





South Stockton Summary and Recommendations Report

Community Pedestrian and Bicycle Safety Training Program



Funding for this program was provided by a grant from the California Office of Traffic Safety, through the National Highway Traffic Safety Administration.

Acknowledgements

Thank you to the Planning Committee for inviting us into their community and partnering with us to make South Stockton 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 the Yokuts, Miwok, and Confederated Villages of Lisjan as the traditional land caretakers of the greater South Stockton area.

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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.

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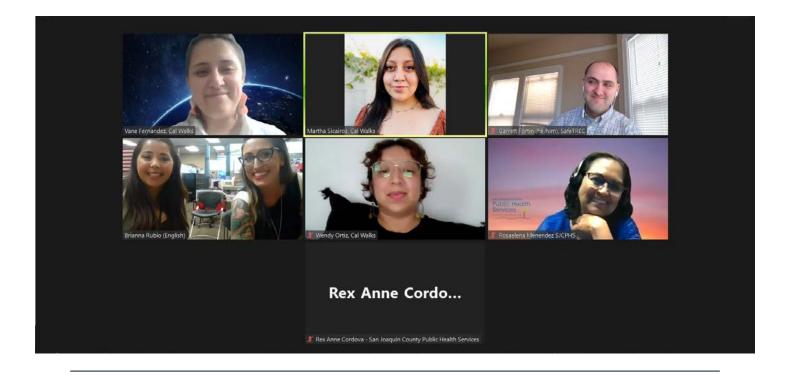
Introduction

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 South Stockton CPBST workshop was held virtually and convened five participants on August 9, 2022, including residents, and representatives from San Joaquin County Public Health Services. San Joaquin County Public Health Services requested a CPBST workshop to:

- 1. Discuss and Identity walking and biking safety infrastructure needed in the South Stockton community, particularly for the unincorporated areas; and
- 2. Improve safe routes to school for Rosa Parks Elementary School, Hamilton Elementary school, Monroe Elementary School, Van Buren Elementary School, AG Spanos Elementary School, Edison High School, Edward Merlot High School, and Maya Angelou Library.

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 it 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: bit.ly/SafeSystemApproach. To learn more about Safe System strategies, please review our toolkit available at: bit.ly/CPBSTToolkit.



Background

South Stockton is a neighborhood located in Stockton, extending into unincorporated San Joaquin County. Per OTS Crash Rankings, in 2019, Stockton ranked 2nd out of 15 cities of similar population size for people killed or injured in a traffic crash (with a ranking of "1" indicating the worst). It ranked 6th for pedestrian crashes and 4th for bicycle crashes. Notably, Stockton ranked 1st for crashes involving bicyclists younger than 15 and 1st for speed-related crashes.

In the South Stockton neighborhood defined for this workshop, according to <u>Esri Community Analyst</u>, over one-quarter (27%) of households are below the poverty line and almost one-third (31%) of households have at least one person with a disability. About 17% of households don't have a vehicle, with carpooling serving as an commute alternative for 12% of people.



ABOVE: A bicyclist headed northnbound on South Airport Way navigates across the Second Street intersection.

Local Policies and Plans

The <u>Stockton Bicycle Master Plan 2017</u> calls for a separated bikeway on South Airport Way between Hazelton Avenue and Performance Drive. This project will provide a protected space from heavy truck traffic on South Airport Way, improve bicycle access to essential services such as Williams Brotherhood Park, and connect southeast Stockton to the rest of the City.

The <u>Stockton Safe Routes to School Plan 2017</u> provides recommendations and a prioritization list of specific infrastructure improvements for 64 schools across Stockton, including Van Buren Elementary School, AG Spanos Elementary School, and Edison High School. Priority Safety Projects at these schools include new sidewalk, bike lanes, and Rectangular Rapid Flashing Beacon and other infrastructure and programmatic improvements.

The South Stockton Promise Zone Plan 2016 is a long-range commitment of a coalition of South Stockton regional and local partners to align resources to address decades of public and private divestment, poverty, and limited economic opportunity. The plan includes developing and implementing strategies to address the root causes of intergenerational poverty across education, housing, economic growth, community health and safety, as well as creating civic engagement structures for residents to guide these plans. System change strategies include developing a walking and biking master plan and improving access to parks and green spaces.

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.

Pedestrian and Bicycle Crash History

The following data is based on police-reported pedestrian and bicycle crashes resulting in injuries to pedestrians¹ and bicyclists in South Stockton. Data reported in this section are from the Statewide Integrated Traffic Records Systems (SWITRS) for the years 2011 to 2020. Crash data for 2020 is provisional as of June 2022. A full discussion of the pedestrian and bicycle crash data can be found in the Appendix.

South Stockton Workshop Boundaries

For this workshop, the planning committee focused on a set of four census tracts (San Joaquin County 21, 22.01, 22.02, and 28) that are missing infrastructure and face local pedestrian and bicyclist safety challenges such as speeding drivers on long straight roads. There are several schools and libraries within this mostly-residential area, though it also contains the county fairgrounds and commercial destinations along Dr. Martin Luther King Jr (Dr. M.L.K. Jr Boulevard). The Planning Committee noted that highways surround this area on three sides, with I-5 to the west, SR-4 to the north, and SR-99 to the east.

Pedestrian Crashes

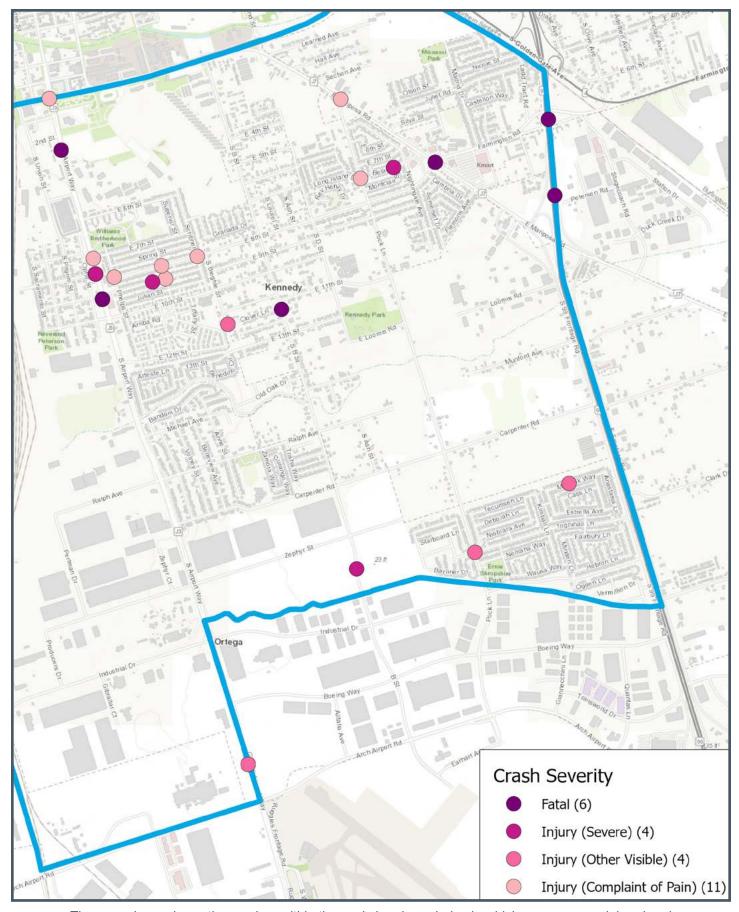
Over the 10-year period between 2011 and 2020, pedestrian crashes varied between one and 12 per year, with a peak in 2011, a trough in 2014, and a second, smaller peak in 2017. In the most recent five years of data available, 2016 to 2020, there were 10 fatal or severe crashes, including three on South Airport Way, two on B Street, and two on or near SR-99. Several less severe crashes occurred on South Airport Way, 8th Street, Pock Lane, and in the neighborhood south of the fairgrounds. Of the 25 total pedestrian crashes from 2016 to 2020, almost half (48%) occurred between 3 p.m. and 9 p.m. while almost three-quarters (72%) occurred on Monday through Thursday. The primary crash factors for most of these pedestrian crashes was a pedestrian not yielding the right-of-way to a vehicle when crossing outside of a crosswalk or a driver not yielding the right-of-way to a pedestrian at a crosswalk, which were associated with eight and seven crashes respectively.

Among the 25 victims of these 25 pedestrian crashes, there were six fatalities and four serious injuries. This proportion of fatal and serious injuries (40%) is very high and reinforces the Planning Committee's concerns about speeding. Such a high rate may also be partially due to underreporting of less severe crashes. Among all 25 pedestrian victims, five pedestrian victims were aged 65 or older, while three were 16 or younger, including two victims 4 or younger.

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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.



The map above shows the crashes within the workshop boundaries in which a person was injured and that involved a pedestrian from 2016 to 2020.

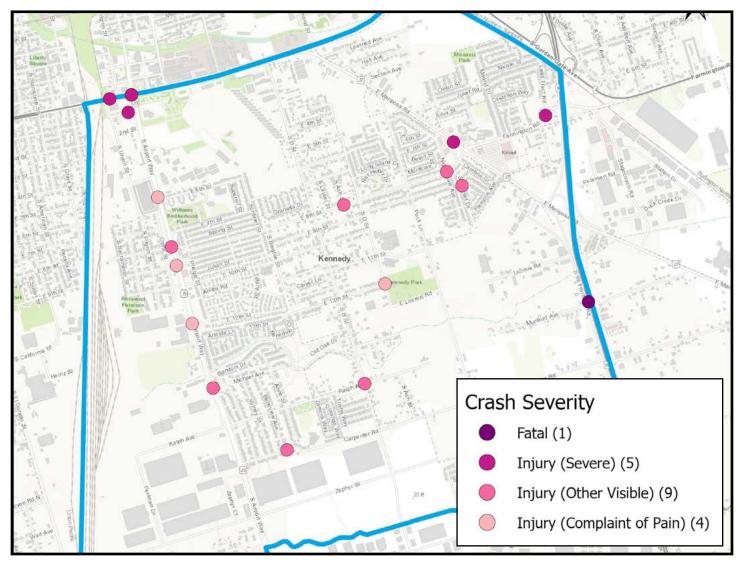
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Bicycle Crashes

Over the 10-year period between 2011 and 2020, bicycle crashes showed a similar pattern as pedestrian crashes, with a peak of seven in 2011, falling to zero in 2014, then rising to five in 2016 and 2017. In the most recent five years of data available, 2016 to 2020, there were six fatal or severe crashes, including a cluster of three crashes near the Dr. M.L.K. Jr Boulevard/South Airport Way intersection. South Airport Way and 8th Street both had several less severe bicycle crashes. Of the 19 total bicycle crashes from 2016 to 2020, the peak time of day was from 6 p.m. to 9 p.m. with over one-quarter (26.3%) of the crashes. Crashes were somewhat evenly spread throughout the week, with between two and four crashes (10.5% and 21.1% of the total, respectively) on every day of the week except Sunday. The most common primary crash factor among these bicycle crashes was failure to drive or ride on the right half of the roadway, which was associated with five crashes.

Among the 19 victims of these 19 bicycle crashes, there was one fatality and five serious injuries. This proportion of fatal and serious injuries (31.6%) is also quite high, particularly among crashes involving bicyclists. Five bicyclist victims were 16 years old or younger and two victims were 65 or older. All 19 injured bicyclists were male.



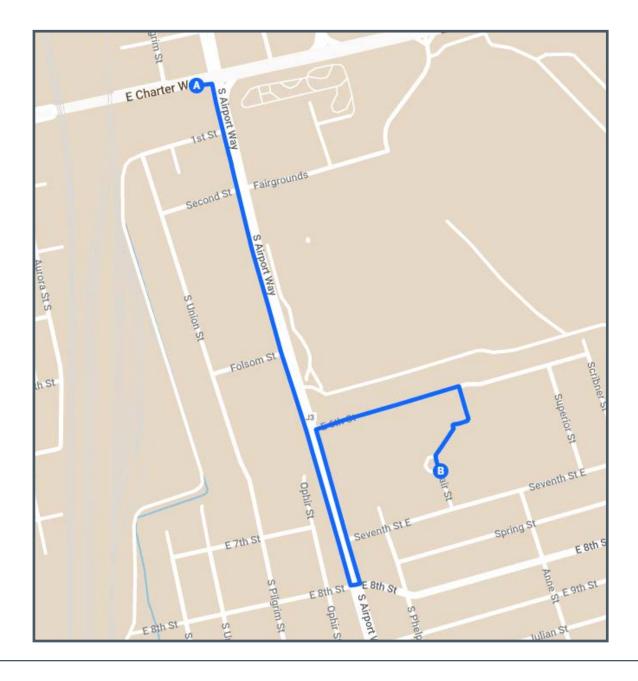
The map above shows the crashes within the workshop boundaries in which a person was injured and that involved a bicyclist from 2016 to 2020.

Walking and Biking Assessment

During the workshop, the Project Team and participants took part in a virtual walking and biking safety assessment along one route 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: South Airport Way

South Airport Way is a major road in South Stockton, running along the west side of the neighborhood and connecting to Dr. M.L.K. Jr Boulevard and commercial destinations, such as the local supermarket and Williams Brotherhood Park. It is also used as a shortcut to access the warehouses and Stockton Airport south of the neighborhood.



Route: South Airport Way, continued

Strengths

- 1. Street vendors offer residents fresh fruits and other healthy snacks between Williams Brotherhood Park and the Fairview Apartments on South South Airport Way.
- 2. Williams Brotherhood Park, on the east side of South Airport Way, is an important neighborhood green space. It is also home to the Dorothy Jones Family Resource Center, which offers a number of services to the community.
- 3. South Airport Way in this neighborhood has level, wide, continuous sidewalks on both sides of the street, along with trees and other landscaping. The trees were planted in about 2008, and will hopefully grow into great assets to pedestrians in time.
- 4. The Regional Transit District (RTD) Union Transfer bus center, located west of South Airport Way, offers connections to multiple bus routes including the Bus Rapid Transit (BRT) Express.



TOP LEFT: A street vendor selling fresh fruit and ice cream at the southeast corner of the First Street/S. South Airport Way intersection. BOTTOM RIGHT: Trees provide shade for this bus stop on South Airport way near the fairgrounds.

Route: South Airport Way, continued

Concerns

- 1. Pedestrians, bicyclists, drivers, buses, and large commercial trailers compete for space on the roadway along South Airport Way. This contributes to near misses between all road users and pedestrians to feel unsafe crossing all four legs of the South Airport Way/Dr. M.L.K. Jr Boulevard intersection.
- 2. Drivers speed along South Airport Way, and often fail to stop before the stop bar at the South Airport Way/Dr. M.L.K. Jr Boulevard and the South Airport Way/East 8th Street intersections. Drivers stopping in the middle of the crosswalk encroach upon the pedestrian's right of way, which often leads to near misses. Families walking to the Williams Brotherhood Park often feel unsafe crossing the South Airport Way/East 8th Street intersection because of speeding drivers, who are also often driving hurriedly or distracted.
- 3. The north side of Folsom Street, west of South Airport Way, lacks a sidewalk and a paved shoulder for pedestrians. The sidewalk on the south side ends mid-block. This makes it especially difficult for people with strollers or people using assisted mobility devices to travel to and from Williams Brotherhood Park.
- 4. The San Joaquin Regional Transit District (RTD) is the regional transit provider for San Joaquin County, including South Stockton. Participants shared that bus routes are limited, so they often cannot get to and from work on the existing schedule. This makes traveling within and outside of the community unreliable and uncertain.
- 5. There is a lack of protected or marked bike lanes in the South Stockton community. Most bicyclists ride on the sidewalk, causing near misses with pedestrians or ride against oncoming traffic.



LEFT: Two bicyclists riding on the sidewalk along South Airport Way.

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.

Community Recommendations

Workshop participants were asked 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

- Install speed humps on neighborhood streets to slow drivers;
- The unhoused population has grown significantly in the community within the last 10 years. Participants were interested in collaborating with various interested stakeholders in the community to address the crisis with compassion and resources;
- Develop programs and allocate resources for bike theft prevention;
- Conduct a study to see if and where a multi-use trail can be installed in the community to allow for a variety of road users to have dedicated active and green space;
- Conduct a sidewalk assessment to see where sidewalks should be installed. After installation, connect with RTD to direct bus stops and routes to the new sidewalks;
- Plant more shade trees and vegetation to create a more comfortable environment for pedestrians and bicyclists and to clean the air;
- Install high-visibility crosswalks at all major intersections to increase visibility and awareness between all road users;
- Install more trash cans with art to keep the community clean and create a welcoming environment for all;
- Install protected bike lanes that run parallel to major streets in the community;
- Install pedestrian headstarts at all major intersections that do not have dedicated left-turning lanes for drivers to avoid potential conflicts between pedestrians entering the roadway and drivers making left turns; and
- Conduct studies at key major intersections to determine if crossing times are sufficient for pedestrians to safely and comfortably cross the street.

Coalition Building & Needs Assessment

Project Goals:

- 1. Build a coalition of local stakeholders to tackle walking and biking safety concerns, especially driver speeds;
- 2. Develop and conduct a needs assessment to understand the community's concerns and help prioritize potential solutions; and
- 3. Increase sense of safety for pedestrians and bicyclists within the community.

Project Description:

The Planning Committee seeks to build a coalition of stakeholders interested in walking and biking safety to develop a safety messaging campaign to slow drivers and advocate for traffic calming infrastructure in the South Stockton community, with a particular focus on the Dr. M.L.K. Jr Boulevard/South Airport Way intersection. Participants felt that different organizations and groups were working siloed and felt that building a coalition of like-minded and focused people could help move walking and biking safety programs forward. Developing a needs assessment, including the use of Street Story, could help the coalition better understand the community's greatest safety concerns and priorities for improvements.

Continued on next page

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Coalition Building & Needs Assessment, continued

Proposed Plan:

Activate Community & Decision-Makers	 The Planning Committee identifies specific goals and objectives, then recruits organizations and individuals to join the coalition. The coalition could include but is not limited to residents, Public Works Department, RTD, Caltrans, and the San Joaquin Council of Governments. The coalition can develop a needs assessment to help the community prioritize concerns and proposed solutions. Use <u>Street Story</u> to capture community feedback on intersections that feel unsafe and information about unreported crashes. Conduct focused outreach to ensure that all community voices are captured within the needs assessment.
Project Team Recommendations	 Reference the Power Mapping: A Tool for Strategy & Influence guide to generate a list of all community groups and organizations doing work in South Stockton and formulate a strategy for building a coalition to tackle walking and biking safety concerns collectively. Reference the following tools to develop an effective and lasting coalition: Rails to Trails Conservancy Coalition Building Prevention Institute's guide on Developing Effective Coalitions: An Eight Step Guide Community Toolbox Section 5. Coalition Building I: Starting a Coalition

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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.

Establish a City of Stockton Bicycle and Pedestrian Advisory Committee

The Project Team recommends the Stockton Public Works Department 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. Stockton's existing boards and commissions, such as the Committee, can serve as models for the BPAC. The City should also consult with other active BPACs, such as the City of Fresno BPAC, while designing one for Stockton. The Project Team further recommends that BPAC members be selected with an emphasis on geographic diversity, including members from South Stockton, and that the BPAC's meetings, deliberations, and minutes be accessible in Spanish.

Improve Access to Williams Brotherhood Park for Pedestrians Crossing South Airport Way

The Project Team recommends that the Stockton Public Works Department study and enhance pedestrian crossings on South Airport Way to improve pedestrian access to Williams Brotherhood Park. The Planning Committee specifically shared that people living west of South Airport Way need to have a safe route to the park. Several options for how to improve the crossing exist: improve the existing standard crosswalk at 8th Street, install marked crossings at 6th Street or 7th Street, or build a mid-block crossing that connects to the park itself.

All of these options should include high-visibility crosswalks and signage to alert drivers to the crossing, indicating that they should slow down and prepare to yield to pedestrians. <u>Curb extensions</u> and a pedestrian island would reduce crossing distances, making the route to the park more accessible. If the community indicates that the mid-block crossing is the best choice, a <u>High Intensity Activated Crosswalk (HAWK) signal</u>, also known as a hybrid beacon, should be considered, due to the high speeds of drivers along South Airport Way. Additionally, the Public Works Department could reference <u>Taking On Traffic Laws: A How-To Guide for Decriminalizing Mobility</u> and <u>Addressing Homelessness in Parks: An Inclusive Practices Guide</u> to address concerns with houselessness at and near the park with compassion and resources.

Appendix

• CPBST Site Visit Data Presentation

South Stockton Pedestrian and Bicycle **Crash History**

CPBST Site Visit – June 29, 2022 Garrett Fortin, fortinga@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.

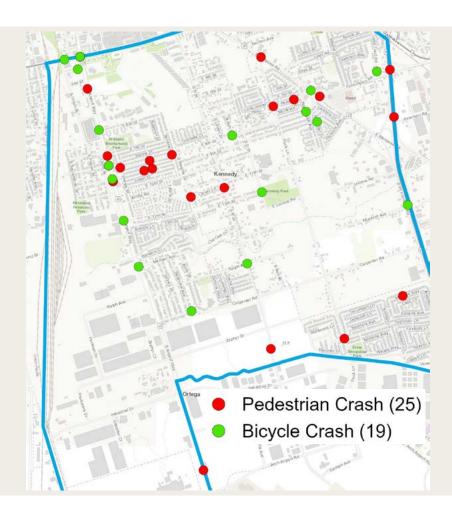
What is a bicycle crash?



Bicycle-motor vehicle crash

Bicycles are considered vehicles and therefore violations committed by a "driver" could have been committed by a motor vehicle driver or bicyclist.

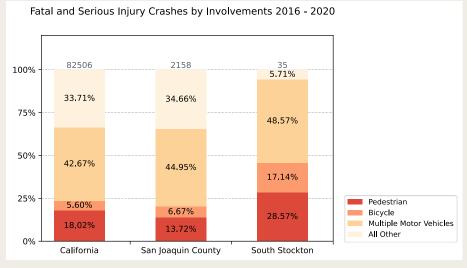
Overview of crashes in South Stockton 2016-2020



Data source: Statewide Integrated Traffic Record System (SWITRS) 2016-2020. 2020 data are provisional as of June 2022.

How does the South Stockton area compare to other areas?

Fatal and Serious Injury Crashes by Involvement 2016-2020



- About 45% of all fatal and serious injury crashes in South Stockton involved pedestrians or bicyclists.
- This is a very high proportion of pedestrian and bicycle crashes among fatal and serious injury crashes, relative to San Joaquin County and to the state.
- There is a very small proportion of "All Other" which are mostly single vehicle crashes.

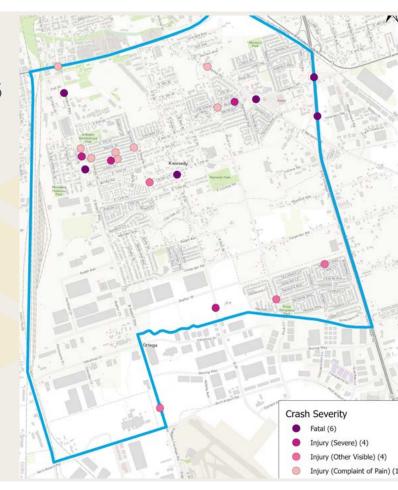
Data source: Statewide Integrated Traffic Record System (SWITRS) 2016-2020. 2020 data are provisional as of June 2022.

Pedestrian Crashes 2016-2020

There were 6 fatal crashes and 4 severe crashes:

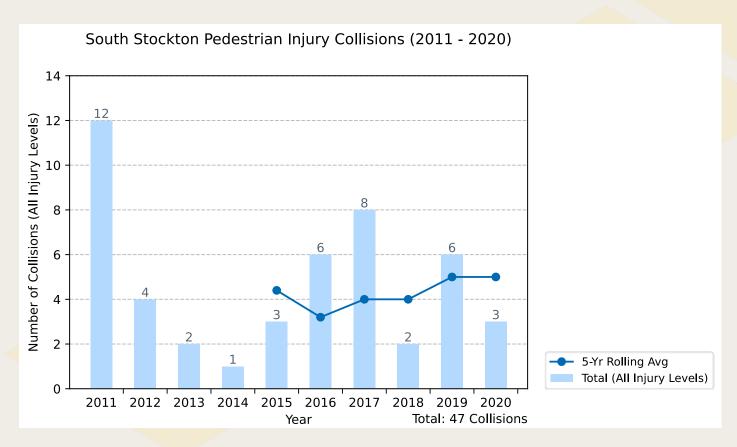
- 3 on Airport Way
- 2 on B Street
- 2 on or near CA 99
- 1 on Mariposa Road

There is a cluster of crashes in the neighborhood south of the fairground.



Data source: Statewide Integrated Traffic Record System (SWITRS) 2016-2020. 2020 data are provisional as of June 2022.

Pedestrian Crashes 2011-2020



Statewide Integrated Traffic Record System 016-2020. 2020 data are provisional as of June 2022.

Pedestrian Crashes 2016-2020

By time of day & week

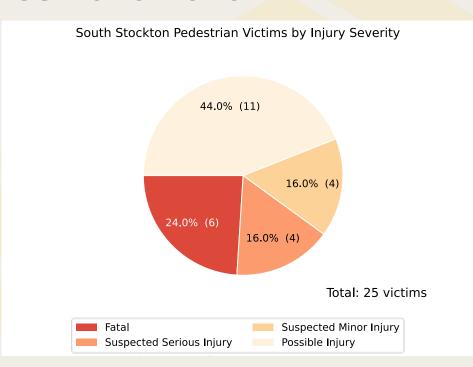
	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday	Sunday	Total
09:00PM-11:59PM	2	0	1	0	0	1	0	4
06:00PM-08:59PM	1	1	1	2	1	1	0	7
03:00PM-05:59PM	0	3	0	0	1	0	1	5
Noon-02:59PM	1	0	1	2	0	0	0	4
9:00AM-11:59AM	0	0	0	0	1	0	1	2
06:00AM-08:59AM	0	0	0	2	0	0	0	2
O3:00AM-05:59AM	0	0	1	0	0	0	0	1
Midnight-02:59AM	0	0	0	0	0	0	0	0
Total	4	4	4	6	3	2	2	25

Pedestrian Crashes 2016-2020

By injury severity

25 victims were injured in 25 pedestrian crashes.

There is a high severity rate, with 40% of the victims suffering fatal or severe injuries.

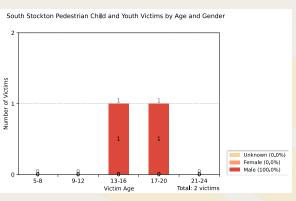


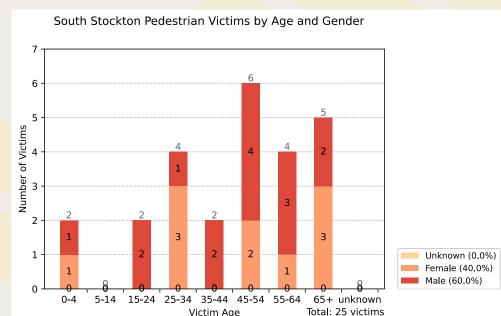
Data source: Statewide Integrated Traffic Record System (SWITRS) 2016-2020. 2020 data are provisional as of June 2022.

Pedestrian Crashes 2016-2020

By victim age & gender

3 victims were 16 or younger, while 5 victims were 65 or older.

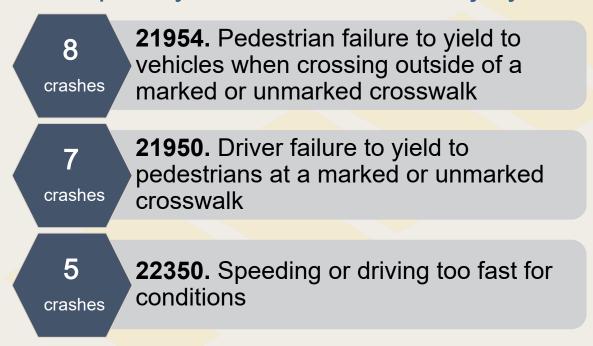




Data source: Statewide Integrated Traffic Record System (SWITRS) 2016-2020. 2020 data are provisional as of June 2022.

Pedestrian Crashes 2016-2020

Most frequently cited violations in injury crashes

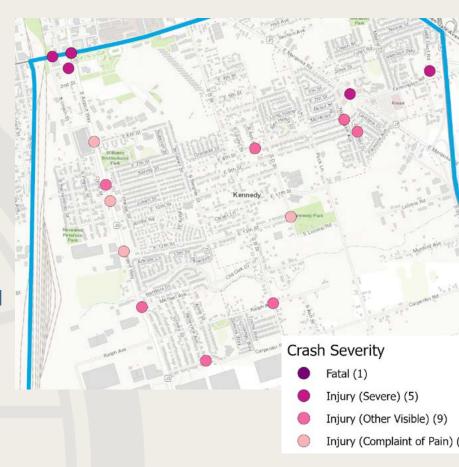


Data source: Statewide Integrated Traffic Record System (SWITRS) 2016-2020. 2020 data are provisional as of June 2022.

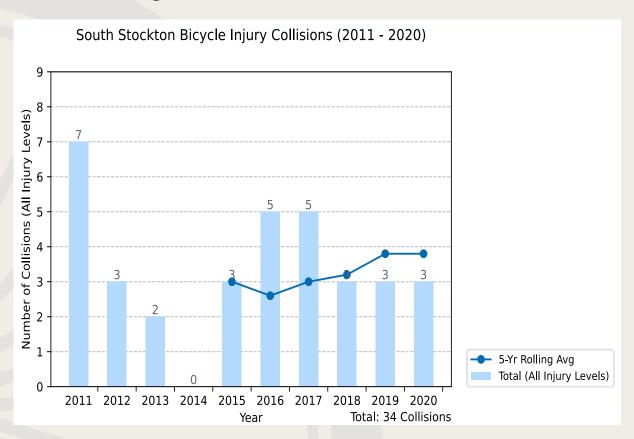
Bicycle Crashes 2016-2020

There was 1 fatal crash, on the CA 99 frontage road, and 5 severe injuries.

- 3 severe injury crashes near the intersection of MLK Boulevard and Airport Way.
- 1 severe crash on Mariposa Road
- Another one on Farmington Road
- Many minor crashes occurred along Airport Way



Bicycle Crashes 2011-2020



Data source: Statewide Integrated Traffic Record System (SWITRS) 2016-2020. 2020 data are provisional as of June 2022.

Bicycle Crashes 2016-2020

By time of day & week

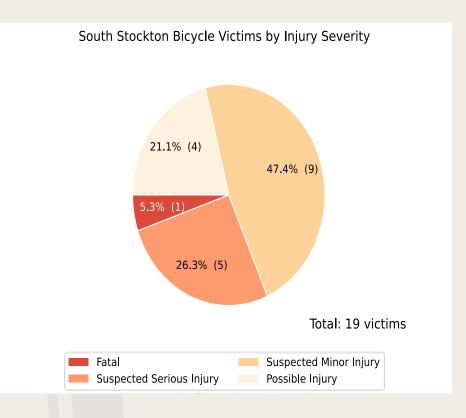
South Stockton Bicycle Collisions by Time of Day and Day of Week								
_	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday	Sunday	Total
09:00PM-11:59PM	0	0	0	0	1	0	0	1
06:00PM-08:59PM	1	0	2	1	0	0	1	5
03:00PM-05:59PM	1	0	1	0	0	1	0	3
Noon-02:59PM	0	1	0	2	1	0	0	4
09:00AM-11:59AM	0	0	0	0	0	0	0	0
06:00AM-08:59AM	0	0	0	1	0	1	0	2
03:00AM-05:59AM	0	1	1	0	0	1	0	3
Midnight-02:59AM	1	0	0	0	0	0	0	1
Total	3	2	4	4	2	3	1	19

Bicycle Crashes 2016-2020

By injury severity

There were 19 injured victims of these 19 crashes.

Almost 1/3rd were fatally or severely injured.



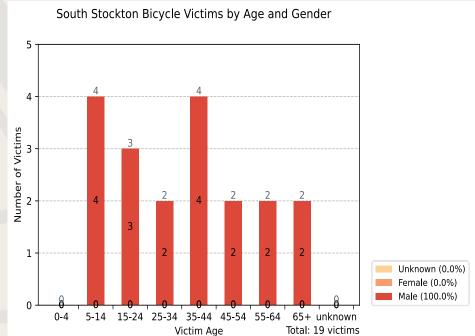
Data source: Statewide Integrated Traffic Record System (SWITRS) 2016-2020. 2020 data are provisional as of June 2022.

Bicycle Crashes 2016-2020 By victim age & gender

5 victims were 16 or younger and 2 were 65 or older.

All bicyclist victims were male.





Bicycle Crashes 2016-2020

Most frequently cited violations in injury crashes

5 crashes

21650. Failure to drive/ride on right half of the roadway

3 crashes

21453. Failure to stop at a limit line or crosswalk at a red light or Failure to yield right-of-way to pedestrian when turning on a red light

2 crashes

22350. Speeding or driving too fast for conditions

2 crashes

21801. Driver failure to yield right-of-way when making a left turn or U-turn

2 crashes

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

Data source: Statewide Integrated Traffic Record System (SWITRS) 2016-2020. 2020 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





