

Caltrain Rail Corridor Use Policy

Peninsula Corridor Joint Powers Board
January 9, 2020



Overview of Presentation

- **Background on RCUP**
- **Draft RCUP Maps**
 - Draft Property Use Zones
 - Draft Service Vision Capital Project Overlay
 - Draft Key Mapping Findings
- **Draft Decision-Making Framework**
- **Next Steps**



Background and Context



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Why is Caltrain developing the Rail Corridor Use Policy (RCUP)?

JPB staff **frequently** receive requests from third parties to use JPB property for all types of “non-railroad uses,” such as:

- Utilities
- Development projects
- Commercial businesses
- Access facilities
- Pop-up events
- Farmers markets

→ Would the proposed use be compatible with the railroad’s current and future needs? →

A Board-adopted policy is needed to check compatibility of proposed uses and guide use of JPB property to achieve Caltrain’s Adopted Long-Term Service Vision



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RCUP Objectives

- Provide a Board-adopted **policy framework** that supports the delivery of Caltrain's Long-Term Service Vision while also clarifying nearer-term opportunities for the use of JPB property
- Develop a **process** for considering and approving the range of proposed uses and projects on JPB property
- Provide **transparency** on decision-making process and outcomes

What will the RCUP contain?



Policy Framework



Maps



Decision-Making Process

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RCUP Users and Applications

Primary Users

- Caltrain staff
- Joint Powers Board

Example Applications

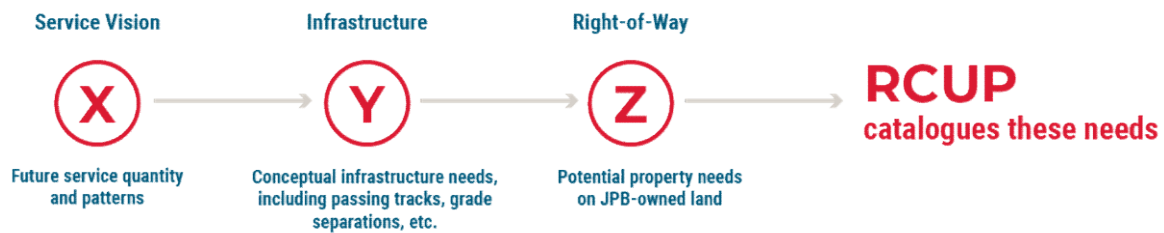
Checking the compatibility of proposed third party uses such as:

- Proposed revenue-generating land uses of JPB property, such as:
 - A potential long-term lease for a joint development project, or
 - A potential commercial lease for a business.
- Proposed community land uses on JPB property, such as:
 - A potential park, or
 - A potential access facility.
- Other proposed uses of JPB property



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Connection to Caltrain's Long-Term Service Vision



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What are the preliminary conclusions from the RCUP analysis?

- Most of the JPB's property is needed for **operations and for potential future capital projects** to support delivery of Caltrain's Long-Term Service Vision.
- The RCUP analysis shows a **very limited number of sites that could be potential development opportunities** without encroaching on area that is needed for potential future capital projects to support Caltrain's Long-Term Service Vision.
- Looking to the future, there could be additional potential opportunities to **integrate development projects with potential future capital projects** that support Caltrain's Long-Term Service Vision.



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What are the preliminary conclusions from the RCUP analysis?

- The RCUP analysis shows 2 draft sites that are “high potential opportunity sites” – regularly shaped and >1.5 acres in size – that could be candidates for standard, independent development projects. **The draft high potential opportunity sites total 4.8 acres.**
- The RCUP analysis shows 7 draft sites that are “other potential opportunity sites” – irregularly shaped, <1.5 acres in size, or have other issues – that could potentially be candidates for development, pending further analysis. **The draft other potential opportunity sites total 6.8 acres.**
- The RCUP opportunity site analysis is preliminary – **additional real estate analysis is needed** through the TOD Policy to refine the number and size of the potential opportunity sites.



Connection to Other Projects

How does the RCUP fit in with Caltrain’s other planning and policy tools and documents?

Caltrain Business Plan

How Should Caltrain Grow?

Rail Corridor Use Policy (RCUP)

How could JPB’s land be used?

Who could use JPB’s property?

What property could be available for non-railroad uses, such as development projects?

JPB Property Assets
Four interrelated policies, plans, and tools to guide use of JPB Property

Station Management Toolbox

What are potential outcomes and tradeoffs associated with development and access improvements at stations?

Transit-Oriented Development Policy

How should JPB develop land that is available for non-railroad uses?

Draft RCUP Maps



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RCUP Mapping Process

Property
Use Zones



Service Vision
Capital Project
Overlay



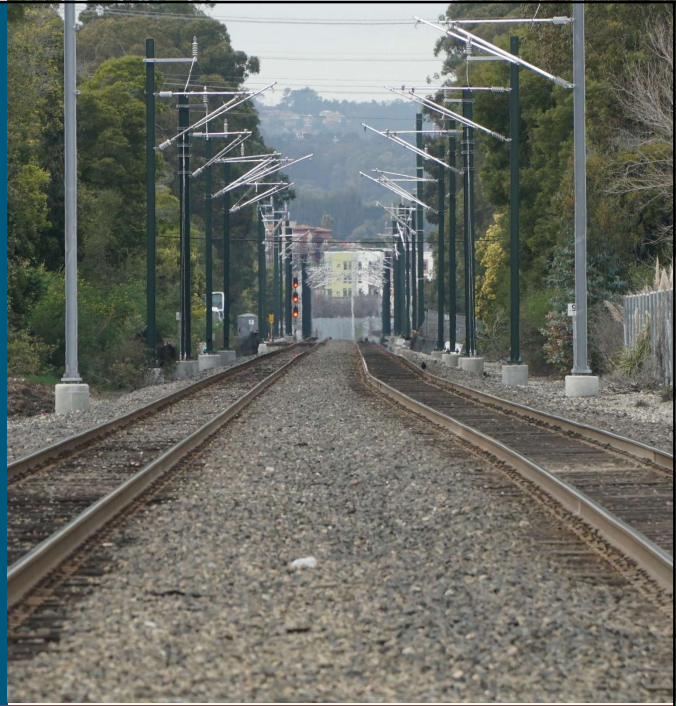
- Draft maps have been developed for all the JPB's property and operating easements.
- Two key components to the RCUP maps:
 - **Property Use Zones** serve as the **base land use districts** for JPB property in the RCUP.
 - **Service Vision Capital Project Overlay** is an overlay to the Property Use Zones and includes all **potential future capital projects** on JPB property that support the Business Plan's service vision.



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Property Use Zones

- Applied to all JPB property on the Caltrain corridor.
- Each Property Use Zone has a list of allowable land uses that could be located within each zone.



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Property Use Zone 1: Operating Right-of-Way

- Property reserved for the safe operation of the railroad.
- Generally unavailable for non-railroad land uses, except compatible utility uses.

Property Use Zone 2: Station Right-of-Way

- Property located at and near Caltrain stations; includes facilities that support the functioning of the station.
- Could include non-railroad land uses that are compatible with the functioning of the station and safe operation of the railroad.



Note: This is a draft map that is for general information only. Peninsula Corridor Joint Powers Board property lines are approximate and for illustrative purposes only.



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Property Use Zone 3: Non-Operating Right-of-Way

- Property that is not included in Property Use Zones 1, 2, or 4.
- Could include non-railroad land uses that are compatible with the safe operation of the railroad.

Property Use Zone 4: Special Study Area

- Property that is involved in a defined, complex planning process with multiple stakeholders (currently includes San Francisco and San Jose terminals).
- Generally unavailable for non-railroad land uses, except compatible utility uses.



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Service Vision Capital Project Overlay

- Conceptually represents areas of JPB property that may be needed for potential future capital projects.
- Before the start of the potential future capital project, allowable non-railroad uses will be limited to ensure that the property does not become permanently encumbered.
- Long-term non-railroad uses – such as a development project – could be designed to be delivered with or after the construction of the potential future capital project.



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Methodology for Service Vision Capital Project Overlay



- Inclusive of **all potential future capital projects** that may be needed to support delivery of Caltrain's Long-Term Service Vision.
- Deliberately taking a conservative approach to mapping potential projects.
 - RCUP maps will be updated in the future as conditions change (e.g., once a future project's design has been finalized, or once a project has been delivered).
- Worked with the Caltrain Business Plan consultant team and Caltrain Engineering department to determine the dimensions for project "footprints" (including space for both construction and final project).

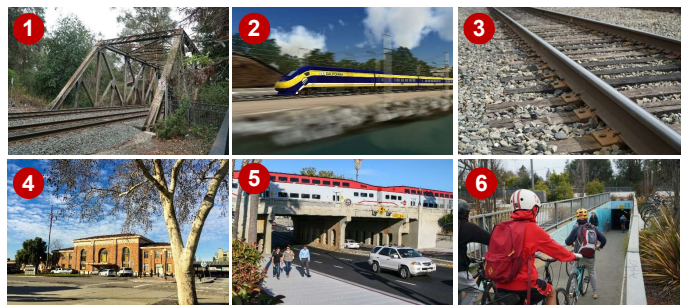


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Methodology for Service Vision Capital Project Overlay

Service Vision Capital Project Overlay includes the following types of projects:

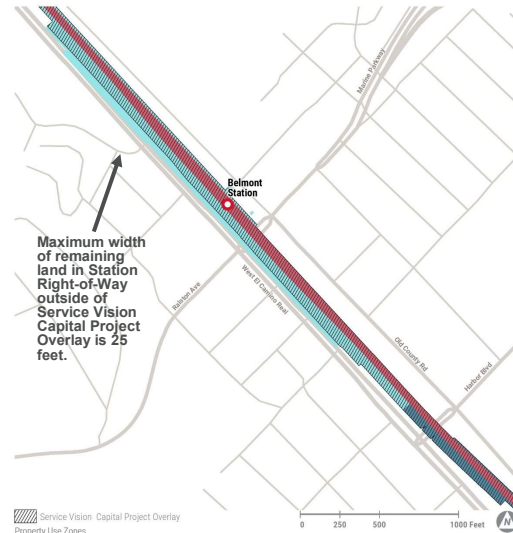
- 1 Near-term future maintenance and rehabilitation projects
- 2 Potential future changes to facilitate a blended rail system with High Speed Rail
- 3 Potential future passing tracks to support increased rail service, as described by the Caltrain Business Plan in Moderate and High Growth Scenarios
- 4 Potential future terminal projects at San Francisco and San Jose
- 5 Potential future grade separation projects at each current at-grade vehicular crossing
- 6 Potential future grade separation projects for bikes and pedestrians only



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Service Vision Capital Project Overlay on RCUP Map

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Draft Mapping Results: Key Findings for Service Vision Capital Project Overlay

Table 2: JPB Property by Service Vision Capital Project Overlay (DRAFT)

| JPB Property | Total Acres | Percent of Total Acreage |
|---|-------------|--------------------------|
| Within the Service Vision Capital Project Overlay | 512.5 | 74% |
| Outside of Service Vision Capital Project Overlay | 177.3 | 26% |
| Total | 689.8 | 100% |

Note: These findings are draft and are subject to change.



Draft Mapping Results: Key Findings for Service Vision Capital Project Overlay

- Station Right-of-Way and Non-Operating Right-of-Way are the two property use zones that could potentially have other non-railroad uses in them – but, these properties are not necessarily developable.

Table 3: JPB Property Not in Service Vision Capital Project Overlay, by Property Use Zone (DRAFT)

| Property Use Zone | Total Acres Not in Service Vision Capital Project Overlay | Percent of Total JPB Acreage |
|-----------------------|---|------------------------------|
| 1: Operating ROW | 110.1 | 16% |
| 2: Station ROW | 25.1 | 4% |
| 3: Non-Operating ROW | 42.1 | 6% |
| 4: Special Study Area | 0 | 0% |
| Total | 177.3 | 26% |



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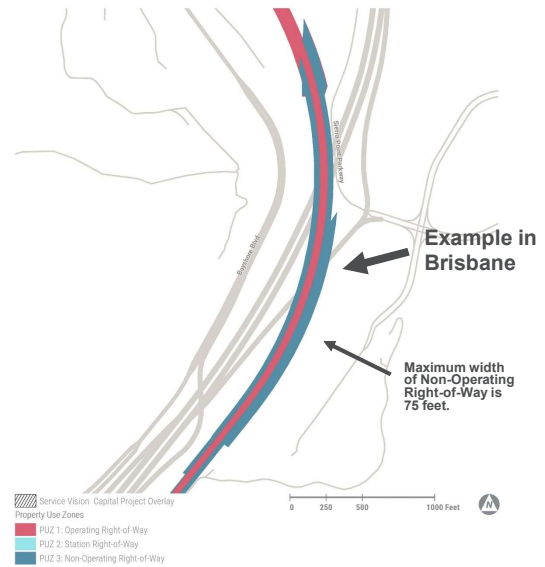
Draft Mapping Results: Preliminary Assessment of Potential Opportunity Sites

- Strategic Economics completed this analysis.
- Preliminary assessment of potential opportunity sites included:
 - Property in Station Right-of-Way (Property Use Zone 2) and Non-Operating Right-of-Way (Property Use Zone 3) outside of the Service Vision Capital Project Overlay, across entire corridor.
- Identified the following types of sites:
 - “High Potential Opportunity Sites”: sites that are >1.5 acres in size and regularly shaped; could be candidates for standard, independent development projects.
 - “Other Potential Opportunity Sites”: Sites that are <1.5 acres in size, irregularly shaped, or have other issues and complications; pending further analysis through TOD Policy, could potentially be candidates for development.
- Results show **a limited number of sites that could be independently developable** without encroaching on area within the Service Vision Capital Project Overlay.



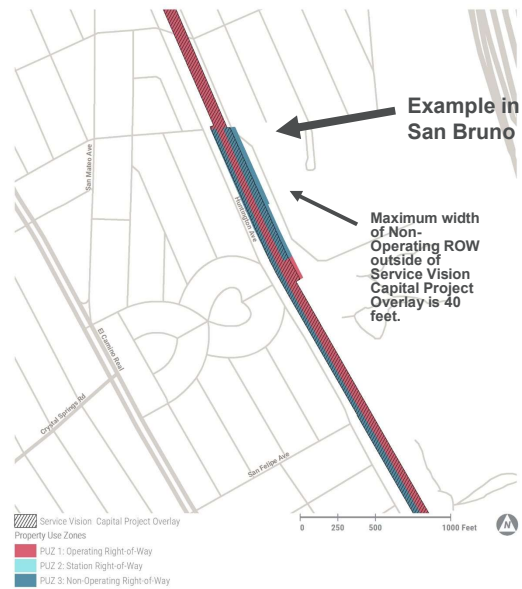
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Much of the JPB's property outside the Service Vision Capital Project Overlay is in the form of small, narrow sites



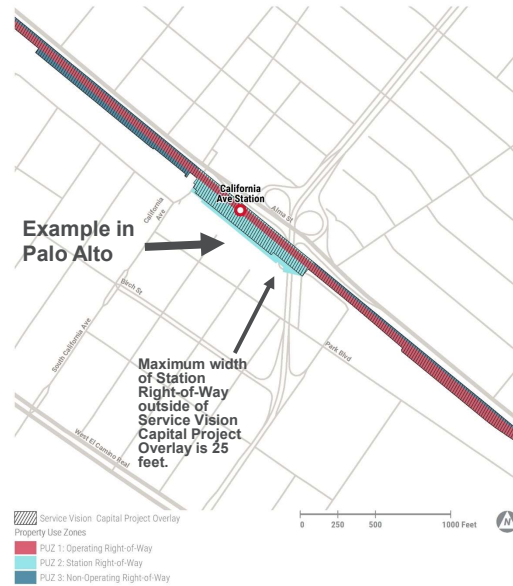
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Draft Potential Opportunity Sites

- This preliminary assessment is truly preliminary – sites and actual developable area will be determined with additional real estate analysis through the TOD Policy.
- This additional “developability” study will include consideration of additional factors, including site constraints, parking, access needs, relationship to future potential capital projects, etc.

Table 4: Preliminary Assessment of Potential Opportunity Sites – Draft and Subject to Future Analysis and Change

| Location | Estimated Site Area (acres) |
|--|-----------------------------|
| Draft High Potential Opportunity Sites | |
| Redwood City Station | 1.7 |
| Mountain View Station | 3.1 |
| Subtotal | 4.8 |
| Draft Other Potential Opportunity Sites | |
| Williams Ave & Diana St, SF | 1.4 |
| South San Francisco Station | 1.3 |
| San Mateo Station | 1.1 |
| 2 nd Avenue, San Mateo | 0.3 |
| Hillsdale Station | 0.6 |
| Menlo Park Station | 1.2 |
| Sunnyvale Station | 0.9 |
| Subtotal | 6.8 |
| Grand Total | 11.6 |

Note: These findings are draft and are subject to change.



Draft Mapping Results: Preliminary Assessment of Potential Opportunity Sites

- RCUP is the first, preliminary step of analysis.
- TOD Policy process will complete **additional analysis** to further refine this list and complete the initial assessment of potential opportunity sites.
 - Will consider additional factors, including site constraints, need for replacement parking, site “developability,” relationship to future capital projects, product type, access needs, and other factors.
 - **Actual developable area of potential opportunity sites will be determined by this further analysis.**

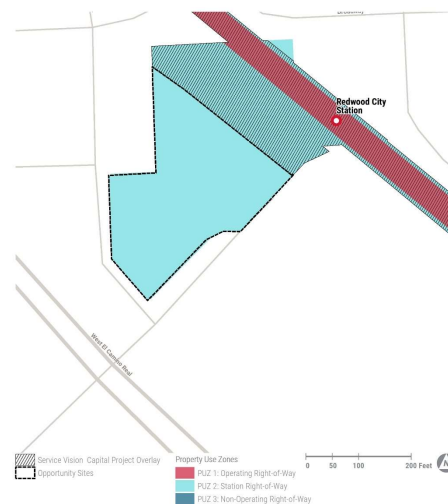


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High Potential Opportunity Site: Redwood City

- Site is currently used for station access (bus pick-up/drop-off and car parking)
- 1.7 acres in Station Right-of-Way remaining after Service Vision Capital Project Overlay
- JPB’s potential future development to be discussed in conjunction with potential future facilities for Caltrain, Dumbarton, Samtrans, City of Redwood City, etc.

Redwood City Station



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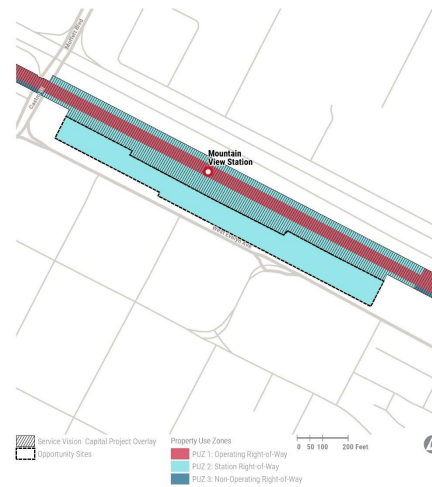
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High Potential Opportunity Site: Mountain View*

- Site is currently used for station access (car parking and pick-up/drop-off)
- 3.1 acres remaining in Station Right-of-Way after Service Vision Capital Project Overlay
- JPB's potential future development to be discussed in conjunction with potential future plans for City of Mountain View, VTA, etc.

*Part of the site is encumbered by an easement with VTA

Mountain View Station



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Draft Mapping Results: Preliminary Conclusions

- Most of the JPB's property is needed for operations and for potential future capital projects to support delivery of the Long-Term Service Vision.
- Of the limited areas that are outside of the Service Vision Capital Project Overlay, most of the sites are small and narrow.
- At this time, only 2 sites are considered to be "High Potential Opportunity Sites," but there may be more sites that are potentially developable (all or in part).
- This analysis is preliminary and is subject to further analysis by TOD Policy process. Preliminary results must be studied further to better understand actual developable area on Caltrain corridor.
- There may be additional opportunities for potential development projects that could be integrated with potential future capital projects.



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TOD Policy Connection to RCUP Findings



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Caltrain has a unique corridor

- Legacy corridor:
 - Trains have been operating at the corridor since 1883
 - Parking lots are much smaller than those built in 1980s by other transit agencies
- Dynamic corridor:
 - Business Plan envisions substantially different service patterns than exist today, requiring many infrastructure improvements



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Preliminary Opportunity Sites Reflect Caltrain's Uniqueness

- RCUP identified only two "typical sites:"
 - Mountain View
 - Redwood City
- The remaining sites identified by RCUP are not typical of development sites owned by other agencies
 - Generally smaller and less deep,
 - Not independently developable, and/or
 - Encumbered with other interests.

Draft Other Potential Opportunity Sites

| Site | Draft Acreage from RCUP Analysis | Preliminary Real Estate Assessment Notes** |
|--|----------------------------------|--|
| Williams Avenue & Diana St., San Francisco | 1.4 | Site occupied with community garden and over tunnel |
| South San Francisco Station | 1.3 | Most of site is under 101 and it is not independently developable |
| San Mateo Station | 1.1 | Subject to long term lease with City of San Mateo |
| 2 nd Avenue, San Mateo | 0.3 | Great location, very small site |
| Hillsdale Station | 0.6 | Not independently developable |
| Menlo Park Station | 1.2 | Very narrow, includes many parking spaces and is a historical station site |
| Sunnyvale Station | 0.9 | Used as the station's primary access point, shuttles and parking |

** Note that these are potential sites; all sites will be subject to further study and analysis before JPB contemplates any potential joint development project.



TOD Policy will be responsive to the potential opportunity site inventory.

TOD Policy needs to be flexible.

- Uniqueness requires that TOD Policy must be flexible to address various types of potential development sites.
 - Example: If a site is too small, a land lease is not feasible:
 - Policy needs to be flexible enough to allow sale of sites under certain conditions such.

As staff continues to work with the Board on the TOD Policy, we will need to:

- Be creative
- Build relationships with potential partners if sites are not independently developable
- Find creative deal structures
- Continue to analyze right-of-way to find more potential sites

As capital projects are planned, there may be opportunities to integrate development projects.

- Objectives of the capital project would dictate the size, location and timing.
- Real estate objectives would be secondary.
- Opportunities for such projects will be identified through the planning process for each capital project.



Draft RCUP Decision-Making Framework



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Background and Context

- JPB staff **frequently** receive requests from third parties to use JPB property for all types of “non-railroad uses,” such as:
 - Utilities
 - Commercial businesses
 - Access facilities
 - Development projects
 - Pop-up events
 - Farmers markets
- For approved third party uses, the JPB will issue an appropriate **Property Access Agreement** to the third party:
 - Depending on use, Property Access Agreement could be a license agreement, right-of-entry permit agreement, service agreement, encroachment permit, lease agreement, or easement agreement.



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Current Approval Process for Proposed Uses

JPB Resolution No. 2010-45 - Policy of Property Conveyance contains policies and procedures for granting Property Access Agreements.

<5 Years on JPB Property:
Staff approval needed

>5 Years on JPB Property:
Staff approval needed
Board approval needed



Compatibility

Staff approval process for proposed uses involves ensuring compatibility with:

- Current and potential future railroad needs
- Caltrain Engineering Standards
- CPUC regulations
- State and federal regulations



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Proposed Role of RCUP in Approval Process

JPB Resolution No. 2010-45 - Policy of Property Conveyance contains policies and procedures for granting Property Access Agreements.

<5 Years on JPB Property:
Staff approval needed

>5 Years on JPB Property:
Staff approval needed
Board approval needed



Compatibility

Staff approval process for proposed uses involves ensuring compatibility with:

- Current and potential future railroad needs
– using Rail Corridor Use Policy maps and administrative document
- Caltrain Engineering Standards
- CPUC regulations
- State and federal regulations



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RCUP Decision-Making Framework Overview

Purpose:

- Provide a Board-adopted, clear, transparent decision-making process to determine the **compatibility of proposed third party uses with current and future railroad needs of JPB property.**
- Will be contained within an administrative document that accompanies the RCUP maps.
- Board will adopt a high-level decision-making framework. A detailed, step-by-step guide will be developed for staff based on Board's adopted decision-making framework, along with public-facing information and forms for proposed non-railroad uses.



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RCUP Decision-Making Framework Overview

Decision-making framework will utilize:

Definitions

of Property Use Zones and Service Vision Capital Project Overlay.

Allowable Uses

List of "allowable uses" that defines the range of uses that could be compatible with the railroad's needs in each zone.

Process

to review, evaluate, and approve/reject proposed uses of JPB property, which will include:

- Directions on how and when to reference the RCUP maps;
- Instructions on when to refer to and use the **TOD Policy** and the **Station Management Toolbox** in the process; and,
- Identification of which land use decisions can be made by staff, and which should be made by the Board.

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RCUP Decision-Making Process for a Proposed Third-Party Use

Approval process begins by checking compatibility with current and future railroad needs using the RCUP.



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Process to Update the RCUP

- The RCUP is intended to be a “living” document and to have the maps periodically updated.
- Example circumstances for updating the maps:
 - Completion of the Electrification Project – Update Operating ROW (Property Use Zone 1) to ensure it includes all PCEP infrastructure within its borders.
 - Decision by a City Council for a preferred alignment for a potential future grade separation project: Update the Service Vision Capital Project Overlay to include the new footprint of the potential project.

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Next Steps



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Upcoming Tasks and Board Updates

Ongoing Technical Work

- RCUP:
 - Developing decision-making framework for staff and public-facing materials.
- TOD Policy:
 - Developing policy framework
 - Propose policy adoption in early 2020

Upcoming Board Updates on RCUP

- **January 2020:** Propose Board adoption of RCUP



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Thank you!

