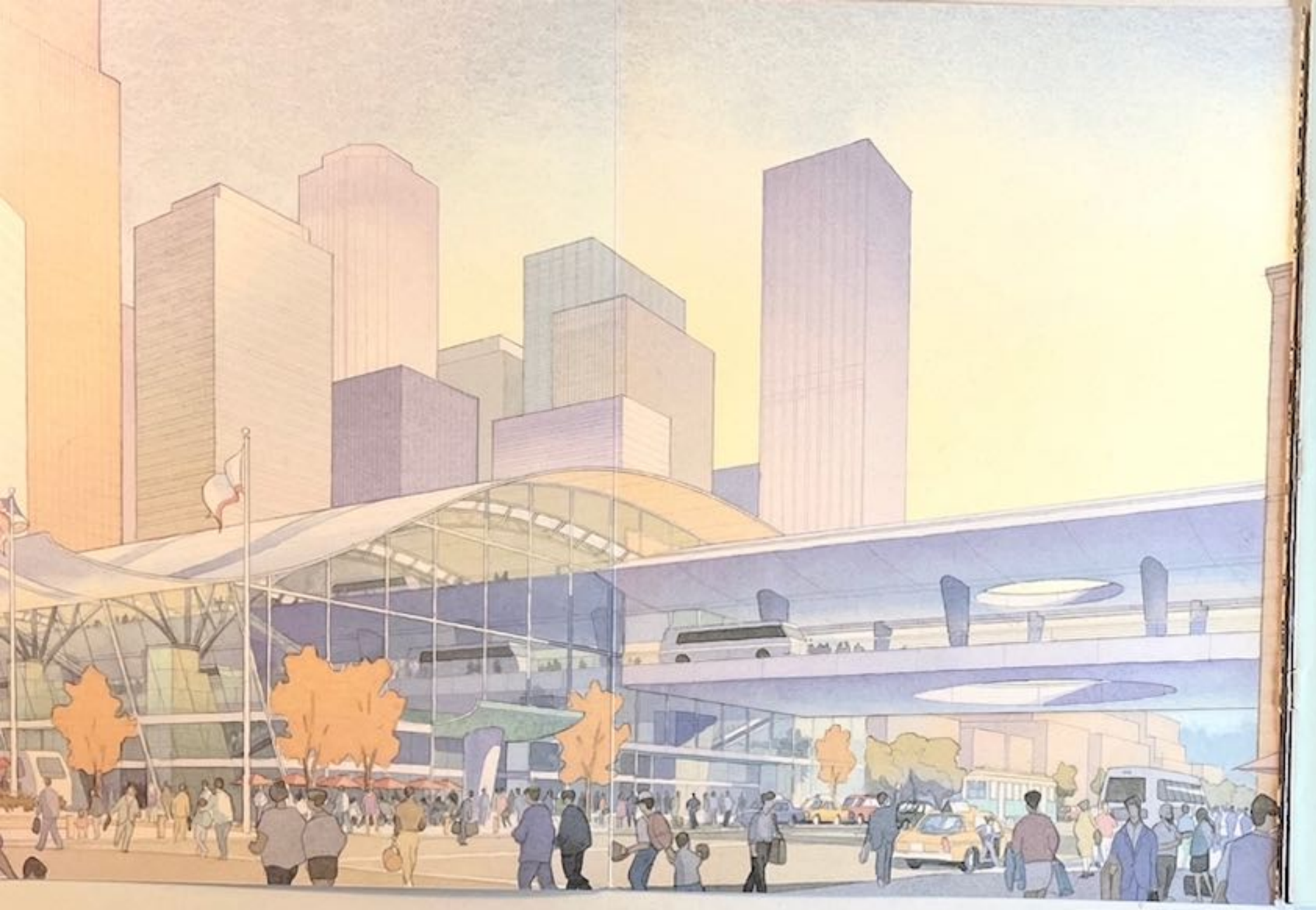
CITY AT THE CROSSROADS

A Citizen's Guide to the

San Francisco Transbay

Neighborhood Project



A Vision for the Community

The illustrations on the cover and inside front cover are intended to present conceptual visions of the Transbay Neighborhood and new Transit Hub. Actual designs would be developed as a part of a future process.

Throughout the years, public transit has served a basic function in our society—transporting people in an efficient and environmentally beneficial way. Recently, city planners have sought to expand this role, using public transportation as a critical ingredient in building new communities and revitalizing neighborhoods. This strategy is part of an exciting new vision for San Francisco, a vision that approaches public transit as a medium for bringing people closer together.

At the heart of this vision is a multimodal regional transit hub in the downtown area. This new facility would replace the aging Transbay Terminal, which requires extensive seismic retrofitting and no longer meets the needs of transit riders.

The new facility would link the many modes of public transit in the Bay Area, including BART, Muni Metro, CalTrain, and a dozen local, regional, and inter-city bus operators. But this transit hub would be more than just a place to catch a bus—it would serve as a major gateway into San Francisco. Indeed, within walking distance of the proposed project area are some of the City's most vibrant and attractive locales: the Financial District, Union Square, Yerba Buena Center, and the Rincon Hill/South Beach neighborhood. The new facility would open up all of these places—along with the rest of San Francisco—to the entire Bay Area.

The transit hub could also serve as a catalyst for transforming the surrounding area into a lively, mixed-use neighborhood. New development would focus on creating a positive place for people to live, work, play, and shop. To ensure a human-scale environment, the plan would incorporate a network of open

spaces and pedestrian corridors. The design of the building itself would avoid the visual and psychological barriers of the current Transbay Terminal. Instead, the hub would represent an integral part—if not the core—of the new neighborhood.

The City of San Francisco has been working on plans for a new bus terminal while the Peninsula Corridor Joint Powers Board has been exploring a CalTrain extension into downtown San Francisco. Working together, the City and CalTrain have developed six conceptual transit hub alternatives. This document summarizes the alternatives to guide you towards making an informed decision about the proposed project. The six alternatives are:

- Transbay Site Short – CalTrain Underground;
- Transbay Site Medium – CalTrain Underground;
- Transbay Site Long – CalTrain Aerial;
- Main/Beale Site – CalTrain Beale Street Underground;
- Main/Beale Site – CalTrain Transbay Site Underground; and
- Main/Beale Site Surface Bus Terminal

Under each alternative, the Transbay Terminal would be torn down and replaced with a new regional bus facility. CalTrain could also be extended into the project area, though the new bus terminal could be constructed independently of an extension.

The following pages outline the six alternatives as well as the conceptual vision of how a neighborhood could take shape around the new transit hub. For this vision to become a reality, however, decision-makers and citizens alike must join hands and work towards finding common ground.

Evaluation of the Six Alternatives

The matrix on the inside back cover summarizes technical studies conducted on the six proposed alternatives (more detailed information is available from the San Francisco Planning Department and the Joint Powers Board). The following technical criteria are included in the matrix:

Capital Cost

Minimizing project cost is desirable, though the facility must work efficiently and the new structure must be an asset to the neighborhood.

Transit Operating Efficiency

Operating costs account for approximately 65 percent of all transit costs and should be a major design consideration.

Passenger Experience and Intermodal Connections

The transit hub must provide smooth connections between different modes of transportation. The facility must be convenient and safe to attract sufficient ridership. The passenger experience must be pleasant and comfortable.

Urban Design

Unlike the existing Transbay Terminal, which is a massive barrier to north-south traffic, the new transit hub should be transparent and encourage circulation. The design should be sensitive to pedestrian circulation and neighborhood needs.

Land Use

The plan should correspond to the overall land-use goals for the neighborhood—mixed-use in some areas, residential in the Rincon Hill area, cultural in the Yerba Buena area, and commercial along the Market Street corridor.

Construction Phasing

Some alternatives require construction of an interim bus terminal, adding costs and negatively impacting transit operations. Some alternatives require coordination between the bus and CalTrain projects.

THE NEXT STEP

In October and November, the City of San Francisco will consider alternatives for creating a new transit hub in the Transbay Area. Public presentations and hearings will be held before the City Planning Commission, the Redevelopment Agency, the Public Transportation Commission, and the Board of Supervisors. Presentations will also be held for the San Francisco Transbay Terminal Area Plan Citizens Advisory Committee, Technical Advisory Committee, and Policy Advisory Committee. Recommendations from these groups will be forwarded to the Joint Powers Board for use in detailing the CalTrain downtown extension alternatives and will be used by the City to decide what bus terminal option should be pursued.

FIGURE 1 Area Plan

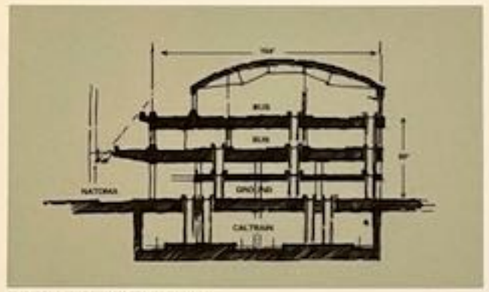


FIGURE 2 Terminal Cross Section

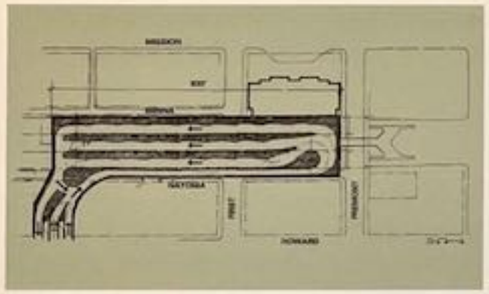


FIGURE 3 Bus Level Plan

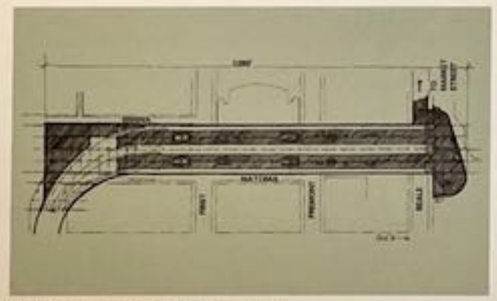


FIGURE 4 CalTrain Level Plan (Underground)

TRANSBAY SITE

ALTERNATIVE 1

Short Bus Terminal/CalTrain Underground

In Alternative 1, the existing Transbay Terminal would be torn down and replaced with a new bus terminal and underground CalTrain station on the same site. The new structure would be smaller than the existing Transbay Terminal (see Figure 1) and would only cross First Street.

This alternative would cost approximately $145 million for the bus terminal and $534 million for the CalTrain station.

The new bus terminal would consist of two levels (see Figure 2). Buses coming from the Bay Bridge would enter the terminal along exclusive aerial ramps. The terminal, which would accommodate 46 buses, would meet the space and operational requirements of the transit operators (see Figure 3). Spaces for AC Transit buses would be split between the two levels, with 25 on the top level and six on the lower level. This alternative would require the construction of a temporary bus terminal for use during demolition of the Transbay Terminal and construction of the new facility.

The CalTrain station would be located one level underground, allowing an easy transfer to and from buses (see Figure 4). Four tracks would be located on this level. Intercity or high-speed rail service could be added to the terminal in the future. An underground concourse could connect the new terminal with the BART/Muni Embarcadero Station on Market Street.

The new structure would be carefully designed to fit within the neighborhood. The illustration on the facing page shows one possible configuration. The structure could include shops and cafes on the ground level to create a more pedestrian-friendly environment.

FIGURE 1 Area Plan

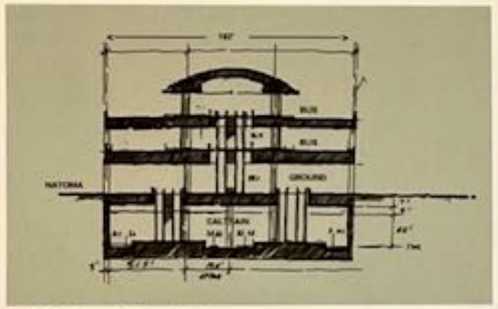


FIGURE 2 Terminal Cross Section

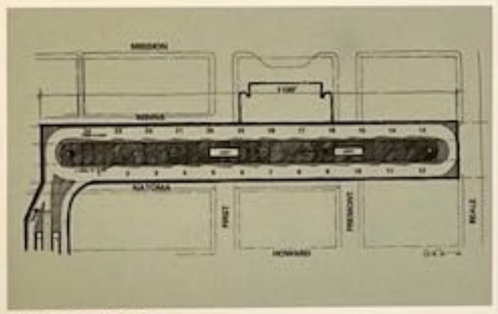


FIGURE 3 Bus Level Plan

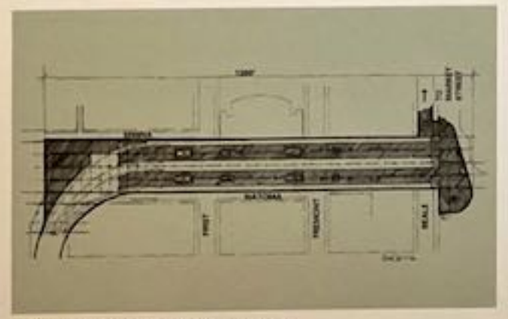


FIGURE 4 CalTrain Level Plan (Underground)

TRANSBAY SITE

ALTERNATIVE 2

Medium Bus Terminal/CalTrain Underground

In Alternative 2, the existing Transbay Terminal would be torn down and replaced with a new bus terminal and underground CalTrain station on the same site. The new structure would be similar in size to the existing Transbay Terminal (see Figure 1) and would cross First and Fremont streets.

This alternative would cost slightly more than Alternative 1—approximately $148 million for the bus terminal and $534 million for the CalTrain station.

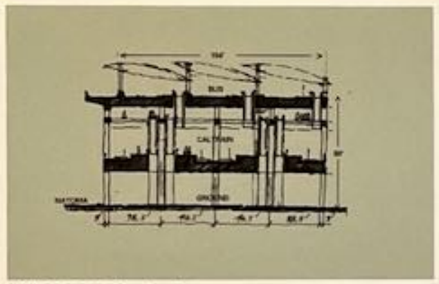
As in Alternative 1, the new bus terminal would consist of two levels (see Figure 2). Buses coming from the Bay Bridge would enter the terminal along exclusive aerial ramps. The terminal, which would accommodate 49 buses, would meet the space and operational requirements of the transit operators (see Figure 3). Spaces for AC Transit buses would be split between the two levels, with 24 on the upper level and six on the lower level. This alternative would require the construction of a temporary bus terminal for use during demolition of the Transbay Terminal and construction of the new facility.

In terms of bus operations, this alternative presents a major advantage over Alternative 1. The design would incorporate a circular configuration for buses (see Figure 3), which would allow passengers to wait for their buses in a large enclosed space. This space could include newsstands, cafes, and other amenities for the passengers.

As in Alternative 1, the CalTrain station would have four tracks and be located one level underground, allowing an easy transfer to and from buses (see Figure 4). Intercity or high-speed rail service could be added to the terminal in the future. An underground concourse could connect the new terminal with the BART/ Muni Embarcadero Station on Market Street.

The new structure would be carefully designed to fit within the neighborhood. The illustration on the facing page shows one possible configuration. The structure could include shops and cafes on the ground level to create a more pedestrian-friendly environment.

FIGURE 1 Area Plan



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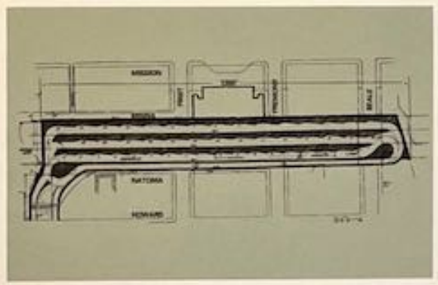

FIGURE 3 Bus Level Plan

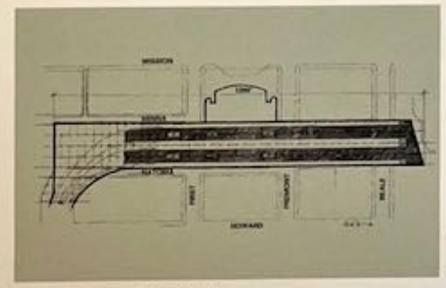

FIGURE 4 CalTrain Level Plan (Aerial)

TRANSBAY SITE

ALTERNATIVE 3

Long Bus Terminal/CalTrain Aerial

In Alternative 3, the existing Transbay Terminal would be torn down and replaced with a new bus terminal and underground CalTrain station on the same site. The terminal would be significantly larger than the existing Transbay Terminal, nearly doubling it in size (see Figure 1). It would cross First, Fremont, and Beale streets.

This is the least expensive alternative, costing approximately $130 million for the bus terminal and $470 million for the CalTrain station.

In this alternative, passengers would enter on the ground floor. A four-track CalTrain station would be located on the first level above the ground, and a single bus level would be placed above CalTrain resulting in a building over 80 feet tall. A mezzanine would be located between the CalTrain and bus levels to facilitate passenger circulation (see Figure 2).

This alternative would accommodate all of the buses on one level. It would function like the existing bus deck, though it would be designed to be more aesthetically pleasing. However, it would be impossible to provide the circular passenger waiting areas proposed in Alternative 2.

As in Alternatives 1 and 2, buses coming from the Bay Bridge would enter the terminal along exclusive aerial ramps. The terminal, which would accommodate 48 buses, would meet the space and operational requirements of the transit operators (see Figure 3). This alternative would require the construction of a temporary bus terminal for use during demolition of the Transbay Terminal and construction of the new facility.

Locating CalTrain above ground would require that the building be higher and longer than those proposed in the other alternatives (see Figure 4). Also, CalTrain would travel along an aerial structure from Folsom Street following the existing ramps from the Bay Bridge to the terminal. CalTrain would create noise impacts as it made the turn into the terminal from the aerial ramps. Intercity or high-speed rail service could be added to the terminal in the future. An underground concourse could connect the new terminal with the BART/Muni Metro Embarcadero Station on Market Street.

The new structure would be carefully designed to fit within the neighborhood. The illustration on the facing page shows one possible configuration. The structure could include shops and cafes on the ground level to create a more pedestrian-friendly environment.

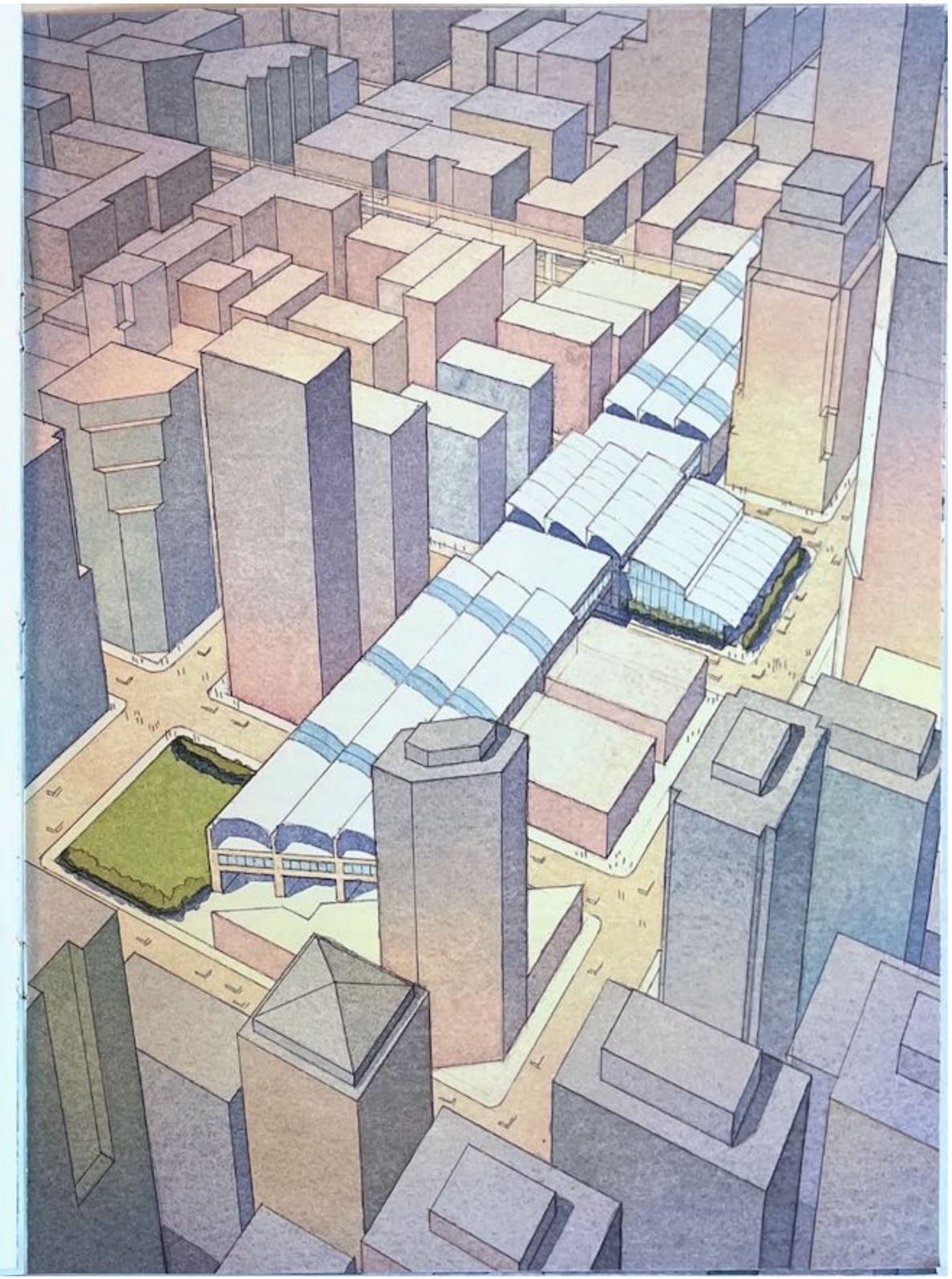

FIGURE 1 Area Plan

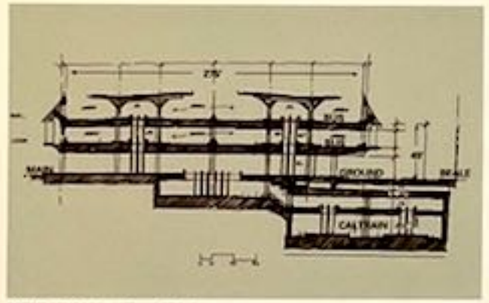

FIGURE 2 Terminal Cross Section

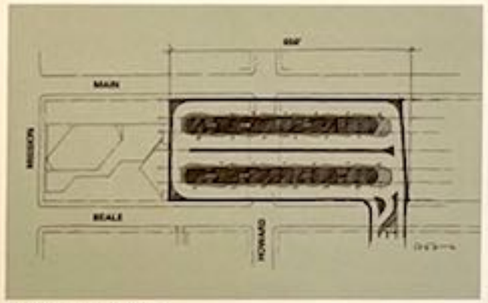

FIGURE 3 Bus Level Plan

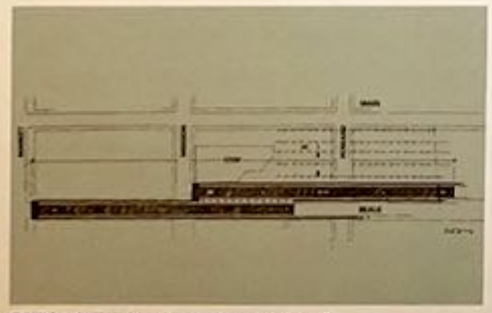

FIGURE 4 CalTrain Level Plan (Underground–Option 2)

Main/Beale Site

ALTERNATIVES 4 AND 5

In these two alternatives, the Transbay Terminal would be torn down and replaced with a new bus terminal located between Beale and Main streets, north and south of Howard Street. This terminal would only cross one street—Howard Street. In Alternative 4, the four-track CalTrain station would be located underneath Beale Street (see Figure 1); in Alternative 5, it would be located underneath the site of the existing Transbay Terminal. Alternative 4 is currently the City of San Francisco's preferred alternative.

Alternative 4 would cost approximately $138 million for the bus terminal and $540 to $744 million for the CalTrain station. Alternative 5 would cost approximately $145 million for the bus terminal and $533 million for the CalTrain station.

In both alternatives, the bus terminal would exhibit the same design. Buses would be located on two levels above ground (see Figure 2). The bus levels could be arranged in the circular configuration, with two circles on each level (see Figure 3). Spaces for AC Transit buses would be split between the two levels, with 24 on one level and six on the second level. As in the other alternatives, buses coming from the Bay Bridge would enter the terminal along exclusive aerial ramps. The terminal, which would accommodate 52 buses, would more than meet the space and operational requirements of the transit operators. These alternatives would not require construction of a temporary bus terminal for use during demolition of the Transbay Terminal if adjustments were made to the existing terminal.

The primary difference between two alternatives is the configuration of the underground CalTrain station.

In Alternative 4, CalTrain would be located under Beale Street, parallel to—and potentially partially underneath—the new Main/Beale bus terminal. Three different CalTrain terminal design options are being evaluated. Option 1 has all four CalTrain tracks south of Mission Street.

continued on following page

MAIN/BEALE SITE

ALTERNATIVES 4 AND 5

continued from previous page

Option 2 takes two tracks to Market Street and two tracks to Mission Street (see Figure 4). Option 3, the most expensive, has all four tracks at Market Street. Intercity or high-speed rail service could be added to the east of the CalTrain tracks in the future.

In Alternative 5, CalTrain would be located underneath the site of the existing Transbay Terminal (see Figure 5). The east end of the CalTrain station would be in the north end of the new bus terminal's basement, which would allow a good connection between buses and trains. An underground concourse could be provided to the BART/Muni Embarcadero Station. Intercity or high-speed rail service could be added to the south of the CalTrain tracks in the future.

The new structure would be carefully designed to fit within the neighborhood. The illustration on the previous page shows one possible configuration (the illustration represents both alternatives, as the only differences are underground). The structure could include shops and cafes on the ground level to create a more pedestrian-friendly environment.

Existing Transbay Terminal Site

Under both alternatives, the existing Transbay Terminal site would be vacated once construction of the new Main/Beale terminal was completed. This would free a large amount of centrally located land for new uses. All or portions of this land could be used to create a new important south-of-Market open space similar to Union Square or Justin Herman Plaza. Portions could be developed for new cultural facilities or commercial space. Creation of a new open space surrounded by sensitively designed commercial space could serve as a catalyst for anchoring a new neighborhood. The Bay Bridge access ramps, located between Folsom and Howard streets, could serve as a delineation between the residential areas along Folsom and at Rincon Hill and the commercial area between Mission and Howard streets. The illustration of these alternatives on the previous page shows one possibility for a combination of open space and new development.

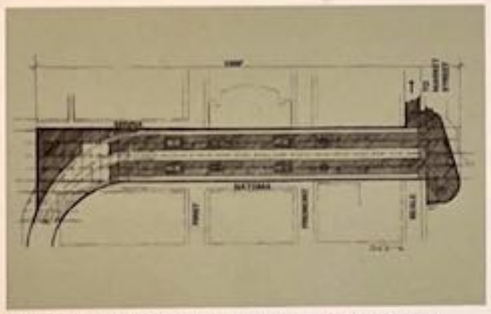

FIGURE 5 CalTrain Level Plan (Underground at Transbay Terminal Site)

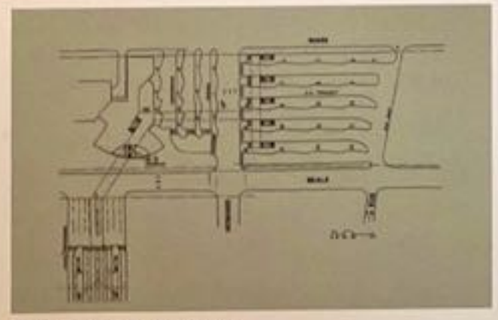

FIGURE 6 Surface Bus Terminal Plan

MAIN/BEALE SITE

ALTERNATIVE 6

Surface Bus Terminal

Alternative 6 consists of a surface-level bus terminal rather than a new bus terminal building. Thus all bus operations would occur on the ground (see Figure 6). This alternative would likely require the construction of several low structures, including bus shelters and an information center. Bus access from the Bay Bridge could either be provided with exclusive ramps or on surface streets (surface operations would incur significantly higher costs). This option would provide the poorest passenger amenities and waiting areas. It would also significantly increase traffic congestion around the terminal, because many more buses would travel on surface streets and turn in and out of the terminal. Furthermore, this option would not meet the space and operational requirements of the transit operators, as the terminal would only provide 35 spaces.

TRANSBAY TERMINAL SITE ALTERNATIVES			MAIN BEALE SITE ALTERNATIVES			
	Alternative 1 SHORT BUS/ CALTRAIN UNDERGROUND	Alternative 2 MEDIUM BUS/ CALTRAIN UNDERGROUND	Alternative 3 LONG BUS/ CALTRAIN AERIAL	Alternative 4 BUS MAIN BEALE/ CALTRAIN BEALE STREET UNDERGROUND	Alternative 5 BUS MAIN BEALE/ CALTRAIN TRANSBAY SITE	Alternative 6 SURFACE BUS TERMINAL/ CALTRAIN–VARIES
CAPITAL COSTS (IN MILLIONS – 1995 DOLLARS)						
Bus Costs[1]	$145	$148	$130	$138[2]	$145	$25
CalTrain Costs[3]	$534[2]	$534[2]	$470[2]	$540-744[4]	$535	$534-744[4]
Total Costs	$679	$682	$600	$678-882	$680	$559-769
OPERATING EFFICIENCY / PASSENGER EXPERIENCE						
Dedicated Bus Access from Bridge to Terminal?	Yes	Yes	Yes	Yes	Yes	No
AC Transit Located on One Level?	No	No	Yes	No	No	Yes
Number of Bus Spaces	46	49	48	52	52	35
Bus Platform Type?[5]	Narrow	Circular	Narrow	Circular	Circular	Narrow
Bus to Caltrain Connectivity	Full Vertical[6]	Full Vertical[7]	Full Vertical[6]	Full Vertical[7]	Partial Vertical[7]	Varies
Bus to Market Street Connectivity	950 feet	950 feet	950 feet	950 - 1770 feet	950 - 1770 feet	1300 - 1770 feet
CalTrain to Market Street Connectivity	950 feet	950 feet	950 feet	0 - 1770 feet	950 feet	0 - 1770 feet
URBAN DESIGN						
Building Site Size	Smallest Footprint	Large Footprint	Largest Footprint	Small Footprint	Small Footprint	Small Footprint
Building Crosses Streets	First	First, Fremont	First, Fremont, Beale	Howard	Howard	None
Bus and/or Train Ramps Cross Streets[8]	Howard	Howard	Howard	Fremont, Beale	Fremont, Beale	None
LAND USE						
Terminal Retail Development Potential	Size Allows	Size Allows	Size Allows	Size Allows	Size Allows	None
General Land Use Impacts	Promotes Residential	Promotes Residential	Promotes Residential	Promotes Commercial	Promotes Commercial	na
Does Terminal Cause Wall Effect?	Less than existing	Same as existing	Greater than existing	Less than existing	Less than existing	na
CONSTRUCTION PHASING						
Is Interim Bus Terminal Needed?	Yes	Yes	Yes	No[9]	No[9]	No
Bus & Train Projects Independent?	No	No	No	Yes (Option 3)[4]	Yes	Yes

NOTES

1. Includes cost of demolishing existing ramps.
2. Includes cost of demolishing existing Transbay Terminal, about $10 million.
3. CalTrain cost assumes clean diesel with portal at Fifth/Townsend.
4. Option 1 = $540; Option 2 = $594; Option 3 (All four tracks to Market Street) = $744.
5. Circular provides more room for public gathering.
6. Full vertical indicates that bus terminal would be located directly above CalTrain Terminal.
7. Partial vertical indicates that bus terminal and CalTrain Terminal would intersect.
8. Ramps used for both automobile and bus traffic are not included.
9. Adjustments would be needed to Transbay Terminal.

THIS PUBLICATION IS A JOINT PRODUCTION OF

Peninsula Corridor Joint Powers Board (CalTrain)

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