

Fillmore Summary and Recommendations Report

Community Pedestrian and Bicycle Safety Training Program



Acknowledgments

Thank you to the Planning Committee for inviting us into their community and partnering with us to make Fillmore a safer place to walk and bike. In particular, their contributions prompted meaningfully informed discussions and strengthened the workshop's outcomes. We also want to acknowledge Valerie Hernandez for providing simultaneous interpretation during the workshop.

We want to acknowledge the Chumash peoples as the traditional land caretakers of the greater Santa Clara Valley area.

Planning Committee

Adam Vega
Christina Villasenor
Jaime Ambriz
Jennifer Hernandez
Joey Juhasz-Lukomski

Local Advocate
City Councilmember
SESPE Bicycle Collective of Fillmore
SESPE Bicycle Collective of Fillmore
SESPE Bicycle Collective of Fillmore

This report was prepared by:

California Walks

Jacqueline Garcia
Caro Jauregui

<https://calwalks.org>

University of California, Safe Transportation and Education Center (SafeTREC)

Katherine Chen

<http://safetrec.berkeley.edu>

This report was prepared in cooperation with the California Office of Traffic Safety (OTS). The opinions, findings and conclusions expressed in this publication are those of the author(s) and not necessarily those of OTS.

Contents

Acknowledgements.....	2
Table of Contents.....	3
Introduction	4
Background	6
Pedestrian and Bicycle Crash History.....	8
Fillmore Community Workshop Boundaries.....	9
Pedestrian Crashes.....	9
Bicycle Crashes.....	10
Walking and Biking Assessment	11
Route 1: North of SR-126 (Ventura St).....	11
Route 2: South of SR-126 (Ventura St).....	15
Recommendations	20
Visioning Exercise.....	20
Community Recommendations.....	22
Project Team Recommendations.....	31
Appendix.....	33

Introduction

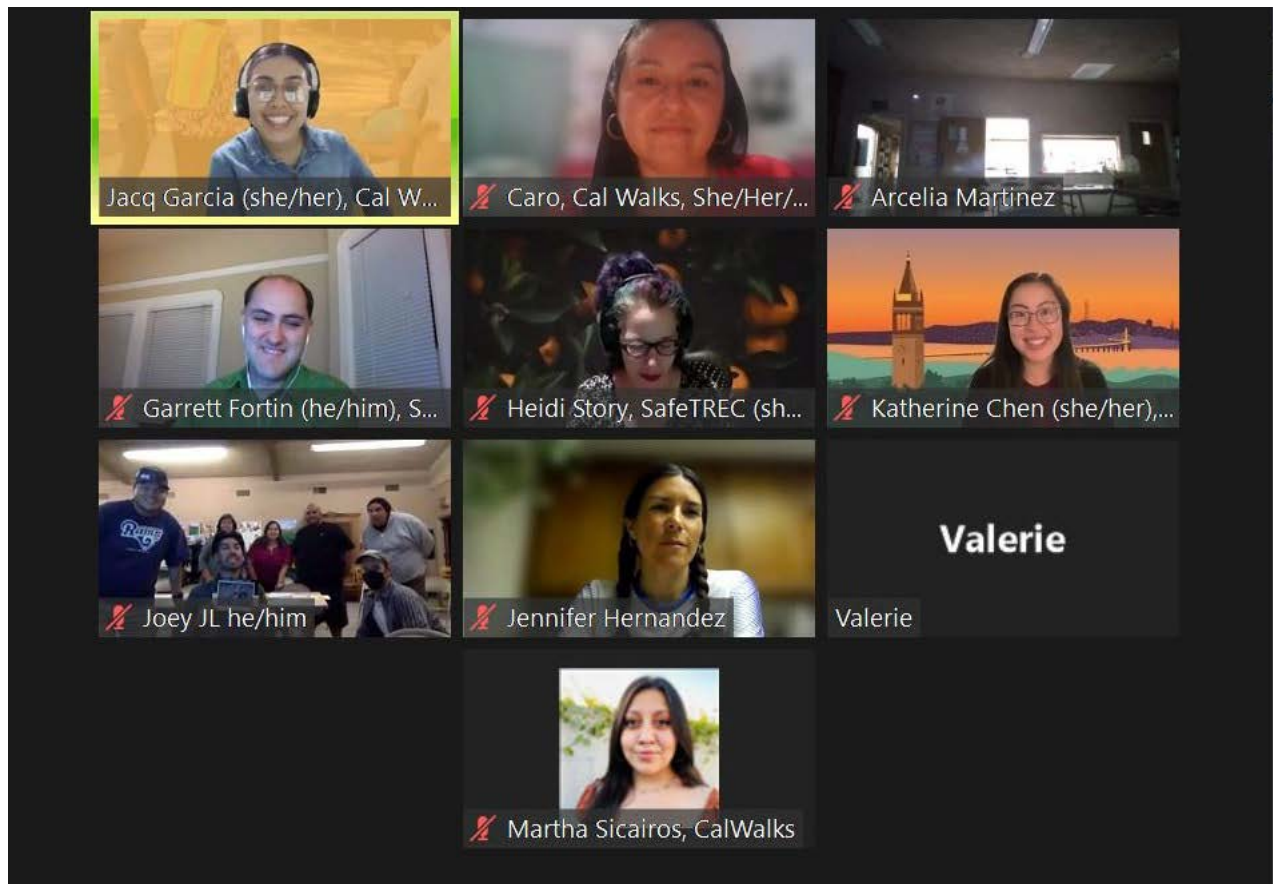
The Community Pedestrian and Bicycle Safety Program (CPBST) is a statewide project of UC Berkeley Safe Transportation Research and Education Center (SafeTREC) and California Walks (Cal Walks). The program uses the Safe System Approach to engage residents and safety advocates to develop a community-driven action plan to improve walking and biking safety in their communities and to strengthen collaboration with local officials and agency staff. Cal Walks and SafeTREC (Project Team) work with the local Planning Committee, a group of community stakeholders, over the course of two to three months to develop workshop goals and tailor the curriculum to address the community's needs and priorities. The virtual workshop convenes the larger local community to conduct walking and biking assessments of key areas in the community, learn about Safe System strategies to address walking and biking concerns, and develop preliminary action plans for priority infrastructure and community programs.

The Fillmore CPBST workshop was held virtually and convened 20 participants on September 1, 2022 including residents, and representatives from One Step a la Vez, Shared-Use Mobility Center and the City of Fillmore. SESPE Bicycle Collective of Fillmore requested a CPBST workshop to:

Raise awareness of pedestrian and and bike safety issues in Fillmore;

1. Create safe spaces to talk about these concerns and foster connections within the community; and
2. Identify actions and policy recommendations to make the city a safer place for everyone.

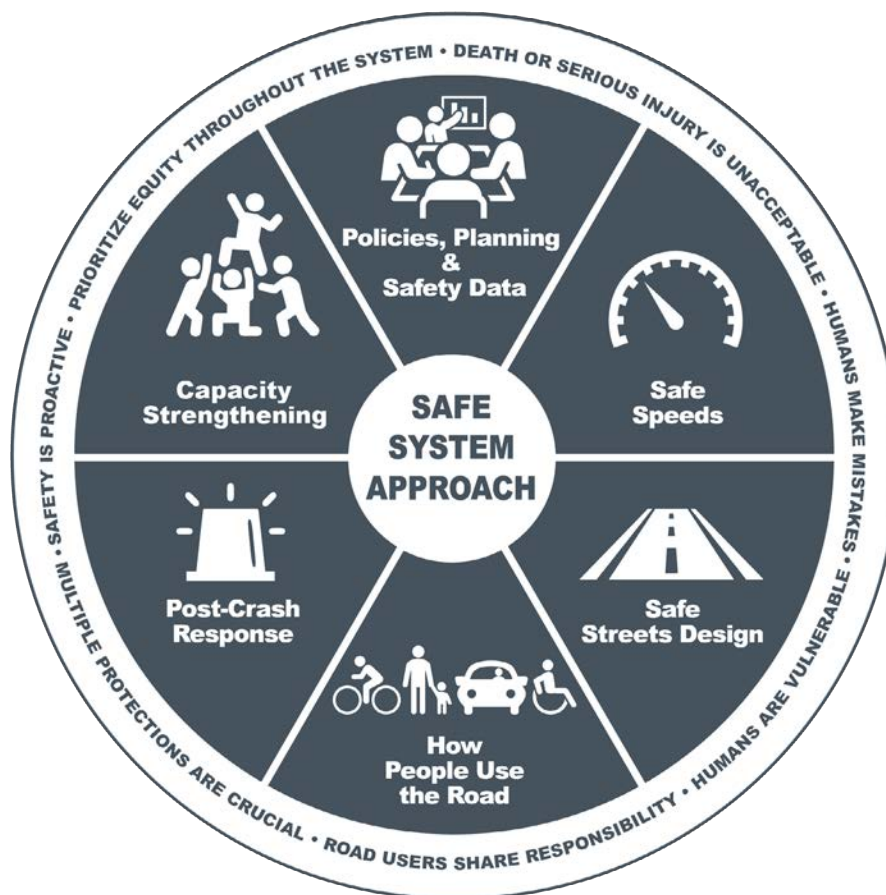
The following report summarizes the outcomes of the workshop and provides community and Project Team recommendations for continued guidance in project and program implementation.



Safe System Framework

The Project Team adapted the Federal Highway Administration's Safe System framework to make them more impactful for grassroots community engagement. The Safe System approach aims to eliminate all fatal and serious injuries. We emphasize equity as a central component and acknowledge the critical need to strengthen partnerships between transportation professionals and the communities they serve in order to create safe streets for everyone. Our Safe System approach improves safety for all road users through the principles and the multiple layers of protection seen in the graphic below.

For more information about the Safe System Approach, please review our policy brief available at: <https://bit.ly/SafeSystemApproach>. To learn more about Safe System strategies, please review our toolkit available at: <https://bit.ly/CPBSTToolkit>.



Background

Fillmore is a city located in Ventura County. Per OTS Crash Rankings, in 2019, Fillmore ranked 13 out of 103 cities of similar population size for people killed or injured in a traffic crash (with a ranking of “1” indicating the worst). It ranked 27 for pedestrian crashes and 36 for bicycle crashes. Furthermore, Fillmore ranked 10 of 103 for speed-related crashes, which reinforces concerns shared by participants during the workshop.

Within the city in 2021, according to [Esri Community Analyst](#), 38 percent of households included at least one resident with one or more disabilities and 14 percent of households did not own a vehicle. The majority of the community, 59 percent, were within the ages of 18 and 65, and eight percent of the community lives below the poverty level. Many residents walk, bike, take public transit, or carpool throughout the city, even though they experience safety concerns, such as speeding drivers and the lack of bike infrastructure.



Fillmore city sign.

Local Policies and Plans

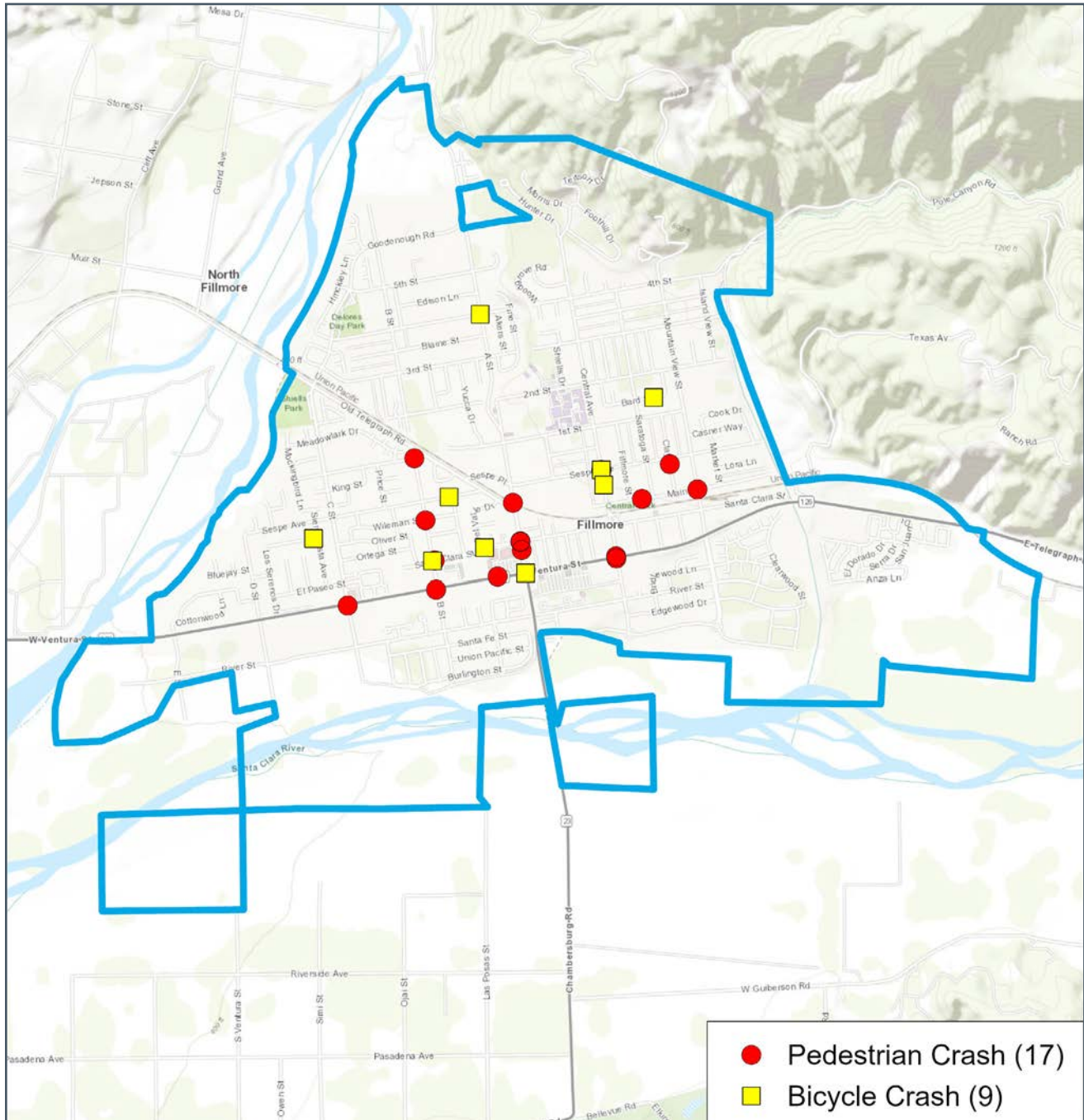
In the [Ventura County Freight Corridors Study](#), Ventura Street also referred to as State Route 126 (SR-126), the only east-west connection for Piru and Fillmore, is considered dangerous for pedestrians and bicyclists. The plan proposes a project on SR-126 (Ventura Street) to improve freight travel efficiency by reducing driver congestion, improving safety and limiting community impacts to Fillmore Caltrans plans to paint a bike lane along SR-126 (Ventura Street) to improve bike safety for residents traveling between Santa Paula and Fillmore.

An updated version of the [Ventura County Comprehensive Transportation Plan](#) is currently being developed and will analyze walking, biking, transit, rail, freight, airports and more. The plan will also identify community-based transportation priorities. The draft plan will be released in Fall and Winter of 2022.



The Santa Susana mountain range southeast of the Fillmore Bike Path.

Pedestrian and Bicycle Crash History



Pedestrian and bicycle crashes in Fillmore between 2017 and 2021.

The following data is based on police-reported pedestrian and bicycle crashes resulting in injuries to pedestrians¹ and bicyclists in Fillmore. Data reported in this section are from the Statewide Integrated Traffic Records Systems (SWITRS) for the years 2012 to 2021. Crash data for 2020 and 2021 is provisional as of June 2022. A full discussion of the pedestrian and bicycle crash data can be found in the Appendix.

¹ A pedestrian is defined as any person who is afoot or using a non-motorized personal conveyance other than a bicycle. This includes skateboards, strollers, wheelchairs, and any electric assistive mobility device.

Fillmore Community Boundaries

Given its relatively small geography, the Planning Committee chose to explore citywide walking and biking crash data and safety improvements for all people in the community. The map above shows all of the crashes within Fillmore in which a person was injured and that involved a pedestrian or bicyclist from 2017 to 2021.

Pedestrian Crashes

Over the 10-year period between 2012 and 2021, pedestrian crashes appear to be relatively stable, between one and six crashes, with a general decline since 2018. In the most recent five years of data available, 2017 to 2021, there were 17 pedestrian crashes, including one fatal and three severe injury crashes. Crashes were concentrated on SR-126 (Ventura Street) with five crashes and there were four crashes each on A Street, B Street, and Central Street. Pedestrian crashes were concentrated during commute hours, from 6 a.m. to 9 a.m. and 3 p.m. to 6 p.m. Thursdays saw the most crashes. The primary crash factor for over half of these pedestrian crashes was a driver not yielding the right-of-way to a pedestrian at a marked or unmarked crosswalk, which was associated with nine crashes.

Of the 18 pedestrians injured in these 17 crashes, there was one fatality and three serious injuries; the remainder suffered minor injuries. Most of the victims (44.4 percent) were working age adults between the ages of 18 and 59. Children under age 17 were nearly one-quarter of the victims, while seniors aged 60 and older comprised 33.3 percent. Of the people fatally or seriously injured, all were males aged 60 or older.

Free SafeTREC Data Resources

The **Transportation Injury Mapping System (TIMS)** is a web-based tool that allows users to analyze and map California crash data from the Statewide Integrated Traffic Records System (SWITRS). TIMS provides quick, easy, and free access to geocoded crash data. TIMS is available at: <https://tims.berkeley.edu>.

Street Story is a web-based community engagement tool that allows residents and community organizations to gather information that is important to transportation safety, including crashes, near-misses, general hazards and safe locations to travel. To promote access to the tool, SafeTREC offers technical assistance to communities and organizations interested in using Street Story. The platform and the information collected is free to use and publicly available. Street Story is available at: <https://streetstory.berkeley.edu>.

Bicycle Crashes

Over the 10-year period between 2012 and 2021, bicycle crashes appeared to be relatively steady, between one and four crashes, with a peak in 2018. In the most recent five years of data available, 2017 to 2021, there were 10 bicycle crashes, including two severe injury crashes.¹ Three crashes were on Sespe Avenue, including two at the Sespe Avenue/Central Avenue intersection. Half of the crashes happened on a Wednesday. Forty percent of crashes occurred between 3 p.m. and 6 p.m. The most common crash factor in these bicycle crashes were driver failure to yield right-of-way when making a left- or U-turn (three crashes) driver failure to yield the right-of-way when entering or crossing a highway (two crashes).

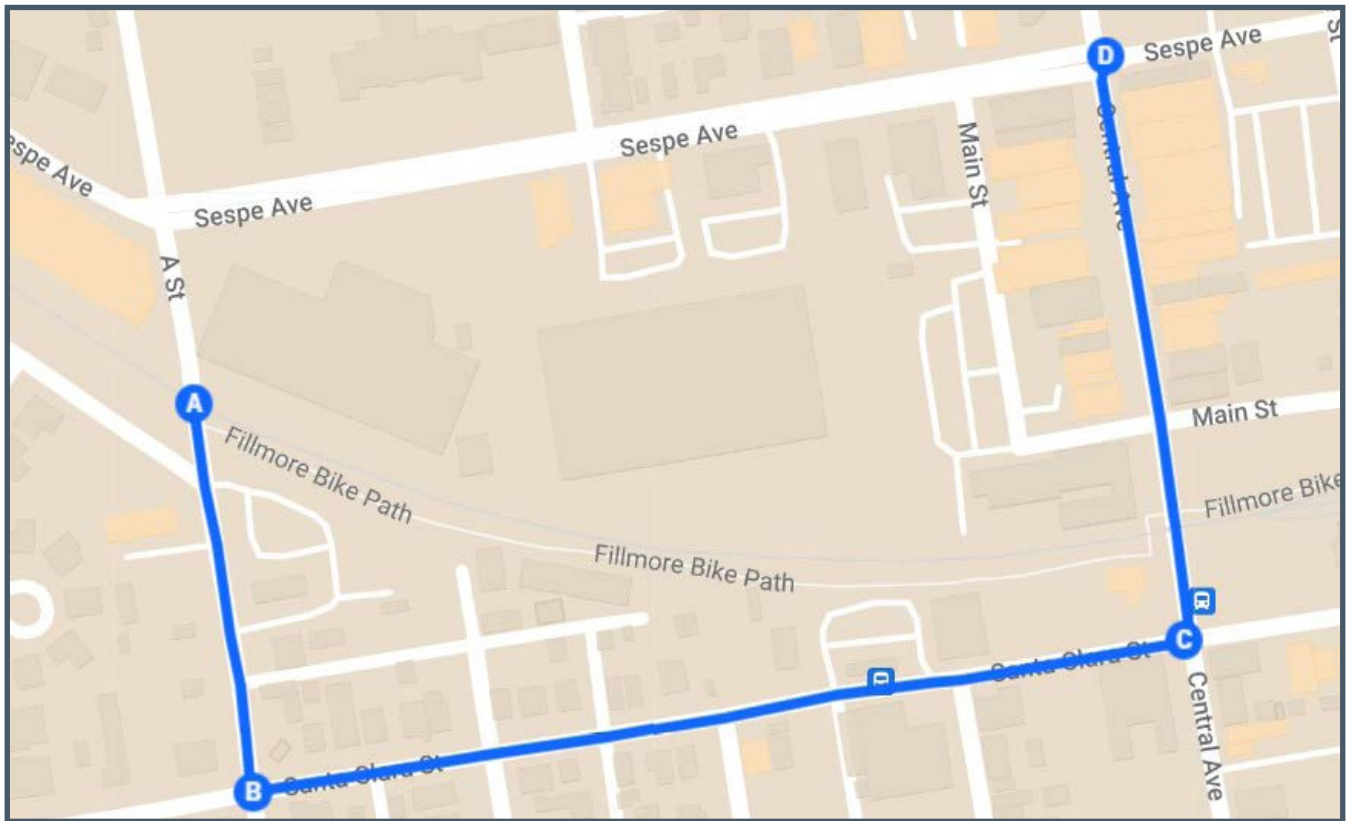
Among the 10 victims of these 10 bicycle crashes, there were two serious injuries. Most of the victims (70.0 percent) were males. Half of the victims were age 13 or younger, while two were age 65 or older.

² One bicycle crash is not mapped. According to the SWITRS report, this crash happened at Fourth Street and Blaine Avenue, which do not intersect.

Walking and Biking Assessment

During the workshop, the Project Team and participants took part in a virtual walking and biking safety assessment along two routes frequently traveled by community residents. Participants were asked to identify community assets, assess infrastructure conditions, and share how road users engage with the built environment. The following is a summary of the walking and biking assessment.

Route 1: North of SR-126 (Ventura Street)



Focus

SR-126 (Ventura Street) is heavily trafficked by pedestrians, bicyclists, and drivers because of several community assets along the corridor, including the Fillmore Bus Terminal, City Hall, Downtown Fillmore, Fillmore Bike Path, Fillmore Active Adult & Community Center, and Super A Plaza. Both Central Avenue and A Street connect the community to SR-126 (Ventura Street), a major commute route for people in the county. Meanwhile, A Street traverses SR-126 (Ventura Street) and merges into SR-23 which is a popular truck route for the county as well.

Strengths

1. Central Avenue near City Hall has the most pedestrian-scale lighting in town which helps improve walking and biking safety since it connects Main Street, City Hall and SR-126 (Ventura Street).
2. Central Avenue, between Santa Clara Street and Sespe Avenue, is a pleasurable area to walk and bike because of the access to the Fillmore Bike Path and the large green space at City Hall where children can play, seniors can walk, and people can generally recreate.
3. There are many older adults that walk near the Santa Clara Street/Central Avenue intersection because of the Fillmore Active Adult & Community Center adjacent to the Fillmore bus terminal on Santa Clara Street and the Parkview Court Senior Citizen Apartments at the Central Avenue/Main Street intersection.



LEFT: City Hall in Fillmore.



RIGHT: A wayfinding sign near the Santa Clara Street/Central Avenue intersection for the Fillmore Senior Center.

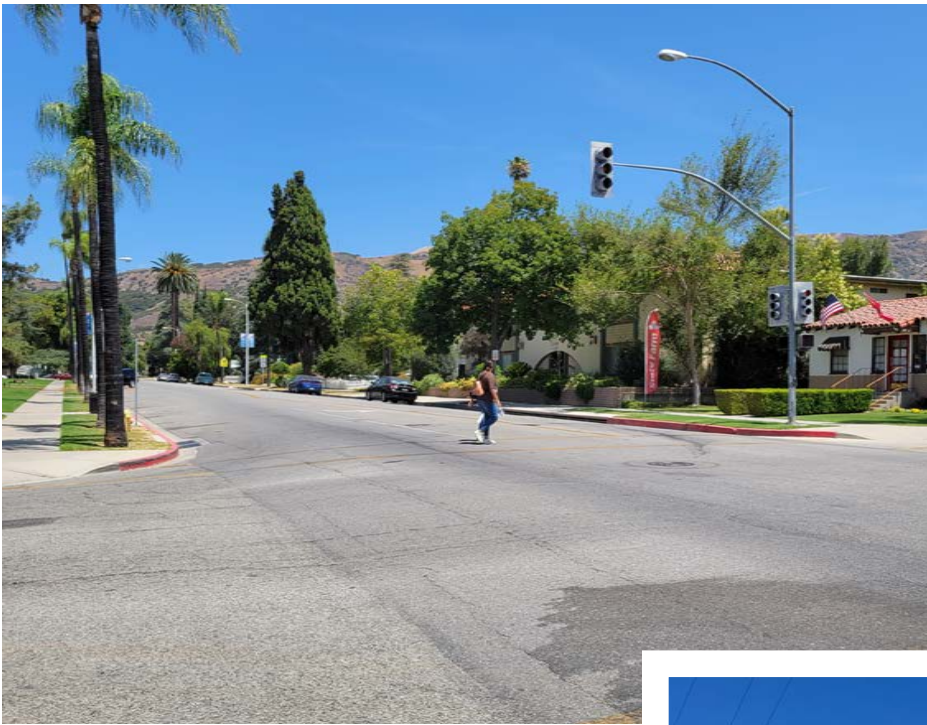


LEFT: The Fillmore bus terminal on Santa Clara Street where many people noted there is not enough lighting.

Route 1: North of SR-126 (Ventura Street) cont'd

Concerns

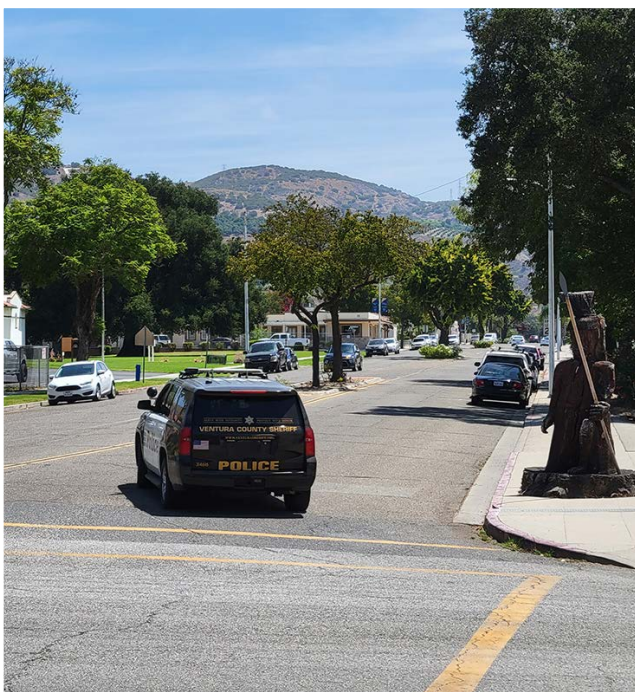
1. Lighting is a major safety concern for Fillmore residents. Participants shared that the lights that do exist are not bright enough to create a sense of safety at night. In addition, participants shared that women in the community feel especially vulnerable when walking or biking in low-light hours of the day. The following are the specific areas of concern mentioned during the training:
 - a. Along the Fillmore Bike Path
 - b. A Street
 - c. B Street
 - d. C Street
 - e. Sespe Avenue/Fillmore Street
 - f. Santa Clara Street especially near the Fillmore bus terminal
2. Potholes in the roadway create unsafe physical barriers for bicyclists on Santa Clara Street and A Street. This concern is especially critical since A Street and Santa Clara Street are popular routes for bicyclists because of the transit stops located just south of the A Street/Santa Clara Street intersection and along Santa Clara Street.
3. The crosswalks across town pose a serious safety concern. Many are cracked, faded, composed of brick pavers, which are not very visible, or missing altogether. Participants shared that they do not feel safe walking within legal crosswalks even when there is some paint because drivers do not always yield to pedestrians at the crosswalks. Participants expressed this concern for the entirety of Route 1 North of SR-126 (Ventura Street) and Fillmore at large.
4. A Street/Santa Clara Street is a major intersection of concern. On the southwestern corner of the intersection there is a large brick building with buses, both of which affect the line of sight for drivers. Visibility of pedestrians and bicyclists is extremely poor when crossing from this street corner in either direction. In addition to the line of sight concerns, visibility of all road users is diminished during early morning fog. Another concern is the high traffic level of semi-trucks on A Street driving south towards SR-126 (Ventura Street) or connecting to SR-23, south of SR-126 (Ventura Street), both are popular truck routes for the county.
5. Many youth engaged with One Step a la Vez have shared their discomfort and safety concerns with policing practices in the community. Youth feel unsafe when walking home because they are routinely stopped by law enforcement.
6. Driver speed is a safety concern throughout the community. In some instances, the lack of speed limit signage throughout the community exacerbates speeding behaviors. Participants shared the following specific concerns for multiple intersections:
 - a. Drivers commonly speed through the Santa Clara Street/Central Avenue intersection since Central Avenue channels travelers from SR-126 (Ventura Street) to north Fillmore.
 - b. Speeding is also a concern through the Sespe Avenue/Fillmore Street intersection. This intersection is just one block south of Fillmore High School and is adjacent to the downtown center.
7. The Fillmore Bike Path ends on the northeastern corner of the Old Telegraph Road/C Street intersection creating conflict among road users. Since there is no longer a designated space on the roadway for bicyclists north, west, or south of this intersection, it is especially difficult to safely navigate while biking.



LEFT: A pedestrian crossing Central Avenue at First Street.

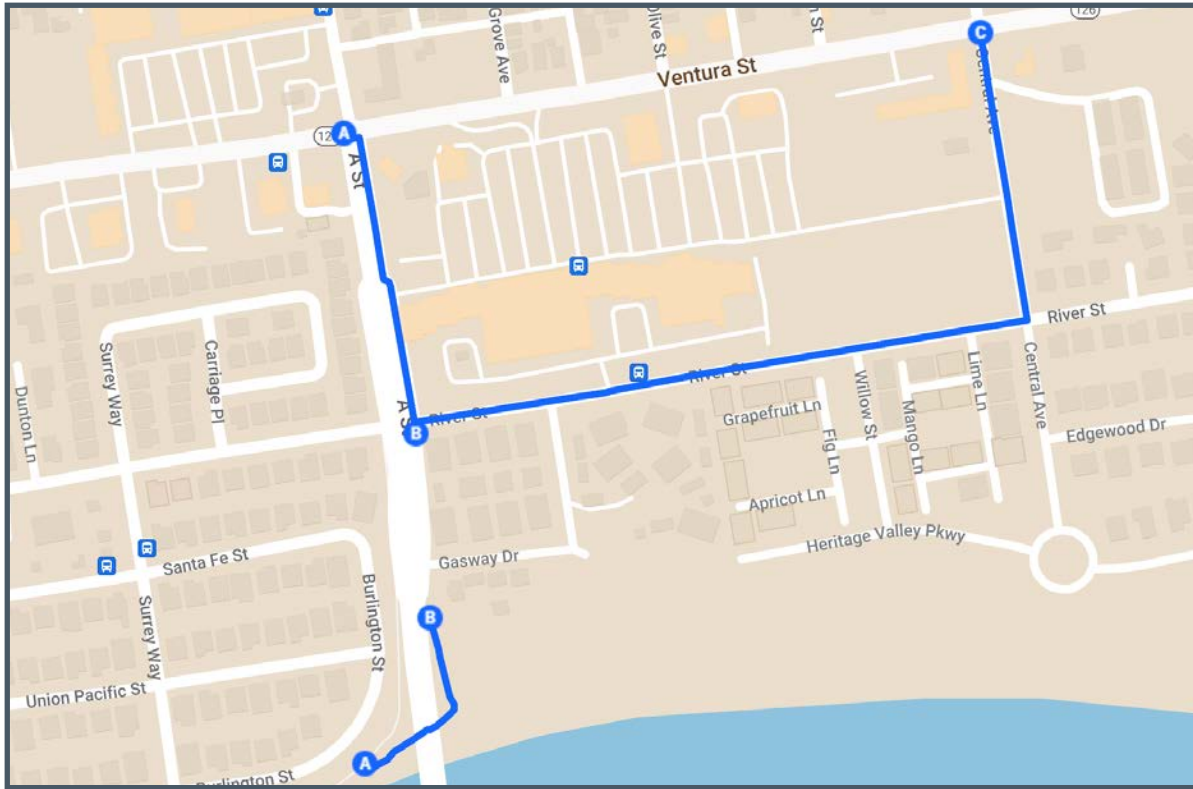


RIGHT: The A Street/Santa Clara Street intersection.



LEFT: A police officer turning east onto Sespe Avenue from A Street.

Route 2: South of SR-126 (Ventura Street)



Focus

SR-126 (Ventura Street) is a major east-west commuter route that connects Ventura and Los Angeles Counties. People walk, bike, take transit, and drive on SR-126 (Ventura Street) to access local businesses, schools, grocery stores, laundromats and other key services. River Street is used by drivers avoiding the congestion and truck traffic on SR-126 (Ventura Street). The Planning Committee also asked to assess the bike path underpass access point near A Street (SR-23).

Strengths

1. River Street between A Street and Central Avenue has bulb-outs that reduce crossing distance, planting strips that provide a buffer from traffic, and continental crosswalk markings that improve visibility between drivers and pedestrians.
2. Key destinations are on SR-126 (Ventura Street), including Ventura County Transportation Commission (VCTC) and Amtrak transit lines, stores, restaurants, laundromats, and other essential services that residents can walk or bike to access.
3. Participants shared that the city hires a crossing guard to help students cross SR-126 (Ventura Street) at Central Avenue. Parents shared that they prefer their children to cross here instead of at the SR-126 (Ventura Street)/Mountain View Street intersection which they perceive as more dangerous. As drivers travel west on SR-126 (Ventura Street), they enter the main commercial corridor at the SR-126 (Ventura Street)/Mountain View Street intersection but do not necessarily reduce speeds to the posted 35 m.p.h. speed limit in this zone. Furthermore, participants reported that the pedestrian push button at this intersection does not activate the pedestrian signal. On Mountain View Street, travel lanes narrow as you travel north. Crosswalks at the SR-126 (Ventura Street)/Mountain View Street intersection are trapezoidal, and longer. Sidewalks are also missing on the north side of the intersection.



LEFT: Bulb-outs, planting strips, and continental crosswalk markings on River Street.



RIGHT: A westbound VCTC bus and bus stop on SR-126 (Ventura Street) near A Street.



LEFT: Pedestrian walking on SR-126 (Ventura Street) near the Super A grocery store.

Route 2: South of SR-126 (Ventura Street) cont'd

Concerns

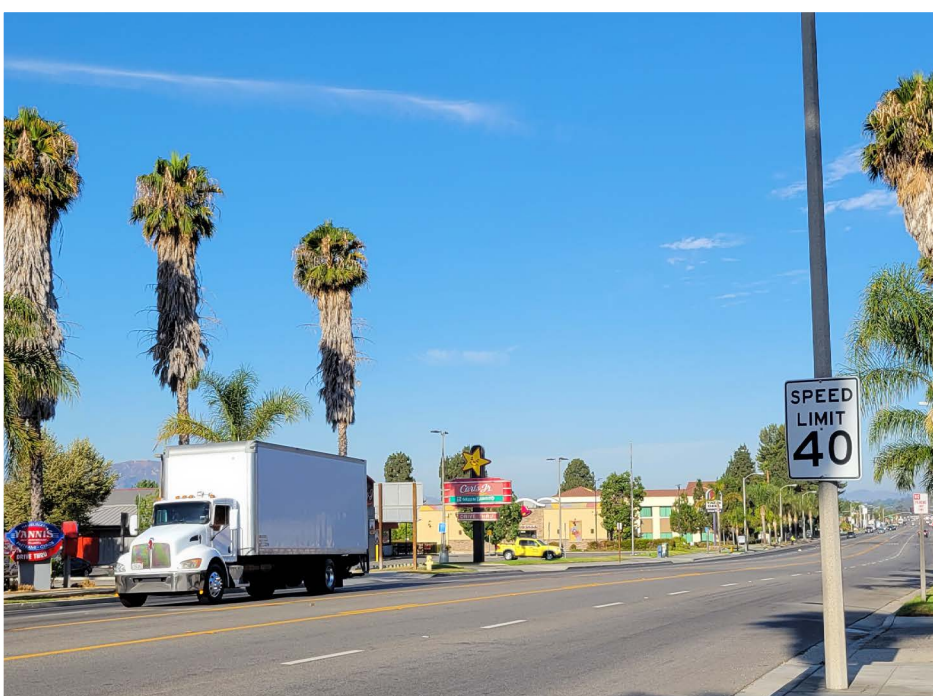
1. Pedestrians do not feel safe crossing at the SR-126 (Ventura Street)/A Street intersection, which is a five-lane corridor, including a dedicated left turn lane. The pedestrian crossing time across SR-126 (Ventura Street) feels too short and there is no leading pedestrian interval. Participants shared that even crossing as able-bodied adults, the traffic signal begins to change when they are only one-third across. Participants further shared that they have experienced multiple near-misses at the SR-126 (Ventura Street)/A Street and SR-126 (Ventura Street)/Central Avenue intersection due to turning drivers.
2. Many students from Fillmore Middle School and Fillmore High School walk on Central Avenue and cross at the SR-126 (Ventura Street)/Central Avenue intersection. At dismissal time, students overwhelm the narrow sidewalks to access markets on the south side of SR-126 (Ventura Street). Parents were particularly concerned about driver speeds, short pedestrian crossing time, long wait times between signals, and the lack of a dedicated turn phase at this intersection.
3. On SR-126 (Ventura Street), drivers appear to be driving cars and semi-trucks above the posted speed limit of 40 m.p.h. and do not yield to pedestrians. In the event of a crash, larger vehicles are more likely to seriously injure pedestrians. Participants shared that they must wait a long time to cross and even then must be aware of turning drivers who may not yield to them.
4. Drivers use River Street as an alternative route to SR-126 (Ventura Street) during peak traffic hours, causing people walking and biking to feel unsafe traveling on and along the congested road. Parked cars along River Street reduce visibility between drivers and pedestrians.
5. At the A Street/River Street intersection, there are two tall highway sound barrier walls on the northwest and southeast corners that muffle traffic noise from the housing communities. These walls obstruct sightlines for drivers on A Street which puts pedestrians and bicyclists on River Street at higher risk for crashes. Furthermore, the standard crosswalk markings on three legs of this intersection are difficult for drivers to see from a distance.
6. Participants shared that it is stressful to bike in Fillmore because there are no bike lanes, many potholes, and limited street lighting in the community. The existing bike paths along the Santa Clara River and Heritage Valley Parkway are not connected, which forces bicyclists to find alternate routes. Participants shared concerns about their personal safety when accessing the bike path entrance underpass on SR-23 due to some encampments in the reeds.
7. There are few shade trees and limited resting places for folks to gather in Fillmore, so participants shared that families typically wait until the early evening to walk or bike due to the heat.
8. Workshop participants expressed not feeling comfortable reporting crashes to the police because of the level of stops within the community.



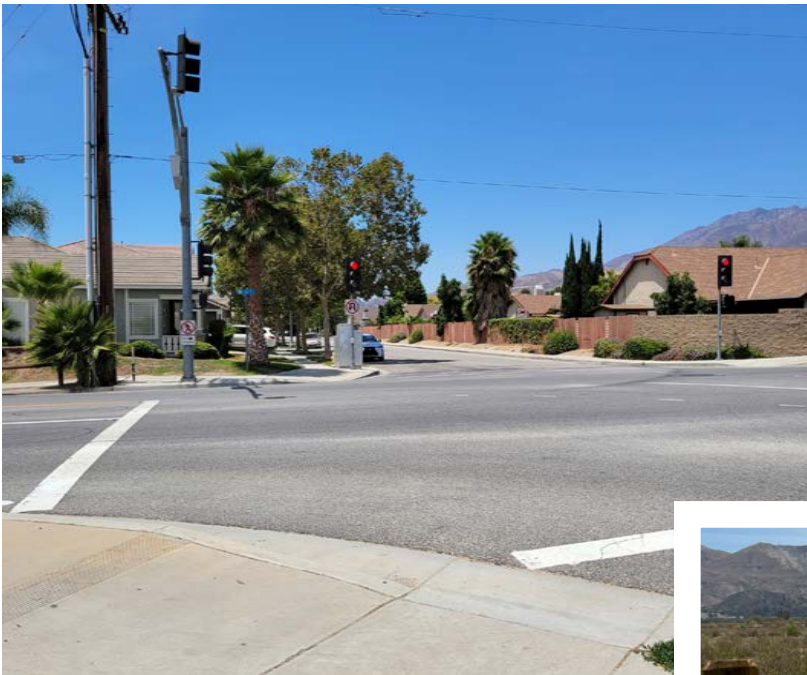
LEFT: Wide crosswalk across five lanes of traffic with faded crosswalk markings on SR-126 (Ventura Street).



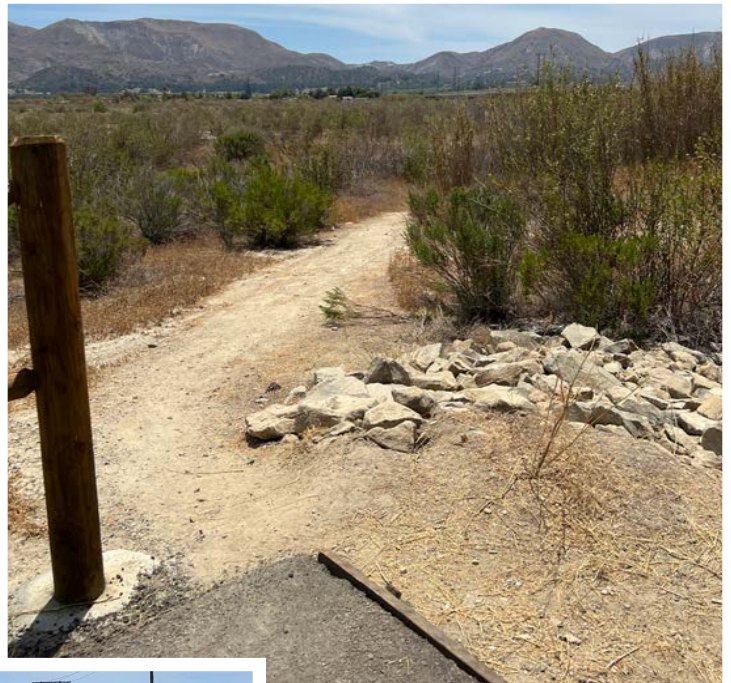
RIGHT: A memorial for the pedestrian fatality on SR-126 (Ventura Street) near A Street.



LEFT: A semi-truck traveling east-bound on SR-126 (Ventura Street).



LEFT: Missing crosswalk markings on the southern leg of the A Street/River Street intersection.



RIGHT: The disconnected bike path at the west end of Heritage Valley Parkway.



LEFT: The bike path on SR-23 that ends abruptly.

Recommendations

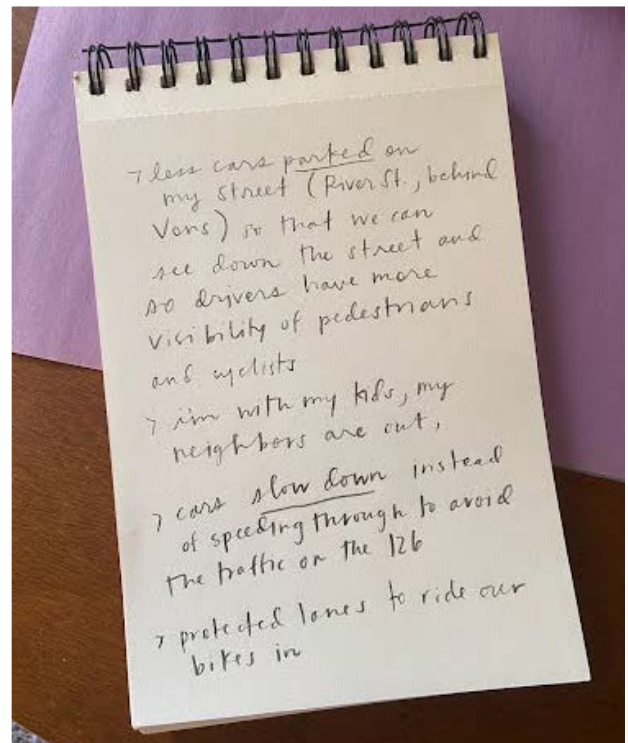
The recommendations in this report are based on observed pedestrian and bicycle safety concerns, Safe System strategies, and workshop participants' preferences and priorities. The suggested timelines and resources needed for implementation are estimated based on general pedestrian and bicycle safety best practices and may need to be further tailored by the community.

Visioning Exercise

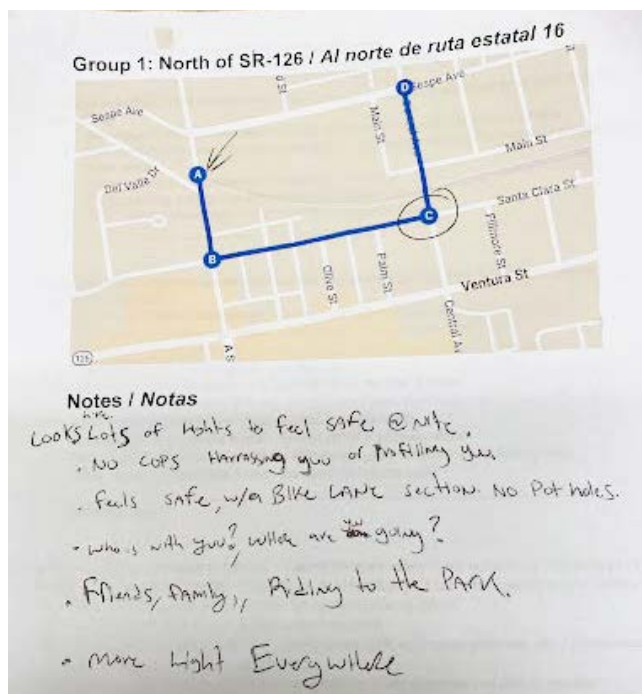
Workshop participants were asked to envision how a healthy, safe, and welcoming community looks, feels, and sounds. They generated the following visions and ideas that were used to develop the community recommendations below.



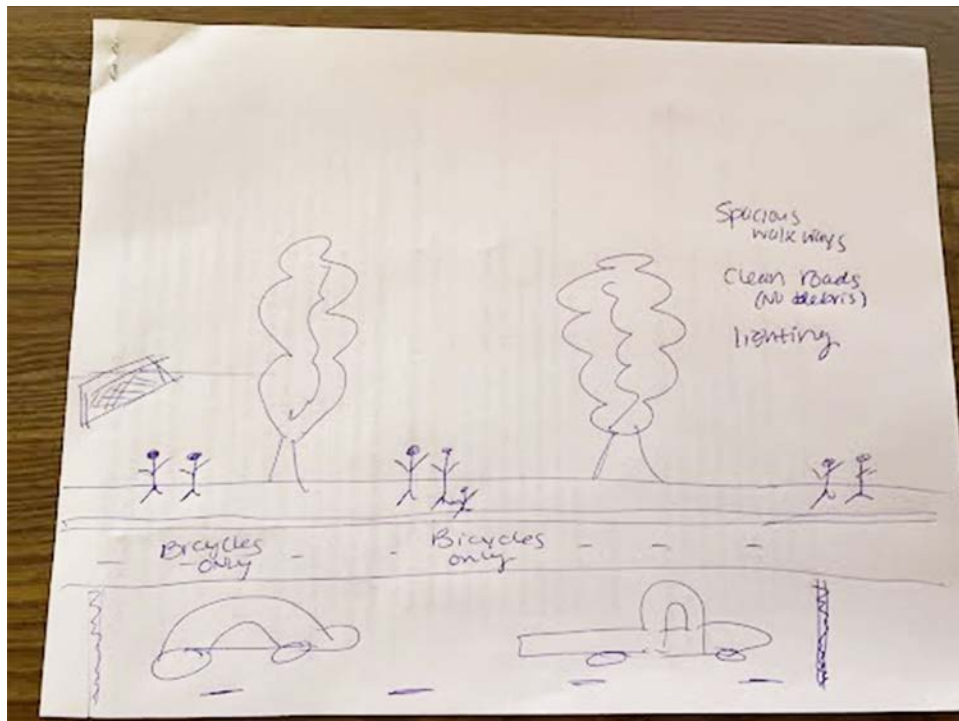
LEFT: An image of a workshop participant's daughter and her dog walking on a sidewalk.



RIGHT: An image of a notepad with written feedback.



LEFT: A map of Route 1 with written feedback and concerns underneath.



An image of a road with a separated bike lane and sidewalk adjacent to it.

“In an ideal situation, I would ask for signage on Central Avenue for drivers to share the road with everyone. As a parent, it’s nerve-wracking to ride downtown since there is no bike lane. I love walking in Fillmore with my family.”

“[I would like to see] spacious walking spaces and trails that are clean and without trash or obstructions and speed bumps for cars so they can’t speed.”

“A lot of people don’t feel safe at night, pedestrians or bicyclists, so we need more lighting for everyone who is trying to stay active.”

Community Recommendations

Workshop participants were assigned into two groups to identify Safe System infrastructure projects and community programs to create a safer environment for walking and biking. Participants offered the following recommendations for their community. The tables below were developed by workshop participants and identified as the highest priority.

- Develop a Safe Routes to School related community program, event, or relationship with youth at all grade levels to educate them on walking and biking safety and get their input about what they'd like to see in the community;
- Conduct a temporary crosswalk demonstration to elevate crossing safety as a priority concern in the community and to build community support for the project;
- Conduct a temporary bike lane demonstration along Santa Clara Street and on River Street from A Street to Central Avenue to test the improvement and get community feedback;
- Host a Street Story event as a safety concern reporting tool;
- Host more community workshops and events and develop a stronger partnership between Sespe Bicycle Coalition of Fillmore and One Step a La Vez to continue working on these issues;
- Install pedestrian refuge islands along SR-126 (Ventura Street);
- Plant more shade tree and landscaping across Fillmore to improve pedestrian comfort and reduce driver speeds;
- Conduct a roadway assessment to identify streets that need to be repaved and crosswalks that need to be restriped;
- Install speed bumps or speed radar signs to reduce driver speed on River Street;
- Install amenities like hydration stations and bike fix-it stations to encourage more people to walk and bike;
- Install temporary bulbout demonstration at SR-23/River Street intersection; and
- Increase public awareness about the need for pedestrian and bicycle safety improvements by hosting street fairs and/or Open Street events.

Pedestrian-Scale Lighting and Pedestrian Visibility Improvements

Project Goals:

1. Install pedestrian-scale lighting improvement projects in Fillmore;
2. Improve visibility between all road users as they travel on the roadways, sidewalks, and bike sharrows; and
3. Reduce points of conflict among all road users.

Project Description:

This project would install pedestrian-scale lighting, high-visibility road markings and fluorescent signage around the community of Fillmore. These improvements would increase the visibility of all road users to reduce points of conflicts between them. In particular, this project would be focused on the entirety of Route 1, North of SR-126 (Ventura Street). A few other areas of concern are along the Fillmore Bike Path, B Street, C Street, and the Sespe Avenue/Fillmore Street intersection.

Proposed Plan:

Activate Community & Decision-Makers	<ol style="list-style-type: none">1. Collaborate with One Step a la Vez to garner support and interest from more people around the community.2. Petition for the city to conduct an assessment of the current lighting infrastructure in place.<ol style="list-style-type: none">a. Petition and Letter Writing Best Practices3. Give public commentary during City Council meetings at City Hall. The following resources can support this effort:<ol style="list-style-type: none">a. How to Write a Letter or Email; and,b. City Council meeting schedule.
--------------------------------------	------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------

Continued on next page

Pedestrian-Scale Lighting and Pedestrian Visibility Improvements, cont'd

<p>Project Team Recommendations</p>	<ol style="list-style-type: none"> 1. The Planning Committee can use the CPBST Toolkit (available in Spanish) to discover other community programs and events which can be implemented to tackle the safety lighting concerns in the community. 2. Ventura County is currently developing and updating the Ventura County Active Transportation Plan and the Ventura County Comprehensive Transportation Plan. Both plans require the inclusion of community stakeholders through engagement opportunities. The Planning Committee can get involved in these opportunities as a way to elevate lighting, high visibility road markings, and fluorescent signage as necessary infrastructure improvements. 3. Use TIMS and qualitative data collected through Street Story to strengthen the narrative and make the case for the need for pedestrian-scale lighting improvements in Fillmore. 4. Engage public officials in community meetings, events, and other engagement opportunities. Consider creating a Power Map to identify key officials that could support these issues. The following is a power mapping resource: <ol style="list-style-type: none"> a. Power Mapping: A Tool for Strategy & Influence. 5. Survey the community for feedback on lighting infrastructure placement, concerns and to pique interest in safety issues at large. <ol style="list-style-type: none"> a. Surveys 101. 6. Conduct bike and pedestrian counts at the temporary demonstration event to collect data about walking and biking patterns in the area. The following are resources for conducting these counts: <ol style="list-style-type: none"> a. Conducting Bicycle and Pedestrian Counts; b. National Bicycle and Pedestrian Documentation Project; and c. Bicycle and Pedestrian Count Programs: Summary of Practice and Key Resources.
-------------------------------------	------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------

Temporary Bike Lane Demonstration and Bikeability Improvement Project

Project Goals:

1. Install a temporary protected bike lane demonstration along Santa Clara Street from A Street to Central Avenue;
2. Improve the bikeability around Fillmore by garnering support, educating, and encouraging the community to engage with the Planning Committee; and
3. Encourage people to ride their bikes more frequently around the community.

Project Description:

This project would focus on improving the bike facilities in Fillmore and educating the community about biking safety issues. First, the installation of a temporary protected bike lane would support education of bike facilities, elevate the need and desire for bike facilities and encourage community engagement with bike safety issues. Further, this project would include educational activities at the temporary demonstration, such as how to safely ride along sharrowed roads, bike maintenance and how to elevate their safety concerns in the community.

Activate Community & Decision-Makers	<ol style="list-style-type: none">1. Conduct a temporary demonstration of a protected bike lane along Santa Clara Street from A Street to Central Avenue.2. Invite elected officials to the demonstration to tell them more about the need for more bike facilities in this area and the Fillmore community at large.3. Gather feedback from community members during the demonstration event to hear what other people think about pedestrian and bicyclist safety in Fillmore.<ol style="list-style-type: none">a. Example: Evaluation Survey.
--------------------------------------	----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------

Continued on next page

Temporary Bike Lane Demonstration and Bikeability Improvement Project, cont'd.

Proposed Plan:

Project Team Recommendations	<ol style="list-style-type: none">1. Use the CPBST Toolkit (available in Spanish) to discover other community programs and events which can be implemented to improve bikeability in the community.2. Conduct bicycle and pedestrian counts at the temporary demonstration event to collect quantitative data about walking and biking patterns in the area. The following are resources for conducting these counts:<ol style="list-style-type: none">a. Conducting Bicycle and Pedestrian Counts;b. National Bicycle and Pedestrian Documentation Project; andc. Bicycle and Pedestrian Count Programs: Summary of Practice and Key Resources.3. Elevate Street Story as a community tool and direct pedestrians and bicyclists to report their experiences and safety concerns4. The Planning Committee should consider applying for Southern California Association of Governments (SCAG's) Go Human Kit of Parts future funding cycles in order to conduct a temporary demonstration of a separated bike lane.
------------------------------	--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------

Community Benefit Agreement

Project Goals:

1. Ask the City to incorporate a community benefits agreement clause for new development projects in the City of Fillmore; and
2. Empower residents to build a coalition to advocate for pedestrian and bicycle safety improvements.

Project Description:

The City can incorporate a [Community Benefits Agreement](#) clause for new development projects where community residents can directly negotiate with developers for the benefits most important to them, including affordable housing, walking and biking amenities such as pedestrian scale lighting and bike infrastructure, and other traffic safety improvement features. As part of this effort, develop educational outreach campaigns to engage residents to become more involved in pedestrian and bicycle safety advocacy.

Proposed Plan:

Activate Community & Decision-Makers	<ol style="list-style-type: none">1. Review the City of Fillmore 2021-2029 Housing Element for opportunities for potential synergies.2. Connect with the Planning Commission and the City Councils to identify next steps to develop a community benefits agreement.<ol style="list-style-type: none">a. Review the FHWA's Primer on Development Agreements (see Chapter 3) to become more familiar with community benefits agreements.b. Review this CBA Toolkit, adapted from PolicyLink.3. Develop a social media and educational outreach campaign to build a coalition and to provide public comments to advocate for a community benefits agreement.
--------------------------------------	-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------

Continued on next page

Community Benefit Agreement, cont'd

<p>Project Team Recommendations</p>	<ol style="list-style-type: none">1. Work with the City to establish a Bicycle and Pedestrian Advisory Committee (BPAC) that can provide input to decision makers on bicycle and pedestrian projects, programs, and policies. A BPAC could provide constructive guidance on bicycle and pedestrian issues during all future projects and serve as a communication bridge to ensure residents have an opportunity to give and receive feedback from the City. The BPAC could also potentially serve as the community representative in a community benefits agreement scenario.<ol style="list-style-type: none">a. Refer to the Power Mapping: A Tool for Strategy & Influence to generate a list of groups to recruit to the advisory committee.2. Identify other communities that have implemented community benefits agreements and connect with them to learn how they were formed and lessons learned from the experience.<ol style="list-style-type: none">a. Some examples of a CBA include the Figueroa Corridor in Los Angeles and this community compact in Silicon Valley.b. A similar agreement in Santa Ana established a community land trust, THRIVE Santa Ana.3. Identify specific pedestrian and bicycle safety improvements that residents desire to prepare for advocating for your needs once the community benefit agreement is put into place.4. Street Story is a resource for collecting community experiences walking and biking in the community, including information about transportation crashes, near-misses, general hazards, and safe routes to travel. If a BPAC is formed, they could monitor input and report it to city decision-makers and planners.
-------------------------------------	--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------

Safe Routes to School Program

Project Goals:

1. Generate community interest in a Safe Routes to School Program.
2. Improve walking and biking safety for children and their families to and from school.

Project Description:

[Safe Routes to School](#) (SRTS) programs work to make walking and biking to school more accessible and safe for children and their families. SRTS programs have the potential to increase physical activity, improve health outcomes, improve attendance and academic performance, and reduce traffic injuries, congestion, and air pollution.

Proposed Plan:

Activate Community & Decision-Makers	<ol style="list-style-type: none">1. Appeal to the Fillmore Board of Education, the Fillmore Unified School District, and administrators at Mountain Vista Elementary, Rio Vista Elementary, San Cayetano Elementary, Sespe Elementary, Fillmore Middle, and Fillmore High School for Safe Routes to School programming as part of their wellness policies.2. The County of Ventura General Plan supports Safe Routes to School programs countrywide.3. Safe Routes to School programs can help address attendance-based funding concerns. Transportation is one of the key barriers to attendance and contributes to chronic absenteeism and tardiness.4. Conduct a SRTS student arrival and departure travel survey at each school to get baseline figures on how students get to and from school.
--------------------------------------	-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------

Continued on next page

Safe Routes to School Program, cont'd

<p>Project Team Recommendations</p>	<ol style="list-style-type: none">1. Recruit parent and/or staff champions, as well as the parent-teacher associations, at each school to help shepherd the process and to build excitement around SRTS.<ol style="list-style-type: none">a. Building Blocks: A Guide to Starting and Growing a Strong Safe Routes to School Program.2. Host a SRTS kickoff event in conjunction with Walk & Roll to School Day in October to get students and their families more comfortable walking and biking to school. The following are resources for SRTS curriculum, messaging and Walk & Roll to School Day:<ol style="list-style-type: none">a. Safe Routes to School Messaging for Pros;b. Bicycle and Pedestrian Curricula Guide; and,c. Walk & Roll to School Day 2022 Toolkit.3. Build a coalition of parents, school administrators, and other transportation safety advocates to create a Safe Routes to School program.<ol style="list-style-type: none">a. Let's Get Together: A Guide for Engaging Communities and Creating Change;b. Safe Routes to School 101; and,c. Defining Roles and Partnerships for Safe Routes to School.
-------------------------------------	----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------

Project Team Recommendations

The Project Team submits the following additional recommendations for consideration. Local stakeholders, such as city staff and the Planning Committee, may need to refine the recommendations to ensure they are appropriate for the current walking and biking environment.

Temporary Demonstration

The Project Team recommends that the Planning Committee in collaboration with the City of Fillmore apply for the Southern California Association of Governments (SCAG's) Go Human Kit of Parts. The Kit of Parts is a lending library that provides pop-up materials to temporarily demonstrate potential and planned street design treatments and safety infrastructure to create safer and more inviting public spaces. Several temporary demonstrations can be installed simultaneously with the equipment included in the Kit of Parts: parklets, curb extensions (bulb-out), median refuge islands, artistic crosswalks, and separated bike lanes. Ventura County is in the SCAG region and as part of Ventura County, Fillmore qualifies to apply for this opportunity. For more information, including how and when to apply please visit [this website](#).

Open Streets Event

The Project Team recommends that the Planning Committee, in collaboration One Step a la Vez and those who can support at the municipal level, organize an Open Streets event in Fillmore. An Open Streets event temporarily closes a series of streets to vehicle traffic and opens them to people walking, biking, rolling and other social activities. An event like this could bolster the local economy of small businesses, encourage more walking and biking in Fillmore, and provide opportunities for people to give feedback about walking and biking improvements or share safety concerns. The Project Team recommends the following resource for planning such an event: [Open Streets Toolkit](#).

Street Story Safety Reporting Event

The Project Team recommends the Planning Committee partner with [UC Berkeley SafeTREC](#) to use [Street Story](#) as a way to gather data on near misses and other road safety concerns. Street Story can engage residents, community groups, and agencies to collect information about transportation crashes, near-misses, and general hazards. These recorded experiences can then be used as qualitative data to support transportation safety initiatives, such as improvements at dangerous intersections, lighting installments, and bike facilities. Street Story may provide a way for the Planning Committee to make connections directly with those impacted by traffic violence and can bolster community outreach efforts for the projects listed above and other City-led projects. SafeTREC works directly with community organizations across California to incorporate the Street Story tool into their existing projects and programs. They also provide workshops, webinars, and one-on-one technical assistance.

Continued on next page

Project Team Recommendations, cont'd

Reconnecting Communities Programs

The Project Team recommends that the Planning Committee in collaboration with the City consider applying for the [Caltrans' Reconnecting Communities Program](#). This works with communities across the state who are impacted and burdened by highways running through their cities and towns and to identify needs for community connectivity. The program centers on equitable community engagement to help mediate the impacts of highways. The Caltrans' call for project nominations is now closed, but the [U.S. Department of Transportation's Reconnecting Communities Pilot Program](#) is still accepting proposals until October 13, 2022. This first-ever Federal program is dedicated to reconnecting communities that have been cut off from economic opportunities by transportation infrastructure. Funding supports planning and capital construction grants, and technical assistance. The goal of the program is to restore community connectivity through the removal, retrofit, mitigation, or replacement of eligible transportation infrastructure facilities.

Appendix

- *CPBST Site Visit Data Presentation*

Fillmore Pedestrian and Bicycle Crash History

CPBST Site Visit – July 14, 2022

Katherine Chen, kchen@berkeley.edu

What is a pedestrian crash?

Pedestrian-motor vehicle crash

-Includes a person afoot, on a skateboard, stroller, wheelchair, electric assistive mobility device

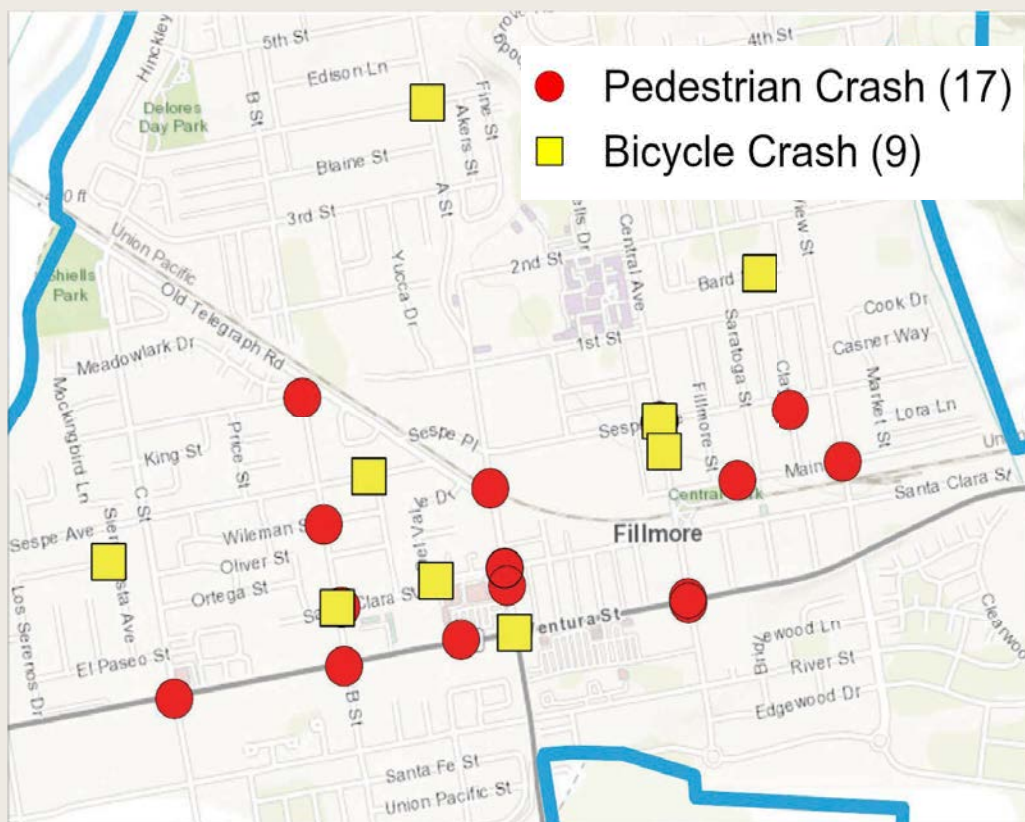
One crash may result in multiple pedestrian victims.

What is a bicycle crash?

Bicycle-motor vehicle crash

- Bicycles are considered vehicles and therefore violation committed by a “driver” could have been committed by a motor vehicle driver or bicyclist.

Overview of crashes in Fillmore 2017-2021



FILLMORE

Community Pedestrian and Bicycle Safety Program



Key Facts



38%

Households with 1+ Persons with a Disability



15%

Population 65+



14%

Households without a vehicle



8%

Households Below the Poverty Level

Commute Profile



1%

Took Public Transportation



12%

Carpooled



3%

Walked to Work



0%

Bike to Work

Race and Ethnicity

The largest group: Hispanic Origin (Any Race) (75.69)

The smallest group: Pacific Islander Alone (0.08)

Indicator ▲	Value	Diff
White Alone	33.37	-16.53
Black Alone	0.69	-1.12
American Indian/Alaska Native Alone	2.46	+0.69
Asian Alone	1.68	-6.26
Pacific Islander Alone	0.08	-0.12
Other Race	39.36	+18.63
Two or More Races	22.36	+4.72
Hispanic Origin (Any Race)	75.69	+32.18

Bars show deviation from Ventura County

Household Income (2021)

Median Household Income \$82,994

Household Income less than \$15,000 182 4%

Household Income \$15,000-\$24,999 376 8%

Household Income \$25,000-\$34,999 280 6%

Household Income \$35,000-\$49,999 579 12%

Household Income \$50,000-\$74,999 580 12%

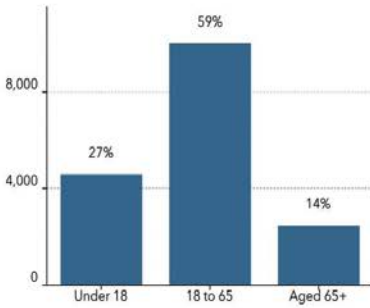
Household Income \$75,000-\$99,999 977 20%

Household Income \$100,000-\$149,999 915 19%

Household Income \$150,000-\$199,999 559 12%

Household Income \$200,000 or greater 332 7%

Population by Age

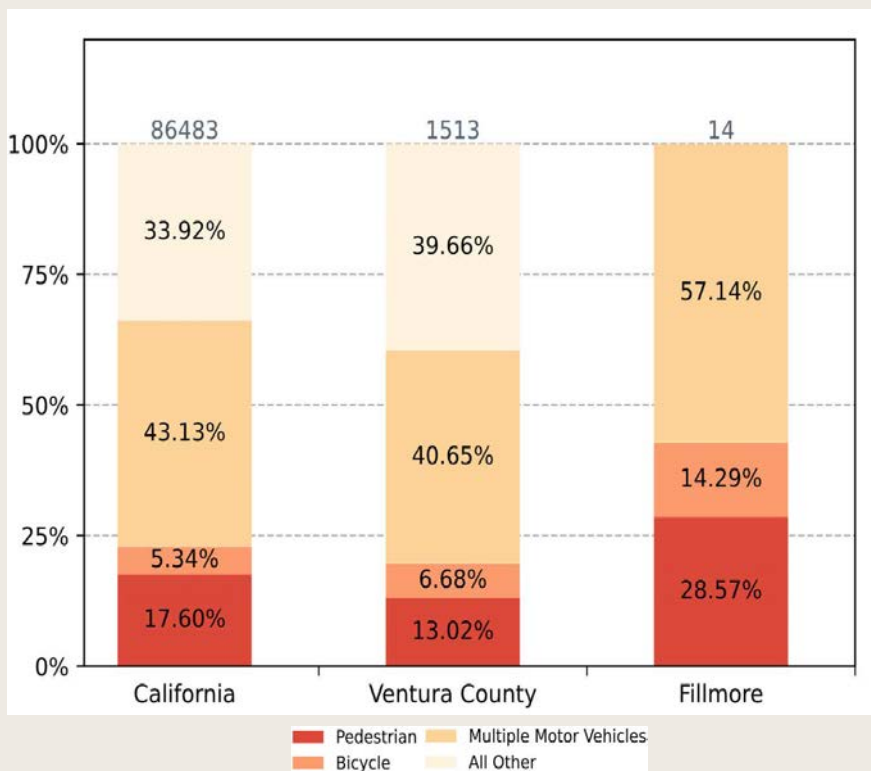


Source: Esri forecasts for 2021, U.S. Census Bureau, 2015-2019 American Community Survey (ACS) Data.

Version 1.8 © 2022 Esri

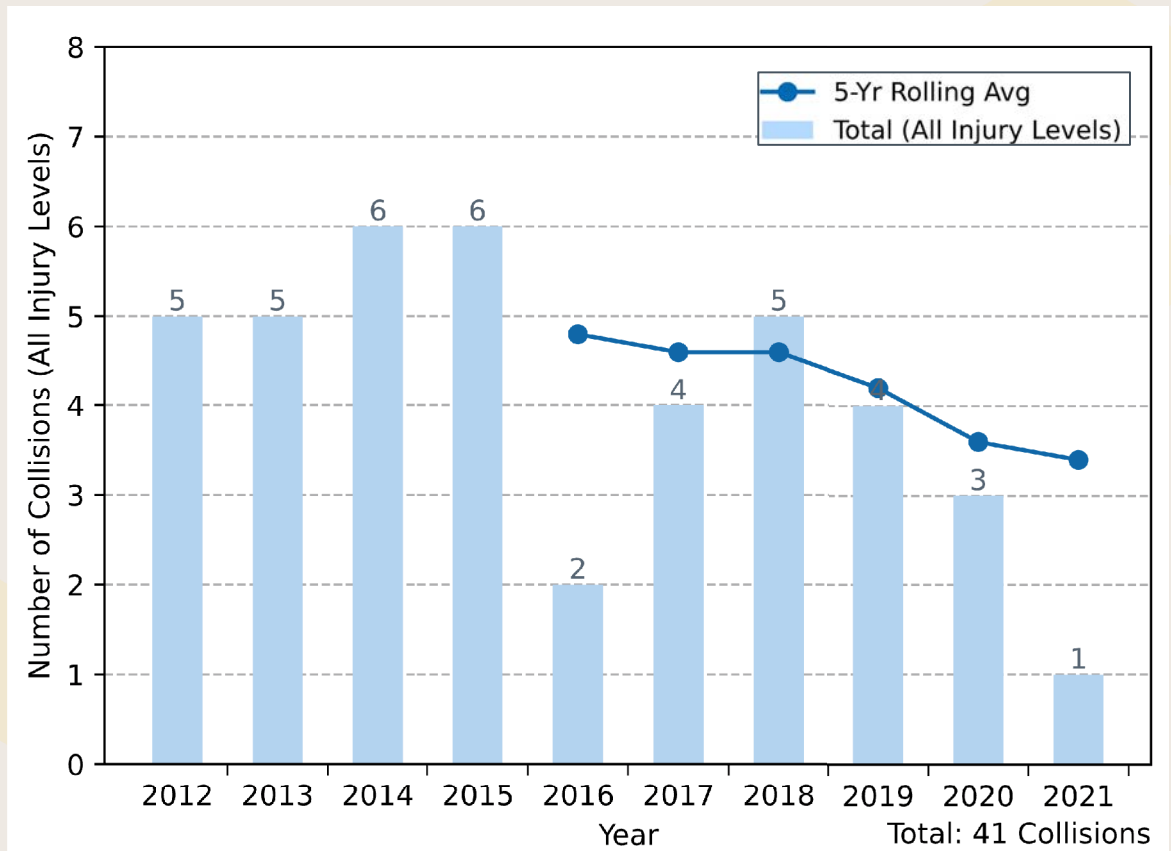
How does Fillmore compare to other areas?

Fatal and Serious Injury Crashes by Involvement 2017-2021



- Over 40% of all fatal and serious injury crashes in Fillmore involved pedestrians or bicyclists.
- There is a very high proportion of pedestrian and bicycle crashes among fatal and serious injury crashes, relative to Ventura County and to the state.
 - Pedestrian and bike crash rates are more than 2x that of Ventura County
 - Bike crash rates are more than 2.5x that of CA while pedestrian crash rates are more than 1.5x
- The small proportion of "All Other" are mostly single vehicle crashes.

Pedestrian Crashes 2012-2021



Data source: Statewide Integrated Traffic Record System (SWITRS) 2012-2021. 2020 and 2021 data are provisional as of June 2022.

Pedestrian Crashes 2017-2021

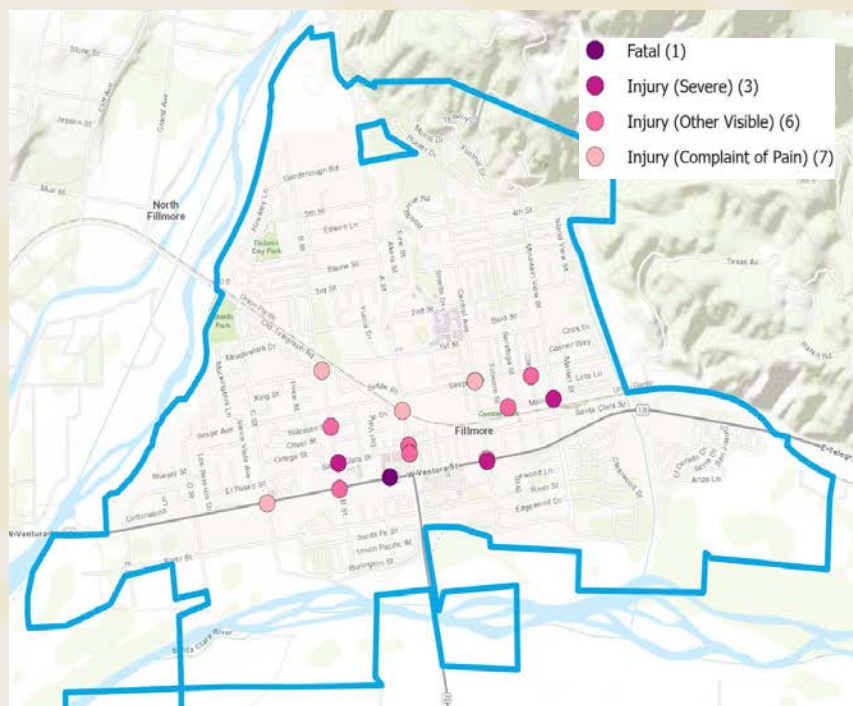
Four fatal or severe injury crashes:

- 2 crashes on Route 126

Crashes were concentrated on:
Route 126, A Street, B Street,
and Central Street

Three crashes each at: A Street/Santa Clara Street and Central Avenue/Sespe Avenue.

Crashes clustered in the downtown area



Data source: Statewide Integrated Traffic Record System (SWITRS) 2017-2021. 2020 and 2021 data are provisional as of June 2022.

Pedestrian Crashes 2017-2021

By time of day & week

	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday	Sunday	Total
09:00PM-11:59PM	0	0	0	1	1	0	1	3
06:00PM-08:59PM	0	0	0	2	0	0	0	2
03:00PM-05:59PM	0	0	1	1	1	0	1	4
Noon-02:59PM	0	0	1	0	1	0	0	2
09:00AM-11:59AM	0	0	0	1	0	0	0	1
06:00AM-08:59AM	1	0	0	2	0	0	1	4
03:00AM-05:59AM	0	0	1	0	0	0	0	1
Midnight-02:59AM	0	0	0	0	0	0	0	0
Total	1	0	3	7	3	0	3	17

Data source: Statewide Integrated Traffic Record System (SWITRS) 2017-2021. 2020 and 2021 data are provisional as of June 2022.

Pedestrian Crashes 2017-2021

Most frequently cited violations in injury crashes

9
crashes

21950. Driver failure to yield to pedestrians at a marked or unmarked crosswalk

4
crashes

21954. Pedestrian failure to yield to vehicles when crossing outside of a marked or unmarked crosswalk

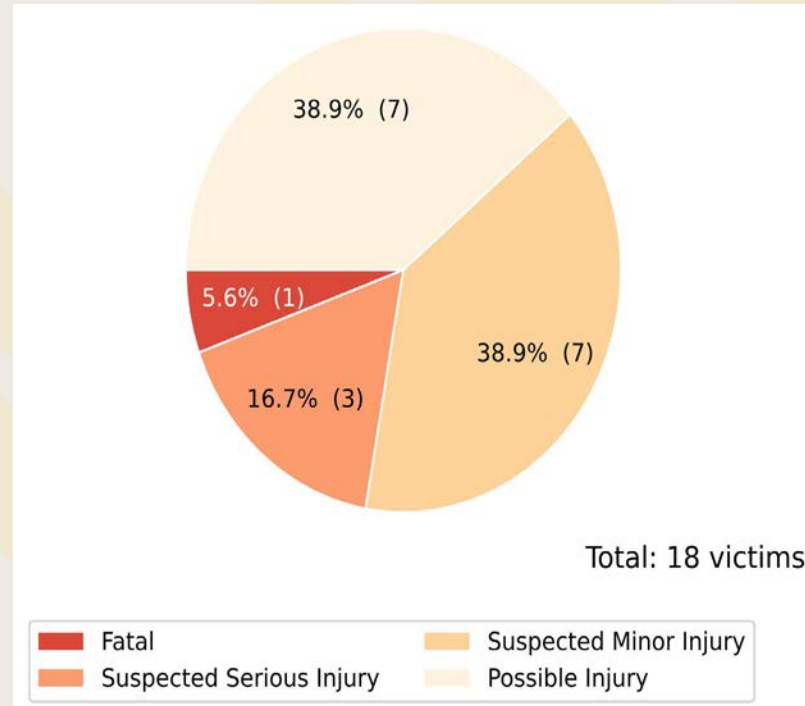
Data source: Statewide Integrated Traffic Record System (SWITRS) 2017-2021. 2020 and 2021 data are provisional as of June 2022.

Pedestrian Crashes 2017-2021

By injury severity

18 pedestrians were injured in 17 pedestrian crashes

4 victims suffered fatal or serious injuries



Total: 18 victims



Data source: Statewide Integrated Traffic Record System (SWITRS) 2017-2021. 2020 and 2021 data are provisional as of June 2022.

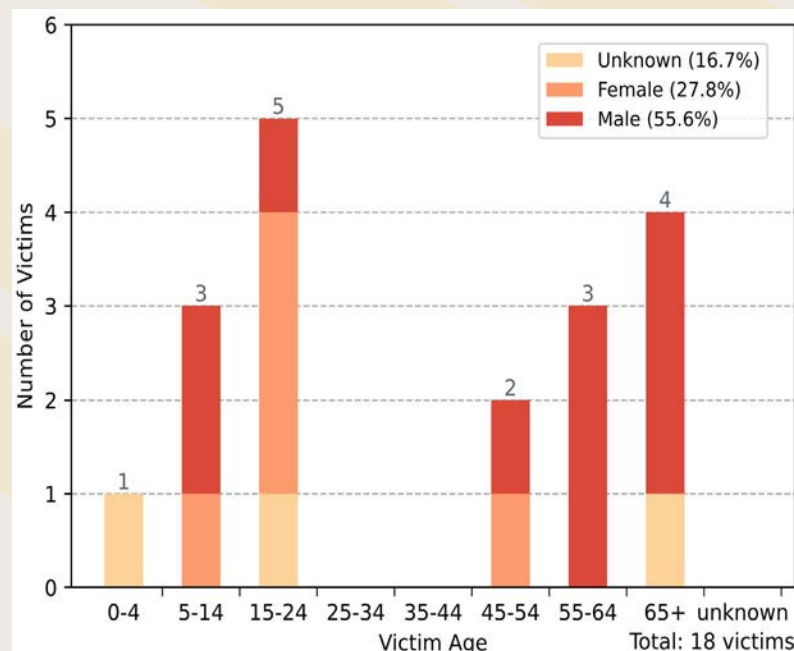
Pedestrian Crashes 2017-2021

By victim age & gender

4 victims were age 17 or younger

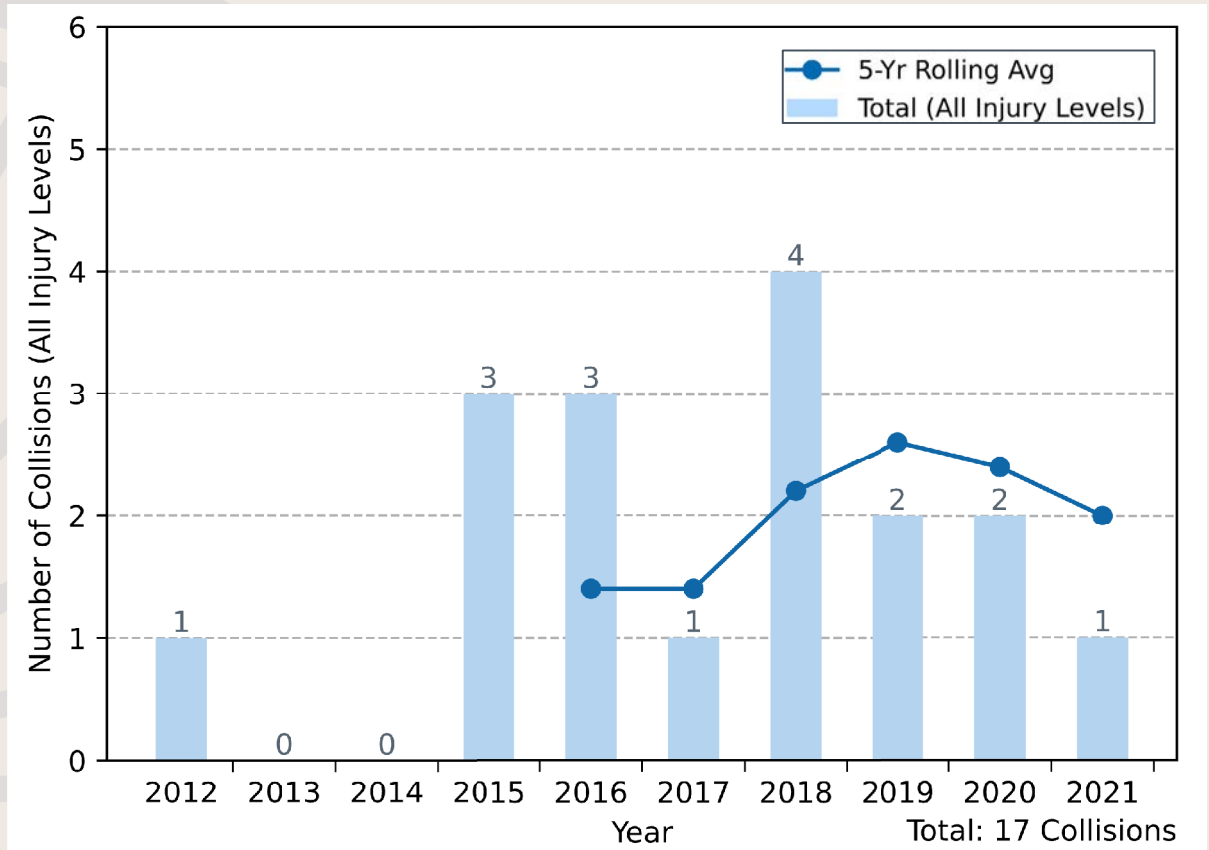
6 victims were age 60 or older

Fatal and serious injury victims were all males age 60 or older



Data source: Statewide Integrated Traffic Record System (SWITRS) 2017-2021. 2020 and 2021 data are provisional as of June 2022.

Bicycle Crashes 2012-2021



Data source: Statewide Integrated Traffic Record System (SWITRS) 2012-2021. 2020 and 2021 data are provisional as of June 2022.

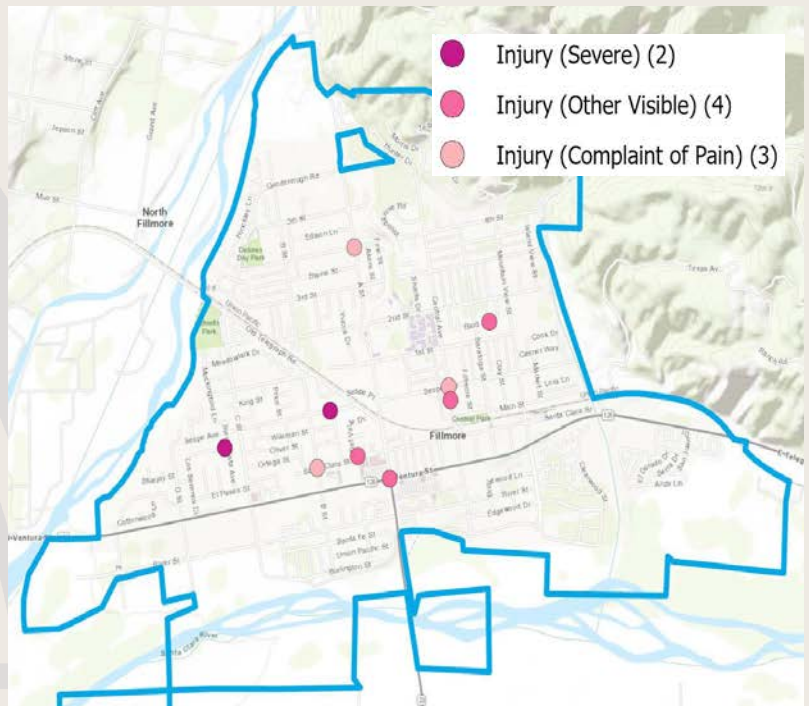
Bicycle Crashes 2017-2021

Two severe injury crashes

- Sespe Avenue/ McCampbell Street
- Los Serenos Drive/ Sierra Vista Avenue

Crashes concentrated on Sespe Avenue with two crashes at Central Avenue/Sespe Avenue

Unmapped crash was reported at 4th Street/ Blaine Ave, which are parallel streets



Data source: Statewide Integrated Traffic Record System (SWITRS) 2017-2021. 2020 and 2021 data are provisional as of June 2022.

Bicycle Crashes 2017-2021

By time of day & week

	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday	Sunday	Total
09:00PM-11:59PM	0	0	0	0	0	0	0	0
06:00PM-08:59PM	0	0	1	0	0	0	0	1
03:00PM-05:59PM	0	0	2	0	2	0	0	4
Noon-02:59PM	0	0	1	0	0	0	0	1
09:00AM-11:59AM	0	1	1	0	0	0	0	2
06:00AM-08:59AM	0	2	0	0	0	0	0	2
03:00AM-05:59AM	0	0	0	0	0	0	0	0
Midnight-02:59AM	0	0	0	0	0	0	0	0
Total	0	3	5	0	2	0	0	10

Data source: Statewide Integrated Traffic Record System (SWITRS) 2017-2021. 2020 and 2021 data are provisional as of June 2022.

Bicycle Crashes 2017-2021

Most frequently cited violations in injury crashes

3
crashes

21804. Driver failure to yield right-of-way when entering/crossing a highway

2
crashes

21802. Driver failure to stop or yield right-of-way at a stop sign

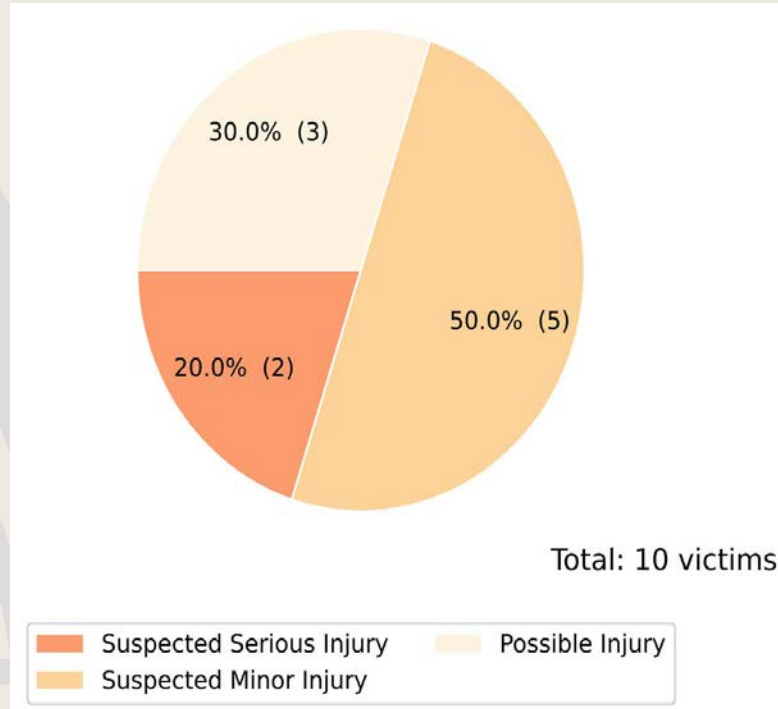
Bicycle Crashes 2017-2021

By injury severity

10 bicyclists were injured in 10 bicycle crashes

Relatively low injury severity rate

- 20% serious injuries
- 80% minor injuries



Data source: Statewide Integrated Traffic Record System (SWITRS) 2017-2021. 2020 and 2021 data are provisional as of June 2022.

Bicycle Crashes 2017-2021

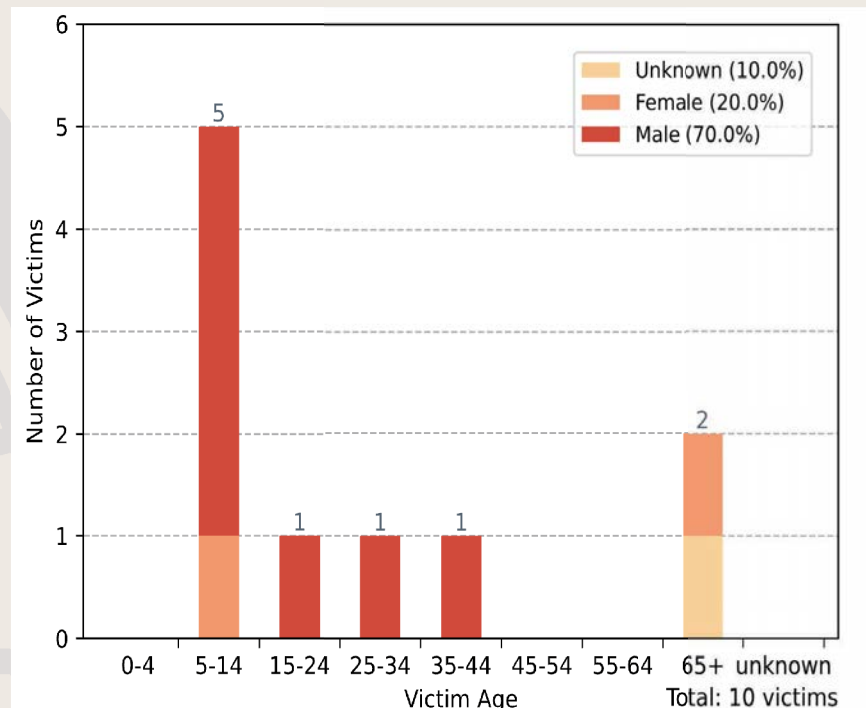
By victim age & gender

5 victims were 13 or younger

2 victims were 65 or older

Severe injury victims

- 12 year old female
- 40 year old male



Data source: Statewide Integrated Traffic Record System (SWITRS) 2017-2021. 2020 and 2021 data are provisional as of June 2022.

Additional Resources

Street Story

Street Story is a tool for collecting community feedback on transportation safety issues.

Share stories on Street Story of where you've been in a crash or near miss, or where you feel safe or unsafe traveling.

streetstory.berkeley.edu



Transportation Injury Mapping System (TIMS)

TIMS is a web-based tool that allows users to analyze and map data from California's Statewide Integrated Traffic Records System (SWITRS).

To further explore collision data, register for a free account to access the tools and resources on TIMS.

tims.berkeley.edu

Thank you for your interest in the Community Pedestrian and Bicycle Safety Training Program.

For more information, please visit:

<https://safetrec.berkeley.edu/programs/cpbst> or <https://www.calwalks.org/cpbst>