



# SAN BENITO REGIONAL TRANSPORTATION PLAN

# RTP

2018-2040



**COUNCIL OF SAN BENITO COUNTY GOVERNMENTS (COG)**



Final: June 21, 2018

## Acknowledgements

### BOARD OF DIRECTORS

**Jaime De La Cruz, Chair**

San Benito County Board of Supervisors

**Ignacio Velazquez, Vice Chair**

Hollister City Council

**Jim Gillio**

Hollister City Council

**Tony Boch**

San Juan Bautista City Council

**Anthony Botelho**

San Benito County Board of Supervisors

### AGENCY STAFF

**Mary Gilbert**

Executive Director

**Veronica Lezama**

Transportation Planner

RTP Project Manager

**Regina Valentine**

Transportation Planner

**Kathy Postigo**

Administrative Services Specialist

**Monica Gomez**

Secretary

**Griselda Arevalo**

Office Assistant

**Chris Thomson**

Mechanic

## Mission Statement

*The Council of San Benito County Governments improves the mobility of San Benito County travelers by planning for and investing in a multi-modal transportation system that is safe, economically viable, and environmentally friendly.*

*Council of County Governments (COG)  
Airport Land Use Commission (ALUC)  
Local Transportation Authority (LTA)  
Service Authority for Freeways and Expressways (SAFE)  
Measure A Authority (MEA)*



## EXECUTIVE SUMMARY

---

<b>CHAPTER 1</b>	<b>INTRODUCING ON THE MOVE: 2040</b>	<b>1-0</b>
<hr/>		
SAN BENITO COUNTY SETTING		1-1
REGIONAL TRANSPORTATION PLANNING AGENCY		1-1
REGIONAL TRANSPORTATION PLAN		1-3
REGIONAL TRANSPORTATION PLAN STRUCTURE		1-4
REGIONAL TRANSPORTATION PLANNING IN SAN BENITO COUNTY		1-7
<b>CHAPTER 2</b>	<b>OVERALL POLICY APPROACH, FRAMEWORK AND PERFORMANCE MEASURES</b>	<b>2-0</b>
<hr/>		
OVERALL POLICY APPROACH		2-1
LOCAL TRANSPORTATION GOALS		2-2
PERFORMANCE MEASURES		2-8
STATE PLANNING GOALS		2-11
FEDERAL TRANSPORTATION PLANNING FACTORS		2-12
CONSISTENCY WITH OTHER PLANNING DOCUMENTS		2-13
<b>CHAPTER 3</b>	<b>REGIONAL SETTING AND TRAVEL PATTERNS</b>	<b>3-0</b>
<hr/>		
Geographic Setting		3-1
Regional Setting		3-2
Population Growth Forecast		3-3
Housing Growth Forecast		3-4
Employment Growth Forecast		3-5
Travel Patterns		3-7
Outbound Commuting		3-7
Inbound Commuting		3-9
Recreational Travel		3-16
Goods Movement		3-17
Trucking		3-18
Transportation and Land Use Connection		3-20
Major Growth Corridors		3-21
City of Hollister		3-21
City of San Juan Bautista		3-22
County of San Benito		3-23

<b>CHAPTER 4</b>	<b>SNAPSHOT OF THE EXISTING TRANSPORTATION NETWORK AND SYSTEM NEEDS</b>	<b>4-0</b>
FEDERAL AND STATE HIGHWAYS		4-3
Highway 25		4-5
U.S. 101		4-8
Highway 156		4-9
Highway 129		4-11
Highway 146		4-11
Surface Transportation Assistance Act (STAA) Truck Routes		4-12
LOCAL STREETS AND ROADWAYS		4-13
Pavement Conditions		4-15
ACTIVE TRANSPORTATION		4-17
Public Health Benefits		4-17
Active Transportation Planning		4-18
Bicycling Facilities		4-19
Bicycle Safety Education Programs		4-23
Pedestrian Facilities		4-24
Bicycle and Pedestrian Funding Strategies		4-25
PUBLIC TRANSIT SYSTEM		4-26
Community Demographics		4-27
Overview of the Transit System		4-28
County Express		4-28
Specialized Transportation Services		4-30
TRANSPORTATION SYSTEM MANAGEMENT (TSM) and Transportation Demand Management (TDM)		4-32
Transportation Systems Management		4-32
Transportation Demand Management		4-35
OTHER REGIONAL TRANSPORTATION PROGRAMS		4-37
AVIATION SERVICES AND GROUND ACCESS		4-38
Hollister Municipal Airport		4-38
Frazier Lake Airpark		4-39
Regional Airports		4-39

<b>CHAPTER 5</b>	<b>FINANCING OUR TRANSPORTATION INVESTMENTS</b>	<b>5-0</b>
<hr/>		
PROJECTED FUNDING THROUGH 2040		5-2
DEDICATED VERSUS DISCRETIONARY FUNDS		5-3
Transportation Funding		
Federal Funding Sources		5-4
State Funding Sources		5-7
Local Funding Sources		5-11
Regional And other Funding Sources		5-13
FUNDING UNCERTAINTIES		5-14
NON-TRADITIONAL REVENUE SOURCES		5-14
FUNDING AVAILABILITY VS. TRANSPORTATION COST		5-14
<b>CHAPTER 6</b>	<b>INVESTMENTS IN OUR TRANSPORTATION FUTURE</b>	<b>6-0</b>
<hr/>		
TRANSPORTATION PROJECT COSTS VS. PROJECTED FINANCIAL ASSUMPTIONS		6-2
HIGHWAY SYSTEM		6-6
Highlighted Financially Constrained Projects		6-8
Highlighted Financially Unconstrained Projects		6-10
LOCAL STREET AND ROAD PROJECTS		6-11
Highlighted Financially Constrained Projects		6-12
Highlighted Financially Unconstrained Projects		6-15
ACTIVE TRANSPORTATION PROJECTS		6-16
Highlighted Financially Constrained Projects		6-17
Highlighted Financially Unconstrained Projects		6-18
PUBLIC TRANSIT PROJECTS		6-20
Highlighted Financially Constrained Projects		6-21
Highlighted Financially Unconstrained Projects		6-21
TRANSPORTATION DEMAND MANAGEMENT (TDM) & TRANSPORTATION SYSTEM MANAGEMENT (TSM) PROJECTS		6-22
Highlighted Financially Constrained Projects		6-23
Highlighted Financially Unconstrained Projects		6-23

“OTHER” CATEGORY PROJECTS	6-24
Highlighted Financially Constrained Projects	6-25
Highlighted Financially Unconstrained Projects	6-25
ENVIRONMENTAL REVIEW	6-28

**CHAPTER 7 PUBLIC PARTICIPATION**

**7-0**

TITLE VI OF THE CIVIL RIGHTS ACT	7-2
PUBLIC PARTICIPATION ACTIVITIES	7-4
COORDINATION WITH ADVISORY COMMITTEES	7-11
DRAFT 2040 SAN BENITO REGIONAL TRANSPORTATION PLAN PUBLIC COPIES	7-12
COORDINATION WITH PARTNER AGENCIES	7-12
ENVIRONMENTAL REVIEW	7-13
PUBLIC REVIEW AND FINAL PLAN ADOPTION	7-13

Appendix A: Financially Constrained and Unconstrained Transportation Project List

Appendix A1: Financially Constrained Escalated Costs by Project Type

Appendix B: 22-Year San Benito Regional Revenue Assumptions (2018 - 2040)

Appendix C: 2040 Regional Transportation Plan interested Parties Distribution List

Appendix D: Public Comment and Responses

Appendix E: Regional Transportation Plan Checklist

Appendix F: Environmental Impact Report



# RTP 2040

## Executive Summary



The Executive Summary provides a concise summary of the region's comprehensive long-range transportation planning document. The Regional Transportation Plan serves as a guide for achieving public policy decisions that will result in balanced investments for a wide range of multimodal transportation improvements.

## Executive Summary

The Council of San Benito County Governments (Council of Governments) is the regional transportation planning agency for the San Benito region. The agency provides a forum for addressing issues of area wide interest and builds consensus on transportation issues facing the region. The Council of Governments Board is comprised of members from the Hollister City Council, San Juan Bautista City Council, and the County Board of Supervisors.



In its core function, the 2040 San Benito Regional Transportation Plan presents a blueprint for addressing region wide issues, presently and into the future. The Plan identifies the existing transportation conditions and plans future improvements based on growth, approved plans, public input, stakeholder collaboration and Council of Governments Board direction. The Plan is a 22-year planning document that guides the development of the transportation system in the San Benito region. This document is required by state law, is comprehensively updated every four years, and includes programs to better maintain, operate and expand transportation. The Plan envisions a future in which safety and efficiently transportation choices provide access to a variety of trips including: jobs, educational institutes, healthcare facilities, among others.

### PROGRESS SINCE 2014

With each adopted Regional Transportation Plan, the Council of Governments aims at planning and delivering a system that provides for consideration of all transportation modes and ultimately meets the growing needs of the region. Since the previously adopted 2035 Regional Transportation Plan, the San Benito region has made notable progress. Particularly in the realm of transportation funding, project delivery, context sensitive planning and in other focus areas, as discussed in the following sections.



## TRANSPORTATION FUNDING

In 2017, the State of California passed the Road Repair and Accountability Act, Senate Bill (SB) 1, which provides the first significant, stable, and on-going increase in state transportation funding in more than two decades. A vast majority of the new revenues for local jurisdictions will come out of the newly created Road Maintenance and Rehabilitation Account (RMRA), where agencies would have to prioritize fixing their existing infrastructure. Some State Transportation Improvement Program (STIP) funding was also restored – allowing funding to move forward for the State Highway 156 and other critical highway projects in the San Benito region. The Council of Governments advocates for funding across all levels to meet transportation needs.



## PROJECT DELIVERY

### Highways

The expansion of highways has slowed considerably over the last decade due to federal, state and local financial constraints. Still, several strides have been made since 2014 to improve access and close critical gaps and congestion chokepoints in the regional network. This includes the Council of Governments' completion of the Highway 25 Widening Design Alternatives Analysis. The study identifies a more feasible State Route 25 Corridor Improvements Project. Significant progress was also made on the State Route 156 Widening Project in order for construction to begin in 2020.

### Local Streets and Roads

The County of San Benito and the Cities of Hollister and San Juan Bautista adopted and implemented the updated Regional Transportation Impact Mitigation Fee Program in 2016. The purpose of the Program is to finance improvements to the regional network of local roads and bicycle improvements that are needed to mitigate the impact of increased traffic that will result from new development. The County of San Benito and City of Hollister also completed a Pavement Management Plan update to track work history and furnish budget estimates to optimize funding to improve the pavement system.

As noted in the funding section, Road Repair and Accountability Act (SB 1) will provide much needed funding for local street and road rehabilitation and maintenance.

## CONTEXT SENSITIVE PLANNING

### Active Transportation

The region is making steady progress in encouraging more people to embrace active transportation methods of moving. The City of Hollister in collaboration with the Council of Governments was successful in acquiring over a million dollars in Active Transportation Program funds for the construction of the West Gateway Project. The Project provides a Complete Streets approach to better reflect the multimodal needs that are relevant to individuals using the system. In the San Benito region, planning, designing and constructing complete streets are being tailored to the local context and the particular needs and opportunities of each project.



## OTHER FOCUS AREAS

### Public Transit

Transit services in the San Benito region continue to provide essential services to the community. Significant progress has been made toward completing capital projects for transit, including the purchase of new vehicles, upgrading the dispatch software and implementing electronic fare media. Several transit planning studies have also been completed since 2014, including the Short and Long Range Transit Plan, Bus Stop Improvements Plan and the Intelligent Transportation Systems Plan. In 2018, the Council of Governments and the Local Transportation Authority were awarded a Caltrans Senate Bill 1 Sustainable Communities Transportation Planning Grant to develop the Analysis of Public Transit Network Expansion Projects for Congestion Relief of the Highway 25 Corridor.



### Aviation

The City of Hollister Municipal Airport underwent reconstruction of its largest runway, 13-31.

## 2040 SAN BENITO REGIONAL TRANSPORTATION PLAN HIGHLIGHTS

As part of the new 2040 Regional Transportation Plan update, the Council of San Benito County Governments performed a careful analysis of the transportation system, the future growth of the region, and potential new sources of revenue, and embarked on public outreach undertaking to hear what the region had to say about the transportation system. The result of this multi-year effort is the 2040 Regional Transportation Plan, a shared vision for the region's sustainable future. Highlights of the 2040 San Benito Regional Transportation Plan are summarized in the following section.

### POLICY FRAMEWORK

The 2040 San Benito Regional Transportation Plan is guided by several key principles.

1. **Accessibility & Mobility** – Provide convenient, accessible, and reliable travel options for local residents and visitors alike;
2. **System Preservation and Safety** – Preserve the existing system with ongoing maintenance and rehabilitation;
3. **Economic Vitality** – Support Investments in transportation that have a direct impact on retail spending and job growth;
4. **Social Equity** – Provide an equitable level of transportation services to all segments of the population;
5. **Healthy Communities** – Encourage active transportation projects and programs; and
6. **Environment-** Promote environmental sustainability and protect the natural environment of the region.



In meeting the region's goals, it is vital to consider the factors that influence the patterns of where, how much, and how we travel. The amount and distribution of traffic on highways and local roads can fluctuate based on population, housing, location of jobs and services, the economy, travel choices, goods movement and other factors.

## REGIONAL SETTINGS AND TRAVEL PATTERNS

The Regional Transportation Plan looks at population, housing and employment projections, and provides a comprehensive plan for investments needed to support the planned growth of the area.

Looking into the future, the Regional Growth Forecast shows that the population for the San Benito region is projected to grow from 56,445 in the year 2015 to 74,668 by 2040, Figure 1.

Employment projections also show steady increase over the next 25 years. Between the years 2015 and 2040, employment will grow by 22 percent or 3,913 jobs. Employment opportunities are a factor influencing travel patterns within the region. San Benito is located within a one-hour drive of higher employment Counties of Santa Clara, Monterey, and Santa Cruz. This has resulted in a high percentage, 48.9 percent, of the workforce traveling outside the County for employment. Locating job opportunities within the San Benito region continues to be a priority for local agencies.

The housing market will also continue to increase to accommodate future growth. The San Benito region as a whole is projected to have a 31 percent or 5,693 increase in housing units between 2015 and the year 2040.

The above-mentioned projections are critical in planning for the future. Knowing how people travel is a necessary element in determining what transportation investment strategies are needed to meet the challenges and opportunities that will face the San Benito region through the year 2040.

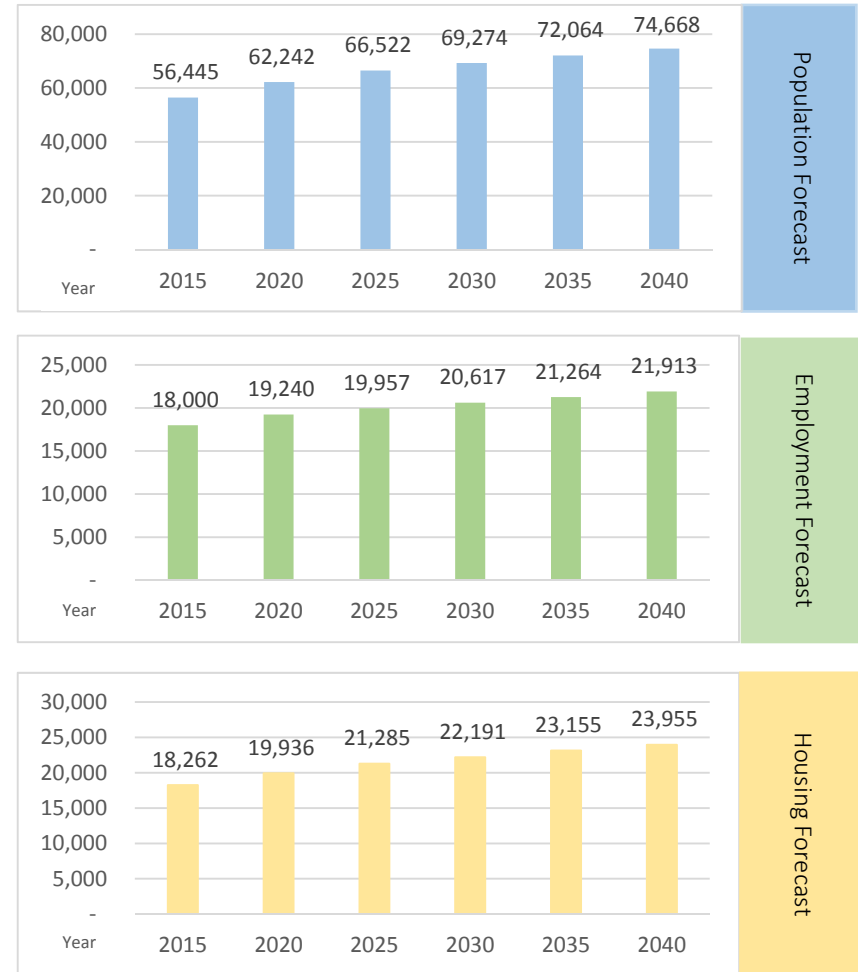


Figure 1: Population, Employment and Housing Projections

Source: Association of Monterey Bay Area Governments Regional Growth Forecast

Increased traffic has adverse impacts on San Benito County’s regional transportation system, causing a strain on the existing infrastructure and available funding resources.

**ADDRESSING MOBILITY NEEDS**

Over the next 22-years, the Regional Transportation Plan identifies over \$1.8 billion in transportation project costs across all modes, as illustrated in Figure 2.

The greatest project category cost (90%) is identified for local roads and the regional highway system. Local roads account for 32 percent or \$584 million of the overall cost, while the regional highway system accounts for 58 percent or over \$1 billion of the total cost.

A summary of San Benito region’s existing transportation system needs, by mode, is identified in Chapter 4: Snapshot of the Existing Transportation Network and System Needs. A list of the region’s planned infrastructure projects is included as part of Appendix A.

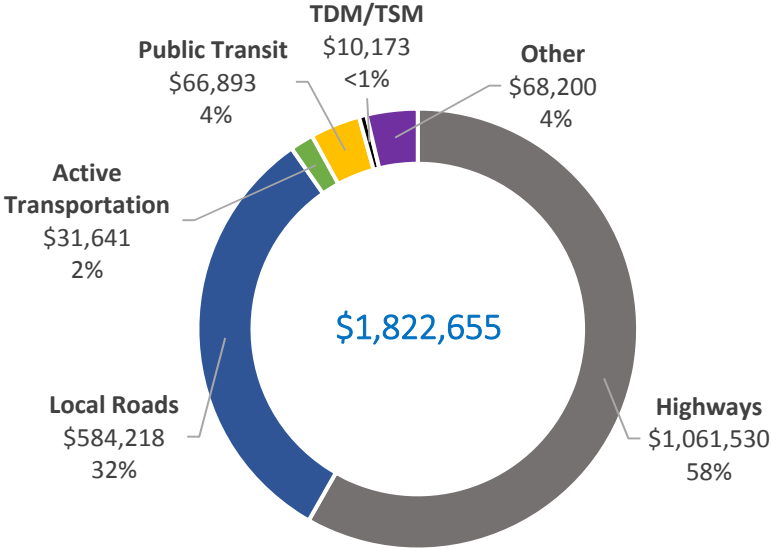


Figure 2, 22-Year Transportation Project Costs (000's)

Source: Council of San Benito County Governments

\*TDM/TSM: Transportation Demand Management/Transportation System Management

## FUNDING TRANSPORTATION

Transportation projects in the San Benito region are funded through a variety of federal, state, regional, local and other funding sources, Figure 3. A summary of the revenue anticipated for the San Benito region over the next 22 years is included as Appendix B.

Less than half of the revenue projected for the San Benito region is provided by Federal and State sources. Local funding provides 40 percent of the anticipated revenue for transportation projects and programs. Particularly, the Regional Transportation Impact Mitigation Fee Program provides a significant portion of the revenue allocated for local projects. The fees are collected from commercial, industrial and residential developers as a requirement for a building permit. The primary objective of the program is to ensure that new development pays its fair share of the transportation costs associated with growth and the increased demand on the transportation network.

The shortfall of transportation funding is the biggest challenge facing the San Benito region in its ability to implement transportation projects and programs, Figure 4.

Based on projected revenues, \$1.2 billion is reasonably anticipated to be available to finance \$1.8 billion in transportation project costs between the years 2018 and 2040, Figure 4. There is a \$553 million funding shortfall needed to meet the entire infrastructure needs of the San Benito region over the next 22-years. Funding forecasts show that project costs exceed the projected revenues – affecting the number of identified projects that may be delivered over the next 22 years.

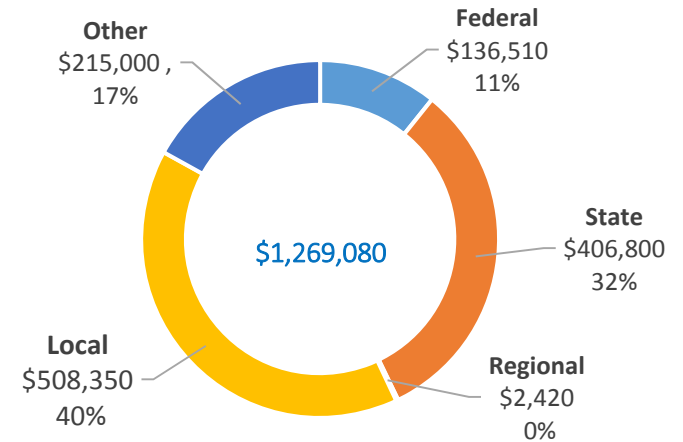


Figure 3 San Benito 22-year Projected Revenues (000's)

Source: Council of San Benito County Governments

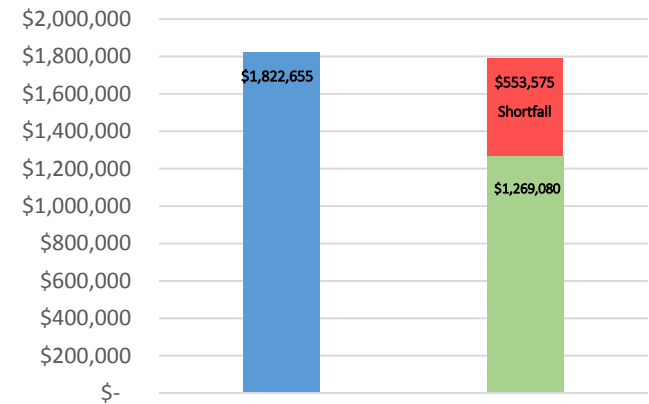


Figure 4 Transportation Costs vs. Projected Revenue, Shortfall (000's)

Source: Council of San Benito County Governments



## TRANSPORTATION INVESTMENTS

The San Benito Regional Transportation Plan identifies a list of financially constrained transportation projects and programs that are expected to be funded with the projected revenues of \$1.2 billion. These projects are aimed at meeting the San Benito region's mobility needs.

The category of investments, by mode of transportation, are shown in Figure 5. This illustration shows how much funding is projected to be available for the following:

- 1) Regional Highways;
- 2) Local Roads;
- 3) Public Transit;
- 4) Active Transportation (e.g. bikeways and pedestrian paths);
- 5) TDM/TSM Transportation Demand Management and Transportation System Management (e.g. ridesharing and technology projects); and
- 6) Other (e.g. Projects funded by the Santa Clara Valley Transportation Authority).

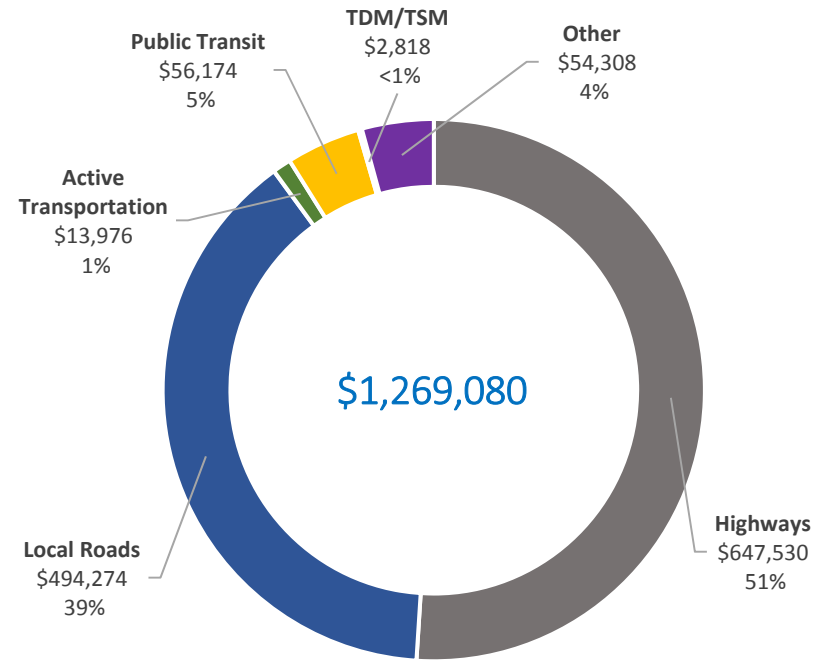


Figure 5 List of Financially Constrained Projects (000's)

Source: Council of San Benito County Governments

\*TDM/TSM: Transportation Demand Management/Transportation System Management

## TRANSPORTATION PLANNING

### PUBLIC PARTICIPATION

Public outreach for the San Benito Regional Transportation Plan was conducted with the overarching goal of identifying projects that address the needs of the public. The investments proposed are reflective of the Council of Governments' policy goals as well as the suggestions expressed by interested community groups, policy makers, partner agencies, stakeholders and the public. The Council of Governments conducted ongoing public outreach between 2017 and 2018. Interested parties expressed support for local roadway maintenance and improvements to State Route 25, as well as a desire for healthier, more walkable and bike-friendly community. Community members also emphasized the importance of transportation to support the economic vitality of the region.



Figure 6 Regional Transportation Plan Presented to the San Benito Business Council

Source: San Benito Business Council

### SUSTAINABLE COMMUNITIES STRATEGY

As the San Benito region transforms, locating employment opportunities where there is an increased potential for transit usage, as well as walking and biking opportunities, will become critical. Land use planning and transportation options will dictate how people travel within the San Benito region. Integrating the two will have a key role in shaping the area and in delivering social, economic, and environmental sustainability.

Senate Bill 375 set forth a requirement for the Association of Monterey Bay Area Governments (AMBAG) as the region's Metropolitan Planning Organization to develop a Sustainable Communities Strategy as part of their Metropolitan Transportation Plan. The Sustainable Communities Strategy identifies transportation and land use strategies to reduce greenhouse gas emissions from cars and light trucks. The Plans also provide local jurisdictions with forecasted development patterns, that when paired with the appropriate transportation investments are intended to reduce greenhouse gas emissions from vehicles.

As the San Benito region changes, innovative methods of planning and delivering projects will also play a critical role moving into the future.

## THE FUTURE OF TRANSPORTATION

Signs of change to the transportation landscape are rolling across the United States. Technology is evolving how transportation systems are built and maintained, affecting how people travel and goods are transported. Generally rural communities, such as San Benito, experience these changes at a slower pace than more urbanized areas.

### ELECTRIFICATION OF VEHICLES

In California, the transportation system mobility relies primarily on petroleum-based fuels, this is projected to change dramatically by 2040. As discussed in the California Transportation Plan, State policies to encourage cleaner fuels and vehicles will continue as part of the 2040 outlook. On a per capita basis, consumption of gasoline has been steadily falling since 1990, which is attributed to increased vehicle efficiency.

Gasoline consumption is likely to continue to decline and the demand for alternative fuels and methods, such as electrification, are expected to increase.<sup>1</sup> California currently has the largest alternative fuel network of any state.<sup>2</sup> The success of long-term transportation electrification will depend in part on the near-term deployment of charging infrastructure. In the San Benito region, there are several public electric vehicle charging stations and residential chargers, Figure 6.

The Council of Governments is a partner of the Monterey Bay Electric Vehicle Alliance (MBEVA), a public-private partnership comprised of diverse stakeholders in the tri-county region of Monterey, San Benito, and Santa Cruz Counties. MBEVA's overall mission is to promote rapid adoption of plug-in electric vehicles.

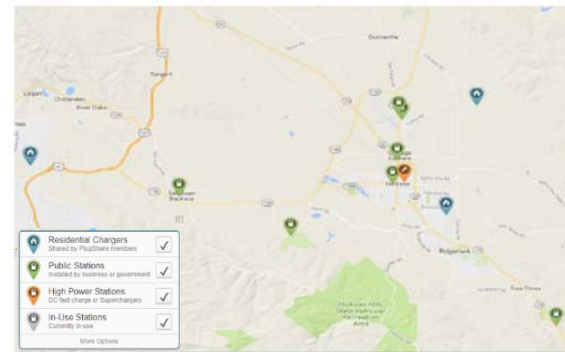


Figure 6 San Benito Electric Vehicle Charging Stations  
Source: PlugShare



Figure 7 The Future of the Way We Move: Electric Vehicles, Emceed by the Council of Governments  
Source: Women in Transportation

<sup>1</sup> 2040 California Transportation Plan

<sup>2</sup> Over 3,000 electric vehicle (EV) charging and twenty hydrogen fueling stations, and an increasing number of natural gas stations

## SHARED MOBILITY

Shared mobility is growing interest in the transportation sector as a solution to put fewer vehicles on the roads. Advances in technologies and mobile applications have the ability to provide real-time information to users. A multitude of these transportation services include bikesharing, carsharing or ridesharing, transit, delivery services (e.g. *Uber*, *Lyft*, etc.), which are referred to as Transportation Network Companies (TNC).

TNCs are transforming the transportation landscape by connecting people via mobile apps, pairing passengers with drivers who provide passengers with transportation on the driver's non-commercial vehicle. Public transit agencies in more urbanized areas are beginning to partner with TNCs or even provide similar types of services, referred to as microtransit. Microtransit operators, such as *Uber* or *Lyft*, have high levels of flexibility in terms of operational decisions since they do not have regulatory constraints that commonly affect public transit agencies.

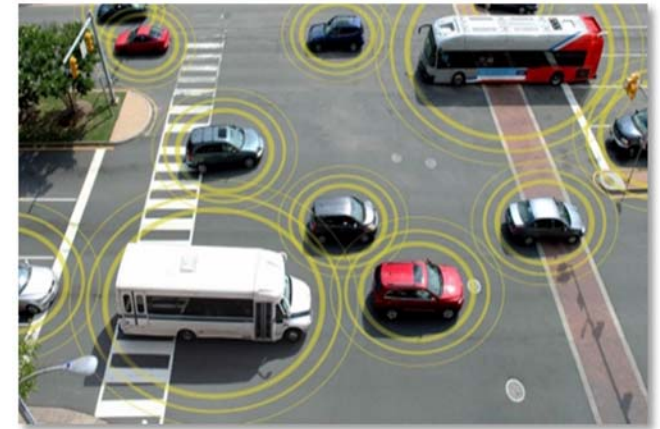
With the rise of TNCs, many transit agencies are asking the question: how do TNCs complement, compete with, or otherwise affect public transit ridership and mode share? Studies conducted in metropolitan areas indicate that TNCs are “pulling riders off buses, subways, bicycles and their own feet and putting them in cars instead.”<sup>3</sup> A Bay Area study, *TNCs Today: A Profile of San Francisco Transportation Network Company Activity*, also found that TNCs comprise a significant share of traffic on city streets. The Council of Governments will look for direction from regulatory agencies, such as the State of California and Department of Transportation, Public Utilities Commission, Department of Motor Vehicles and others to monitor the impacts of TNC on the transportation landscape.

---

<sup>3</sup> Fare choices a survey of ride-hailing passengers in metro Boston, report #1: February 2018.

## AUTONOMOUS VEHICLES

Another concept currently being tested are autonomous vehicles—that can wirelessly communicate with surrounding cars, transportation infrastructure and personal mobile devices. It is anticipated that by 2040, a significant number of vehicles will be autonomous. This technology change will be taken into consideration in the future transportation network of the San Benito region as new information and policies are updated. Most recently, in 2017, the California Department of Motor Vehicles published revised regulations that cover driverless testing and deployment of autonomous vehicles on public roads.



As the demand for economically and environmentally efficient vehicles grows, new technologies enter into the marketplace. As noted in the 2040 California Transportation Plan, the State will continue to demonstrate its environmental stewardship and leadership, priming the market for new technologies with its own vehicle choices and through incentives and integration into existing and future transportation systems.

## CONCLUSION

Overall, the Regional Transportation Plan accomplishes the goals set forth and provides a menu of transportation options for a growing community with various mobility needs. The projects and programs make the best use of limited Federal, State, and local transportation dollars. The continuing gap in available transportation funding and needs is an issue in San Benito County and throughout the region and State. The Council of Governments continues to advocate for more transportation funding, alternative and innovative strategies to deliver projects in the San Benito Region.