
- Impala



#### 7 - Non-motorized Scooter Rider (Definition)



A footboard mounted on two wheels with a long steering handle propelled manually by resting one foot on the footboard and pushing the other against the ground.

- Pedestrian
- 2 Bicyclist
- 3 Skateboarder
- 4 Train/Trolley Passenger
- 5 Roller Skater
- 6 In-Line Skater
- 7 Non-Motorized Scooter Rider



- 9 Motorized Bicyclist
- 10 Hand Cyclist
- 11 Tricyclist
- 12 Motorized Scooter Rider
- 13 Electric Personal Assistive Mobility Device User
- 14 Horse Rider
- 15 Horse-drawn Carriage Driver
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#### Popular brands include:

- Razor
- Mongoose
- Cityglide



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A person riding on a manually propelled wheelchair. (For motorized wheelchair see Electronic Personal Assistive Mobility Device.)

- 1 Pedestrian
- 2 Bicyclist
- 3 Skateboarder
- 4 Train/Trolley Passenger
- 5 Roller Skater
- 6 In-Line Skater
- 7 Non-Motorized Scooter Rider
- 8 Non-Motorized Wheelchair User



- 9 Motorized Bicyclist
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- 99 Unknown





Popular manufacturers include:

- Invacare
- TiLite
- Permobil



## 9 - Motorized Bicyclist (Definition)



According to MGL c. 90, s. 1: "Motorized bicycle", a pedal bicycle which has a helper motor, or a non-pedal bicycle which has a motor, with a cylinder capacity not exceeding fifty cubic centimeters, an automatic transmission, and which is capable of a maximum speed of no more than thirty miles per hour; provided, that the definition of "motorized bicycle" shall not include an electric bicycle. A "motorized bicycle" is typically referred to as a moped.

- Pedestrian
- 2 Bicyclist
- 3 Skateboarder
- 4 Train/Trolley Passenger
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## 9 - Motorized Bicyclist (Examples)







- Tomos
- TaoTao
- Yamaha
- Zhen



## 10 - Hand Cyclist (Definition)



A person riding a type of human-powered land vehicle powered by the arms rather than the legs, as on a bicycle. Most handcycles are tricycle in form, with two coasting rear wheels and one steerable powered front wheel. Despite usually having three wheels, they are also known as *hand bikes*.

- Pedestrian
- 2 Bicyclist
- 3 Skateboarder
- 4 Train/Trolley Passenger
- 5 Roller Skater
- 6 In-Line Skater
- 7 Non-Motorized Scooter Rider
- 8 Non-Motorized Wheelchair User
- 9 Motorized Bicyclist
- 10 Hand Cyclist



- 11 Tricyclist
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- 20 Emergency Responder Outside of vehicle
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- 99 Unknown

## 10 - Hand Cyclist (Examples)







- Invacare
- AmTryke



## 11 - Tricyclist (Definition)

Any occupant of a three-wheels road vehicle propelled by pedaling **and** may include an electric motor of 750 watts or less. It includes tricycles solely propelled by human power and those that can be propelled by human power and/or a motor. This includes all people (operator and passengers) on tricycle and a person being pulled by a tricycle (e.g., in a wagon or bike trailer).

Per M.G.L. c. 90,§ 1, an e-bicycle can have one of two classes: "Class 1 electric bicycle", an electric bicycle or tricycle equipped with a motor that provides assistance only when the rider is pedaling and that ceases to provide assistance when the bicycle reaches the speed of 20 miles per hour.

"Class 2 electric bicycle", an electric bicycle or tricycle equipped with a motor that may be used exclusively to propel the bicycle and that is not capable of providing assistance when the bicycle reaches the speed of 20 miles per hour.

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- 19 Roadway Worker Outside of vehicle
- 20 Emergency Responder Outside of vehicle
- 97 Other
- 99 Unknown

Massachusetts Department of Transport
Registry of Motor Vehicles



### Popular brands include:

- Schwinn
- Radio Flyer
- Liberty Trike



### 12 - Motorized Scooter Rider (Definition)

A person riding a motorized scooter consisting of any two wheeled tandem or three wheeled device that has handlebars, designed to be stood or sat upon by the operator, powered by an electric or gas-powered motor that is capable of propelling the device with or without human propulsion. The definition of "motorized scooter" shall NOT include a motorcycle or motorized bicycle, a moped or a three wheeled motorized wheelchair.

- 1 Pedestrian
- 2 Bicyclist
- 3 Skateboarder
- 4 Train/Trolley Passenger
- 5 Roller Skater
- 6 In-Line Skater
- 7 Non-Motorized Scooter Rider
- 8 Non-Motorized Wheelchair User
- 9 Motorized Bicyclist
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- 11 Tricyclist
- 12 Motorized Scooter Rider



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## 12 - Motorized Scooter Rider (Examples)

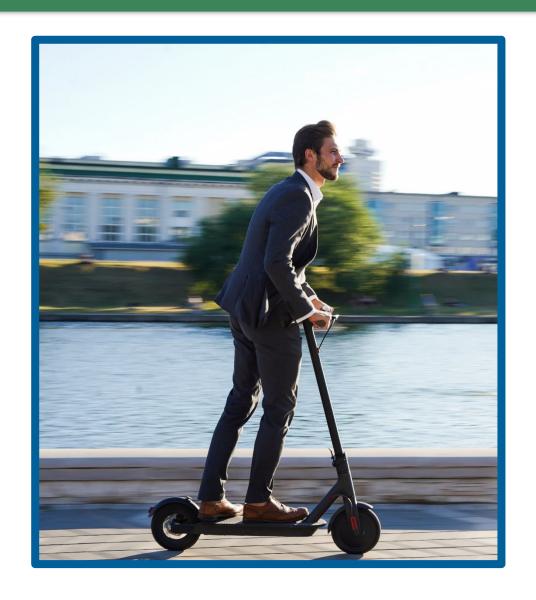


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Popular brands include:

- Niu
- Roadrunner



### 13 - Electric Personal Assistive Mobility Device User (Definition)



40

An individual who is riding on a self-balancing, two non-tandem wheeled device or 4-tandem wheeled device designed to transport only one person, with an electric propulsion system whose maximum speed on a paved level surface is 12.5 miles per hour or less.

- 1 Pedestrian
- 2 Bicyclist
- 3 Skateboarder
- 4 Train/Trolley Passenger
- 5 Roller Skater
- 6 In-Line Skater
- 7 Non-Motorized Scooter Rider
- 8 Non-Motorized Wheelchair User
- 9 Motorized Bicyclist
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- 17 Other Micromobility Device User
- 18 Utility Worker Outside of vehicle
- 19 Roadway Worker Outside of vehicle
- 20 Emergency Responder Outside of vehicle
- 97 Other
- 99 Unknown

# 13 - Electric Personal Assistive Mobility Device User (Examples)





Popular manufacturers include:

- Segway
- **BEST Power Wheelchair**







An individual riding on a horse for use of transportation.

- Pedestrian
- 2 Bicyclist
- 3 Skateboarder
- 4 Train/Trolley Passenger
- 5 Roller Skater
- 6 In-Line Skater
- 7 Non-Motorized Scooter Rider
- 8 Non-Motorized Wheelchair User
- 9 Motorized Bicyclist
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- 13 Electric Personal Assistive Mobility Device User
- 14 Horse Rider



- 15 Horse-drawn Carriage Driver
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- 17 Other Micromobility Device User
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- 20 Emergency Responder Outside of vehicle
- 97 Other
- 99 Unknown







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A person driving any wheeled device similar to, but not limited to, wagons, carriages, carts, or similar devices in, upon, or by which any living person may be transported; designed to be drawn by one or more horse(s), hold passengers, and be driven for hire.

- 1 Pedestrian
- 2 Bicyclist
- 3 Skateboarder
- 4 Train/Trolley Passenger
- 5 Roller Skater
- 6 In-Line Skater
- 7 Non-Motorized Scooter Rider
- 8 Non-Motorized Wheelchair User
- 9 Motorized Bicyclist
- 10 Hand Cyclist
- 11 Tricyclist
- 12 Motorized Scooter Rider
- 13 Electric Personal Assistive Mobility Device User
- 14 Horse Rider
- 15 Horse-drawn Carriage Driver



- 16 Farm Equipment operator
- 17 Other Micromobility Device User
- 18 Utility Worker Outside of vehicle
- 19 Roadway Worker Outside of vehicle
- 20 Emergency Responder Outside of vehicle
- 97 Other
- 99 Unknown

## 15 – Horse-Drawn Carriage Driver (Examples)







### 16 - Farm Equipment Operator (Definition)



46

Any person operating a farm tractor or irrigation equipment having a per unit purchase price of at least one thousand dollars (\$1,000.00). Farm Equipment also includes, regardless of purchase price, attachments and bailing wire, binders' twine and surface wrap used primarily and directly in any farm operation; aircraft designed or adapted to undertake agricultural applications; dairy equipment.

- l Pedestrian
- 2 Bicyclist
- 3 Skateboarder
- 4 Train/Trolley Passenger
- 5 Roller Skater
- 6 In-Line Skater
- 7 Non-Motorized Scooter Rider
- 8 Non-Motorized Wheelchair User
- 9 Motorized Bicyclist
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- 15 Horse-drawn Carriage Driver
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- 17 Other Micromobility Device User
- 18 Utility Worker Outside of vehicle
- 19 Roadway Worker Outside of vehicle
- 20 Emergency Responder Outside of vehicle
- 97 Other
- 99 Unknown







- MTZ
- John Deere
- New Holland



Any person operating a small, low-speed, electricpowered transportation device, lightweight, wheeled electric-powered conveyances.

- 1 Pedestrian
- 2 Bicyclist
- 3 Skateboarder
- 4 Train/Trolley Passenger
- 5 Roller Skater
- 6 In-Line Skater
- 7 Non-Motorized Scooter Rider
- 8 Non-Motorized Wheelchair User
- 9 Motorized Bicyclist
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- 20 Emergency Responder Outside of vehicle
- 97 Other
- 99 Unknown

## 17 – Other Micromobility Device User (Examples)









### 18 - Utility Worker - Outside of Vehicle (Definition)



50

A person outside of a vehicle whose job it is to perform general maintenance, repair, and construction work assignments in support of public works projects; and to operate light and moderately heavy maintenance and construction equipment.

- Pedestrian
- 2 Bicyclist
- 3 Skateboarder
- 4 Train/Trolley Passenger
- 5 Roller Skater
- 6 In-Line Skater
- 7 Non-Motorized Scooter Rider
- 8 Non-Motorized Wheelchair User
- 9 Motorized Bicyclist
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- 17 Other Micromobility Device User
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- 97 Other
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## 18 - Utility Worker - Outside of Vehicle (Examples)







### 19 - Roadway Worker - Outside of Vehicle (Definition)



52

Any employee of a railroad, or of a contractor to a railroad, whose duties include inspection, construction, maintenance or repair of railroad track, bridges, roadway, signal and communication systems, electric traction systems, roadway facilities or roadway maintenance machinery on or near track or with the potential of fouling a track, and flagmen and watchmen/lookouts.

- 1 Pedestrian
- 2 Bicyclist
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- 4 Train/Trolley Passenger
- 5 Roller Skater
- 6 In-Line Skater
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- 8 Non-Motorized Wheelchair User
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- 15 Horse-drawn Carriage Driver
- 16 Farm Equipment operator
- 17 Other Micromobility Device User
- 18 Utility Worker Outside of vehicle
- 19 Roadway Worker Outside of vehicle
- 20 Emergency Responder Outside of vehicle
- 97 Other
- 99 Unknown

## 19 - Roadway Worker - Outside of Vehicle (Examples)







## 20 - Emergency Responder - Outside of Vehicle (Definition)

A person whose job it is a paramedic, police officer, or firefighter who is among those responsible for going immediately to the scene of an accident or emergency to provide assistance.

- 1 Pedestrian
- 2 Bicyclist
- 3 Skateboarder
- 4 Train/Trolley Passenger
- 5 Roller Skater
- 6 In-Line Skater
- 7 Non-Motorized Scooter Rider
- 8 Non-Motorized Wheelchair User
- 9 Motorized Bicyclist
- 10 Hand Cyclist
- 11 Tricyclist
- 12 Motorized Scooter Rider
- 13 Electric Personal Assistive Mobility Device User
- 14 Horse Rider
- 15 Horse-drawn Carriage Driver
- 16 Farm Equipment operator
- 17 Other Micromobility Device User
- 18 Utility Worker Outside of vehicle
- 19 Roadway Worker Outside of vehicle
- 20 Emergency Responder Outside of vehicle
- 97 Other
- 9 Unknown





### 97 - Other (Definition)

A person who does not meet the definition of the other vulnerable user categories such as an individual working at a toll booth or a person who is inside of a store.

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- 14 Horse Rider
- 15 Horse-drawn Carriage Driver
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- 18 Utility Worker Outside of vehicle
- 19 Roadway Worker Outside of vehicle
- 20 Emergency Responder Outside of vehicle
- 97 Other
- 99 Unknown









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Used when it cannot be determined which attribute describes the non-motorist at the time they became involved in the crash. This would occur in situations where the details to make the determination are missing in the case materials or are reported as unknown. An example would be if it is unknown if the person was on foot or on a skateboard at the time they were struck.

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