



Statement of Reaffirmation

SR 25 Transportation Concept Report

District 4

June 2017



District 4 System and Regional Planning began developing Transportation Concept Reports (TCRs) prior to Headquarters' commitment to the Department of Finance on TCR delivery and used a format different from Headquarters' 2012 TCR Guidelines and Template. A pre-2012 TCR defines the concept of a State owned/operated/maintained facility, projecting to a 25-year Planning horizon. It describes corridor characteristics such as the existing multimodal transportation network, land use as well as projected long-range corridor travel needs. These TCRs were designed for corridors with low complexity and represent a statement by Caltrans on what the future facility should be to better manage projected travel demand and other considerations such as interregional needs, Goods Movement, system preservation, stewardship and local concerns.

The SR 25 TCR was developed pursuant to Government Code 65086, which states that "the Department of Transportation as owner-operator of the State Highway System (SHS) shall carry out long-term planning to identify future highway improvement." It was informed by Caltrans statutes, policies and directives, along with local and regional partnership input and corridor analyses. Also used in the development of the concept were the Transportation System Development Plan (which has subsequently been replaced by the District System Management Plan Project List), California Transportation Plan, Regional Transportation Plan, Interregional Transportation Strategic Plan, Caltrans Traffic Operations strategies, Caltrans Freeway Agreements, and other regionally and locally approved transportation plans.

Development of the SR 25 TCR represented a cooperative planning effort that was dependent upon the participation and cooperation of key internal and external stakeholders. Caltrans Traffic Operations, Design, Transit and Community Planning, other functional units and external Stakeholders such as county Congestion Management Agencies (CMAs), counties and cities along the corridor have provided essential information, advice, and feedback during the preparation of this document.

The SR 25 TCR covered the majority of the topical areas required in the new TCR format. More importantly, the document's 25-year Corridor Concept that reflected statutes at the time (including Assembly Bill 32 and Senate Bill 375) conforms to current laws, regulations and Caltrans policies, and therefore still remains valid. While many short-term strategies recommended by the document may have already been or are currently being implemented, the remaining 25-year corridor strategies, especially those long-term recommendations that focus on system management and operations and multimodal improvements, are consistent with Caltrans Mission, Vision, Goals and Objectives as well as the Strategic Management Plan 2015-2020.

This Statement reaffirms the 25-year Corridor Concept as well as the long-term recommended strategies to help achieve the Concept as described in the SR 25 TCR. During the next phase of Corridor Planning,

Caltrans District 4 System and Regional Planning will work with Headquarters Division of Transportation Planning to revamp the System Planning program, identify new System Planning products and establish new formats/templates for corridor planning documents. The 25-year concept for each corridor will be revisited and updating documents developed prior to 2012 will be one of the high priorities. It is our goal that the new and improved products and formats will strategically accommodate document updates, address new SHOPP Asset Management requirements, and support further enhanced coordination and collaboration with internal and external stakeholders.

CALTRANS MISSION, VISION & GOALS

MISSION:

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

VISION:

A performance-driven, transparent and accountable organization that values its people, resources and partners, and meets new challenges through leadership, innovation and teamwork.

GOALS:

Safety and Health - Provide a safe transportation system for workers and users, and promote health through active transportation and reduced pollution in communities.

Stewardship and Efficiency – Responsibly manage California's transportation-related assets.

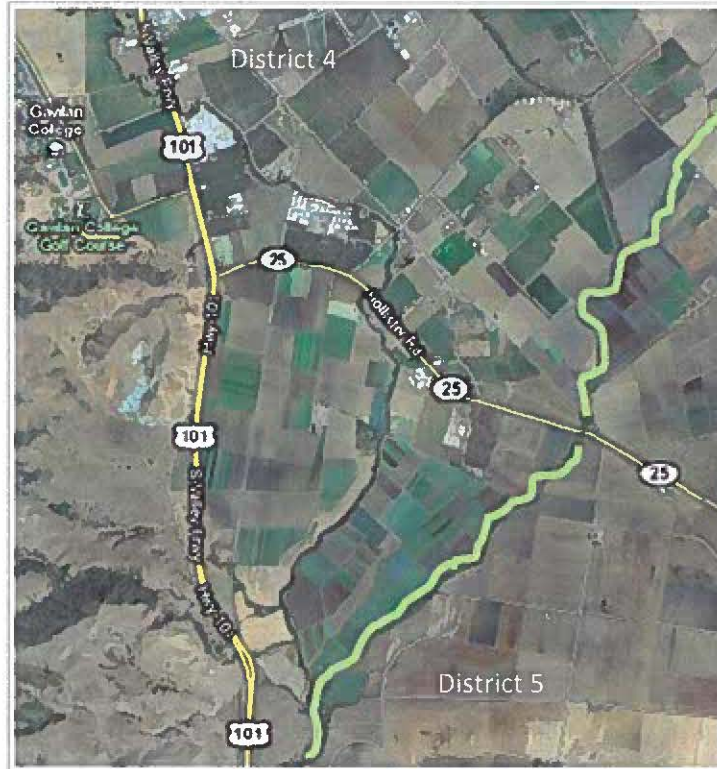
Sustainability, Livability and Economy - Make long-lasting, smart mobility decisions that improve the environment, support a vibrant economy, and build communities, not sprawl.

System Performance - Utilize leadership, collaboration and strategic partnerships to develop an integrated transportation system that provides reliable and accessible mobility for travelers.

Organizational Excellence - Be a national leader in delivering quality service through excellent employee performance, public communication, and accountability.



STATE ROUTE 25 TRANSPORTATION CONCEPT REPORT



The Transportation Concept Report (TCR) is a Caltrans long-range planning document that informs the regional transportation planning process. The TCR provides information regarding route segments, including high priority projects for the highway through 2035, and existing and forecasted traffic data. Projects identified in the TCR will require environmental and engineering studies before final approval and are subject to change.

Approvals:

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Stakeholder Acknowledgement

District 4 is pleased to acknowledge the time and contributions of stakeholders and partner agencies to this TCR. Development of system planning documents such as this one is dependent upon the participation and cooperation of key stakeholders. This TCR represents a cooperative planning effort for SR 25. Representatives of the Santa Clara Valley Transportation Authority, Santa Clara County, and Caltrans District 5 provided essential information, advice and feedback for the preparation of this document.

This TCR will be posted on the Caltrans District 4 System Planning website at:
<http://www.dot.ca.gov/dist4/systemplanning/>

Document Preparation

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SR 25 in Santa Clara County

Transportation Concept Report Contents

The following pages provide an overall route description and summary information on each route segment. Each summary includes a segment map, a segment overview and data tables. A list of future concept projects for each segment is also included. These projects are separated into three categories:

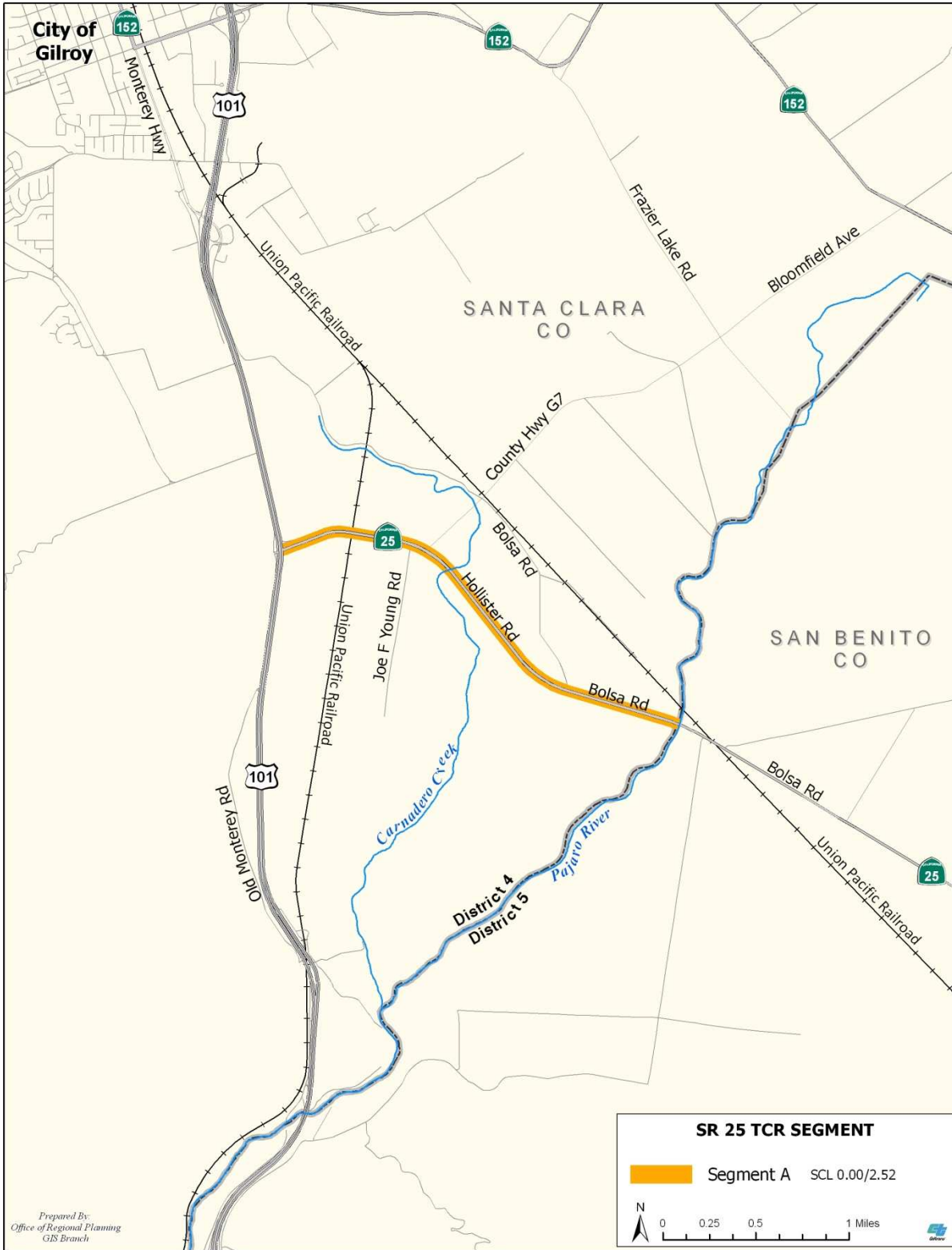
1. Programmed—projects included in the State Transportation Improvement Program, State Highway Operations and Protection Plan, or California Federal Transportation Improvement Program;
2. Planned—projects included in an approved Regional Transportation Plan;
3. Conceptual—projects not yet included in a planning or programming document, but are recommended to maintain mobility and access along the segment.

Project listings include a brief description and estimated completion year.

State and Local Responsibility

Improvements to the State Highway System are the responsibility of both Caltrans and local agencies, and are collaboratively planned, developed and implemented through the regional transportation planning and project development process. Such improvements will provide for the safe and effective management and operation of new and existing transportation facilities through the use of demand reduction and operational management strategies. Developments affecting this route and the regional State Highway System may necessitate that local jurisdictions provide nexus-based, proportional fair-share funding for future highway improvements.

State Route 25 Map



State Route 25 Summary

State Route (SR) 25 commences in Monterey County at a junction with SR 198, traverses through San Benito County in District 5, and connects to US 101 in Santa Clara County in District 4, where SR 25 is a 2.52 mile two-lane conventional highway. The route in District 4 is in a rural setting and has several access roads connecting to it. This section of SR 25 is part of the Interregional Road System and part of the California Freeway and Expressway System.

Segment A: San Benito Santa Clara County line to US 101, SCL 0.00 to 2.52

SR 25 is signed along its entire length and is characterized on both sides by agricultural development. A Union Pacific (UPRR) rail line crosses SR 25 at grade at PM 2.13 in the vicinity of US 101, while a single-track rail crossing of UP occurs just outside Santa Clara County in San Benito County. Meanwhile, SR 25 crosses over the Carnadero Creek and Pajaro River, with the latter crossing also being the county line.



Land use along the route is primarily characterized by agricultural uses, but also includes roadside retail at US 101/SR 25 (Garlic Shoppe). The route serves interregional traffic between Monterey County, San Benito County and Santa Clara County. The route contains a Daylight Headlight Section of 12 miles (within Districts 4 and 5).

The road has both shoulder and center-line rumble strips, with the shoulder belonging to the category of having more than 4 feet of width (10 feet). The posted speed limit is 55 miles per hour. With the California Highway Design Manual as source, the roadway can be classified as Class III designation for bicycles, since it provides for shared use with pedestrian or motor vehicle traffic; this includes the segment of the interchange with US 101. SR 25 does not have sidewalks, but pedestrians can use the paved shoulders.

The route intersects with Young Road and Bloomfield Avenue; SR 25 is called Hollister Road from US 101 to the Bolsa Road intersection, where the route takes on the name of Bolsa Road. Several farm roads also access SR 25.

The route is served by transit provided through County Express, with services provided during commute hours between Hollister and the Gilroy Caltrain Station; their service also includes dial-a-ride services.

A new interchange at the intersection of US 101 and SR 25 is planned to be constructed as part of widening US 101 between Monterey Hwy and SR 129, with Santa Teresa Boulevard in Gilroy then being extended to this interchange. The modification of SR 25 involves a four-lane segment to Bloomfield and will also grade-separate the UP rail tracks.

The Valley Transportation Agency (VTA) County Bike Plan proposes an improvement for bicyclists on US 101/SR 25 with an ABC (Across Barrier Connection) that would create a pedestrian and bike overcrossing from Bolsa Road to what would be Santa Teresa Boulevard.

State Route 25 TCR Summary and Traffic Data

Two Concept Scenarios are developed for 2035. The first is based on the plan to have SR 25 become a four-lane expressway with limited access as noted, for instance, in the SR 25 TCR of District 5 (2007 update) where this segment is addressed as one of six SR 25 segments. With Phase I of the SR 152 Trade Corridor Study (2010), a second proposal exists to combine SR 152 and SR 25 in District 4 (and a small segment in District 5), establishing a six-lane freeway facility for that combination.

		Location			Forecasted LOS and Facility Type					
Segment	Description	County	Post Mile From	Post Mile To	2010 LOS*	25-Year Future LOS**	25-Year Concept LOS***	Existing Facility	2035 Concept Scenario A	2035 Concept Scenario B
A	SCL/SBN County line to US 101	SCL	0.00	2.52	E	F	C	2C	4E	6F

Note: Facility Code C= Conventional lanes, E=Expressway, F=Freeway lanes

*EB and WB Peak Period, source: VTA 2010 Monitoring and Conformance Report.

** Source: Level of Service forecasts from an MTC Travel Demand Model projected twenty-five years of growth in regional jobs and population.

*** Concept A LOS from District 5 SR 25 TCR, Concept B LOS from SR 152 Trade Corridor Study (both "C").

Current Traffic Data – 2009						Prior Three Years	Future Traffic Data – 2035			
Segment	% of Trucks	Directional Split	Peak Hour Traffic	Average Daily Traffic	Volume Over Capacity	Collision Rate Index*	Directional Split	Peak Hour Traffic	Average Daily Traffic	Volume Over Capacity
A	6.5%	50.8%	1,374	11,055	0.78	-40%	50.4%	1,988	17,300	1.24

*Collision Rate Index: The percentage by which each segment's reported collisions rate (fatal, injury and property damage only) is above or below the statewide average reported collisions rate on comparable facilities. Source: 3-year Caltrans Traffic Accident Surveillance and Analysis System data.

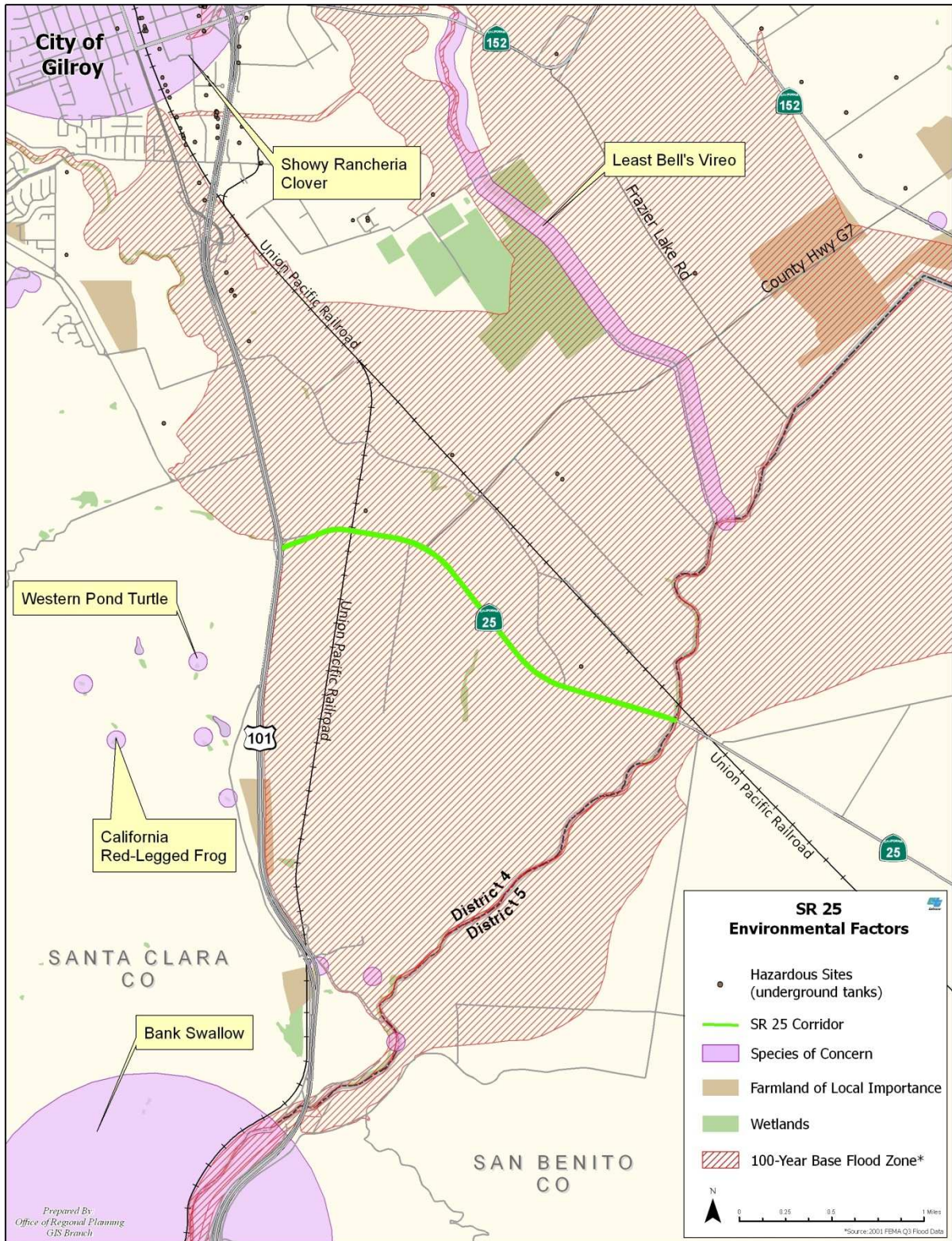
The MTC model for 2035 shows an increase of 56 percent in Average Daily Traffic compared to 2009. Much of this growth can be attributed to expectations of additional jobs in Santa Clara County and additional housing in San Benito County.

Around 7 percent of the traffic on SR 25 in 2009 consists of trucks, with the majority of trucks having either 2- or 5-axles. SR 25 is designated as a federal Surface Transportation Assistance Act (STAA)-Terminal Access route, which represents portions of State routes or local roads that can accommodate and permit access for (larger) STAA trucks.

Environmental Factors

The environmental factors map shown on the next page depicts environmental issues in the vicinity of State Route 25. Some minor wetlands are found nearby, while the county limit falls within the area where the Saline Clover is found, a species of concern. The one-hundred year flood line shows this environment could change dramatically during extremely wet seasons. There are no Priority Conservation Areas (PCAs) or Priority Development Areas (PDAs) within the route's area of influence in District 4.

SR 25 Environmental Factors Map



State Route 25 Corridor Issues

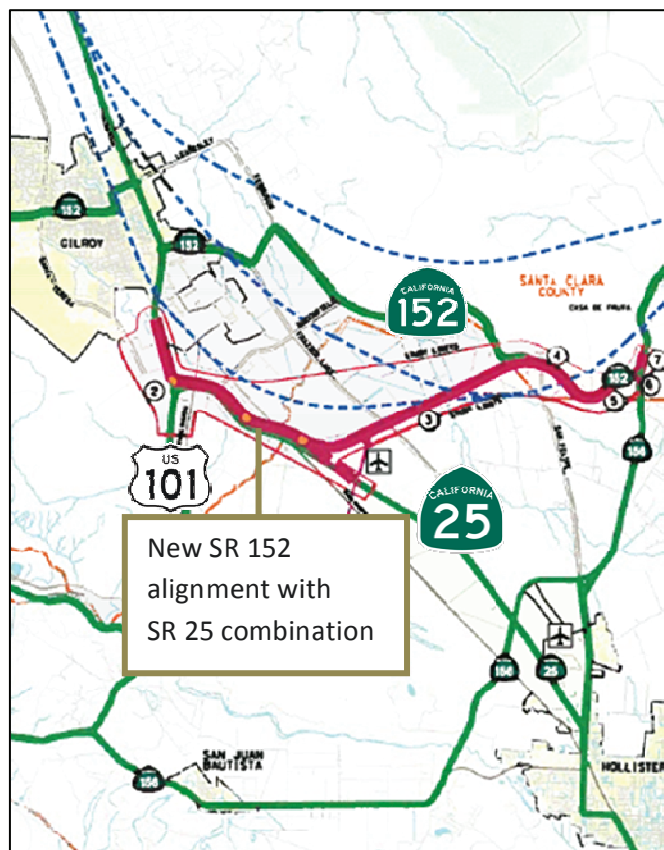
Connectivity – Operations

While Route 25 formerly served mainly agricultural and other local and regional traffic, it is currently a key roadway between the job markets in Santa Clara County/San Francisco Bay Area and more affordable residential housing in San Benito County. As a result of this jobs/housing imbalance, population in San Benito County has increased dramatically. The conflict between the slower moving agricultural cars/trucks and faster-moving commuter traffic from San Benito to Santa Clara County, partly caused by a lack of alternative routes, is among the factors of escalating congestion on this two-lane facility.

Traffic tends to back-up onto US 101 in the southbound direction during PM commute hours at the SR 25 off-ramp. The ramp ends in an uncontrolled T-section to SR 25 and is not capable of accommodating the influx of traffic at that time, causing delays greater than 50 seconds per vehicle for the stop-controlled approaches. A new interchange facility is planned to be built for US 101 and SR 25. This includes SR 25 being reconstructed from US 101 to Bloomfield Avenue into a four-lane segment. These changes have as goal to relieve existing and future traffic on US 101.

SR 152 Trade Corridor Project

A combination of SR 25 and SR 152 is envisioned within the SR 152 Trade Corridor Project that would accommodate current and future goods movement demand along that corridor. Spanning multiple Caltrans Districts and coordinated by VTA, the currently preferred SR 152 realignment combines SR 25 and SR 152 for about four miles to establish a limited access highway; this segment would then be a six-lane facility beginning at US 101 (located within all of District 4 and also covering a small segment in District 5). Meanwhile, what would then be the approach of SR 25 in District 5 towards this combination would also see some adjustments. Though tolling would be the main source for constructing the various projects on SR 152 in this possible public-private partnership, it is not clear yet whether a tolling station would appear on the combined highway.



Williamson Act

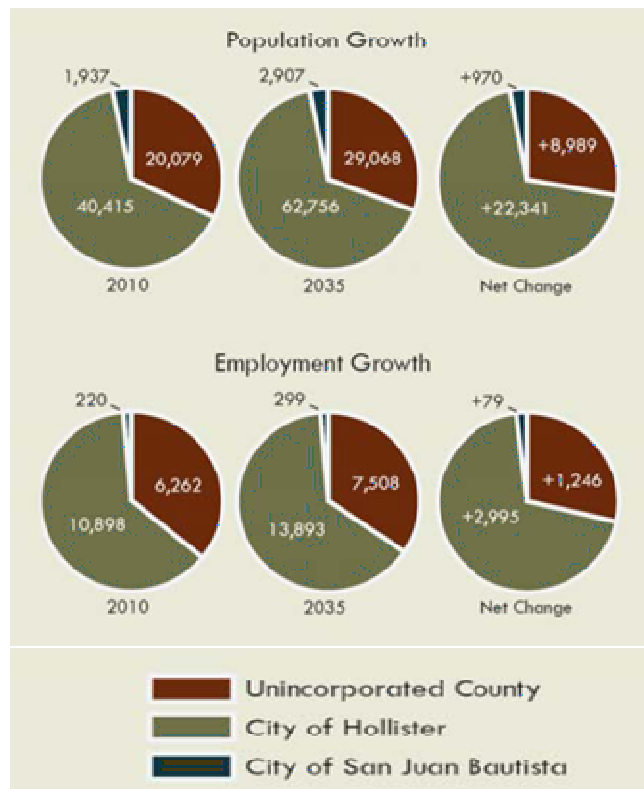
Seventy-six percent of privately held land in San Benito County is under Williamson Act contracts. Land-owners who make use of the Williamson Act see a 20 to 75 percent break on their property tax bill, which encourages farmers to stay in business (since paying taxes on the highest market rate for their parcels could undermine their livelihood). Due to the level of participation in this Act, changes in funding for the Williamson Act may have an impact on future land use near, and transportation on SR 25.

High-Speed Rail

Another aspect currently under consideration is the creation of a High-Speed Rail Station in Gilroy with fast service to San Jose and connections to the Central Valley and Los Angeles. This station has the potential to draw large numbers of jobs to the Southern part of Santa Clara County, which in turn could increase the pressures on Southern Santa Clara and Northern San Benito County in light of housing and other infrastructure. Larger populations would lead to a higher number of users of State Route 25, particularly where it connects both counties.

Updating General Plan

San Benito County is currently in the process of updating the General Plan. For 2035, both the envisioned population and job growth are substantial. The Association of Monterey Bay Area Governments (AMBAG) forecasted in 2008 that the Unincorporated San Benito County, Hollister, and San Juan Bautista could see a net new growth in population of 32,300 people and a net new growth of 4,320 jobs. Particularly the City of Hollister would absorb the lion-share of the growth with absorbing 69% of the population growth in two scenarios, and 95% in a third scenario for the county. Similarly, growth of dwelling units and jobs would particularly occur in the City of Hollister.



One of three scenarios of population and job growth considered in San Benito County for 2035.

Source: San Benito County General Plan Update, Dec 2010.

Rancho San Benito development

By the end of 2007 an application was filed, proposing a 6,800-unit development on 5,792 acres along SR 25 in Northern San Benito County. When completed, El Rancho would have a population of 21,000, while the development would also include space for shopping, employment and open space. Mid 2009, the development company officially withdrew its proposal, an action attributed to a poor economy. However, some property ownership was maintained in the area by the developer, including keeping some level of corporate presence.

Rail, rail crossings, and passenger rail extensions

The Union Pacific main rail line crosses SR 25 at PM 2.13 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.

The Transportation Agency for Monterey County proposes to extend commuter rail service from Santa Clara County south to Salinas on the Union Pacific Coast Main Line track. The project would function as an extension of existing Caltrain commuter rail service, but may be operated by the Peninsula Corridor Joint Powers Board (Caltrain) or the Capitol Corridor Joint Powers Authority. The service would start with two or three round trips, expanding to four to six round trips as demand warrants. That commuter rail line would have to operate in conjunction with freight rail to help reduce the cost of operating the line. Hollister was looked into as possibly receiving a station as well on the Salinas extension.

Lastly, the Amtrak Coast Daylight is proposed as a joint effort by Caltrans/Amtrak, led by the Coast Rail Coordinating Council. The concept project calls for one daily round trip on the existing Coast Main Line track, which crossed SR 25, from downtown San Francisco to downtown Los Angeles to complement the existing Amtrak Coast Starlight service.

Improvement Projects

Programmed:

- Widen US 101 at I/C with SR 25, including a new interchange with SR 25 with widening to 4 lanes from US 101 to Bloomfield. Environmental phase of STIP project programmed, with most work done this year, but slated for completion in spring 2015.

Planned:

- Route adoption SR 25 widening to four lanes (expressway);
- The SR 152 Trade Corridor (with a re-alignment and a truck-climbing lane in District 4) is included in the Plan Bay Area for 2040.

Conceptual:

- Bicycle route;
- Caltrain extension.

State Route 25 Concept Rationale

The Corridor concept conveys Caltrans' vision for a route with respect to corridor capacity and operations for a 25-year planning horizon. Due to the SR 152 Trade Corridor Study, two concepts are considered for State Route 25.

The 1985 Caltrans Route Concept Report (RCR) noted that except for a possible future realignment of SR 152, no concept changes were expected for SR 25. Currently, and noted for instance in the District 5 SR 25 TCR, the State Route is proposed to be upgraded from a conventional two-lane route to a four-lane expressway facility because of expected pressure increases with employment found in Santa Clara and housing opportunities found in San Benito County. With the Trade Corridor Study currently underway as a Project Study Report-Conceptual Approval Report (PSR-CAR), a combination of SR 25 with realigning SR 152 to US 101 would create a combined SR 25/SR 152 facility of six lanes within Santa Clara County.

Even without a realignment of SR 152, the possible creation of a High-Speed Rail Station in Gilroy and the potential growth this could promote will help put additional developmental pressures on San Benito County and lead to subsequent increased use of SR 25.