



Transportation Safety and Investment Plan

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sanbenitocog.org/sbcog/TransportationNeedsConversation/



**FINAL
DRAFT
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Governing Body

The Board of Directors for the Council of Governments is composed of five members with the following representation:



San Benito County

Two representatives
plus one alternate



City of Hollister

Two representatives
plus one alternate



City of San Juan Bautista

One representative
plus one alternate



San Benito County is home to about 60,000 residents, who rely on our transportation system to get to work, school, home, and so much more every day. There are significant transportation needs throughout the county, from local streets and roads to major highways. The fact is, San Benito County roads are crumbling under the weight of decades of underinvestment, and average daily traffic on Highway 25 has doubled since the mid 1990's.

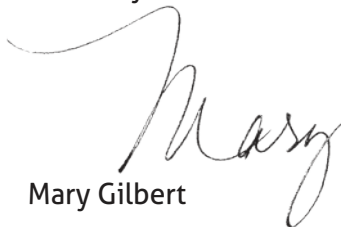
The Council of San Benito County Governments is the County's transportation planning agency. Our locally elected Board of Directors is composed of five members representing all areas of San Benito County, including the City of Hollister, the City of San Juan Bautista, and the unincorporated areas of San Benito County including Aromas, Ridgemark, Tres Pinos, Bitterwater, and Dunneville. Both the Board and Staff are committed to maintaining and improving transportation for all of San Benito County.

We are committed to community input and we are listening. The San Benito County Regional Transportation Plan (RTP) 2040 identifies projects that recognize the transportation needs from public input. 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. We heard a need for local roadway maintenance, improvements to State Route 25, as well as a desire for a healthier, more walkable and bike-friendly community. Community members also emphasized the importance of transportation to support the economic vitality of the region.

Our Regional Transportation Plan has identified a need of more than \$1.8B in projects across multiple modes of transportation and areas throughout the county. Our transportation needs are a shared responsibility of federal, state, regional, and local funding sources including commercial, industrial and residential developers to ensure that new developments pay their fair share of the transportation costs. Even with this, we have gap of \$700M in needs to address the most critical issues — including improving and maintaining local roads and widening Highway 25 to increase safety and relieve traffic.

The following Transportation Safety and Investment Plan details the most pressing needs and a prudent solution to address them. We're in the process of evaluating all possible funding sources, including a possible one-cent transportation sales tax measure on the November 2018 ballot which would raise approximately \$485M over the next 30 years. No final decisions have been made yet, but the following document provides a blueprint for how the county can address its pressing transportation needs. San Benito County has a major transportation crisis to solve. This is a vital step in addressing these issues and setting up the transportation future of San Benito County residents for generations to come.

Sincerely,

A handwritten signature in dark ink, appearing to read "Mary", with a stylized flourish extending from the end.

Mary Gilbert

Executive Director

Council of San Benito County Governments



Community Engagement

The San Benito COG staff and Board of Directors involves the community in planning.

- The Board of Directors has had ongoing public meetings leading up to June 7, 2018 in which they engaged in many study sessions to continue researching San Benito County's transportation needs, continued a larger conversation with the community by receiving community input, and prioritized the needs for this plan.
- Public engagement for the San Benito Regional Transportation Plan was conducted to identify projects with the recognized transportation 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 a healthier, more walkable and bike-friendly community. Community members also emphasized the importance of transportation to support the economic vitality of the region.
- This Transportation Safety and Investment Plan has been built with the help of community input gathered during the ongoing transportation needs conversation happening around the county. This process has included three community engagement meetings, as well as multiple smaller conversations with opinion leaders and key stakeholders around the county.
- The basis for the projects identified in this TSIP is the San Benito County Regional Transportation Plan, input from residents and a countywide survey of voters conducted in March 2018.

Proud of Our Accomplishments:

- | | |
|--|--|
| ✓ Highway 156 construction
(CalTrans project approved and funded) | ✓ Highway 25 Widening Development |
| ✓ Highway 25 Bypass (complete) | ✓ Other Local Roads |
| ✓ Highway 156 Bypass (complete) | ✓ Public Transit: 130,000 Rides a Year to
Commuters, Students, Seniors, People
with Disabilities |
| ✓ Additional roads constructed (complete) | ✓ Safe Routes to School Planning |
| ✓ Highway 25 Safety Improvements
(complete) | ✓ Bike and Pedestrian Improvements |

Transportation Needs

Over the next 22 years, the 2040 San Benito Regional Transportation Plan identifies a transportation system need of over \$1.8 billion in projects across all modes (i.e. highways, roads, transit, and others).

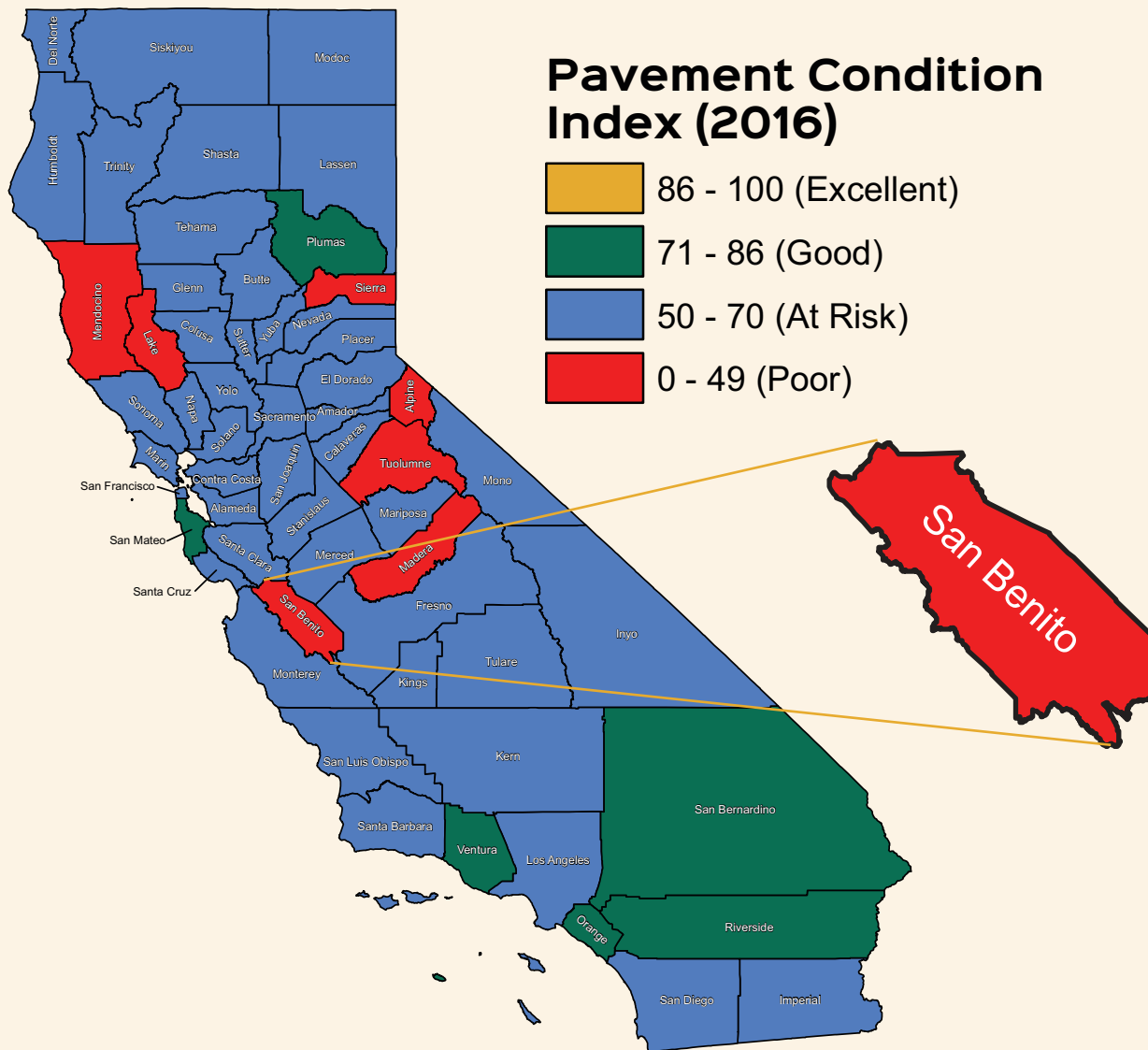
Transportation Needs, Projects, and Funding

The 2040 San Benito Regional Transportation Plan identifies the greatest financial need (90%) for local roads and the regional highway system. San Benito region's network of roads is crumbling under the weight of decades of underinvestment due to funding deficiencies. In 2016, the California Statewide Needs Assessment Project surveyed California's 58 counties and 482 cities on the condition of local streets and roads infrastructure. The survey concluded that San Benito County ranked one of seven counties in the State of California to have an average pavement condition of 46 ("poor"), which is significantly worse than the statewide average.

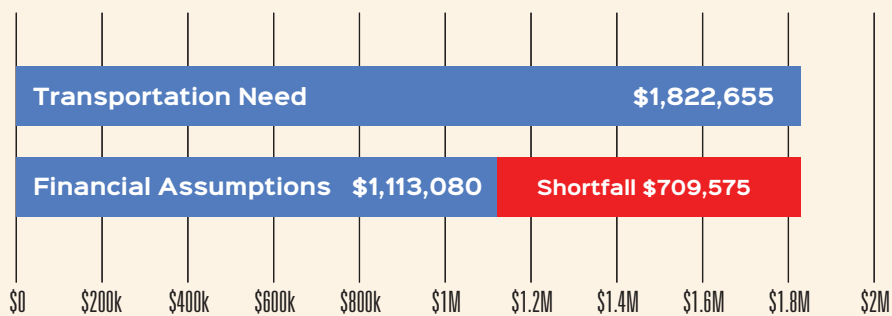
Funding inadequacies continue to be a challenge facing the San Benito highway system. State Route 25 is a primary commuter route between Hollister to points north. When traffic volumes exceed the capacity of a two-lane roadway, 100 percent of time is spent following other vehicles and average travel speeds of less than 30 mph. Commercial trucks travel through the area on SR 25 and are also subject to delays due to the congestion. The lack of adequate funding is the biggest challenge facing the San Benito region in its delivery of transportation projects and programs.

Transportation projects in the San Benito region are funded through a variety of federal, state, regional, and local funding sources. Based on projected revenue sources, \$1.1 billion is reasonably anticipated to be available to finance \$1.8 billion in transportation projects between the years 2018 and 2040. **There is a \$709 million deficit in transportation funding needed to meet the entire needs of the San Benito region over the next 22 years.** A 1¢ sales tax for transportation would generate approximately \$485 million dollars over a 30-year period, and qualify San Benito County to compete for Federal and State matching funds. Agencies in San Benito County are working to reduce congestion, greenhouse gas emissions and enhancing the overall quality of life by improving safety, access and mobility for all residents.

1. Highway 25 Widening Design Alternatives Analysis Study, 2016



Transportation Funding Needs Vs. Financial Assumptions (000's)



Goals and Objectives

I. Improve and Maintain the Quality of Life in San Benito County by Supplementing Existing Transportation Funds with a New Local Funding Source

- a. Generate new, locally controlled funding for high priority transportation projects only in San Benito County.
- b. Enhance the ability of the Council of San Benito County Governments ("Council of Governments"), the County of San Benito, the City of Hollister and the City of San Juan Bautista to secure additional State and Federal funding for transportation projects in San Benito County by leveraging matching local funds.
- c. Combine existing local fund sources to enhance the Council of Governments' and County's ability to deliver high priority transportation projects in San Benito County.

II. Provide for Equity in the Distribution of Revenues

- a. Provide funds to the Unincorporated County, City of Hollister, and City of San Juan Bautista based on an equitable formula distribution of funds.
- b. Adopt Improvement Plan proposals from the local jurisdictions which address the unique needs of each of these areas of the County.
- c. Provide for a reasonable balance of funds based on identified needs between highways, road maintenance, local street and road improvements, transit services (for youth, seniors, students, and people with disabilities) and pedestrian and bicycle safety improvements.

III. Provide for Local Control of the Revenues and Transportation Safety and Investment Plan Program Through the Council of Governments's Administration

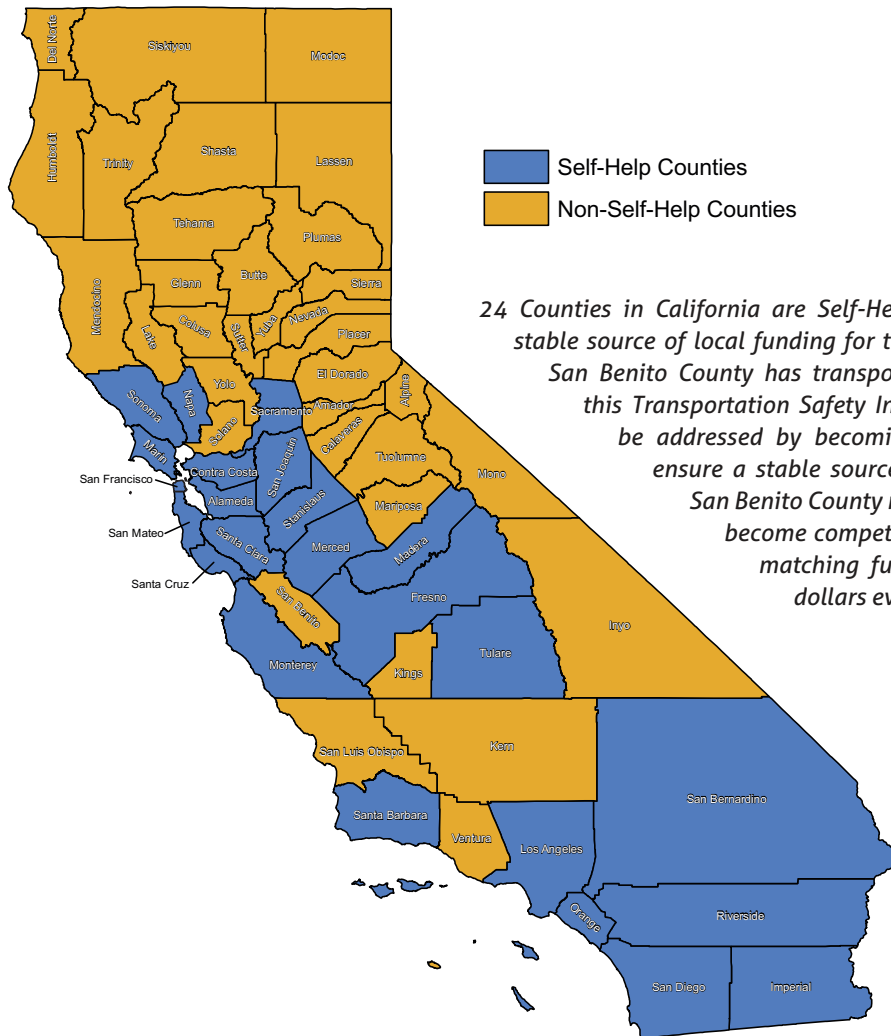
- a. Provide for cost-effective, local administration of the program through the Council of San Benito County Governments, which previously administered local Measure A funding.
- b. Delegate appropriate administrative responsibility to cities, the County, and other local agencies for local programs.
- c. Limit administrative costs to a maximum percentage annually. Not to exceed 1%.

IV. Provide for Taxpayer Safeguards and Oversight

- a. Conduct annual independent financial audits.
- b. Establish a Citizen's Oversight Committee responsible for meeting not less than once annually to review expenditures and projects.

V. Become a Self-Help County

- a. Local sales tax dollars represent a reliable and stable funding source for critical transportation programs and projects, despite volatile State and Federal funding. These are local funds ONLY for our local San Benito County. Self-Help counties qualify and become competitive for State and Federal matching funds to leverage taxpayer dollars even further.





Introduction

This Transportation Safety and Investment Plan was prepared by the Council of San Benito County Governments for the proposed one percent (1%) local transactions and use tax for transportation to be collected for the next 30 years if approved by the voters on November 6, 2018. This is proposed by the Council of Governments as a means to fill the funding shortfall of over \$700 million to implement needed highway, local street and road maintenance, local road improvements and safety measures, transit improvements for youth, seniors, students, and people with disabilities, and pedestrian and bicycle safety improvements.

Expenditure Summary

	Priority	How to Address the Need	Improve Safety	Reduce Traffic Congestion & Improve Traffic Flow	Estimated Project Investment
					
 Widen Highway 25 to reduce traffic congestion	Tier I	Provide funding for environmental, design and construction of the Route 25 4-Lane Expressway Project. Local funds will be used to match with State and Federal funds as well as Traffic Impact Mitigation Fees.			\$242M*
 Maintain local roads, repair potholes, and improve traffic flow	Tier II	Funding will be provided to each local jurisdiction (City of Hollister, City of San Juan Bautista, and San Benito County) based on a population-based formula. 47.5 percent to San Benito County, 47.5 percent to the City of Hollister, and 5 percent to the City of San Juan Bautista. Funds will be distributed annually by COG and local jurisdictions will implement cost-effective improvements based on their Pavement Management Plans, General Plan Circulation Elements, and the Regional Transportation Plan. Local funds will be used to match with state gas tax funds already provided to the local jurisdictions.			\$216M
 Other categories	Tier III	• Pedestrian and Bicycle Safety • Mobility, bus and paratransit services for seniors, people with disabilities, and youth • Other Projects • Administration (capped at 1%) • Future planning & Contingency			\$27M

* Highway 25 improvements funding to be based on maximum use of matching State and Federal Funds and Traffic Impact Mitigation Fees to reduce the burden of local funds and maximize our investment, with remaining funds to Tier II and Tier III.

Total Approximate Investment \$485M

Transportation Safety and Investment Plan

The Council of Governments shall prioritize investment plan projects in the following way:



1. Widen Highway 25: Relieve Traffic and Improve Safety

The Council of Governments shall conduct an environmental study, design and construction of the Route 25 4-Lane Expressway Project, building a new 4-lane highway between Hollister and Santa Clara County. Local funds will be used to match with State and Federal funds as well as local Traffic Impact Mitigation

Fees. The Council of Governments and its local jurisdictions will work closely with the California Department of Transportation and the California Transportation Commission to maximize the State contributions to project development and funding the project. In addition, local developers will be required to pay their "fair share" for project impacts of new housing and retail development on the highway, which is identified as 40% of the total cost.



2. Local Street and Road Repair, Maintenance and Rehabilitation, and Improvements: Improve Safety & Traffic Flow

Funding will be provided to each local jurisdiction (City of Hollister, City of San Juan Bautista, and San Benito County) based on a formula. Funds will be distributed annually by Council of Governments and local jurisdictions will implement

based on their Pavement Management Plans, which identify specific priority roadway segments for maintenance and rehab. Local funds will be used to match with state gas tax funds already provided to the local jurisdictions.

Funds will be distributed in order to ensure county-wide equity, including, but not limited to:



San Benito County

Local neighborhood street and road maintenance by priority from San Benito County pavement index study and capital improvement projects, re-evaluated on an annual bases, including but not limited to:

- Anzar Road Repair from Searle Road to Gannon Road
- Buena Vista Road
- Carr Avenue Bridge Replacement
- Carr Avenue Heavy Rehab
- Cienega Road at Bird Creek Bridge Replacement

- Cienega Road Heavy Rehab and Seal Cracks
- Cole Road Heavy Rehab/Repair from Ricardo Ct. to Anzar Road
- F Street - Tres Pinos Heavy Rehab and Seal Cracks
- Fairview & Fallon Road Intersection Realignment and/or Signalization
- Fairview Road Heavy Rehab and Seal Cracks
- Frazier Lake Road
- Nash Road
- San Benito Street Heavy Rehab from Southside Road to Union Road
- San Felipe Road Heavy Rehab
- San Juan Canyon Road Heavy Rehab from Salinas Road to end of PCC
- San Juan Highway from Anzar Road to Hwy 101
- Shore Road Heavy Rehab and Seal Cracks from Hwy 25 to San Felipe Road
- Southside Road Heavy Rehab
- Union Road Heavy Rehab and Seal Cracks



City of Hollister

Local neighborhood street and road maintenance by priority from San Benito County pavement index study and capital improvement projects, re-evaluated on an annual bases, including but not limited to:

- Complete streets project for Nash/Tres Pinos/Sunnyslope Roads and McCray Street
- Gateway Drive and San Felipe Road Intersection
- Memorial Drive Extension: Meridian St. to Santa Ana Road
- Memorial Drive North Extension: Santa Ana Road to Flynn Road/Shelton Intersection

High-Priority Pavement Rehabilitation Projects

- Buena Vista Road
- College Street from Second Street to South Street Heavy Maintenance
- East Street from Santa Ana Road to Seventh Street Heavy Maintenance
- Hawkins Street from San Benito Street to Prospect Street Heavy Maintenance
- Haydon Street from San Benito Street to Prune Street Heavy Maintenance
- Powell Street from South Street to Fourth Street Heavy Maintenance
- San Felipe Road from North of Hwy 25 to County Boundary Medium/Heavy Maintenance
- Lana Way from Fallon Road to Shelton Drive Heavy Maintenance
- Shelton Drive from Fallon Road to Lana Way Heavy Maintenance
- Airport Drive from Skyline Drive to San Felipe Road Heavy Maintenance

- Aerostar Way from Airport Limits to Flynn Road Heavy Maintenance
- Airport Drive from West End to Flynn Road Heavy Maintenance
- Locust Avenue from Buena Vista Road to Fourth Street Heavy Maintenance
- Monterey Street from Haydon Street to Third Street Heavy Maintenance
- West Street from Third Street to Nash Road Heavy Maintenance
- Chappell Road from Maple Road to Meridian Road Heavy Maintenance
- Fremont Way from East Street to Locust Avenue Heavy Maintenance
- South Street from McCray Street to Powell Street Heavy Maintenance
- Nash Road from Westside Street to East of Cushman Street Heavy Maintenance
- Powell Street from Nash Road to A Street Heavy Maintenance
- Line Street from Nash Road to South Street Heavy Maintenance
- Monterey Street from Nash Road to B Street Heavy Maintenance
- Monterey Street from B Street to Haydon Street Heavy Maintenance
- West Street from Third Street to Nash Road Heavy Maintenance
- Hawkins Street from San Benito Street to West Street Heavy Maintenance
- B Street from West Street to Line Street Heavy Maintenance
- Central Avenue from Miller Street to Felice Street Medium/Heavy Maintenance
- Hawkins Street from San Benito Street to Prospect Avenue
- Nash Road from Westside Street to East of Cushman Street
- Tres Pinos Road from East of Cushman Street to Hwy 25
- Prospect Avenue from South Street to Park Street
- Memorial Drive from Hillcrest Street to Verdun Street
- Hillcrest Road from McCray Street to Industrial Avenue
- McCray Street from Santa Ana Road to Hillcrest Road
- San Benito Street from Nash Road to 280 FT. County Boundary
- Olive Street from San Benito Street to Sherwood Street
- Sally Street from Nash Road to Tracks
- Victoria Street from Haydon Street to Olive Street
- Haydon Street from Sherwood Street to West Street
- Ladd Lane from Talbot Street to Tres Pinos Road
- Verdun Avenue from Versailles Drive to Memorial Drive
- Valley View Road from Crescent Street to Crestview Street
- Sunnyslope Road from Airline Hwy 25 to Memorial Drive
- Sunset Drive from Clearview Street to Memorial Drive
- Hilltop Street from Cerra Vista Street to Sunset Drive

- Highland Drive from Hilltop Street to Vallejo Street
- Gabilan Drive from Clearview Street to Highland Drive
- El Toro Drive from Sunnyslope Road to Meridian Street
- Calistoga Drive from Vallejo Street to Union Road



City of San Juan Bautista

Local neighborhood street and road maintenance by priority from San Benito County pavement index study and capital improvement projects, re-evaluated on an annual bases, including but not limited to:

- Complete Third Street
- Replace and widen San Juan-Hollister Road and add bike lanes
- Replace South Fifth Street
- Replace Mission Street
- Replace East Church Street
- Restore and restripe for diagonal parking on Muckulemi Street
- Speed control on Fourth Street
- Crosswalk and safe pedestrian travel traversing east side of Hwy 156 traffic light
- Bike lanes through the city
- Downtown crosswalk restoration and beautification
- Local street and roadway maintenance and life span protection (pothole repair, road conditioning, chip sealing, crack mitigation, asphalt shoulders) 2019-2040



3. Mobility, Transit, and Paratransit

- Projects that enhance pedestrian and bicycle safety, including implementation of Safe Routes to School projects and projects identified in the Countywide Bicycle, Pedestrian Master Plan, and Regional Transportation Plan in Hollister, San Juan Bautista, and San Benito County.
- Services for seniors, people with disabilities, and youth as described in the Regional Transportation Plan for the community.
- Projects that enhance safety and improve traffic flow on local roadways, including operational improvements, traffic calming, and "complete streets" measures.
- Administration (capped at one percent)
- Future Planning & Contingencies, to be reviewed by the COG Board and Oversight Committee before funds are expended.

Administrative Provisions and Taxpayer Safeguards

1. Funds will be administered by the Council of San Benito County Governments (Council of Governments)

The revenue raised for the purposes described in this Plan will be administered by the Council of Governments and an account shall be created to hold all funds collected. The Council of Governments is a Joint Powers Authority created in 1973 for the purpose of forming consensus on regional issues facing San Benito County.

In order to ensure accountability, transparency and public oversight of all funds collected and allocated, and to comply with state law, all of the following shall apply:

- a. The Council of Governments will commission an independent annual audit of its revenue and expenditures and will also prepare a publicly available annual report on past and upcoming activities and publish an annual financial statement.
- b. Prior to expenditure of any funds collected, the Council of Governments Board shall convene an Expenditure Plan Oversight Committee to provide oversight.
- c. Members of the Expenditure Plan Oversight Committee shall be appointed by the Council of Governments Board of Directors and shall be residents who are neither elected officials of any government, nor employees from any agency or organization that either oversees or benefits from the proceeds of the sales tax. The Committee shall include, at a minimum, representatives from the City of Hollister, the City of San Juan Bautista, and the unincorporated areas of San Benito County.
- d. Expenditure Plan Oversight Committee shall meet at least once but no more than four times per year.
- e. The Oversight Committee members will serve staggered two year terms and can be reappointed.
- f. All actions, including decisions about selecting projects for funding, will be made by the Council of Governments Board in public meetings, subject to the Brown Act and closed session requirements, with proper advanced notice and with meeting materials available in advance to the public.

The responsibilities of the Oversight Committee include:

- Advising the Council of Governments Board.
- Making recommendations regarding annual expenditure priorities.
- Reviewing Plan expenditures on an annual basis to ensure they conform to the Plan.
- Reviewing the annual audit and report prepared by an independent auditor, describing how funds were spent.
- Producing a publicly available Annual Report of Oversight Activities.

2. Additional Allocation Criteria and Community Benefits

The Council of Governments shall ensure that the revenue generated is spent in the most efficient and effective manner possible, consistent with serving the public interest and in accordance with existing law and this Plan.

- a. The Council of Governments shall give priority to projects within its jurisdiction that meet multiple objectives of the Council of Governments Expenditure Plan document and including one or more of the following objectives:
 - Provide for geographic distribution of projects.
 - Increase impact by leveraging state and federal funding resources as well as public/private partnerships.
 - Benefit the economy and sustainability of the region by investing in infrastructure and local quality of life.
- b. The Council of Governments Governing Board shall conduct one or more public meetings annually to gain public input on selection of project grants to expend revenues generated.
- c. The Council of Governments may accumulate revenue over multiple years so that sufficient funding is available for larger and long-term projects. All interest income shall be used for the purposes identified in this Plan. The Council of Governments can bond against these funds as the laws allow.

- d. Costs of performing or contracting for project-related work shall be paid from the revenues allocated to the appropriate purpose and project.
- e. An annual independent audit shall be conducted to assure that the revenues expended by the Council of Governments under this section are necessary and reasonable in carrying out its responsibilities under this Expenditure Plan/Ordinance.
- f. Sales tax proceeds are intended to augment annual support for the Council of Governments and do not substitute for individual city or County maintenance obligations. Monies from this program may not go to a city's or the County's "General Fund."
- g. Revenues provided from the sales tax shall not be used to replace private developer or foundation funding which has been or will be committed for any project.
- h. Examples of similar projects eligible for funding may be found at www.sanbenitocog.org.

3. CEQA Compliance

The approval of this Expenditure Plan does not commit the Council of Governments to funding or approving any specific project or activity listed herein. Prior to approving or authorizing funding for any specific project or activity identified in this Expenditure Plan, the Council of Governments shall comply with all applicable provisions of the California Environmental Quality Act (CEQA).

4. Amendments

Expenditure Plan Amendments. The Council of Governments may annually review and propose amendments to the Expenditure Plan to provide for the use of additional Federal, State and local funds, to account for unexpected revenues, or to take into consideration unforeseen circumstances. Amendments to the list of projects in the Expenditure Plan will only be considered for projects that are included in the established Regional Transportation Plan at the time the amendment is proposed and/or by the priorities established in this Transportation Safety and Investment Plan.

The Expenditure Plan may only be amended, if required, by the following process set forth in Section 180207 of the Public Utilities Code: (1) Initiation of amendments by the Council of Governments reciting findings of necessity; (2) Provision of notice and a copy of the amendments provided to the Board of Supervisors and the City Councils of the Cities of Hollister and San Juan Bautista; (3) The proposed amendments shall become effective 45 days after notice is given.