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# SPECIAL MEETING AGENDA

## **PENINSULA CORRIDOR JOINT POWERS BOARD**

Bacciocco Auditorium, 2<sup>nd</sup> Floor  
1250 San Carlos Avenue, San Carlos CA 94070

**March 7, 2019 – Thursday**

**9:00 am**

1. Call to Order
2. Roll Call
3. Update and Discussion on Plans and Policies Influencing the Use of JPB Property
4. Public Comment
5. Adjourn

### **INFORMATION FOR THE PUBLIC**

All items appearing on the agenda are subject to action by the Board. Staff recommendations are subject to change by the Board.

If you have questions on the agenda, please contact the JPB Secretary at 650.508.6242. Agendas are available on the Caltrain website at [www.caltrain.com](http://www.caltrain.com). Communications to the Board of Directors can be e-mailed to [board@caltrain.com](mailto:board@caltrain.com).

#### **Location, Date and Time of Regular Meetings**

Regular meetings are held at the San Mateo County Transit District Administrative Building located at 1250 San Carlos Avenue, San Carlos, one block west of the San Carlos Caltrain Station on El Camino Real, accessible by SamTrans bus Routes ECR, FLX, 260, 295 and 398. Additional transit information can be obtained by calling 1.800.660.4287 or 511.

The JPB meets regularly on the first Thursday of the month at 10 a.m. The JPB Citizens Advisory Committee meets regularly on the third Wednesday of the month at 5:40 p.m. at the same location. Date, time and place may change as necessary.

#### **Public Comment**

If you wish to address the Board, please fill out a speaker's card located on the agenda table and hand it to the JPB Secretary. If you have anything that you wish distributed to the Board and included for the official record, please hand it to the JPB Secretary, who will distribute the information to the Board members and staff.

Public testimony by each individual speaker shall be limited to two minutes and items raised that require a response will be deferred for staff reply.

#### **Accessibility for Individuals with Disabilities**

Upon request, the JPB will provide for written agenda materials in appropriate alternative formats, or disability-related modification or accommodation, including auxiliary aids or services, to enable individuals with disabilities to participate in public meetings. Please send a written request, including your name, mailing address, phone number and brief description of the requested materials and a preferred alternative format or auxiliary aid or service at least two days before the meeting. Requests should be mailed to the JPB Secretary at Peninsula Corridor Joint Powers Board, 1250 San Carlos Avenue, San Carlos, CA 94070-1306; or emailed to [board@caltrain.com](mailto:board@caltrain.com); or by phone at 650.508.6242, or TDD 650.508.6448.

#### **Availability of Public Records**

All public records relating to an open session item on this agenda, which are not exempt from disclosure pursuant to the California Public Records Act, that are distributed to a majority of the legislative body will be available for public inspection at 1250 San Carlos Avenue, San Carlos, CA 94070-1306, at the same time that the public records are distributed or made available to the legislative body.

**PENINSULA CORRIDOR JOINT POWERS BOARD  
STAFF REPORT**

TO: Joint Powers Board

THROUGH: Jim Hartnett  
Executive Director

FROM: Michelle Bouchard  
Chief Operating Officer, Rail

April Chan  
Chief Officer, Planning, Grants, and Transportation Authority

SUBJECT: **UPDATE ON PLANS AND POLICIES INFLUENCING THE USE OF JPB PROPERTY**

**ACTION**

This report is for information only. No Board action is required at this time.

**SIGNIFICANCE**

Peninsula Corridor Joint Powers Board (JPB) staff will make a presentation to provide an update on four interrelated planning and policy efforts that will collectively inform and guide the future use of JPB property. At the March meeting, staff will be seeking input from the Board of Directors on several policy issues related to use of JPB property to inform ongoing work on the four projects in spring 2019.

These four projects include the Caltrain Business Plan, the Caltrain Rail Corridor Use Policy (RCUP), the Caltrain Station Management Toolbox (Toolbox), and the Caltrain Transit-Oriented Development (TOD) Policy. The last update on the RCUP, Toolbox, and TOD Policy was provided to the Board in June 2018, and the latest update on the overall Business Plan effort was provided to the Board in February 2019.

**BUDGET IMPACT**

There is no impact on the budget.

**ADDITIONAL INFORMATION**

Caltrain staff is engaged in a number of interrelated projects that will collectively inform and guide the future use of JPB property. Currently underway and summarized below, the projects include the Caltrain Business Plan, the RCUP, the Toolbox, and the TOD Policy. The attached memo provides the Board with additional information about the projects and how they work together to address a number of critical policy questions associated with the use of JPB property, including for potential development projects.

Given the strong interest from the Board in discussing the relationship between the agency's plans for the future and the use of JPB property, including for TOD projects, staff plan to discuss these issues at the Board meeting in March 2019. The presentation includes a summary of the information contained in the attached memo. Following the presentation, staff intends to lead a workshop-style discussion with the Board about policy issues related to use of JPB property. It is hoped that this "listening session" will provide the Board and the public with an opportunity to share comments, ask questions, and provide feedback to staff on these policy issues, which will then be incorporated as staff continues to work on these planning and policy efforts.

The four individual projects currently underway include:

- Caltrain Business Plan: this effort will establish a long-term vision for the Caltrain rail service for the next 20 to 30 years. It will assess the benefits, impacts, and costs of different service visions, building the case for investment and a plan for implementation. The Business Plan will include future service levels and patterns; conceptual infrastructure needs; costs for operations, maintenance, and capital projects; and ridership, mobility, and revenue outcomes. It will also consider the railroad's interactions, benefits, and impacts with surrounding communities. Lastly, it will assess the organizational structure of the agency, including its governance and delivery approaches, as well as funding mechanisms to support future service.
- Rail Corridor Use Policy: this effort will develop a policy framework around the use of JPB-owned property to align with the service vision and the conceptual infrastructure needs developed in the Caltrain Business Plan. It will inventory land owned by the JPB and will develop decision frameworks related to the near- and long-term use of JPB property, including evaluation of potential conflicts between land development opportunities and future transit uses.
- Station Management Toolbox: this effort is funded by an FTA planning grant. It will develop a quantitative tool to help Caltrain evaluate tradeoffs and make decisions at its stations, including how to balance and manage investments in different access modes at stations and how to evaluate the potential use of station land for joint development projects.
- Transit-Oriented Development Policy: this effort will establish goals for transit-oriented development (TOD) on Caltrain property, which will align with the conceptual infrastructure needs developed as part of the Business Plan. It will set forth policies to guide: the disposition of real estate assets; business objectives associated with joint development decisions (including the balance between affordable housing and revenue); engagement with local planning efforts; and other actions to promote the successful execution of TOD on JPB-owned property, as well as on property around transit facilities owned by third parties.

Together, these efforts will provide a cohesive and “living” framework of policy direction and decision-making tools related to the use of JPB property assets, including for access improvements and development projects. The RCUP, Toolbox, and TOD Policy efforts are complementary to the Caltrain Business Plan and are being undertaken in close coordination with the Business Plan process. To that end, the ultimate timing and finalization of these efforts may adjust to ensure that they are fully synchronized with the Business Plan. The diagram below shows the relationship between these four efforts.

# Use of JPB Property Assets

## Four Interrelated Policies, Plans, and Tools to Guide Use of JPB Property



### Caltrain Business Plan

*"How should Caltrain grow?"*

Key outcomes:

- Long-range vision for Caltrain's rail service, including:
  - Train service patterns
  - Infrastructure needs
  - Costs
  - Outcomes
- Business case for the vision
- Implementation plan for achieving the vision

Capital infrastructure requirements for the

**Business Plan** service vision will be incorporated into the **RCUP**



The **Business Plan** will help define roles of value capture and joint development in Caltrain's business model, which will inform the **TOD Policy's** approach



### Rail Corridor Use Policy

*"How could the JPB's land be used?"*  
*"Who could use JPB property?"*  
*"What property could be available for non-railroad uses, such as development projects?"*

Key outcomes:

- Map and inventory of the JPB's real estate assets and potential capital projects
- Policy document to guide the processing, review, and approval of proposed uses on JPB land
- Methodology to balance the railroad's needs with revenue opportunities on limited JPB land

**Toolbox** performance analyses can inform the **Business Plan's** implementation plan



**Toolbox** analysis will inform **TOD Policy** development, including tradeoff analysis (affordability vs. revenue, parking vs. TOD, etc.)



Data from the **RCUP** will be incorporated into the **Toolbox**



Data from the **RCUP** will inform **TOD Policy** development, including inventory of potential opportunity sites



### Station Management Toolbox

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

Key outcomes:

- Performance goals and metrics for stations
- Data-driven tool to test and evaluate access and development options at Caltrain stations
- Quantitative analysis to support decision-making and managing of stations

The **TOD Policy** will provide policy guidance to inform how Caltrain implements and adapts its **Business Plan** over time

**TOD Policy** goals and policies will inform future **Toolbox** performance measures and targets



### Transit-Oriented Development Policy

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

Key outcomes:

- Goals for TOD on JPB property, aligning with the Business Plan's determination of capital infrastructure requirements
- Refined list of potential opportunity sites for TOD projects, based on RCUP findings
- Business objectives associated with joint development
- Policies for engaging with local planning efforts and promoting TOD in station areas

**NEXT STEPS:**

As discussed above, the RCUP, Toolbox, and TOD Policy are being closely coordinated with the Caltrain Business Plan. They form part of a larger suite of planning and policy tools that will support comprehensive and informed decision-making around JPB property interests. The ongoing work and refinement of these efforts is being synchronized with the work of the Caltrain Business Plan, and additional updates to the Board and the public are anticipated in conjunction with the Business Plan process in 2019.

Prepared by: Melissa Jones, Principal Planner, Caltrain Planning

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## **Attachment A – Staff Update on Plans and Policies Influencing the Use of JPB Property**

The Board of Directors of the Peninsula Corridor Joint Powers Board (JPB) has expressed a strong interest in the relationship between the agency’s plans for the future and other uses of JPB’s real property (property), with a focus on transit-oriented development (TOD). There are a number of significant policy questions associated with these issues, and Caltrain staff are currently working on several planning and policy analyses to help address these questions. This memo is intended to provide greater level of information about these projects, and it explores how they will work together to address the numerous policy questions associated with the use of JPB property for both future transit infrastructure and potential TOD projects.

This memo is broken into four sections:

1. An overview of the current uses of JPB property, including railroad and non-railroad uses.
2. In the context of potential future changes to the Caltrain system, an overview of policy considerations and questions related to future use of JPB property.
3. A summary description of the planning and policy projects that are underway to help address the policy questions.
4. An extensive table that maps the policy questions related to these projects, providing information about how the project(s) will help address those questions.

### **Current Use of JPB Property**

The JPB acquired the Caltrain right-of-way from the Southern Pacific Transportation Company in December 1991. Operating the Caltrain commuter rail service along the corridor remains the principal responsibility and focus of the JPB today. The agency’s official vision is to “provide a safe, reliable, sustainable modern rail system that meets the growing mobility needs of the San Francisco Bay Area region.”

The use of JPB property along the rail corridor is principally dedicated to serving the agency’s mission as a rail service provider. These current and potential future uses of JPB property that support the rail service are broadly referred to as “railroad uses.” Railroad uses of JPB property include accommodation of a broad array of infrastructure, equipment, and facilities that are necessary for delivering rail service, including but not limited to tracks, stations, access facilities, grade separations, signals, communications facilities, fiber, and maintenance facilities. Additionally, some portions of the right-of-way are used for storage of material and equipment necessary to operate Caltrain.

Separate from the use of JPB property to support rail service delivery, there are two general categories of “non-railroad uses” that are located on JPB property, which are described below.

1. Public-serving uses that are used or proposed by third parties. When the JPB acquired the property, it was encumbered by numerous third-party facilities, including utilities (underground or overhead crossings), sewers and storm drains, streets, communication facilities (cell phone utilities, radio towers, or fiber optic lines), and other similar uses. Pursuant to JPB Resolution 2010-45, which established policies and a process for handling requests for new public-serving uses, such uses may be approved only if it is determined that the proposed use is “compatible with current, and anticipated future, engineering and operating requirements and future potential [JPB] uses of the property.” Such uses are typically allowed only if the third party agrees to relocate their facility at no cost to JPB as required to accommodate JPB’s future projects. There



are also other major public infrastructure projects, such as other transit facilities, that seek to use JPB property. Due to their scope, these projects are addressed on an individual basis.

2. Commercial uses that are proposed by third parties. The concentration of employment and housing in the communities along the Caltrain corridor has led to a consistently strong interest in and market for use of JPB property by third party commercial entities. As the JPB lacks a dedicated source of funding and faces budget uncertainties each year, third party commercial use of JPB property presents an opportunity to deliver much-needed and dependable revenue to the agency. To date, the agency has allowed new third party, short-term commercial uses, but has required that the lease be terminated when the property is needed to support Caltrain's needs. These uses have typically included automobile sales lots, parking, material storage, and other shorter-term commercial uses.

It is important to note that longer-term, third party commercial uses of JPB property (including TOD projects) could occupy the land in such a way that could preclude future potential railroad uses on the land and the delivery of potential future capital projects to support rail service. Thus, there is an inherent tension between the preservation of agency land for potential future railroad use and the use of agency land for more permanent non-railroad uses and projects. At one station (Hayward Park), a long-term TOD lease has been pursued after analysis showed that the developed property would not preclude potential future railroad infrastructure in the area. There are very few other areas along the right-of-way that can accommodate both long term developmental and capital infrastructure improvements.

### **Policy Considerations for Future Use of JPB Property**

There are a number significant efforts that are planned or currently underway that will result in substantial changes for the JPB, its future delivery of rail service, and the future use of its property. This includes the electrification of the railroad through the Peninsula Corridor Electrification Project, the delivery of new electric trains, the completion of the Positive Train Control project, and the potential for grade separation projects throughout the corridor. The Peninsula Corridor will change again when blended service with the California High Speed Rail Authority is introduced in the late 2020s and as Caltrain considers and implements its own potential changes to the corridor's rail infrastructure.

In light of these planned and anticipated changes to the corridor, a number of important policy questions arise related to the future use of JPB property, such as:

- What are the key outcomes the JPB would like to achieve through the use of its land, including in relation to the Business Plan's service and business vision?
- What property is needed for railroad uses and what could be made available for non-railroad uses?
- At stations, how can the JPB assess potential changes to the use of limited station property, such as access improvements and TOD projects?
- What are the key goals the JPB would like to achieve through TOD projects on its property?

The answers to these and other related policy questions, which are fully listed in a table at the end of this memo, will provide critical guidance to inform the future use of JPB property.

### **How these Policy Questions are Being Addressed**

Caltrain staff have embarked on a number of interrelated planning and policy analyses that will collectively help address these property use questions for the agency. These policies, plans, and tools include the Caltrain Business Plan, the Caltrain Rail Corridor Use Policy (RCUP), the Caltrain Station

Management Toolbox (Toolbox), and the Caltrain Transit-Oriented Development Policy (TOD Policy). Each of these efforts is currently underway and summarized below.

1. The Caltrain Business Plan is a substantial planning effort that will address the future potential of the railroad over the next 20-30 years and will help answer the key question of “How should Caltrain grow?” It will assess the benefits, impacts, and costs of different rail service visions, building the case for investment in the Caltrain corridor and creating a plan for implementation.

This significant work effort will result in the Board’s adoption of a service vision for the railroad. The Business Plan will provide a detailed picture of how the railroad could grow over the next 20-30 years to achieve the adopted service vision. This will include identifying conceptual future infrastructure needs, including potential project footprints and timing of project delivery, to support the service vision.

The Business Plan will also provide clarity and direction on the overall business and financial trajectory of the Caltrain system. This will include analysis and policy direction regarding the relative importance of non-rail revenue streams, like property development, in supporting the financial sustainability of the Caltrain system over time. In analyzing these issues, the Business Plan will also consider specific organizational and funding approaches related to the delivery of infrastructure and joint development projects on the Caltrain corridor.

2. The Caltrain Rail Corridor Use Policy is being developed to provide a Board-adopted policy framework around the use of JPB property to support the achievement of the vision in the Caltrain Business Plan. The RCUP will include an administrative policy framework and a series of maps to facilitate decision-making regarding use of space on the JPB’s limited property along the rail corridor.

The RCUP will provide an inventory of JPB-owned property along the corridor, which will be identified spatially on a series of maps. Relative to JPB property, the maps will overlay the conceptual spatial requirements of potential capital projects that may be needed to support the railroad and the achievement of the Business Plan’s service vision. Through these maps, the RCUP will provide clarity on which specific areas of JPB property may be needed for future railroad use and which areas could allow non-railroad uses, such as development projects.

In addition to the maps, the RCUP will include a policy document to integrate the established administrative process for the review and approval of proposed uses and projects on JPB property, ranging from the granting of routine utility easements to the approval of large-scale development projects, with the agency's plans for future use of the JPB property. This policy document will create decision frameworks to help the agency analyze tradeoffs between preserving JPB property for potential future railroad uses, including potential capital projects, and allowing non-railroad uses on JPB property, including those that could generate revenue for the agency.

Ultimately, the RCUP will provide the JPB with a methodology to efficiently and effectively evaluate proposed uses and projects on JPB property. It will facilitate difficult decision-making about how limited corridor space should be used to deliver future rail service and create financial benefits to the agency.

3. The Caltrain Station Management Toolbox is a project to develop a quantitative tool to help JPB staff test and evaluate potential changes and investments at and around Caltrain stations. This internally-facing, quantitative tool will provide JPB staff with an understanding of current and future uses of land and facilities at and around Caltrain stations. It will also provide JPB staff with a

methodology to quickly and transparently model potential changes at stations, including the balance between potential TOD projects and access improvements. The Toolbox will be driven by data and analysis that is context-specific for each station, and performance will be assessed at the station and system-wide levels.

The Toolbox will provide analytical support to the agency’s station planning processes and will help the agency adopt an asset management approach to decisions impacting its facilities. By incorporating the Toolbox’s data-driven approach to testing and analyzing potential station changes into the agency’s decision-making processes, staff can ensure that planning for Caltrain stations is sensitive and responsive to the unique context and stakeholder considerations at each station. Additionally, the Toolbox will enable JPB staff to more effectively coordinate with and support its partners, cities, and community stakeholder groups in the planning of station improvements, access amenities, the development of station area plans, and the processing of development projects in the vicinity of Caltrain stations.

4. The Caltrain Transit-Oriented Development Policy will result in a Board-adopted policy that will establish goals for TOD on JPB property. The TOD Policy will be informed by and be responsive to the Business Plan, RCUP, and Toolbox efforts described above in its setting of policies regarding development projects on JPB property. This will include policies related to the disposition of the JPB’s real estate assets; business objectives associated with joint development decisions (including the balance between affordable housing and revenue); and other actions to promote the successful execution of TOD on JPB-owned property. The TOD policy will be developed in a way that is consistent with and supports the larger financial and organizational goals and opportunities identified and developed through the Caltrain Business Plan.

In addition to guidance around TOD projects on JPB property, the TOD Policy will also provide clear guidance on the agency’s engagement with local planning efforts, such as processes to develop station area plans. The TOD Policy will also provide guidance on other actions the agency could take to benefit Caltrain by promoting development on property owned by third parties around the agency’s transit facilities.

### **Detailed List of Policy Questions and How They Are Being Addressed**

Collectively, these four interrelated planning and policy efforts will provide information to help answer a number of important policy questions related to the use of JPB land. While partially described above, a more detailed list of the policy questions associated with the future use of JPB land is presented below. The table shows which policy and planning efforts will address each policy question, and the notes describe how the question will be addressed in the policy, plan, or tool, including an explanation, where necessary, of how multiple efforts work together to address the question. The bold “X” in the table indicates that the project is the primary initiative that will be addressing the policy question, while a normal “X” indicates that the project is a supportive initiative in addressing the policy question.

**Table 1: Policy Questions and Projects to Address Them<sup>1</sup>**

<i>Policy Question</i>	<i>Answer will be addressed in:</i>				<i>Notes</i>
	<i>Business Plan</i>	<i>RCUP</i>	<i>Toolbox</i>	<i>TOD Policy</i>	
What are the key outcomes the JPB would like to achieve through the use of its land, and how are these outcomes informed by the overall service and business vision for the organization being developed through the Caltrain Business Plan?	X	X			<p>The Business Plan will establish a broad operational, financial, and organizational vision for the railroad’s future, including identifying conceptual infrastructure to support the vision.</p> <p>The RCUP will establish the priorities for the use of JPB property to support achievement of the vision in the Business Plan. This could include using land to support rail service delivery, to support revenue-generation for the agency, to support other public-serving uses, or for other uses.</p>
What are the agency’s future property needs to support railroad uses that will deliver the Caltrain Business Plan vision?	X	X			<p>The Business Plan will provide details on the conceptual capital investments needed for the agency to achieve its long range service vision, including critical infrastructure investments’ location and conceptual requirements related to timing of project delivery.</p> <p>Those details on future capital investments will be incorporated into the RCUP’s mapping of potential capital projects on JPB property. The RCUP will specify what land is needed for railroad use and when it is needed.</p>

<i>Policy Question</i>	<i>Answer will be addressed in:</i>				<i>Notes</i>
	<i>Business Plan</i>	<i>RCUP</i>	<i>Toolbox</i>	<i>TOD Policy</i>	
To what extent should Caltrain explore opportunities for the co-mingling and joint delivery of rail- and non-rail uses (e.g. integration of commercial development with infrastructure delivery)?	X	X		X	<p>The Caltrain Business Plan may explore “big-picture” funding and delivery opportunities to integrate rail infrastructure delivery and commercial development, and it will consider operational, financial and organizational issues associated with this approach, including a discussion of balancing risk with potential benefits.</p> <p>Through the mapping of JPB property and potential capital projects, the RCUP will identify the spatial opportunities for this type of joint development. Should such an approach be pursued, the TOD Policy will provide the specific policy venue to discuss and codify the detailed business approach and policies that would enable and govern this kind of arrangement.</p>
What types of non-railroad uses and entities could be allowed on JPB property and support achievement of the agency’s key outcomes?		X			The RCUP will codify which entities and which types of non-railroad uses could be allowed to use JPB property.
Which specific JPB property holdings could be available for non-railroad uses, such as transit-oriented development projects?	X	X			The RCUP will clarify which JPB property holdings could be available for non-railroad uses through its maps and policy framework.
What is the agency’s process for reviewing and approving proposed non-railroad uses on JPB property?		X			The RCUP will establish a process for reviewing and approving proposed non-railroad uses on JPB property, including specifying which proposals require staff vs. Board approval.
What are the key outcomes that the JPB would like to achieve with the use of land at its stations?	X	X	X		Informed by the Business Plan’s vision and the RCUP’s priorities for JPB property use, the Toolbox will establish key goals and metrics for Caltrain’s stations.

<i>Policy Question</i>	<i>Answer will be addressed in:</i>				<i>Notes</i>
	<i>Business Plan</i>	<i>RCUP</i>	<i>Toolbox</i>	<i>TOD Policy</i>	
With limited property at Caltrain stations, how can the agency assess tradeoffs associated with competing development and multimodal access improvements on station land?		X	X		<p>The Toolbox will be a quantitative tool that JPB staff can use to test potential changes at stations related to access improvements and TOD projects; the performance of potential changes will be assessed at both the station and system-wide levels.</p> <p>The RCUP will specify how the Toolbox analysis is incorporated in the decision-making process for proposed uses at stations.</p>
How can the agency work with its partners to plan for and fund the capital and ongoing operational costs of improved stations and access amenities?	X		X	X	<p>As part of establishing a plan for achieving the long-term service vision for the railroad, the Business Plan will provide guidance on the general types of improvements needed at stations, as well as aggregate estimated costs.</p> <p>The TOD Policy will establish Caltrain's role(s) in others' station area planning efforts and development projects near stations, which could involve planning for and advocating for funding for station improvements.</p> <p>The Station Management Toolbox will be used to provide detailed analysis on these types of improvements' costs and benefits for Caltrain.</p>
Under which circumstances should the agency consider a joint development project on its property using a) long-term land leases and b) selling its land?				X	The TOD Policy will provide policy guidance on the potential disposition of the JPB's real estate assets.
What are the key outcomes the JPB would like to achieve with the use of its land for transit-oriented development projects?				X	The TOD Policy will provide policy guidance on the key outcomes that the JPB would like to achieve with TOD projects on its property.

<i>Policy Question</i>	<i>Answer will be addressed in:</i>				<i>Notes</i>
	<i>Business Plan</i>	<i>RCUP</i>	<i>Toolbox</i>	<i>TOD Policy</i>	
What are the JPB's business objectives for development projects on its land and how do they align with the key outcomes for TOD projects?	<b>X</b>	<b>X</b>		<b>X</b>	<p>The TOD Policy will provide specific policy guidance on the JPB's business objectives for development projects so that they align with the key outcomes to be achieved. These will be aligned within the larger framework of business objectives for the system established through the Caltrain Business Plan.</p> <p>The JPB's TOD business objectives will depend on the number of sites that are available for non-railroad uses including development projects, which will be determined by the RCUP.</p>
What is the JPB's role in the planning processes for other non-JPB development projects and station area plans near the Caltrain corridor?			<b>X</b>	<b>X</b>	<p>The TOD Policy will establish Caltrain's role(s) in others' station area planning efforts and development projects near stations.</p> <p>Other development projects in station areas along the corridor can be tested by JPB staff using the Toolbox, to understand their potential costs and benefits for Caltrain.</p>
<p>Notes:</p> <p>1. The bold <b>X</b> indicates that the project is the primary initiative that will be addressing the policy question, while a normal X indicates that the project is a supportive initiative in addressing the policy question.</p>					



# 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