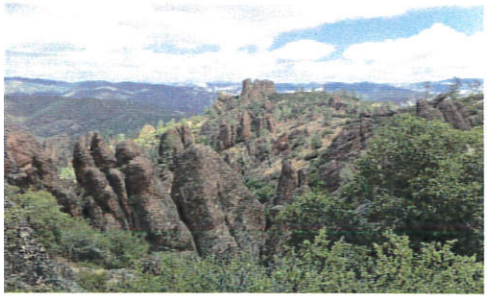
Transportation Concept Report

SR 25

District 5

October 2016



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California Department of Transportation

Provide a safe, sustainable, integrated and efficient transportation system to enhance California's economy and livability

Approvals:

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CHAPTER 1: EXECUTIVE SUMMARY

Caltrans' mission is to provide a safe, sustainable, integrated and efficient transportation system to enhance California's economy and livability. Transportation Concept Reports (TCRs) play an active role in achieving this mission to serve the traveling public. The TCR is primarily a technical document that: (1) identifies trends and deficiencies within a transportation corridor, and (2) provides a basis for considering future actions to preserve the integrity of the corridor over the long-term. This information is valuable to Caltrans and its local and regional partners as they consider needs and priorities for future investments.

ROUTE DESCRIPTION

State Route 25 (SR 25) begins at the junction of SR 198 and SR 25 in Monterey County. It travels north-northwest through Monterey, San Benito, and Santa Clara Counties, ending at the junction with US 101, south of the city of Gilroy. The portion of SR 25 in Monterey and San Benito Counties is 74.62 miles in length, with a majority of mileage consisting of a rural, two-lane conventional highway.

Route Location:

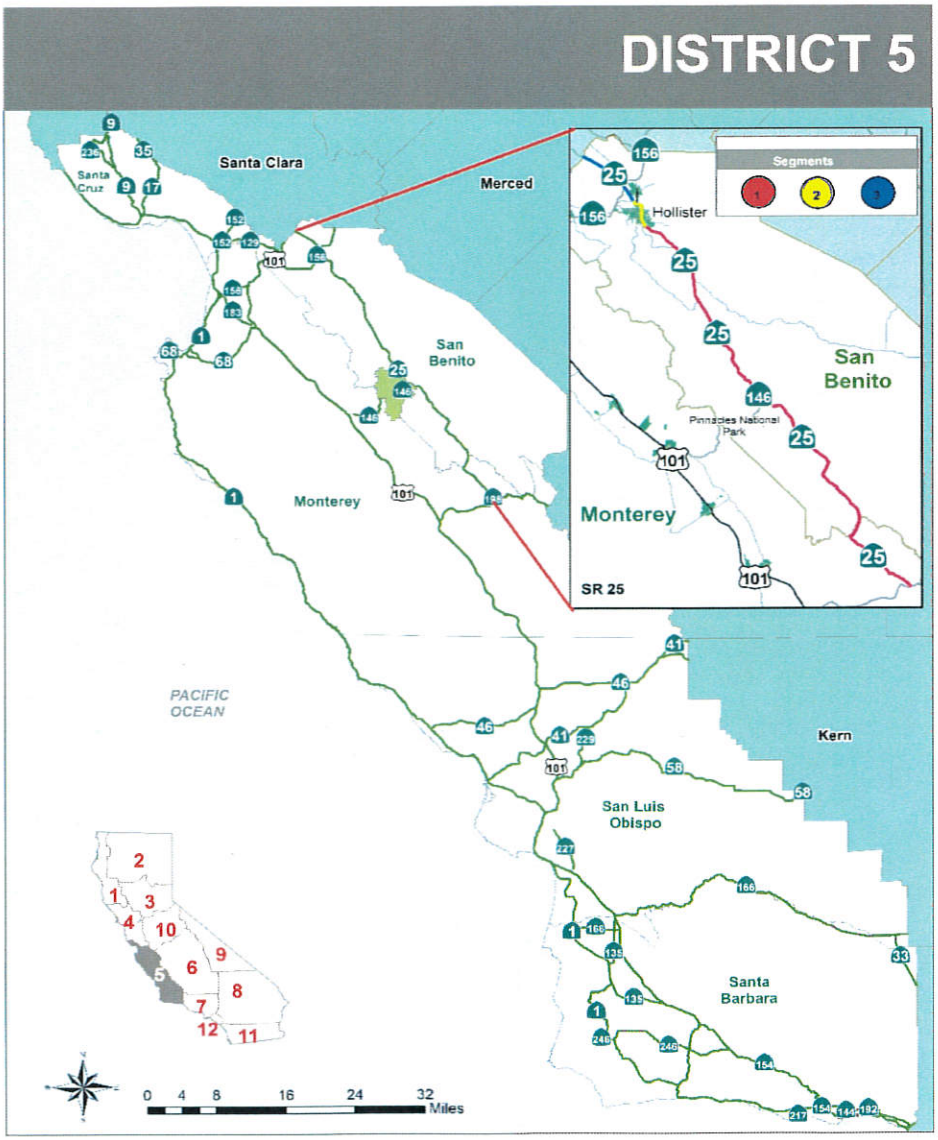

Figure 1.1: State Route 25 within District 5

Segment 1 Corridor Performance Key Findings:

- Base Year (2013) Conditions: Congestion levels are low throughout the segment.
- Horizon Year (2040) Conditions: Congestion projected to remain low throughout the segment.

Segment 2 Corridor Performance Key Findings:

- Base Year (2013) Conditions: Congestion levels are low throughout the segment, with volumes reaching up to 38% of capacity.
- Horizon Year (2040) Conditions: Congestion levels projected to remain low throughout the segment, with volumes reaching up to 53% of capacity.

Segment 3 Corridor Performance Key Findings:

- Base Year (2013) Conditions: Congestion levels are low throughout the segment, with volumes reaching up to 75% of capacity.
- Percent Time Spent Following: The average percent of total travel time that southbound vehicles must travel in platoons behind slower vehicles is 95.6% during the 2013 PM peak hour.
- LOS: The 2013 operational condition within the traffic stream and the perception of average speed and percent time following by motorists and passengers is at LOS E, based on 2010 Highway Capacity Manual methodology. 2040 volumes exceed capacity. Conditions are reversed during the AM peak period.
- Horizon Year (2040) Conditions: With concept implementation, congestion levels are projected to remain low throughout the segment in the northbound direction, with volumes reaching up to 71% of capacity. Southbound direction, volumes projected to exceed capacity.
- Multiple at-grade intersections and driveways equate to concentrations of conflict points that may affect travel reliability of the corridor.

Table 1.1: Route Concept

Segments	Existing Conditions	Route Concept
Segment 1 Junction SR 198/Union Road MON (PM 0.00) to SBt (PM 49.014)	Two-lane conventional	Two-lane conventional (PM 0.00- 47.7) Four-lane expressway (PM 47.7-49.014)
Segment 2 Union Road/Briggs Road E SBt (PM 49.014) to (PM 52.194)	Multi-lane conventional with access control	Multi-lane conventional with access control
Segment 3 Briggs Road E/San Benito County and Santa Clara County Line SBt (PM 52.194) to (PM 60.084)	Two-lane conventional	Four-lane expressway

Projects and Strategies to Achieve Route Concept

Operational Improvements

- Implement access control techniques where applicable and feasible. Examples include driveway consolidation, median barrier installation, and frontage road construction.
- Upgrade Segment 3 to a four- lane expressway highway.
- Grade separation and/or operational improvements at SR 25/156 junction.

Multimodal Improvements

- Support local designated Class III bike route along SR 25.

Stakeholder Participation

Stakeholder participation was part of the TCR development process. SR 25 resides within the counties of Monterey and San Benito in District 5, and it was important that the MPOs and RTPAs within these jurisdictions were given the opportunity to provide input into the effort. This was done through outreach to agency staff and technical advisory committees. Meetings and presentations served as mechanisms to solicit discussion and feedback on the effort. Detailed information about outreach is provided below.

Table 1.2: Key SR 25 Stakeholders

Stakeholder	Role
San Benito County Governments (SBtCOG)	Regional Transportation Planning Agency
San Benito County	County
City of Hollister	Local municipality

CHAPTER 2: CORRIDOR OVERVIEW

ROUTE DESCRIPTION

State Route 25 begins in Monterey County at the junction with SR 198, traverses through San Benito County in District 5, and connects to US 101 in Santa Clara County in District 4 (for more information on SR 25 in District 4 please see http://www.dot.ca.gov/dist4/systemplanning/docs/sr_25_tcr_final.pdf). In District 5 the route is 74.62 miles in length and is primarily a rural, two-lane conventional highway except in and near the city of Hollister, where the facility is more characteristically urban and varies from two to four lanes with a continuous left turn lane.

ROUTE SEGMENTATION

SR 25 is divided into three segments. Segments are based on district boundaries, county boundaries, change in functional classification, and changes in the function or use of the route.

Table 2.1: Route Segmentation

Segment #	Location Description	County_Route_Beg. PM	County_Route_End PM
1	Junction SR 198/Union Road	MON_25_0.00	SBt_25_49.014
2	Union Road/Briggs Road E	SBT_25_49.014	SBT_25_52.194
3	Briggs Road E/San Benito County and Santa Clara County Line	SBT_25_52.194	SBT_25_60.084

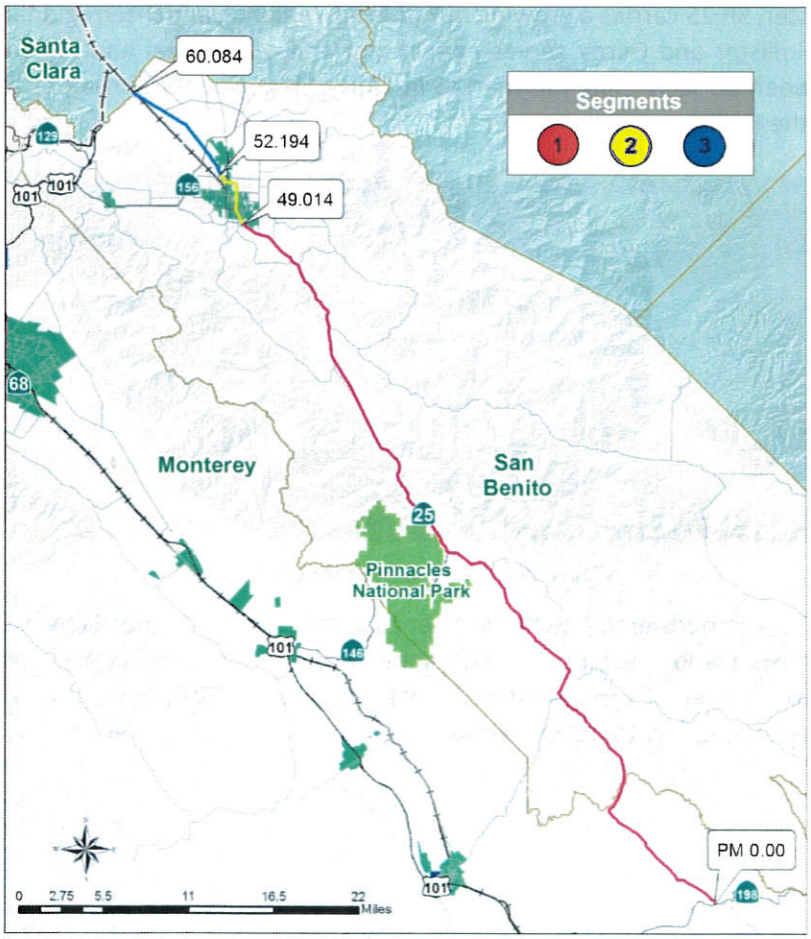

Figure 2.1: State Route 25 Segmentation

State Route 25 accommodates interregional, regional, and local traffic engaged in a wide array of trip purposes. Starting at the junction with SR 198 in Monterey County and continuing to the city of Hollister in San Benito County, SR 25 passes through hilly terrain and agricultural rangeland. Lying between the Gabilan and Diablo Mountain Ranges, this section of the route passes through areas of outstanding natural beauty, making the section eligible for Scenic Highway designation. SR 25 provides access via SR 146 to Pinnacles National Park and serves the small communities of Paicines and Tres Pinos. The area surrounding SR 25 in this section is lightly populated and is expected to remain so in the future.

Figure 2.2: SR 25 near SR 198

Moving north, the nature of traffic and landscape changes as SR 25 passes through the City of Hollister and travels out to the junction with US 101 in Santa Clara County. Flat, agricultural land surrounds the city and SR 25 in this area. In and near Hollister, SR 25 carries a growing mix of local, regional, and interregional traffic. While the route segment connecting Hollister and Gilroy serves agricultural and other local and regional traffic, it also is the primary roadway between an increasing job market in Santa Clara County and more affordable and available residential housing in the Hollister area.

Figure 2.3: SR 25 in the City of Hollister

Caltrans has been working in partnership with the Council of San Benito County Governments (SBtCOG) and the Santa Clara Valley Transportation Authority (VTA) since 2001 to reduce congestion and improve safety and operations on SR 25. A number of concerned residents organized a "Stay Alive on 25" group; the grassroots campaign is in response to an effort to make highway improvements.

Route Designations and Characteristics:

Table 2.2: Route Designations and Characteristics

Segment	1	2	3
Freeway & Expressway	No	No	No
Facility Type	Conventional	Conventional	Conventional
National Highway System	No	No	No
Strategic Highway Network	No	No	No
Scenic Highway	Eligible	Eligible	No
Interregional Road System	Yes	Yes	Yes
Federal Functional Classification	Major Collector/Minor Collector/Principle Arterial	Principle Arterial	Principle Arterial
Goods Movement Route	No	No	No
Truck Designation	California Legal Advisory Route	California Legal Network/Special Restrictions/Terminal Access	Terminal Access
Primary & Secondary System	Primary/Secondary	Primary	Primary
Rural/Urban/Urbanized	Rural	Urban	Rural
Metropolitan Planning Organization	AMBAG	AMBAG	AMBAG
Regional Transportation Planning Agency	TAMC/SBtCOG	SBtCOG	SBtCOG/VTA
Congestion Management Agency	TAMC	N/A	N/A
Local Agency	Monterey County and San Benito County	San Benito County and city of Hollister	City of Hollister and San Benito County
Tribes	None	None	None
Air District	Monterey Bay Unified Pollution Control Air District	Monterey Bay Unified Pollution Control Air District	Monterey Bay Unified Pollution Control Air District
Terrain	Rolling Hills	Flat Area	Flat Area

LAND USE

The land use characteristics of the communities within SR 25 corridor are agriculture, open space, and a variety of residential housing. As of the 2013 San Benito County Annual Crop Report "The county produces a variety of commodities and is one of the top five producing counties in California for five different crops." The predominant land use in the County is agriculture, totaling approximately 734,826 acres or 83.2 percent of the unincorporated County (EMC Planning Group, 2014, pp.14-2). Various forms of agriculture are represented in figure 2.4 as agriculture, open space, and urban reserve.

A significant percent of county residents commute outside of San Benito County, placing a demand on the highway system between San Benito County and adjacent counties. Improving the job/housing ratio could reduce vehicle miles traveled, which in turn will decrease greenhouse gas emissions. In order to accommodate future housing needs, San Benito County has developed Goal LU-8: New Communities. LU-8 plans for growth in the unincorporated areas of San Benito County. Policy LU-8.3: New Community Location Requirements states, "The County shall only accept applications for the establishment of New Communities if they are accessible to existing or proposed major transportation routes and corridors such as State highways, and/or provide opportunities for public transit, and are accessible to existing or proposed employment centers." Figure 2.5 illustrates the general boundaries of the four identified New Community Study Areas. These include the Bolsa, Fairview, San Juan, and

Union Study Areas. Development within these study areas has the potential to impact the existing State Highway System including SR 156, SR 25 and US 101.

One of the potential New Communities Study Areas lies on the historic el Rancho San Benito Land. For several years attempts to develop this land into large-scale housing, commercial, retail, and open space were unsuccessful. While there is currently no development proposed within San Benito County, development pressures may arise in the future.

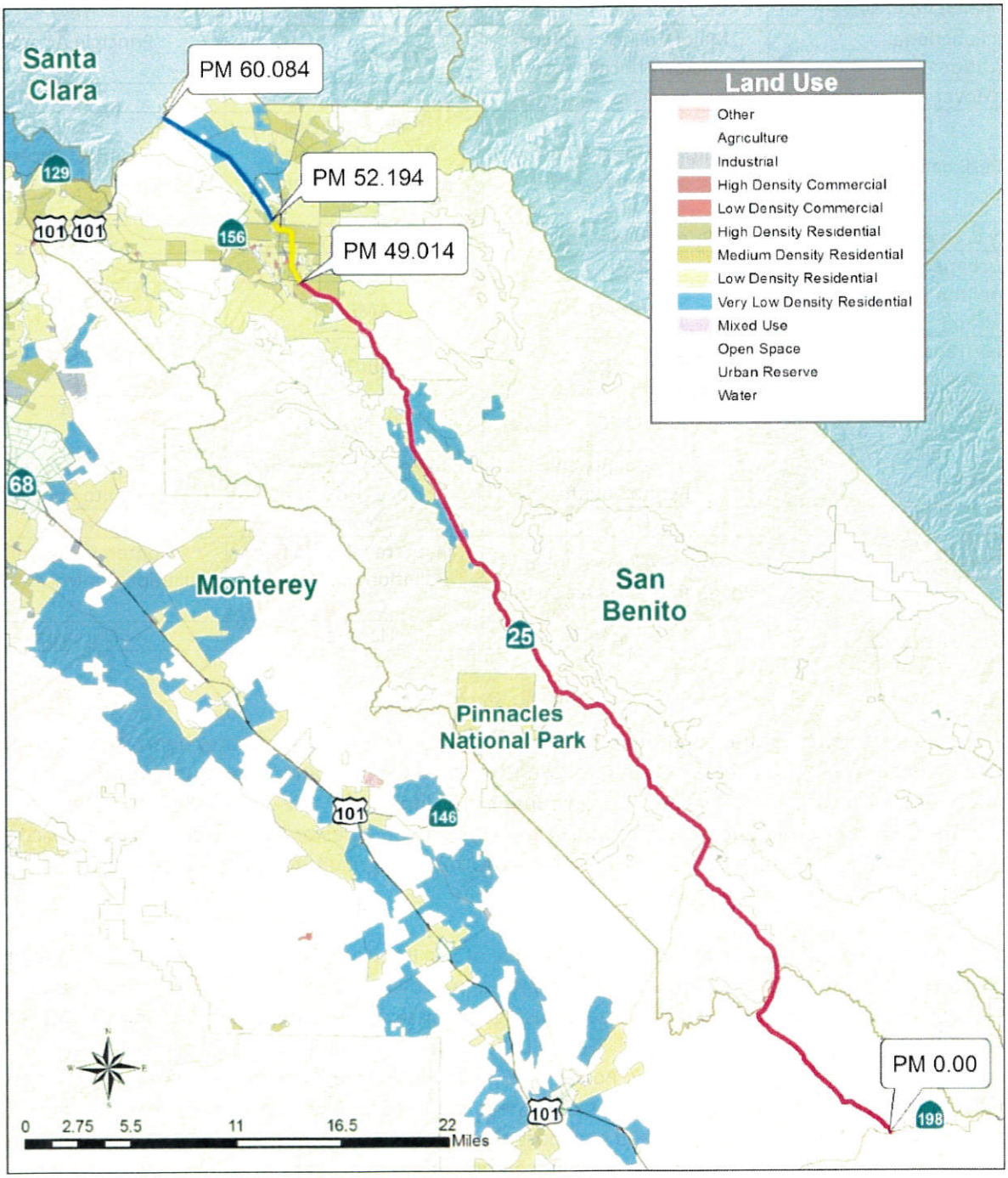

Figure 2.4: Land Use

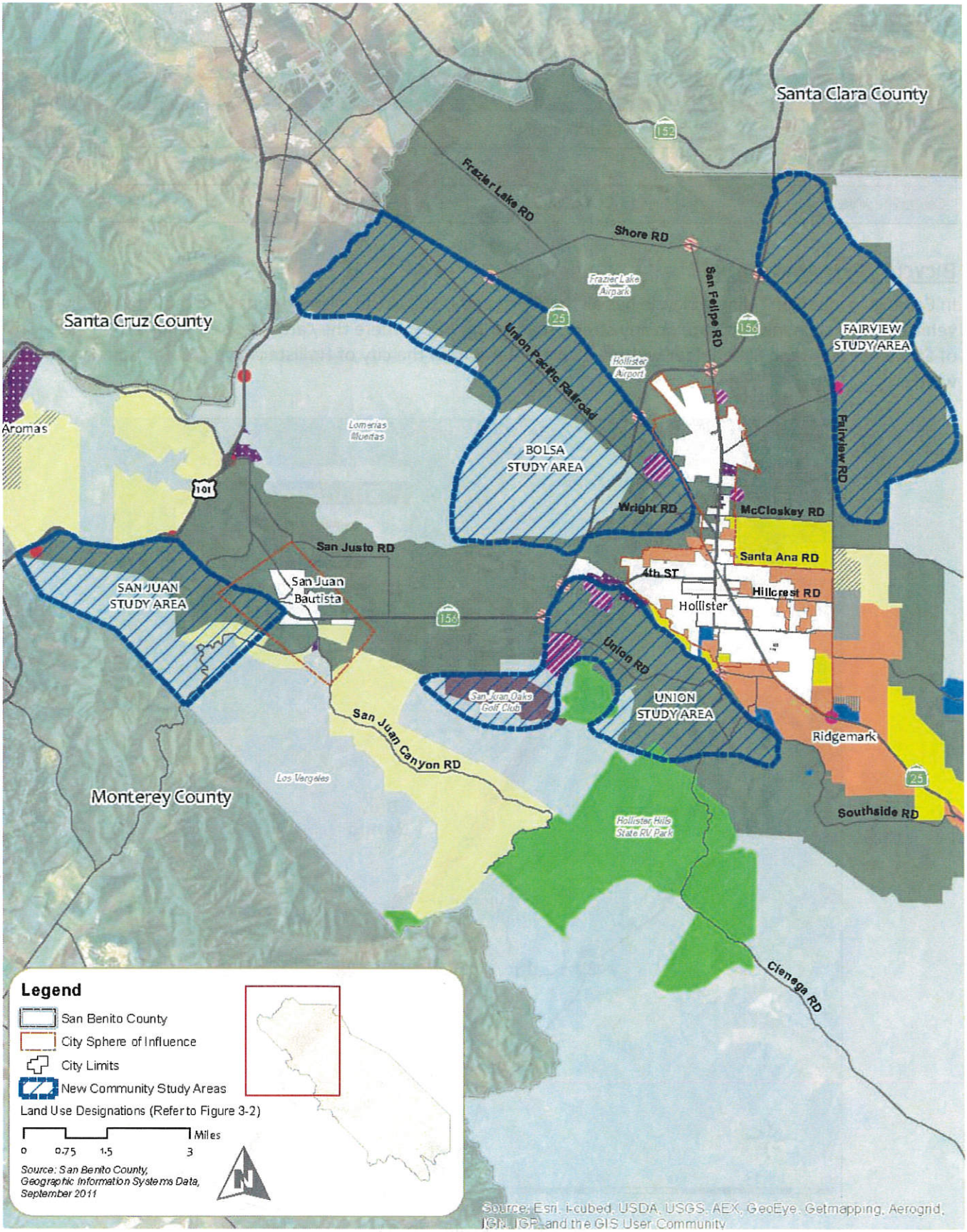

Figure 2.5: New Community Study Areas

System Characteristics

Table 2.3: Existing Facility Characteristics

Segment	1	2	3
Facility Type	Conventional	Conventional	Conventional
General Purpose Lanes	2	2-6	2
Centerline Miles	4.3395	1.594	30.0975

Bicycle Transportation

In California, a person riding a bicycle has all the rights and is subject to all provisions applicable to the driver of a vehicle and as such may operate on any street, road, or highway where they are not specifically prohibited. Most of SR 25 has less than 8' shoulder widths. Some areas within the city of Hollister have greater than 8' shoulder widths.

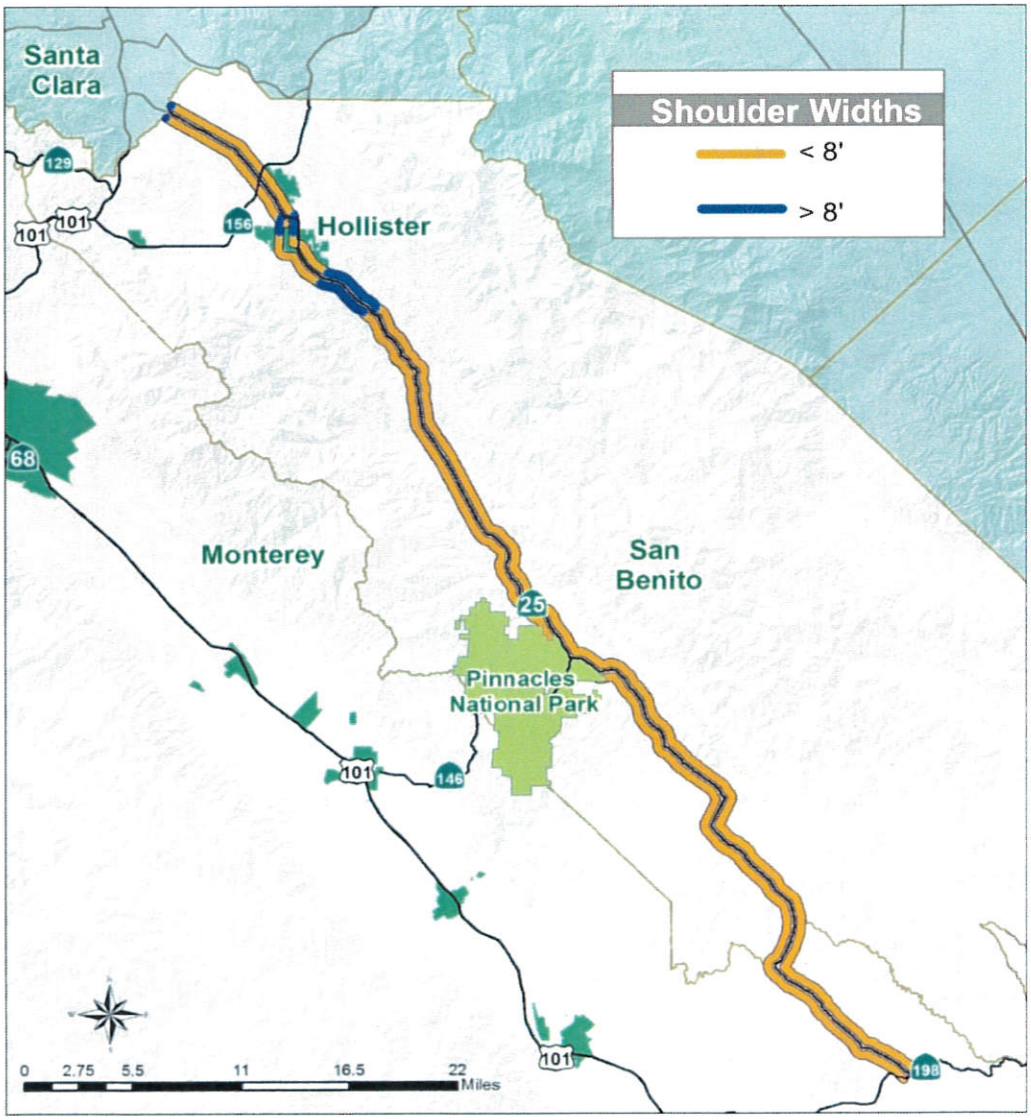

Figure 2.6: Shoulder Widths

PEDESTRIAN

The areas with pedestrian access are concentrated within and near the city of Hollister. The majority of SR 25 is rural in nature and does not feature sidewalks.

TRANSIT FACILITIES

San Benito County Transit is the public transportation agency of San Benito County. San Benito County Transit provides the majority of the transit services through the County Express, with Jovenes de Antano and the American Cancer Society providing additional, specialized transportation related mainly to medical appointments and senior nutrition.

Within the city of Hollister, County Express intra-city bus lines include travel along SR 25 from Sunset Drive on the south to the intersection with Fourth Street in the center of the city. Three fixed-route schedules are established within the city of Hollister. The Green Line is an eastbound loop serving an approximately 2-mile radius around the core of Hollister. The Blue Line is a westbound loop in the same corridor as the Green Line. The Red Line is a north-south linear corridor from the south edge of Downtown Hollister to local employment centers (Circulation Element). Additionally, the County Express offers an inter-county bus service which provides connections between Hollister, San Juan Bautista, and Gilroy, as well as service to Gilroy's Greyhound and Caltrain Stations, with connecting service to the Santa Clara VTA bus system. The County Express provides service to Gavilan College in Gilroy during the school year.

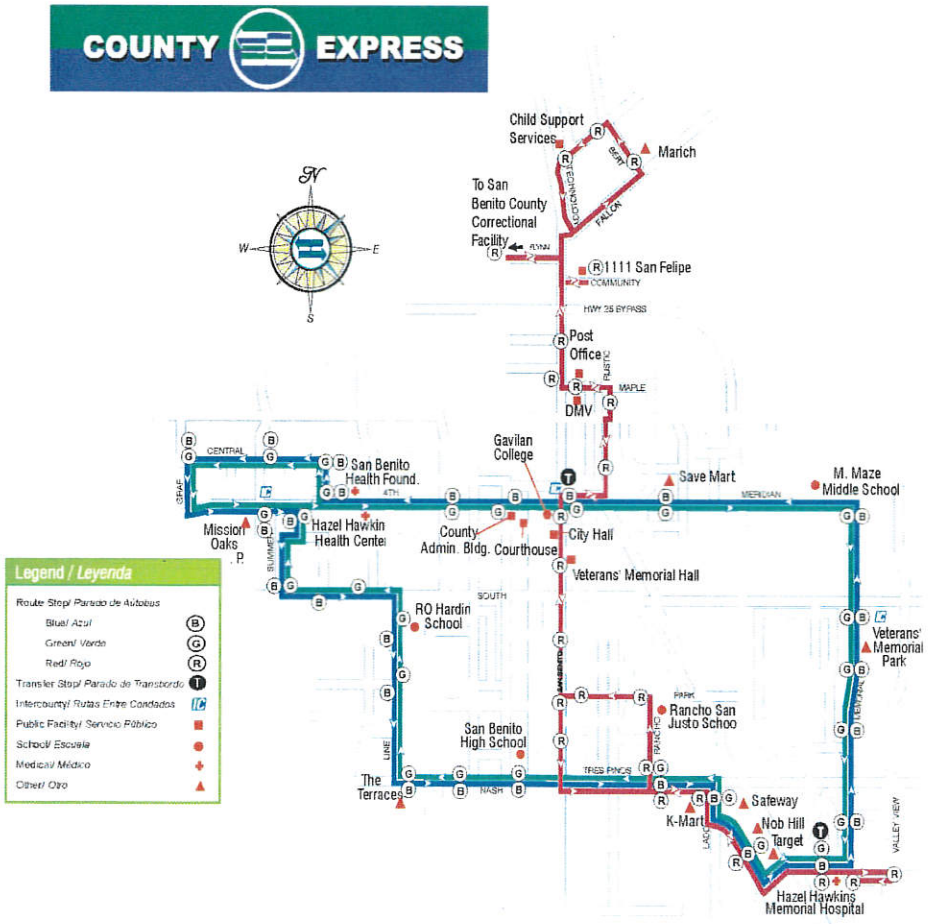

Figure 2.7: County Express Intra-City Bus Lines

San Benito County Transit also provides a Dial-A-Ride service, which is available within Hollister City limits, San Juan Bautista, and Tres Pinos. Jovenes de Antano is a small nonprofit organization that provides specialized transportation services to the elderly and disabled as well as care for those with Alzheimer's disease. In order to qualify, riders must be at least 60 years, unable to drive, and live within San Benito County. ADA Paratransit is a transportation service available for persons unable to ride fixed-route services due to a physical or cognitive disability. In addition, ADA Paratransit is available for trips within ¾ of the fixed route service in the City of Hollister. As growth increases in San Benito County, additional transit service between Gilroy and Hollister would have the potential to accommodate a portion of the new travel demand projected to occur along SR 25. Transit services are summarized in Table 2.4.

PARK AND RIDE LOTS

Park and Ride lot improvements facilitate carpooling travel which has a direct benefit to improving mobility. Caltrans supports locating future park and ride lots where multimodal nodes exist. Caltrans encourages and supports local agencies to construct and maintain park and ride lot facilities at locations that address safety and mobility needs of bicyclists, pedestrians, and transit users in all projects. Caltrans understands the value of Park and Ride systems and through partnership, will look to enhance the Park and Ride system in the District. Table 2.4 identifies the two park and ride lots in San Benito County.

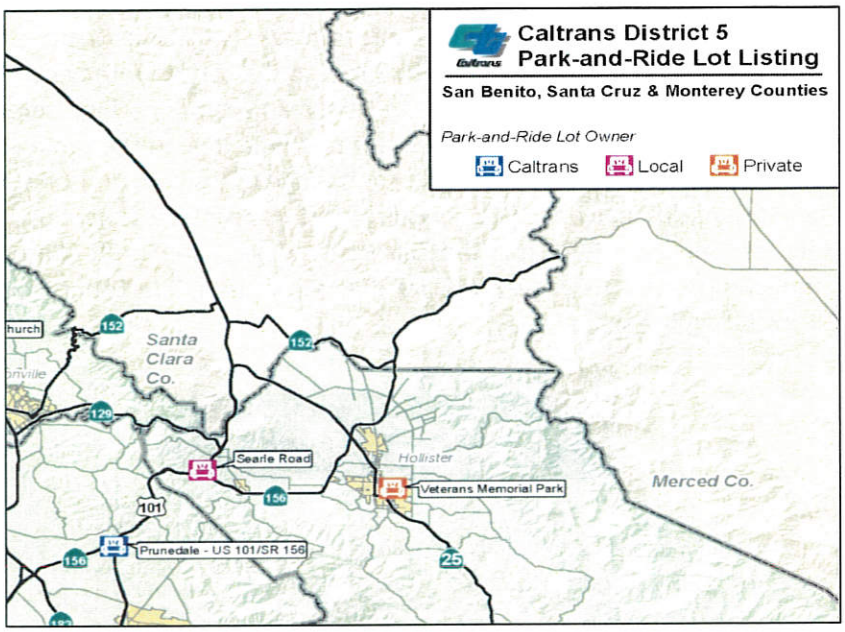

Figure 2.8: Park-and-Ride Lots in San Benito County

Table 2.4: Transit Providers and Services

Segment	Mode	Name	Route End Points	Stations- Cities	Parking Spaces
2	Traditional Bus	County Express Intra-city Service	Hollister	Hollister	0
2, 3	Commuter Bus	County Express Inter-county Service	Hollister to Gilroy	Hollister, San Juan Bautista, and Gilroy	0
1, 2, 3	Traditional Bus	Jovenes de Antano	San Bentio County	N/A	0
2, 3	Traditional Bus	Dial-A-Ride	Hollsiter, San Juan Bautista, and Tres Pinos	N/A	0
2	Traditional Bus	ADA Paratransit	Hollister	N/A	0
2	Park & Ride	Veterans Memorial Park	Hollister	Hillcrest Rd. at Memorial Rd. in Hollister	18
2	Park & Ride	Searle Road	Hollister	On Searle Rd. at 101/156 interchange North	20

RAIL FACILITY

The California state rail system combines intercity, commuter, and freight rail. The Union Pacific main rail line crosses SR 25 at grade in the vicinity of US 101, while a single track rail crossing of UPRR occurs just outside Santa Clara County in San Benito County. The Gilroy Hollister track roughly parallels State Route 25 in this agricultural/rural area. The UPRR spur serves local businesses on an as-needed basis, with three to five freight trains operating irregularly over the course of a week. Two Amtrak Coast Starlight operations cross SR 25 every day. Trains at the UP mainline cross the tracks here at speeds of up to 60 mph. Under the US 101 Widening Plan, the mainline rails would be grade-separated with the new four-lane facility crossing over the tracks. The SR 152 Trade Corridor Project would modify this grade-separation to provide a six-lane facility. Meanwhile, the single track just across the county line would either be grade-separated under the SR 25 Widening Project or the SR 152 Trade Corridor Project, whichever would come first.

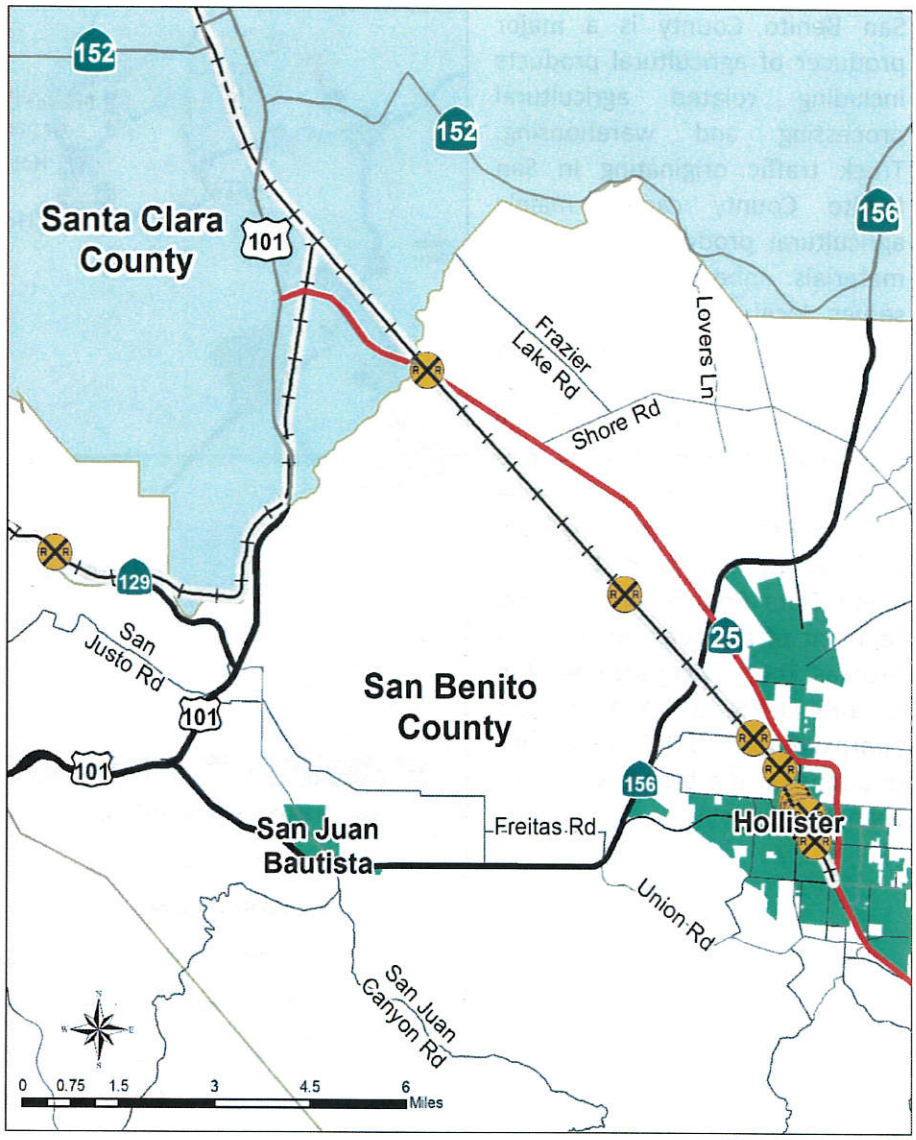

Figure 2.9: Rail Facility

In Monterey County, the Transportation Agency for Monterey County (TAMC) has been working cooperatively with the Capital Corridor Joint Powers Authority to extend the Capital Corridor rail service to Salinas. The service is planned to begin with two daily round trips from Salinas to San Jose and beyond to Sacramento, and will be increased to up to six round trips as demand warrants. The extension will include three new station stops in Monterey County, including: Pajaro/Watsonville, Castroville, and Salinas. The rail extension, in addition to connecting Salinas with San Jose and the jobs base of Silicon Valley, will also connect to other cities via connections to Caltrain, Altamont Corridor Express and planned High-Speed Rail service at stations in Gilroy and San Jose. The first phase of this extension project is fully funded through state funding, and the project has competed environmental review and preliminary engineering. The project is now in the final design and property acquisition phase.

FREIGHT

San Benito County is a major producer of agricultural products including related agricultural processing and warehousing. Truck traffic originating in San Benito County carries mainly agricultural products and quarry materials. Inbound truck traffic serves local markets or makes interregional connections via US 101 and SR 152. Union Pacific Railroad is the only freight rail service in San Benito County. It is operated along the 12-mile-long Hollister Branch Line running from Hollister to Carnadero Creek in Santa Clara County, and a short segment of the coast mainline in Aromas. The services are operated by the UPRR, which transports approximately 10,000 gross tons of goods on the branch line each year.

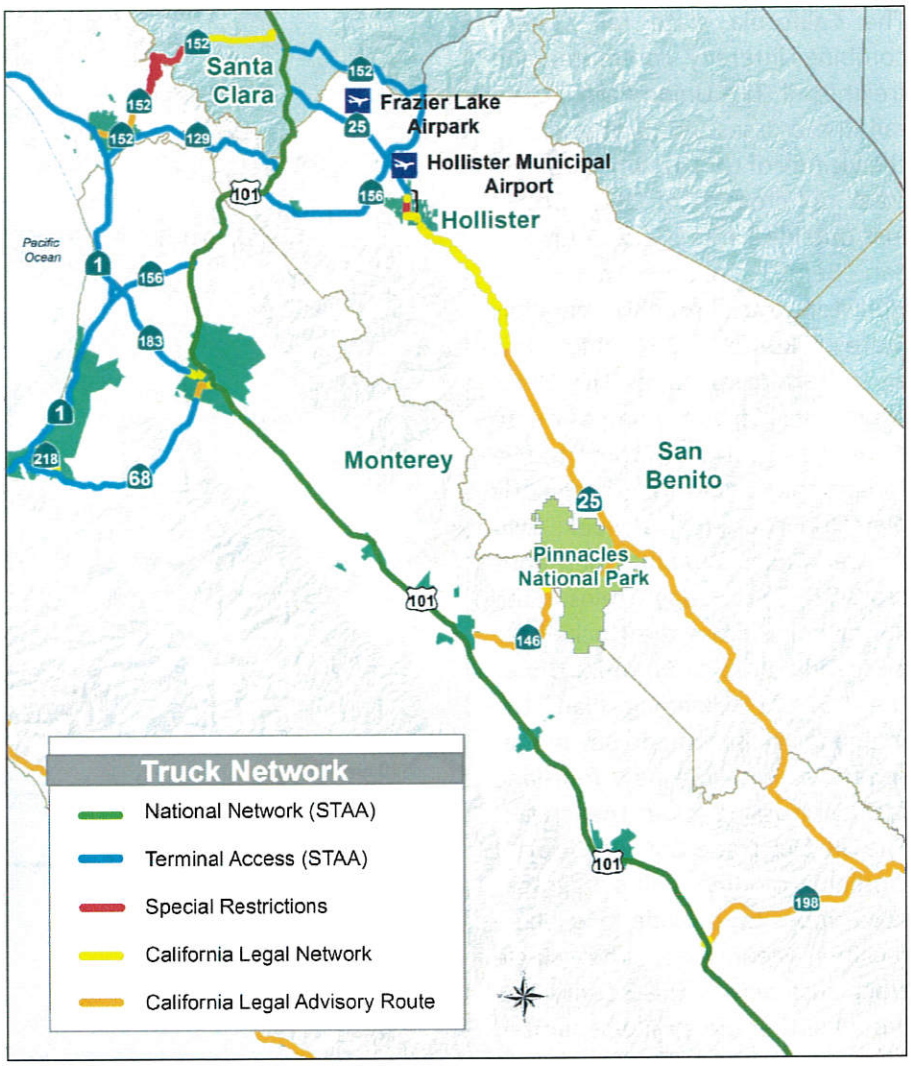

Figure 2.10: Truck Network and Airports

AVIATION

San Benito County has two airports, the Hollister Municipal Airport and the Frazier Lake Airpark, which is privately-owned and operated by the Frazier Lake Airpark Corporation. The 2014 Caltrans Airport Forecasting Study identifies the Hollister Municipal Airport as potential land-banking for Smart Growth Development. The airport area and nearby vacant land could accommodate future development for smart growth development patterns, industrial development supporting regional smart growth developments, or regional open space as an offset for development on sensitive habitat in another part of the region.

CHAPTER 3: CORRIDOR PERFORMANCE

Performance of the SR 25 corridor is analyzed in three segments. The following are evaluated for each segment:

- **System Operation** is evaluated through regional traffic models and Caltrans historical data. For all segments, the base year Annual Average Daily Traffic (AADT) is based on Caltrans' historical data. Horizon year AADT projections are based on regional traffic model data.

- **Peak Hour** analysis evaluated congestion during the PM Peak period, since congestion is typically higher than during the AM Peak period. With commute traffic, when one direction is heavy in the morning commute, the opposite direction is typically heavy during the afternoon commute.

Additional information about the technical methodology and performance measure can be found in Appendix F.

SEGMENT 1: MONTEREY COUNTY AND SAN BENITO COUNTY

SR 198 to Union Rd (Mon PM 0.00-11.750, SBt PM 0.000-49.014)

System Characteristics

Segment 1 extends from SR 198 in Monterey County to Union Road in city of Hollister. The majority of Segment 1 travels through rural and hilly countryside with agricultural land. Trucks volumes are low throughout Segment 1, accounting for an average of 25 trucks per day.

System Operations

2013 AADT volume ranges from 100 to 1,900 vehicles per day (Table 3.1) along Segment 1. Historical AADT data indicates very little change in volumes between 1992 and 2013 (*Figure 3.1*). According to the AMBAG regional model (corrected with counts), volumes are expected to increase to a range of 490 to 3,310 by 2040. Volumes are lowest near SR 198 and increase steadily as the route heads north towards city of Hollister, with the highest 2013 volume being 1,900 near Union Road (*Figure 3.3*).

PM Peak Hour Data

In the base year and horizon year, congestion is low along the entire segment. Demand reaches less than 10% of capacity in 2040 (Figure 3.3).

Bottlenecks

In both the base year and horizon year, there are no bottlenecks.

Table 3.1: Segment 1-Daily System Operations

AADT Base Year 2013	100 to 1,900
AADT Horizon Year 2040	490 to 3,310
AADT: Growth Rate (Vehicles/Year)	10 to 50
VMT Base Year 2013	39,010
VMT Horizon Year 2040	67,860

**2013 base year is established by Caltrans historic data and 2040 horizon year projections are based on the AMBAG ver1.4 regional traffic model.*

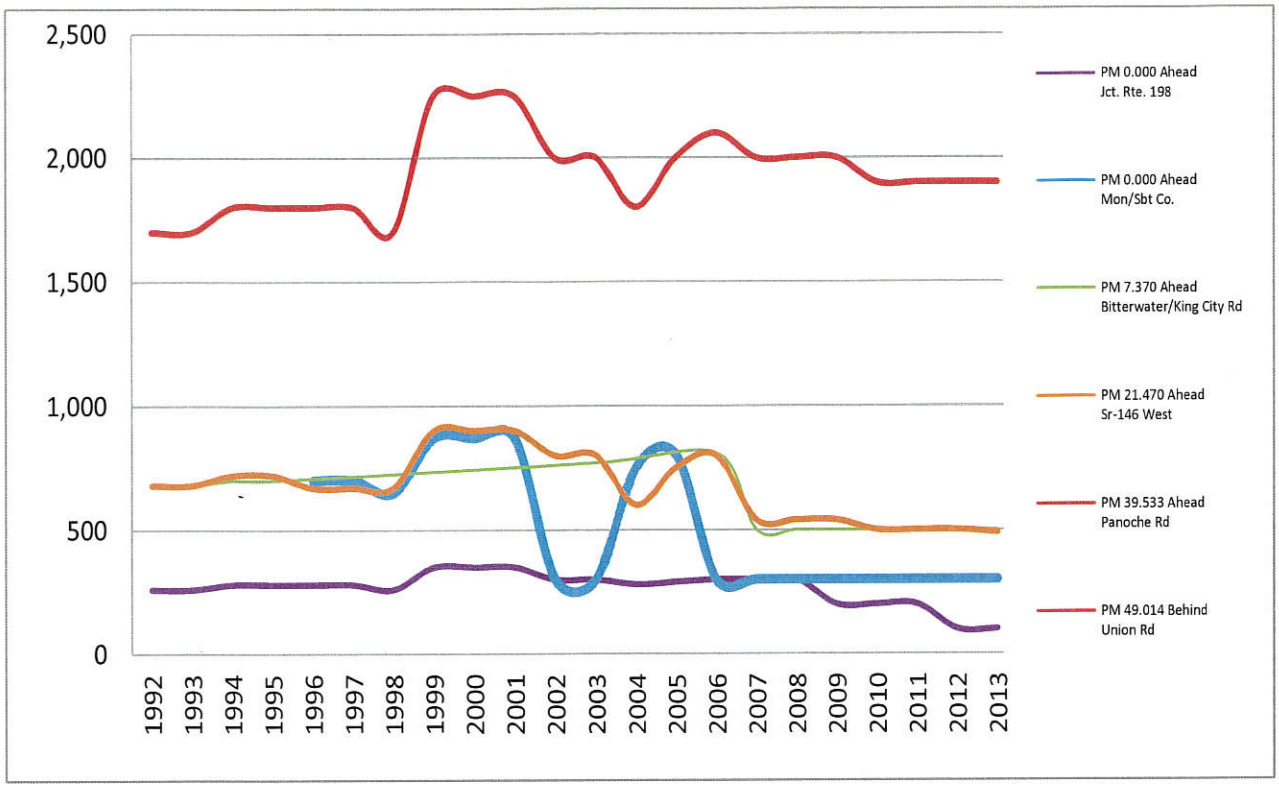

Figure 3.1: Segment 1-Historical AADT by Year

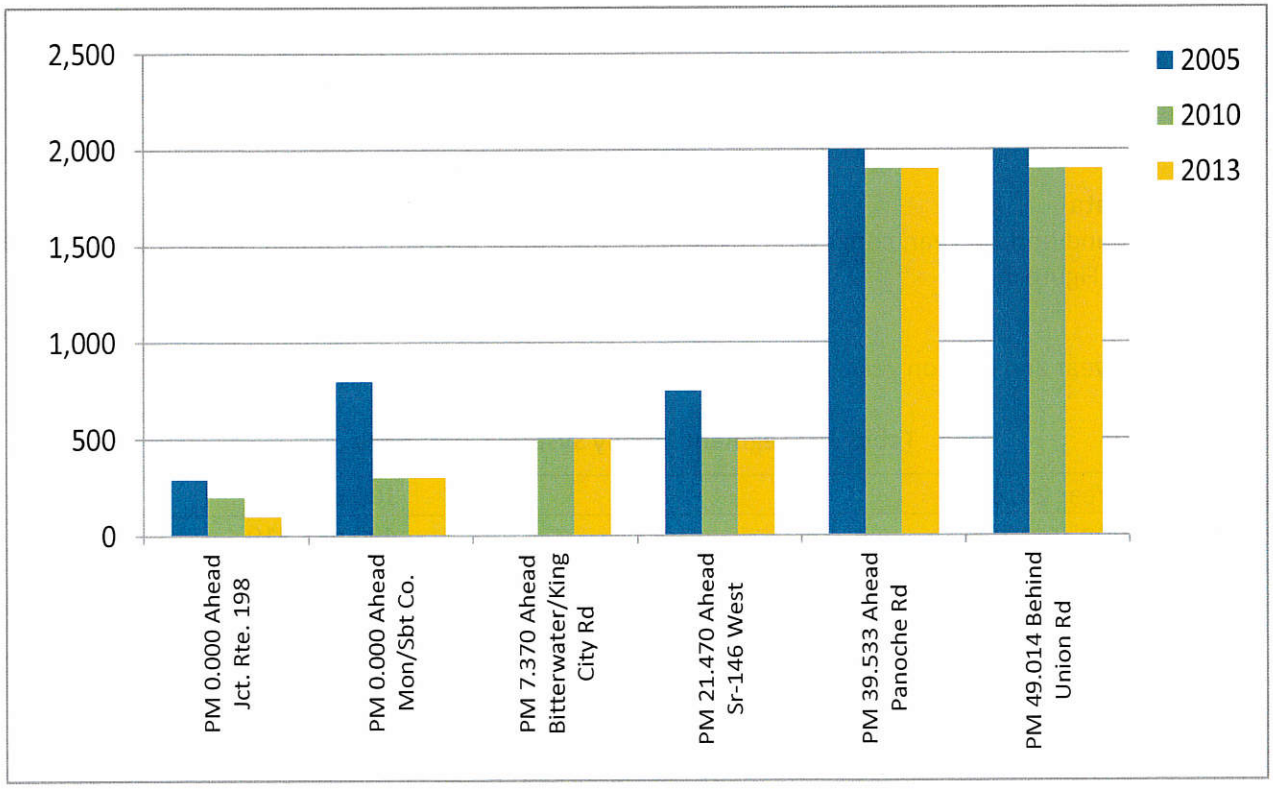

Figure 3.2: Segment 1-Historical AADT by Location

Table 3.2: Segment 1-Peak Hour Traffic Data

	Northbound	Southbound
Segment Length (Miles)	60.223	
PM Peak Hour Directional Split Base Year 2013	37.2% to 44.7%	55.3% to 62.8%
PM Peak Hour Directional Split Horizon Year 2040	43.4% to 46.5%	53.5% to 56.6%
PM Peak Hour Volume Base Year 2013	30 to 220	
	10 to 90	20 to 20
PM Peak Hour Volume Horizon Year 2040	60 to 310	
	30 to 130	30 to 170
PM Peak Hour Growth Rate (vehicles/year)	1 to 3	
PM Peak Hour VMT Base Year 2013	2,160	3,180
PM Peak Hour VMT Horizon Year 2040	3,400	4,220
PM Peak Hour VHT Base Year 2013	39	58
PM Peak Hour VHT Horizon Year 2040	63	78
PM Peak Hour V/C Base Year 2013	0.009 to 0.042	0.011 to 0.065
PM Peak Hour V/C Horizon Year 2040	0.017 to 0.064	0.020 to 0.084
PM Speed (mph) Base Year 2013	53.1 to 55.0 mph	53.1 to 55.0 mph
PM Speed (mph) Horizon Year 2040	48.8 to 55.0 mph	48.8 to 55.0 mph

Segment 1 Corridor Performance Key Findings:

- Base Year (2013) Conditions: Congestion levels are low throughout the segment.
- Horizon Year (2040) Conditions: Congestion projected to remain low throughout the segment.

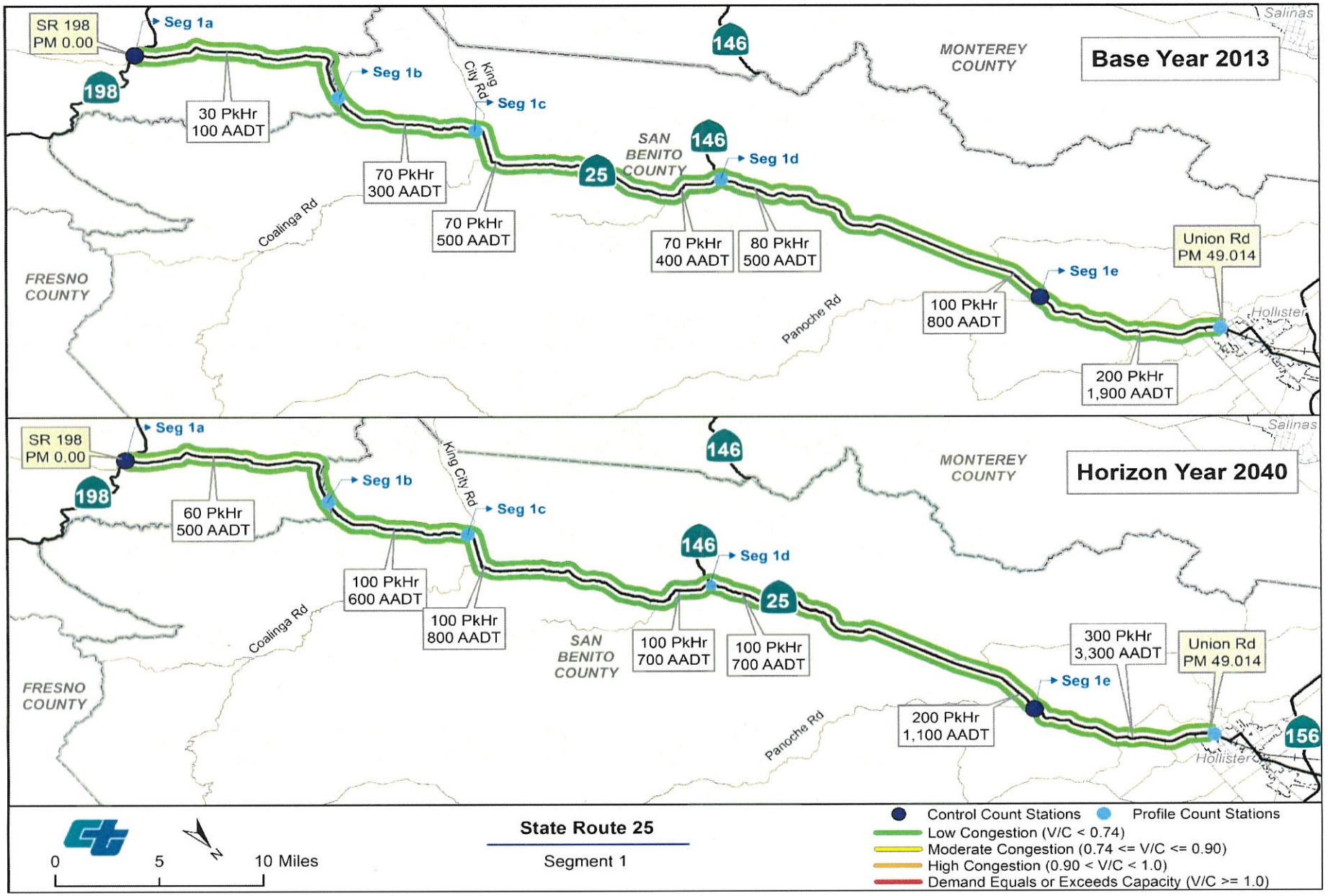

Figure 3.3: Segment 1-Base Year/ Horizon Year Congestion

SEGMENT 2: SAN BENITO COUNTY

Union Rd to Briggs Rd (SBt PM 49.014/52.194)

System Characteristics

Segment 2 extends from Union Rd to Briggs Rd and traverses a flat, mostly urban/suburban environment mixed with farmland. SR 25 serves commuter traffic coming from SR 156 and 10% of total daily traffic are trucks. In 2014, the CTC approved the adoption of the SR 25 Bypass into the State Highway System. The relocation of the route from the downtown core and the capacity/operational improvements done to the route have reduced local congestion. Congestion levels for the base year are low and are expected to remain low throughout the horizon year. Prior to the SR 25 route adoption, SBtCOG compensated adjacent parcel owners and acquired a portion of the property's abutter's rights and restricted access to SR 25 bypass.

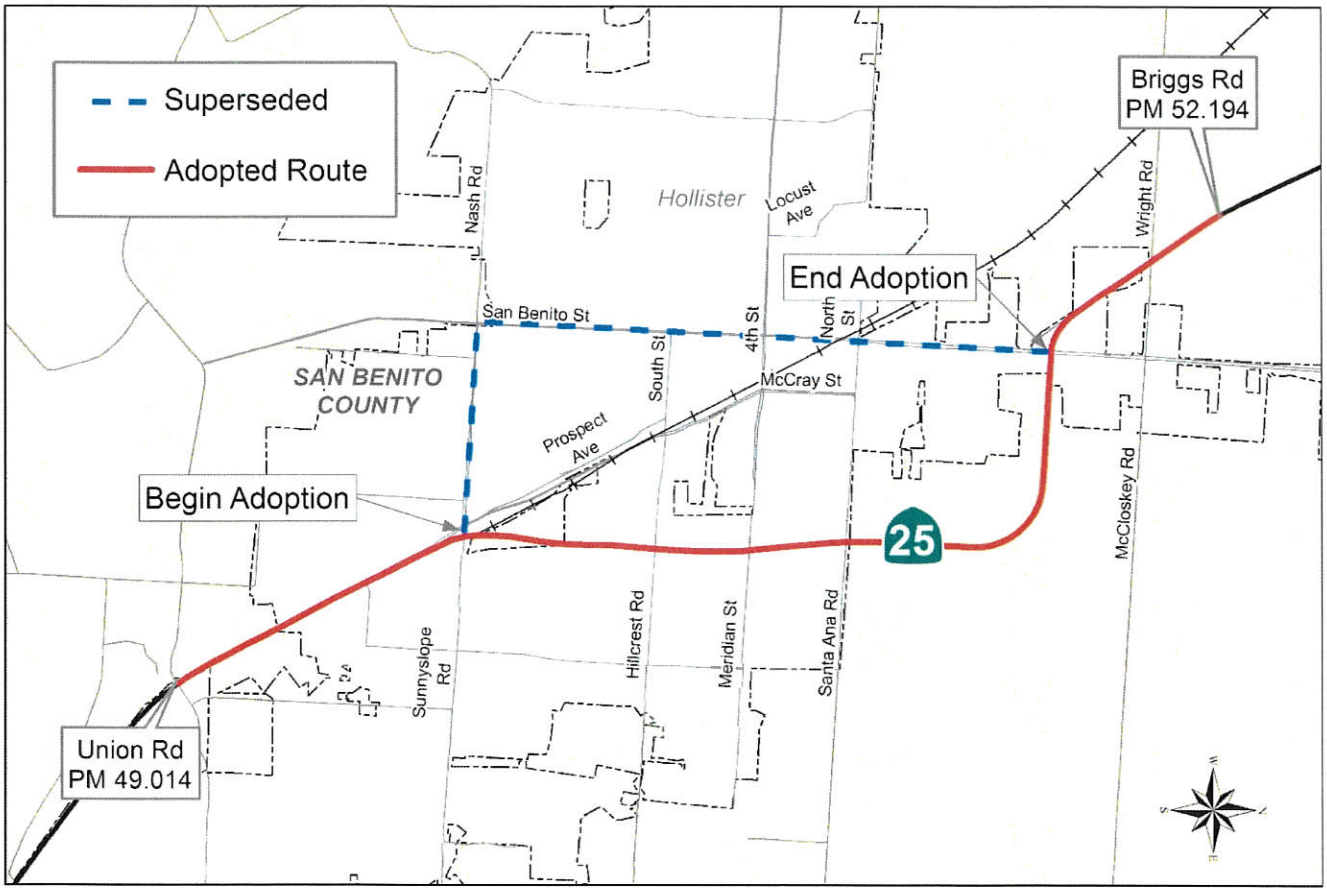

Figure 3.4: Relinquishment and Relocation of SR 25

System Operations

2013 Annual Average Daily Traffic (AADT) volumes range from 8,000 to 18,000, and by 2040 are expected to increase to a range of 11,400 to 24,900 (Table 3.3). The highest AADT volume in 2013 is located along segment 2b with an AADT of 18,000 (Figure 3.7).

PM Peak Hour Data

Congestion levels for the base year are low and are expected to remain low throughout the horizon year.

Bottlenecks

There are no bottlenecks in the base and horizon years. In the horizon year, demand reaches up to 48% of available capacity.

Table 3.3: Segment 3-Daily System Operations

AADT Base Year 2013	8,050 to 18,000
AADT Horizon Year 2040	11,360 to 24,940
AADT: Growth Rate (Vehicles/Year)	120 to 260
VMT Base Year 2013	62,150
VMT Horizon Year 2040	86,300

**2013 base year is established by Caltrans historic data and 2040 horizon year projections are based on the AMBAG regional traffic model.*

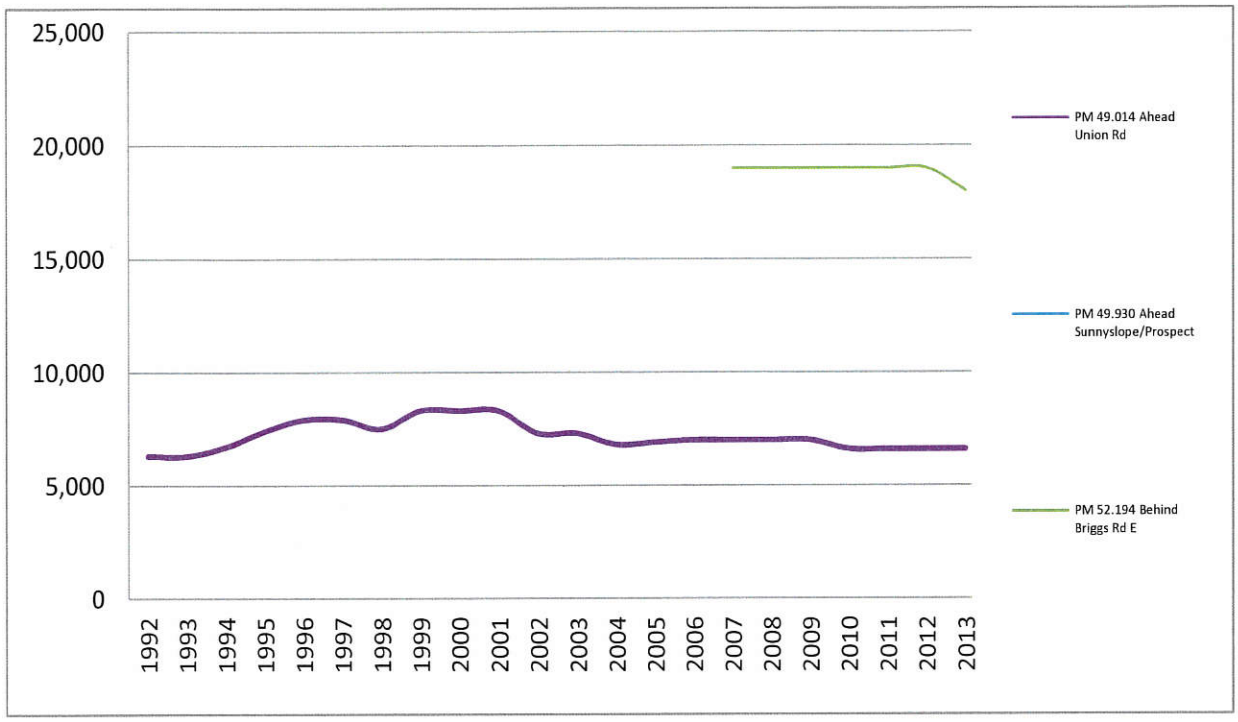

Figure 3.5: Segment 2-Historical AADT by Year

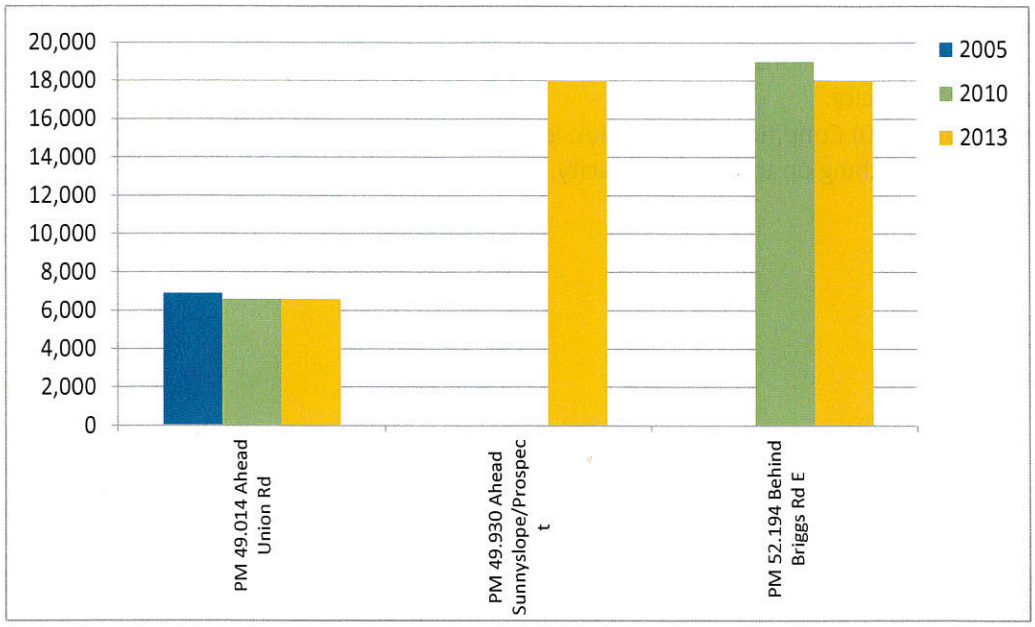

Figure 3.6: Segment 2-Historical AADT by Location

Table 3.4: Segment 2-Traffic Data

	Northbound	Southbound
Segment Length (Miles)	3.959	
PM Peak Hour Directional Split Base Year 2013	36.8% to 44.1%	55.9% to 63.2%
PM Peak Hour Directional Split Horizon Year 2040	36.5% to 45.8%	54.2% to 63.5%
PM Peak Hour Volume	940 to 1,400	
Base Year 2013	340 to 620	590 to 590
PM Peak Hour Volume Horizon Year 2040	1,250 to 1,990	
	460 to 910	790 to 1,080
PM Peak Hour Growth Rate (vehicles/year)	12 to 22	
PM Peak Hour VMT Base Year 2013	2,190	2,920
PM Peak Hour VMT Horizon Year 2040	3,180	4,010
PM Peak Hour VHT Base Year 2013	66	88
PM Peak Hour VHT Horizon Year 2040	99	127
PM Peak Hour V/C Base Year 2013	0.090 to 0.274	0.154 to 0.347
PM Peak Hour V/C Horizon Year 2040	0.118 to 0.404	0.206 to 0.478
PM Speed (mph) Base Year 2013	32.1 to 41.0 mph	31.7 to 40.8 mph
PM Speed (mph) Horizon Year 2040	31.1 to 41.0 mph	30.0 to 41.2 mph

Segment 2 Corridor Performance Key Findings:

- Base Year (2013) Conditions: Congestion levels are low throughout the segment, with volumes reaching up to 38% of capacity.
- Horizon Year (2040) Conditions: Congestion levels projected to remain low throughout the segment, with volumes reaching up to 53% of capacity.

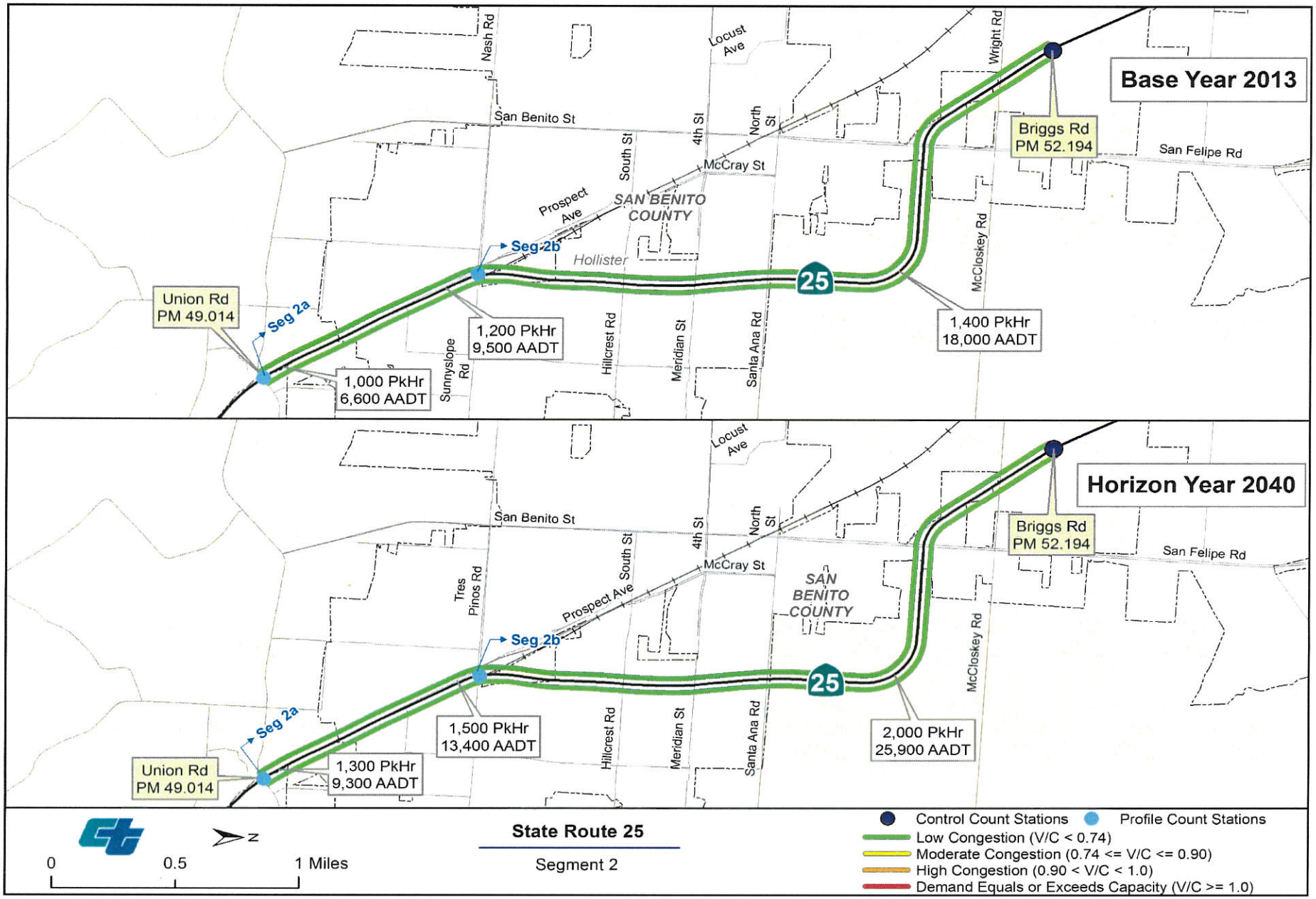

***Figure 3.7: Segment 2 - Base and Horizon Year Congestion* level**

There are multiple at-grade intersections and driveways between Union Rd and Sunnyslope Rd. These access points represent locations where vehicle paths may cross, or create conflict points. The presence of conflict points may affect travel reliability of the corridor and may lead to congested conditions. Access control techniques help reduce the concentrations of vehicles turning onto or off SR 25. Concentrations of vehicles making turning movements onto or off a mainline impacts the ability to maintain free flow conditions on the facility. This is because mainline traffic may need to slow down to accommodate turning vehicle acceleration or deceleration.

SR 25 serves as the primary connector route between the cities of Hollister and Gilroy. Segment 2, traverses through agricultural land, housing, and commercial development. The combination of fast and slow moving traffic between agricultural vehicles, local travel, and commuters may exacerbate congested conditions.

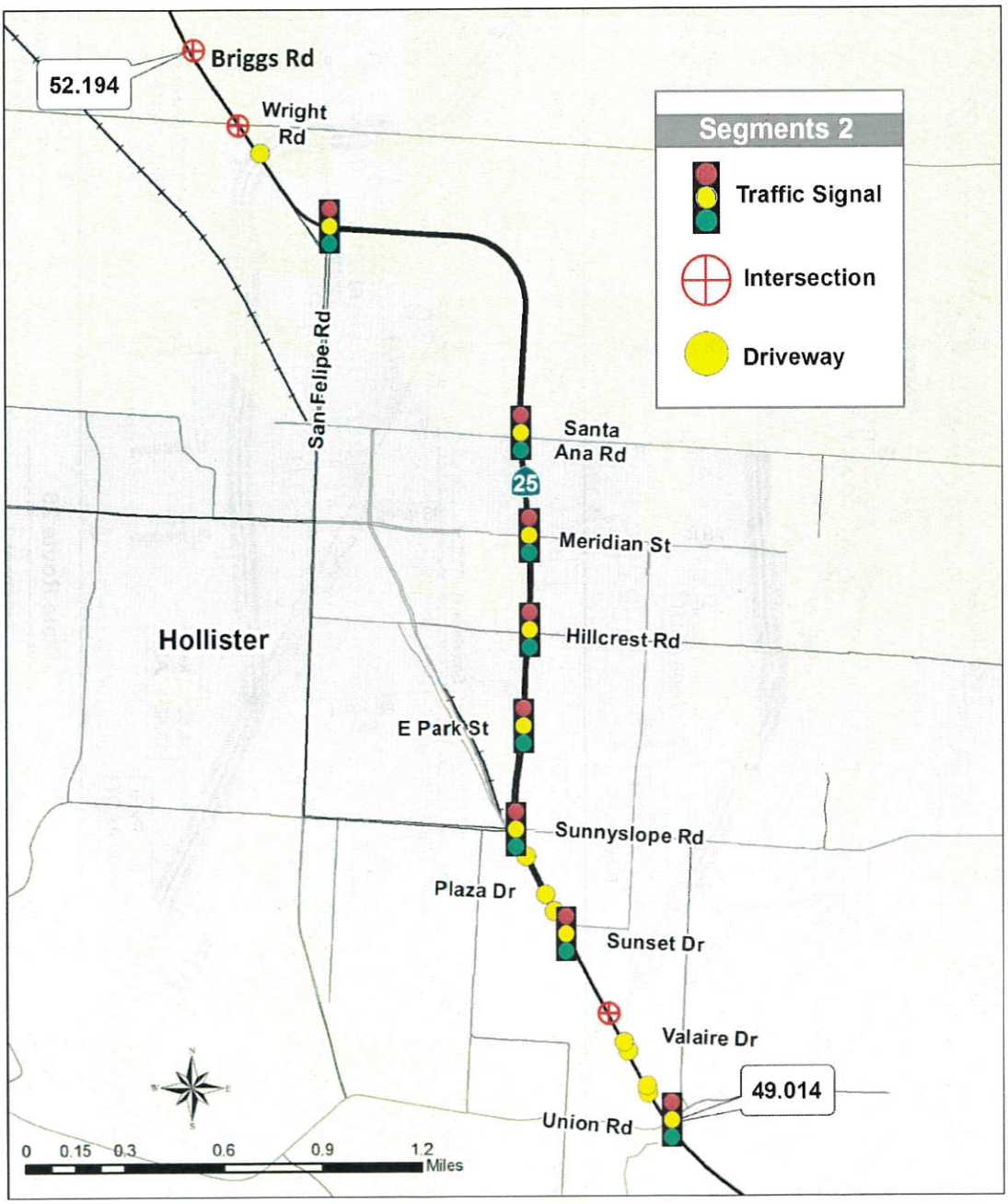

Figure 3.8: Segment 2 – At-Grade Intersections

SEGMENT 3: SAN BENITO COUNTY

Briggs Rd. to SBt/SCl County Line (SBT PM 52.194 – 60.084)

System Characteristics

Segment 3 completes the northern section of SR 25 and connects the large communities in Santa Clara County to city of Hollister. It also serves agriculture businesses positioned along Segment 3, with truck traffic accounting for 9.8% of total daily traffic. Terrain is flat and the land use is rural.

The SR 25 Route Adoption (2016), establishes the future alignment for a four-lane expressway. The project is approximately 11 miles in length, measured along the center of the corridor. The limits extend from San Felipe Road, within the city of Hollister in San Benito County, to US 101 at Post Mile 2.6 in Santa Clara County. This project was initiated at the request of SBtCOG and in coordination with the VTA.

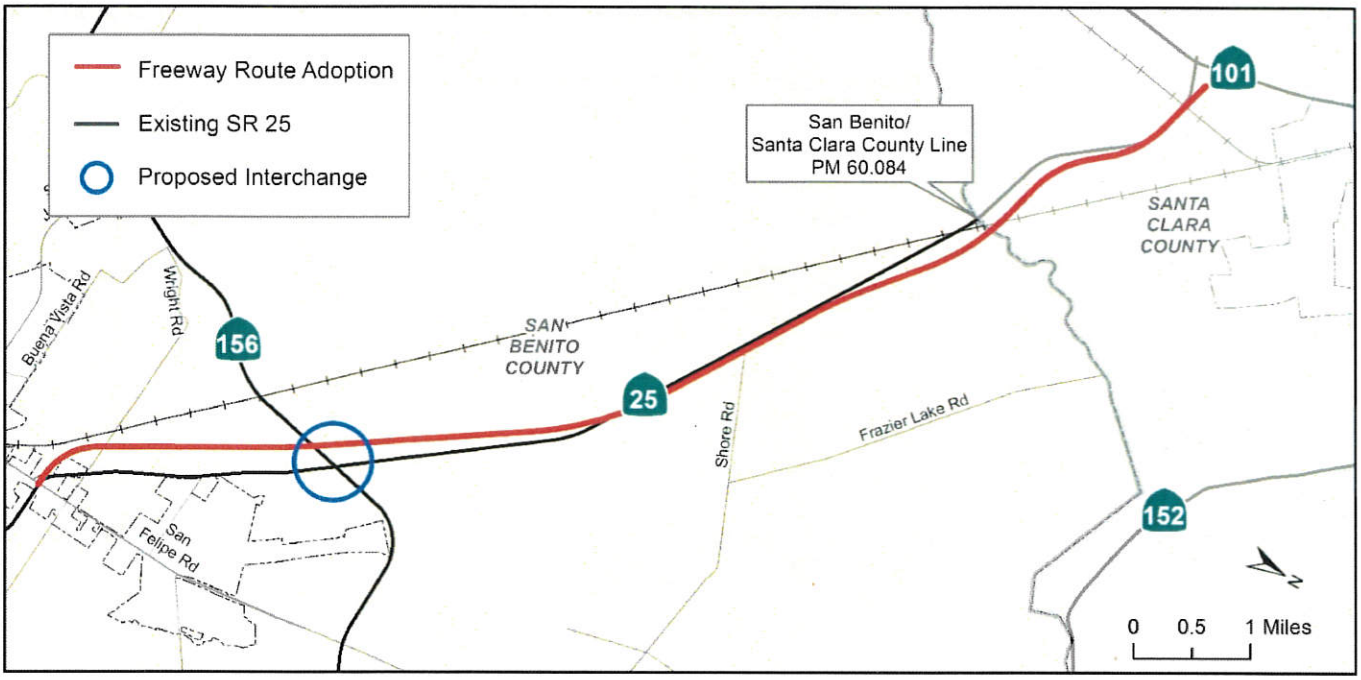

Figure 3.9: SR 25 Route Adoption

In September 2016, SBtCOG finalized an analysis of alternatives to improve SR 25 in absence of full funding for expressway conversion on the 11-mile segment. The analysis identified short-range operational and access control concepts as well as mid-to long-term capacity improvements between San Felipe Road and US 101 (Segment 3). These concepts are encouraged to be consistent with the adopted alignment for SR 25. Their overall objectives include the following:

- Complete Hwy 25 as a continuous 4-lane expressway facility between San Felipe Road and US 101
- Eliminate signal controlled intersections along the corridor
- Consolidate private access and upgrade route access controlled standards to separate slow and fast moving vehicles
- Remove bottlenecks
- Improve truck access at interchanges
- Improve State Highway System connectivity

System Operations

In 2013, AADT volumes range from 16,500 to 19,350 and is expected to increase by 2040 to a range of 32,770 to 36,980 (*Table 3.5*). The highest AADT volume in 2013 is located just north of SR 156 with an AADT of 20,000 (*Table 3.5*).

PM Peak Hour Data

AADT traffic data suggests congestion levels are generally low throughout the segment but significantly congestion is experienced during the am and pm peak hour due to the job/housing imbalance, slow moving agricultural vehicles, and lack of alternative routes. Peak hours last anywhere from 2-4 hours. During the horizon year, northbound traffic will experience generally low congestion, but in the southbound direction demand will exceed capacity.

Bottlenecks

During the 2040 horizon year in the southbound direction, heavy commute volumes exceed capacity by 22.3% along sub-segment 3b (Table 5.6). This bottleneck is due to a general lack of capacity necessary to meet peak hour demand.

Table 3.5: Segment 3-Daily System Operations

AADT Base Year 2013	16,500 to 19,350
AADT Horizon Year 2040	32,770 to 36,980
AADT: Growth Rate (Vehicles/Year)	600 to 660
VMT Base Year 2013	146,150
VMT Horizon Year 2040	283,880

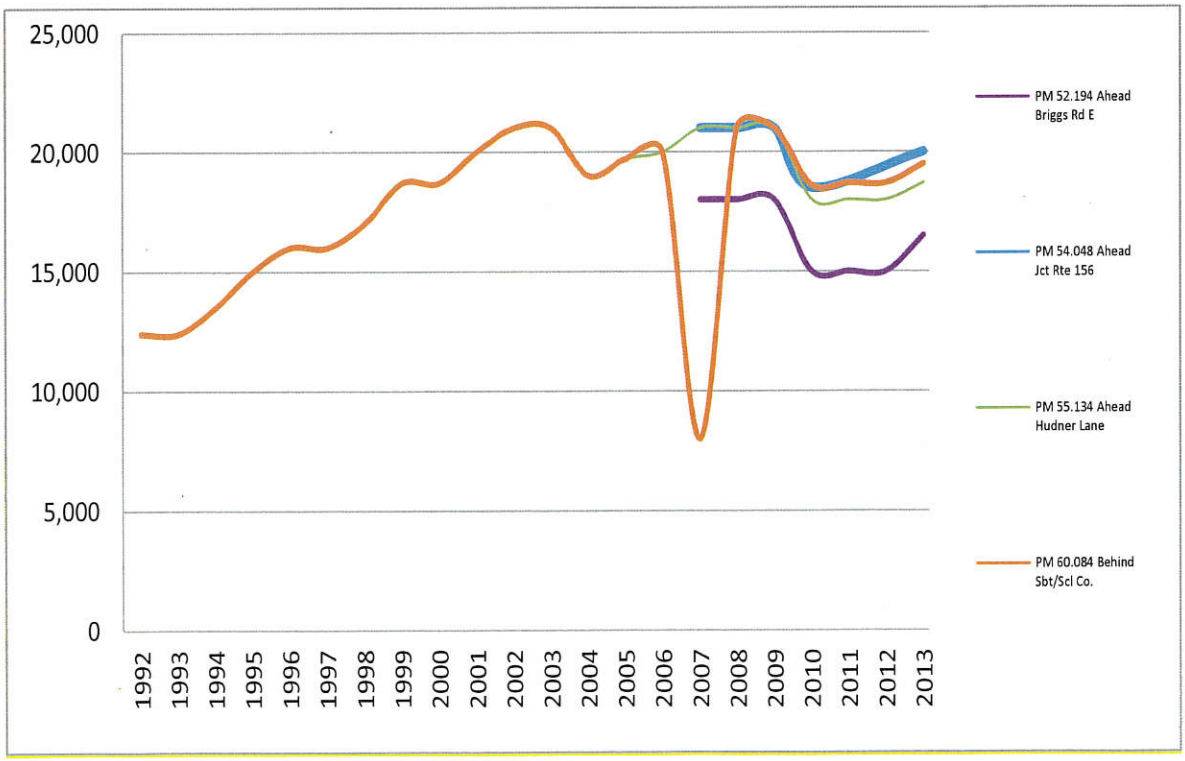

Figure 3.10: Segment 3-Historical AADT by Year

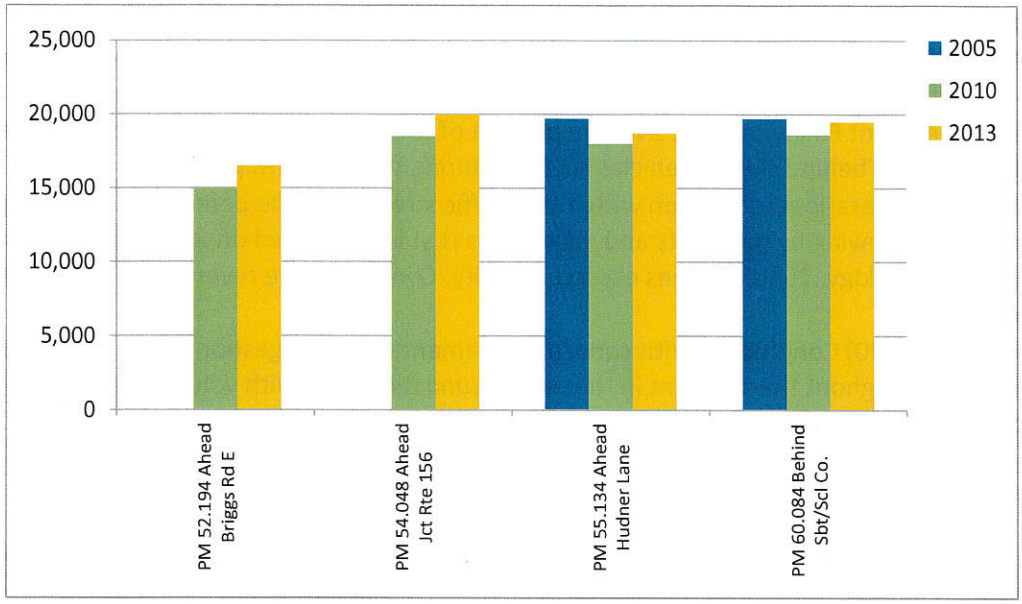

Figure 3.11: Segment 3-Historical AADT by Location

Table 3.6: Segment 3-Traffic Data

	Northbound	Southbound
Segment Length (Miles)	7.89	
PM Peak Hour Directional Split Base Year 2013	31.0% to 33.5%	66.5% to 69.0%
PM Peak Hour Directional Split Horizon Year 2040	32.8% to 38.3%	61.7% to 67.2%
PM Peak Hour Volume Base Year 2013	1,500 to 1,900	
	500 to 610	1,000 to 1,000
PM Peak Hour Volume Horizon Year 2040	3,040 to 3,560	
	1,130 to 1,230	1,870 to 2,320
PM Peak Hour Growth Rate (vehicles/year)	57 to 61	
PM Peak Hour VMT Base Year 2013	4,360	9,400
PM Peak Hour VMT Horizon Year 2040	9,080	17,420
PM Peak Hour VHT Base Year 2013	80	193
PM Peak Hour VHT Horizon Year 2040	176	more than 638*
PM Peak Hour V/C Base Year 2013	0.264 to 0.322	0.525 to 0.678
PM Peak Hour V/C Horizon Year 2040	0.594 to 0.648	0.986 to 1.223
PM Speed (mph) Base Year 2013	54.4 to 54.8 mph	47.6 to 52.5 mph
PM Speed (mph) Horizon Year 2040*	49.8 to 51.8 mph	21.6* to 38.5 mph

Segment 3 Corridor Performance Key Findings:

- Base Year (2013) Conditions: Congestion levels are low throughout the segment, with volumes reaching up to 75% of capacity.
- Percent Time Spent Following: The average percent of total travel time that southbound vehicles must travel in platoons behind slower vehicles is 95.6% during the 2013 PM peak hour.
- LOS: The 2013 operational condition within the traffic stream and the perception of average speed and percent time following by motorists and passengers is at LOS E, based on 2010 Highway Capacity Manual methodology. 2040 volumes exceed capacity. Conditions are reversed during the AM peak period.
- Horizon Year (2040) Conditions: With concept implementation, congestion levels are projected to remain low throughout the segment in the northbound direction, with volumes reaching up to 71% of capacity. Southbound direction, volumes projected to exceed capacity.
- Multiple at-grade intersections and driveways equate to concentrations of conflict points that may affect travel reliability of the corridor.

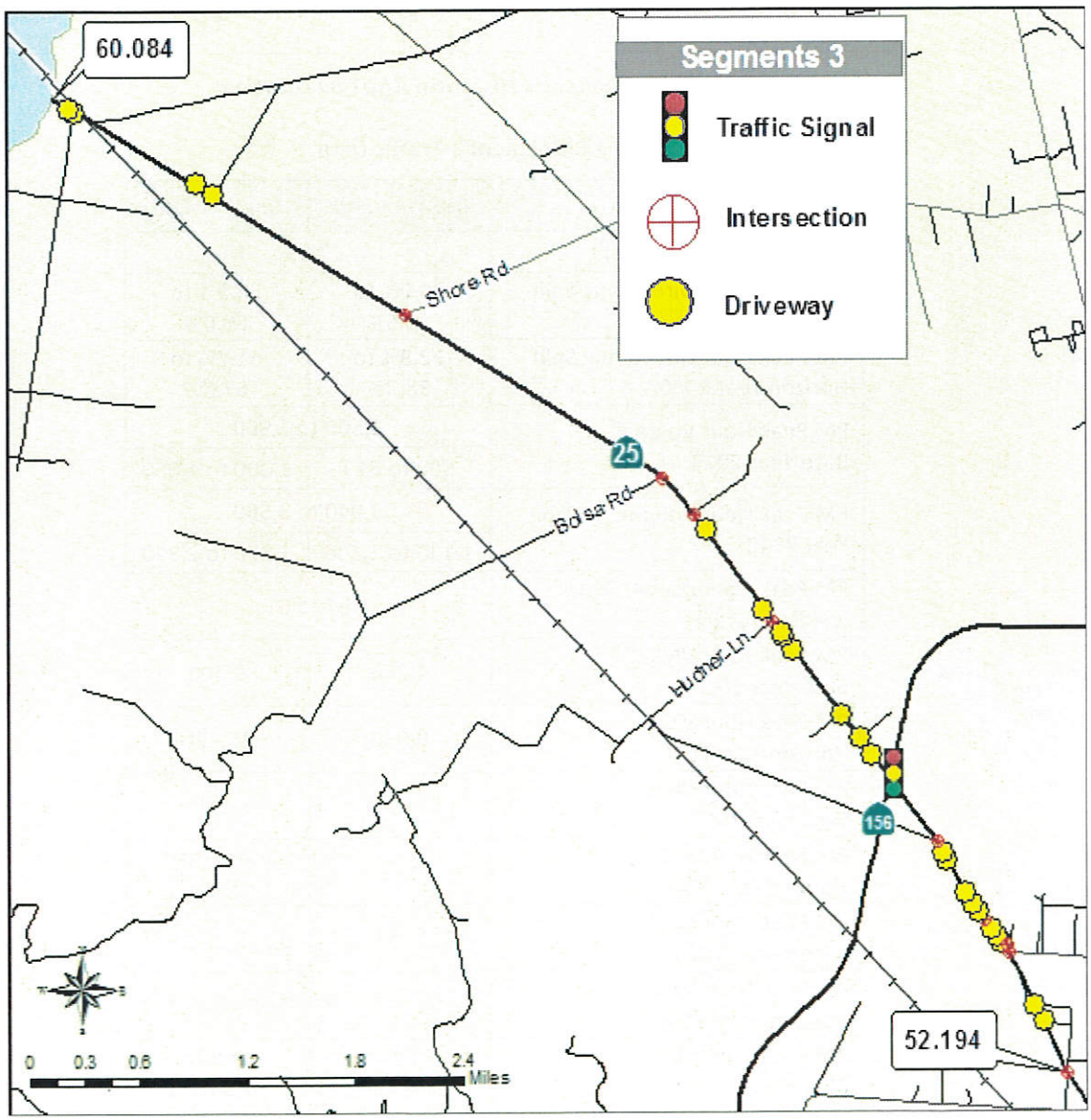

Figure 3.12: Segment 3 – At-Grade Intersections

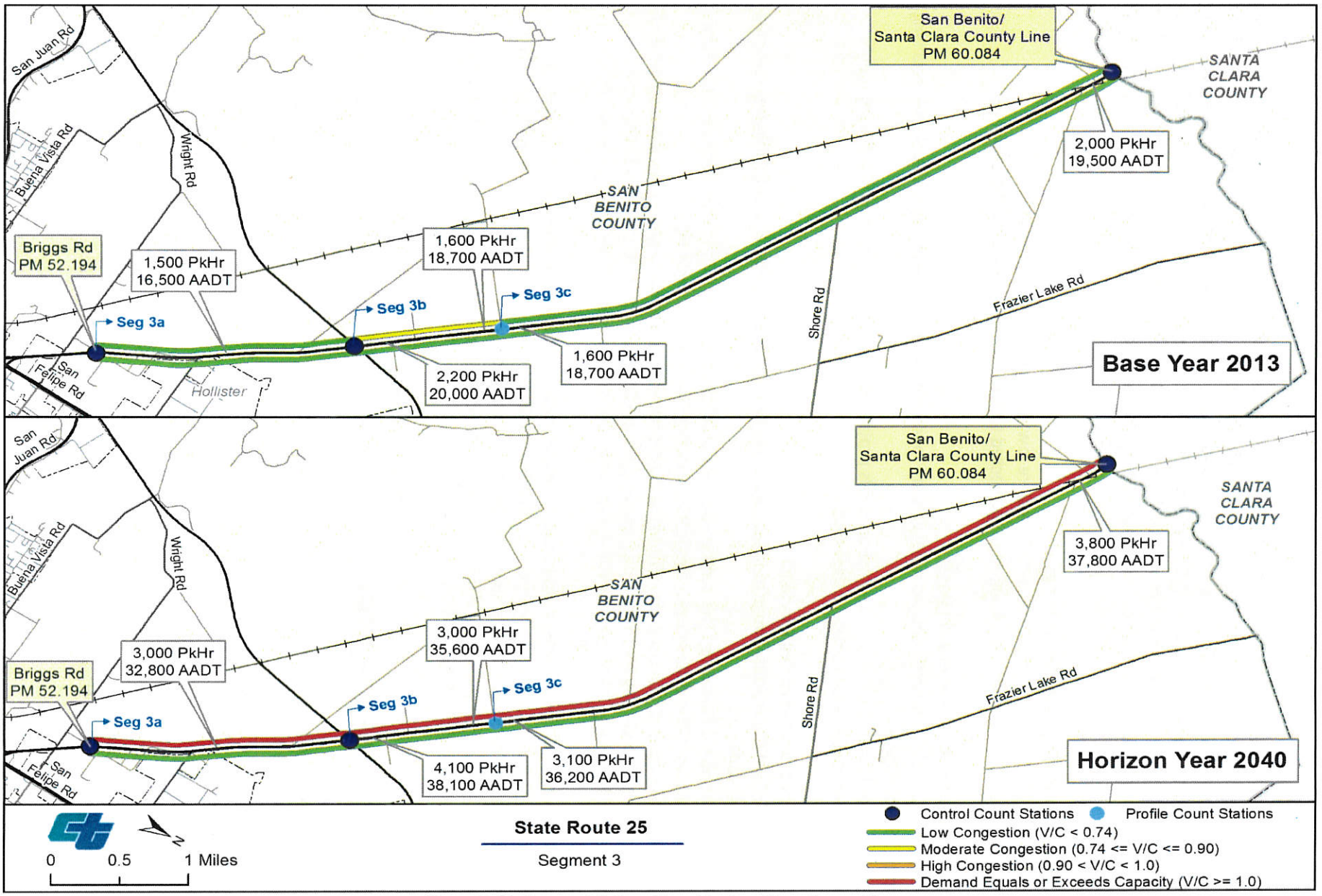

Figure 3.13: Segment 3-Base Year/Horizon Year Congestion

CHAPTER 4: CORRIDOR CONCEPT

CONCEPT RATIONALE

The primary purpose of the SR 25 TCR is to develop strategies to manage the corridor and sustain existing transportation investments. Within the 20-25 year planning horizon, the following key findings serve as the rationale for the corridor concept. The concept for Segment 1 and 2 was selected based on its generally lower traffic volumes, which provide acceptable conditions through the 20-25 year planning period. Segment 3's concept was selected based on the initial request from SBtCOG in coordination with VTA. The concept will help eliminate signal controlled intersections along the corridor, consolidate private access and upgrade route access controlled standards.

Segment 1 Corridor Performance Key Findings:

- Base Year (2013) Conditions: Congestion levels are low throughout the segment.
- Horizon Year (2040) Conditions: Congestion projected to remain low throughout the segment.

Segment 2 Corridor Performance Key Findings:

- Base Year (2013) Conditions: Congestion levels are low throughout the segment, with volumes reaching up to 38% of capacity.
- Horizon Year (2040) Conditions: Congestion levels projected to remain low throughout the segment, with volumes reaching up to 53% of capacity.

Segment 3 Corridor Performance Key Findings:

- Base Year (2013) Conditions: Congestion levels are low throughout the segment, with volumes reaching up to 75% of capacity.
- Percent Time Spent Following: The average percent of total travel time that southbound vehicles must travel in platoons behind slower vehicles is 95.6% during the 2013 PM peak hour.
- LOS: The 2013 operational condition within the traffic stream and the perception of average speed and percent time following by motorists and passengers is at LOS E, based on 2010 Highway Capacity Manual methodology. 2040 volumes exceed capacity. Conditions are reversed during the AM peak period.
- Horizon Year (2040) Conditions: With concept implementation, congestion levels are projected to remain low throughout the segment in the northbound direction, with volumes reaching up to 71% of capacity. Southbound direction, volumes projected to exceed capacity.
- Multiple at-grade intersections and driveways equate to concentrations of conflict points that may affect travel reliability of the corridor.

Table 4.1: Route Concept

Segments	Existing Conditions	Route Concept
Segment 1 Junction SR 198/Union Road MON (PM 0.00) to SBt (PM 49.014)	Two-lane conventional	Two-lane conventional (PM 0.00- 47.7) Four-lane expressway (PM 47.7-49.014)
Segment 2 Union Road/Briggs Road E SBt (PM 49.014) to (PM 52.194)	Multi-lane conventional with access control	Multi-lane conventional with access control
Segment 3 Briggs Road E/San Benito County and Santa Clara County Line SBt (PM 52.194) to (PM 60.084)	Two-lane conventional	Four-lane expressway

Projects and Strategies to Achieve Route Concept

Operational Improvements

- Implement access control techniques where applicable and feasible. Examples include driveway consolidation, median barrier installation, and frontage road construction.
- Upgrade Segment 3 to a four- lane expressway.
- Grade separation and/or operational improvements at SR 25/156 junction.

Multimodal Improvements

- Support local designated Class III bike route along SR 25.

PLANNED AND PROGRAMMED PROJECTS AND STRATEGIES

Segment	Project Title	Description	Planned or Programmed	Source
1 and 2	Airline Highway Widening-Sunset Drive to Fairview Road	Widen 4-lane expressway	Programmed	San Benito County RTP
2	Highway 25 Operational Enhancements	Construct passing lanes	Programmed	San Benito County RTP
2	Union Road Widening (East) – San Benito Street to Highway 25	Widen to 4-lane arterial	Programmed	San Benito County RTP
3	Highway 25 4-Lane Widening-Phase I	Widen to 4-lane expressway, San Felipe Road to Hudner Lane	Planned	San Benito County RTP
3	Highway 25 4-Lane Widening-Phase II	Widen from 2-4 Lanes from Hudner Lane to County Line	Planned	San Benito County RTP

RESOURCES

LIST OF PREPARERS:

The following people contributed directly and significantly to the production of this document and the project in general and were instrumental in managing the project through to the preparation of this document.

Rider, Brandy – Senior Transportation Planner
Fifteen years of experience in preparing TCRs, CSMPs, and environmental documents for CEQA/NEPA. Responsible for supervision and review of this document.

Espino, Claudia – PE Senior Transportation Engineer
Seventeen years of experience in Project Development in addition to nine years in Advanced Planning and Technical Support. Responsibilities include overseeing the technical input of this TCR.

Berkman, Jeff - Transportation Modeler
Ten years of experience in transportation demand modeling. Responsible for analyzing existing and future traffic conditions in Chapter 5.

Monroy-Ochoa, Orchid – Associate Transportation Planner
Four years of experience in preparing concept reports and TCRs. Responsible for preparation and management of TCR.

SOURCES:

"Land Use." *Revised Draft Environmental Impact Report 2035 San Benito County General Plan Update*. EMC Planning Group, 2014. Print.

Anon. *2013 Annual Crop Report*. US: San Benito County Agricultural Commissioner; 2013.

APPENDICES:

The following appendices can be accessed at:
http://www.dot.ca.gov/dist05/planning/system_planning.htm#TCRs.
Appendix A: SR 25 Data Sheet
Appendix B: About the TCR