ISSUE 5 APRIL 1996

On The Right Track

CALTRAIN SAN FRANCISCO DOWNTOWN EXTENSION PROJECT

MARK YOUR CALENDAR

Attend a Meeting!

The JPB is hosting two informational meetings to discuss the proposed CalTrain facility and replacement bus terminal. Each meeting will focus on a different topic. Both events will take place in the Olympic Room, **ANA Hotel, 50 Third St.,** San Francisco.

Monday, May 6
6:30 – 8:30 p.m.
Bus Operations

The first informational meeting will look at bus operations in and around the Transbay Terminal.

Wednesday, May 15
6:30 – 8:30 p.m.
Joint Development

The second meeting will look at the potential for joint development on the new CalTrain and bus terminal sites. It will include presentations by representatives of the JPB's joint development and architectural consultants, and by private-sector developers.

See inside for additional information on these two topics.

JPB Moves Forward with Downtown Train, Bus Terminals

Since 1989, the Peninsula Corridor Joint Powers Board has been looking at extending CalTrain from Fourth and Townsend streets to a location closer to downtown. Meanwhile, the City of San Francisco, working closely with Caltrans, has spent the last three years studying ways to upgrade the aging Transbay Terminal bus facility. In its present state, the Transbay Terminal requires extensive seismic retrofitting and code upgrades.

These studies began to overlap when the JPB developed an alternative that would extend CalTrain to the site of the Transbay Terminal, located just two blocks away from Market Street. Last January, the JPB selected the Transbay Terminal Site Station Alternative for further study in its upcoming Draft Environmental Impact Statement and Report covering the proposed CalTrain downtown extension. In March, the San Francisco Board of Supervisors indicated its preference for this alternative.

In this alternative, CalTrain would travel down Townsend Street, curve north near Second Street, and travel below Colin P. Kelly/Essex streets to a terminal station beneath the site of the current Transbay Terminal. Since extending CalTrain to this location would require demolishing the Trans-bay Terminal, bus terminal replacement options will be studied in the CalTrain DEIS/DEIR as mitigation measures for tearing down the terminal.

Three alternative mitigation measures will be evaluated:

Option A Three-story bus terminal at Main-Beale site (adjacent to CalTrain terminal);

Option B Three-story bus terminal at Transbay Terminal site (directly above CalTrain terminal); and

Option C Surface bus terminal at Main-Beale site.

These alternative mitigation measures were developed in the Transbay Terminal Area Study prepared by the City of San Francisco, Caltrans and other transportation agencies (see inside chart for a summary of these alternative mitigation measures).

Continued on inside flap

MAY 6 MEETING

Connecting Transit Service to the New CalTrain Terminal

This May, the JPB is hosting informational meetings on bus operations and joint development, as they relate to the proposed CalTrain and bus terminals (see front page sidebar). The following information provides a framework for discussion on these two topics.

The CalTrain Downtown Extension Project represents a major opportunity to strengthen connections between transit systems and to increase service to and from the City. The informational meeting on May 6 will look at a number of operational issues related to connecting service to the new CalTrain terminal, including:

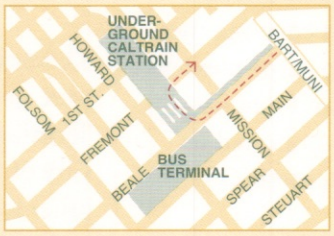
- ✓ How would Muni, SamTrans, and other bus systems that operate at street level access the new CalTrain facility—via a pass-through or via a bus mall and loop (see maps below)?
- ✓ Would AC Transit's exclusive ramps, which provide its buses with direct access from the Bay Bridge to the current Transbay Terminal, need to be replaced?
- ✓ Would AC Transit's existing midday bus storage need to be replaced? If so, where?
- ✓ How would AC Transit operations be affected if the temporary Main/Beale surface lot were used (as would be required if the Transbay Terminal were rebuilt on the same site)?
- ✓ How would transit service be maintained during periods of construction?
- ✓ How could convenient connections between CalTrain, BART, Muni, ferries, and regional bus lines be developed?
- ✓ How would passenger convenience and safety be ensured in the CalTrain and bus terminals?

SURFACE BUS ACCESS OPTIONS

These options address how bus lines that operate at street level—like Muni and SamTrans—would access the new downtown CalTrain and bus terminals.

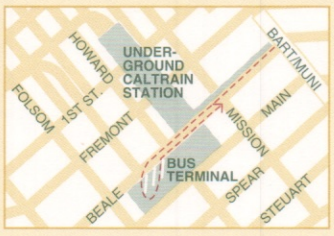
Beale-Fremont Pass Through

Under this option, buses would travel down Beale Street and turn right into a designated bus-only zone between Mission and Howard streets, directly above the underground CalTrain station. The zone would contain areas for passenger loading and for layovers. Passengers would be dropped off before the buses enter the zone along the west side of Beale south of Mission. Exiting buses would turn right from the zone onto Fremont Street and proceed towards Mission.



Beale Bus Mall and Loop

Under this option, buses would travel down Beale Street, and, once past Mission Street, turn left into a two-way, bus-only lanes that run alongside Beale. Drop-off islands would be provided along the west side of the southbound lane. Buses would then continue and turn left into a loop located on the ground level of the new bus terminal (this option would only apply if the bus terminal is located at the Main/Beale site). Layover areas would be provided next to the loop. Buses would then head back in the other direction towards Mission, with pick-up areas located on the east sidewalk of Beale.



MAY 15 MEETING

Exploring Opportunities for Joint Development

The JPB, Caltrans and the City of San Francisco are reviewing joint development opportunities that would arise from construction of the downtown extension and new bus terminal. Joint development, which involves private-sector use of public land, is a well-established method for generating real-estate revenues. Although each of the proposed designs incorporates some form of joint development (e.g, ground-level, commuter-oriented retail uses), additional opportunities would exist. These joint development opportunities would be reviewed in a future environmental impact report prepared by the City of San Francisco.

To optimize joint development opportunities, three questions need to be addressed:

- ✓ What is the market for land uses that are compatible with the CalTrain and bus facilities?
- ✓ Can the CalTrain and bus terminals be designed not to preclude joint development without sacrificing efficiency and convenience of transit operations?
- ✓ Given market demand and site and design constraints, what type and what size of joint development projects should be pursued?

Market Demand

Any of four land uses—residential, hotel, commercial office, and retail—could be located in or around the facility. According to the City's Transbay Terminal Area Study, high-rise commercial office and retail uses show the greatest promise with regards to land use and compatibility. As with any new development, however, the market for a joint development project must be driven by demand—or else there would be no financial support or economic justification. Therefore, in evaluating joint development opportunities for the CalTrain and bus terminals, special consideration must be given to the timing, amount, and nature of projected demand.

Office Development Opportunities

The Transbay Terminal site, located next to several existing office buildings and close to Market Street, is well situated for commercial office development. Still, weak market conditions in recent years have hampered office development. Due to lack of demand, approximately five million square feet approved for office construction in the City remains unbuilt. Office-based employment in San Francisco, after a steady decline in the early 1990s, just recently rose back to 1990 levels. Thus, despite this resumption in job growth, careful consideration must be given to the amount and timing of office development in conjunction with the CalTrain and bus terminals.

Retail Development Opportunities

Retail development would be another possible match. The amount and type of retail would depend on which markets were targeted: commuters, office workers, local residents, or tourists.

Commuters have a relatively low retail demand, focusing on convenience items like coffee, magazines, and flowers. As a result, there is small demand for retail space geared towards this group. Existing examples include the street-level shops throughout San Francisco's Financial District.

Continued on back

Terminal Design Options

The following chart describes the three design options under consideration for the proposed bus facility that would replace the Transbay Terminal. In all cases, CalTrain would be located underground at the site of the existing Transbay Terminal, and an underground walkway to the BART/Muni Metro station would be built.

If Option B is selected, a temporary bus facility would be needed, because it would take at least four years to demolish the Transbay Terminal, complete the CalTrain extension, and rebuild the bus terminal on the same site. In Options A and C, however, the new bus terminal would be built at Main and Beale streets *before* the Transbay Terminal is torn down, so no interim facility would be required.

SURFACE BUS ACCESS
(Muni, SamTrans, etc.)

BAY BRIDGE BUS ACCESS
(AC Transit)

MIDDAY BUS STORAGE LOCATION

NUMBER OF BUS BAYS IN TERMINAL

GOLDEN GATE TRANSIT SERVICE

GREYHOUND FREIGHT

TERMINAL CONFIGURATION

PARKING

TERMINAL RETAIL

Option A	Option B		Option C
3-Story Bus Terminal at Main-Beale Site	*3-Story Bus Terminal at Transbay Site*	*Temporary Surface Bus Terminal at Main-Beale Site During Construction*	*Permanent Surface Bus Terminal at Main-Beale Site*
Beale-Fremont pass through *or* Beale bus mall and loop	Beale-Fremont pass through	Existing conditions; modified as required for demolishing the existing terminal	Beale-Fremont pass through
New aerial bus ramp adjacent to Fremont auto ramp—aerial across Beale Street	New aerial bus ramp along Essex Street corridor	Existing aerial bus ramp adjacent to Fremont auto ramp—brought to surface at Beale Street	New aerial bus ramp adjacent to Fremont auto ramp—brought to surface at Beale Street
On widened Essex and Fremont aerial bus ramps—80 spaces	Widened Essex Street aerial bus ramps—65 spaces	Surface lot on vacant Caltrans right-of-way at Folsom and Fremont streets (also look at Golden Gate Transit's needs)	Remote surface lot—location to be determined (also look at Golden Gate Transit's needs)
AC Transit 30 Greyhound 9 Other 11 **Total 50**	AC Transit 30 Greyhound 9 Other 6 **Total 45**	AC Transit 21 Greyhound 8 Other 6 **Total 35**	AC Transit 21 Greyhound 8 Other 6 **Total 35**
Layover in terminal	Layover on street	Layover on street	Layover on street
In terminal	In terminal	Displaced	In terminal
	Transbay Terminal Short *or* Transbay Terminal Medium		A simple roof-and-wall structure would be constructed
About 600 spaces underground	None	None	None
35,000–50,000 square feet in ground floor terminal	35,000–50,000 square feet in ground floor terminal	None	None

JPB Moves Forward with Train, Bus Terminals

Continued from front page

CalTrain, BART, regional bus lines, private intercity bus lines, and local transit systems would be linked. Besides the CalTrain extension and the new Transbay Terminal, the project would include an inviting underground walkway connecting the terminals with the Embarcadero BART/Muni Metro Station. The facilities would also provide improved access for Muni and other bus systems that operate at street level.

This project is part of a vision to develop a comprehensive transit hub that brings together multiple modes of transportation and, ultimately, the people of the region and beyond. An intermodal transit hub would likely bring many benefits, more than could ever be achieved by the CalTrain extension alone, such as:

Regional Transit Coordination

The transit hub would link CalTrain, BART, Muni, AC Transit, SamTrans, and Golden Gate Transit, facilitating a series of operational changes that would improve transportation connections throughout the Bay Area. Furthermore, the hub would connect regional transit service with private intercity bus and rail lines, like Greyhound and Amtrak.

Neighborhood Development

The transit hub could serve as a catalyst for redeveloping the surrounding neighborhood. New development would focus on creating a vibrant place for people to live, work, play, and shop. To ensure a human-scale environment, the hub could incorporate a network of open spaces and pedestrian corridors. The new transit facility would represent an integral part, if not the core, of the neighborhood.

Improved Traffic Conditions

A downtown transit hub would provide the City of San Francisco with an incentive to create a series of transit-preferential streets, which would give priority to buses, bicyclists, and pedestrians. This move would improve transit service and could help reduce congestion.

Traveler Information

The transit hub would allow the integration of the latest technology in travel information systems. These systems are designed to improve access for all people by providing up-to-the-minute information about travel conditions on roadway and transit systems, as well as basic information like directions to City Hall. More importantly, the hub would enable travelers to maximize use of this information by offering them a wider array of transit options. Thus, if a delay existed on one system, travelers at the hub could easily switch to another.

Delivery Services

The transit center could serve as a downtown hub for local delivery services. Couriers from outside San Francisco could reach the center using CalTrain or BART. Once there, they would have easy access to the rest of the City. CalTrain and BART would also provide connections to San Francisco and Oakland airports.

The sum of these benefits would be an improved level of transit for the entire Bay Area. Many questions, however, remain unanswered and require further discussion. These questions will be addressed in future studies. The CalTrain extension and the replacement bus facility, being evaluated in the current DEIS/DEIR, would be the first step towards this comprehensive vision.

THE NEXT STEP

JPB to Release DEIS/DEIR This Fall

The JPB plans to release the Draft Environmental Impact Statement and Report—which will look at the proposed CalTrain extension and replacement bus facility—in early October.

Following the release of the DEIS/DEIR, members of the public will have 45 days to review the document and to make comments. In November, the JPB will hold a public hearing for individuals to voice their concerns.

In December, the JPB will select a Locally Preferred Alternative for preparation of the Final EIS/EIR. Responses to substantive comments on the DEIS/DEIR will be included in the FEIS/FEIR.

Exploring Opportunities for Joint Development

Continued from inside

Office workers use restaurants, convenience stores, and shopping centers that allow them to comparison shop. A sufficient critical mass of workers, however, would be needed to support this type of retail. Examples include the Embarcadero Center, Rincon Center, Hills Plaza, and One Market Plaza—many of which have had difficulty attracting and maintaining tenants.

For local residents and tourists, the primary retail draw is the *place's* appeal. Thus this type of retail often requires a distinguishing feature like a waterfront or historical landmark, a critical mass of retail units (exceeding several hundred thousand square feet), and retail opportunities that are unique to the region. Examples include Union Square and Fisherman's Wharf/Pier 39.

Design Constraints

Despite this attention to joint development opportunities, it is critical that the design of the CalTrain and bus terminals not be constrained by this development. The facilities must be gateways to the City, not a cramped, uninviting facility. New York's Penn Station, for example, is neither welcoming nor functional, as it is "buried" under development. In contrast, retail development is carefully woven into Washington D.C.'s Union Station, resulting in a transit center that benefits everyone.

To maximize its appeal and landmark status, the CalTrain and bus facilities must have an above-ground presence, substantial public space, and a "great public room" that celebrates the convergence of multiple transit systems. These public spaces could be designed to enhance the joint development by providing direct entrances and inviting public spaces. Examples of transit centers that share these qualities include Grand Central Terminal and Winter Garden in New York, Victoria Station in London, and La Defence in Paris.

The JPB invites members of the public to attend the informational meeting on this topic (see front page sidebar). By assisting in evaluating joint development opportunities for the CalTrain and bus terminals, the community can help the JPB and City of San Francisco work towards making this transit vision a reality.

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