



Update and Discussion On Plans and Policies Influencing the Use of JPB Property

Board of Directors
March 7, 2019



Overview

1. Provide information:
 - a) Background and context on current uses of JPB property
 - b) Update on four interrelated planning and policy efforts to guide future use of JPB property
2. Solicit feedback from Board:
 - a) High Level discussion of potential goals and objectives for Caltrain's TOD Policy
3. Discuss recommended next steps



Background and Context on Use of JPB Property





Why Do We Need Four Efforts to Guide Future Use of JPB Property?

Caltrain's property holdings are unique

- Old system that started serving Peninsula in 1863
- Caltrain has a dynamic corridor
- Public agency purchased an existing system
 - ROW purchased by JPB in 1991
 - In 1980s, Southern Pacific already separated development parcels from ROW for Catellus
 - » Example: Catellus retained underlying fee in SF Yard
 - The amount of property purchased by the JPB was whittled down to correspond to available funds



Why Do We Need Four Efforts to Guide Future Use of JPB Property?

Caltrain's property holdings are unique

- Stations were granted to the JPB by State in 1995
- The JPB's property holdings are more limited than other transit agencies, such as BART, which was built starting in the 1970s and through early 2000s.
 - BART's focus on car parking so they typically purchased substantial amounts of land around stations



Example of Millbrae Station: BART and Caltrain Station Property Holdings





Current Use of JPB Property

- Use of JPB property is principally dedicated to serving the agency's mission as a rail service provider
- Requires infrastructure such as tracks, stations, grade separations, signals
 - The railroad is continuing to grow and the extent of its future infrastructure and land needs are not yet fully known



Current Use of JPB Property

- Non-railroad uses are allowed on JPB property only if they are compatible with current and potential future agency needs and railroad uses of the property
 - Examples of typical uses:
 - Utility and street crossings
 - Revenue-generating, commercial leases
 - TOD projects



Current Use of JPB Property

- Tension between preserving land for potential future railroad use and using land for longer-term non-railroad uses
 - One TOD project (Hayward Park) has been pursued but only after determination that it would not preclude future railroad uses



Future Use of JPB Property

- Many changes coming to Caltrain corridor in the future, which will affect future rail service and future use of JPB property:
 - Electrification of corridor
 - Expanded fleet and maintenance needs
 - Potential grade separation projects
 - Blended service with High Speed Rail
 - Other potential Caltrain infrastructure projects related to Business Plan Implementation



Typical Station: Example of Balancing Tradeoffs with Future Use of JPB Property



Update on Planning and Policy Efforts to Inform and Guide Use of JPB Property



Purpose of the Four Efforts

- Provide a cohesive and “living” framework of policy direction and decision-making tools related to the use of JPB property assets
- All four efforts work together with one another
- The four policy and planning analyses include:
 - Caltrain Business Plan
 - Rail Corridor Use Policy
 - Station Management Toolbox
 - Transit-Oriented Development Policy



Relationship between Efforts

- These projects are complex, and the relationships between them are complicated
 - Staff report serves as a reference document and provides extensive information and background on the four efforts and their relationships to one another
- Today's focus:
 - "Refresher" summary on the four efforts
 - High-level discussion about relationship of the TOD Policy to the three other efforts, to provide information to ground subsequent discussion of TOD goals and objectives



Caltrain Business Plan

- “How should Caltrain grow?”
- Key outcomes:
 - Long-range vision for Caltrain’s rail service, including:
 - Train service patterns
 - Conceptual infrastructure needs
 - Costs and outcomes of service delivery
 - Business case and strategy
 - Implementation plan



Rail Corridor Use Policy (RCUP)

- “How could the JPB’s land be used and who could use it?”
- “What property could be available for non-railroad uses, such as TOD projects?”
- Key outcomes:
 - Map of JPB real estate assets and potential capital projects
 - Inventory of potential development opportunity sites
 - Policy document to guide review process for proposed uses on JPB property
 - Methodology to balance railroad needs with potential revenue opportunities



Station Management Toolbox

- “What are potential outcomes and tradeoffs associated with development and access improvements at stations?”
 - Example: evaluating effects of a TOD project on a current Caltrain station parking lot
- Key outcomes:
 - Performance goals and metrics for stations
 - Data-driven tool to test and evaluate access and development options at stations
 - Quantitative analysis to support decision-making and managing of stations



Transit-Oriented Development Policy (TOD Policy)

- “How should the JPB develop land that is available for non-railroad uses?”
- Key outcomes:
 - Goals for TOD on JPB property
 - Refined list of potential opportunity sites for TOD projects
 - Business objectives associated with joint development
 - Policies for engaging with local planning efforts and promoting TOD in station areas

Relationships to TOD Policy

- **Business Plan:**
 - Establish long-term service vision for Caltrain
 - Provide conceptual capital infrastructure requirements for the Business Plan's service vision, which will be incorporated into the **RCUP's** assessment of potential opportunity sites for development
 - Help define roles of value capture and joint development in Caltrain's business model, which will inform the **TOD Policy's** approach

Relationships to TOD Policy

- **Rail Corridor Use Policy:**
 - Provide inventory of potential development opportunity sites to inform the **TOD Policy**
- **Station Management Toolbox:**
 - Provide analysis to inform approach of the **TOD Policy**, including tradeoff analysis at stations (parking vs. TOD, balance of access improvements, etc.)



What's Next for these Efforts

- The RCUP, Toolbox, and TOD Policy are being closely coordinated with the Business Plan process
 - Work is underway and will continue
 - Anticipated completion by end of 2019
 - Timing and finalization of these three efforts may adjust to ensure they are synchronized with the Business Plan

Discussion about Issues Related to the Use of JPB Property and TOD



Discussion of Purpose and Goals

- Staff has develop a draft statement of purpose for the TOD Policy as well as a series of proposed Overarching Goals
- Staff seeks Board guidance and input on the purpose and goals



Discussion: Purpose of the TOD Policy

- Express Agency's goals and business objectives for joint development on its property
- Outline process and requirements for property disposition
- Identify Agency's role(s) in promoting TOD in station areas
- Describe other objectives and roles for Agency in encouraging TOD along Caltrain corridor



Discussion: Potential Overarching TOD Goals

- Promote transit ridership
- Enhance financial sustainability of the Agency
- Provide affordable housing and other community benefits
- Collaborate with partners to encourage TOD and sustainable land use patterns

Discussion: Policy Areas

- Staff suggests each of the goals be organized across three areas:
 - Joint development projects on Agency Land
 - Station areas, outside of Agency Land
 - Beyond
- The next slide provides an example of how specific policy objectives may be developed across each of these three areas the goal of “Promote Transit Ridership”



Goal: Promote Transit Ridership

Joint Development

- Maximize density on Agency-owned properties
- Include transit-supportive uses
- Limit parking for private development and encourage walking, biking and other modes

Station Areas

- Advocate for transit-supportive uses and higher densities
- Support access improvements
- Coordinate with local property owners on TDM programs

Beyond

- Advocate for State policies to support transit, TOD and increased densities

Recommended Next Steps





Recommended Next Steps

- Continue to advance RCUP, Toolbox, and TOD Policy in close coordination with Business Plan process and findings
 - Staff will use Board input to develop guidelines for disposition process and business terms based
- RCUP, Toolbox, and TOD Policy progress update and opportunity for additional feedback in spring 2019
- All four efforts on track for completion by end of 2019