



# Memorandum

**TO:** HONORABLE MAYOR  
AND CITY COUNCIL

**FROM:** John Ristow

**SUBJECT:** RAIL CORRIDOR PLAN FOR  
SAN JOSE AND INTER-AGENCY  
AGREEMENT

**DATE:** August 5, 2019

Approved

*D. D. S. L.*

Date

*8/9/19*

**COUNCIL DISTRICTS: 2, 3, 4, 6, 7, & 10**

## RECOMMENDATION

Accept the staff report and presentation on a preliminary scope of work and funding plan for the Rail Corridor Plan for San José.

## OUTCOME

City Council will be provided with information on the preliminary scope of work and funding plan for the Rail Corridor Plan.

## BACKGROUND

On June 4, 2019, City Council directed staff to pursue a Rail Corridor Plan for San José and an associated inter-agency agreement. Specifically, staff was directed to:

- Bring to Council an agreed-upon scope of work and preliminary funding plan for the interagency agreement and Rail Corridor Plan, prior to the High-Speed Rail (HSR) Authority Board meeting in September where the Authority will consider the Preferred Alternative for the San José to Merced segment.
- Prior to HSR's publishing the Draft Environmental Impact Statement/Report (EIR/S) for the San José to Merced segment, return to Council with an Interagency Agreement for multi-agency collaboration, integrating multiple overlapping plans and projects to deliver high-quality rail service in San José.
- Explore an environmental and implementation strategy for the three grade separations in the Monterrey corridor (at Branham, Skyway, and Chynoweth), two grade separations in

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the Gardner/North Willow Glen neighborhood (at Auzerais and West Virginia); and, once established, the Diridon Integrated Station Concept (DISC) Plan Preferred Option.

Important rail programs developments in San José since then include:

- The DISC Process has developed three spatial layouts for Diridon Station that include potential changes to rail infrastructure. Two of the three spatial layouts utilize the existing corridor through the Gregory/Gardner/North Willow Glen neighborhood, rather than a new viaduct along Interstate 280 and State Route 87.
- In early July 2019, HSR staff recommended the Blended At-Grade alternative (Alternative #4) as the Preferred Alternative for the Draft EIR for the San José to Merced segment of the HSR project. This alternative would extend the blending of Caltrain and HSR service through San José all the way to Gilroy. Along Monterey Road, this alternative is contingent on HSR successfully negotiating the purchase of the line from Union Pacific Railroad (UPRR) or equivalent. The HSR Authority Board will take action on this recommendation at its September 2019 meeting.
- Caltrain staff recommended to their Board adopting a long-range service vision consistent with the “Moderate Growth” (12 trains per hour) Scenario and to work with partners to plan for and not materially preclude potential future rail service levels consistent with the “High Growth” (16 trains per hour) scenario. The Caltrain Board is expected to adopt a long-range service vision in September or October of this year.

More information about the HSR Preferred Alternative and Caltrain long-range service vision are also agendized for discussion at the August 20, 2019 City Council meeting.

## **ANALYSIS**

Over the last two months the City has met with the Peninsula Corridor Joint Powers Board (Caltrain), the Santa Clara Valley Transportation Authority (VTA), and the California High-Speed Rail (HSR) Authority, Altamont Corridor Express (ACE), Capitol Corridor Joint Powers Authority (Capitol Corridor), and City of Santa Clara regarding a Rail Corridor Plan for San José/the South Bay. Based on these discussions and input the City has drafted an agreed-upon preliminary scope of work and funding strategy for the Rail Corridor Plan (Attachment A).

The Rail Corridor Plan and associated agreement will ensure effective collaboration between and among the Partner Agencies. The Rail Corridor Plan will establish the critical, shared infrastructure needed to effectively introduce new rail service into San José, maximizing the benefits of the planned service while minimizing negative impacts. The agreement will also establish a framework for the agencies to partner on the range of capital plans and projects necessary to plan and build-out the long-term vision for the rail corridor and related interfaces throughout San José (see Attachment B for a map of potential projects in the Rail Corridor Plan area). This effort nests within broader rail corridor projects underway across the Bay Area and South Bay.

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The DISC Process will recommend a rail alignment north and south of Diridon Station, for train traffic. South of Diridon Station, the DISC Process is evaluating whether trains should use the existing rail corridor or a combination of the existing corridor and a new viaduct for electrified trains along Interstate 280 and State Route 87. The Rail Corridor Plan will build upon that recommendation with considerations regarding the number of tracks, amount of train service, and treatment of those tracks and associated infrastructure. Regardless of southern rail alignment choice, it will be critical to reduce noise, vibration, and visual impacts, while improving access to adjacent parks and aesthetic treatments, as part of the rail infrastructure planning and development.

VTA, Caltrain, HSR and the City have agreed to pursue a mix of local and state funding for the Rail Corridor Plan. Local funding identified includes existing VTA Measure A (2000) and/or B (2016) funding dedicated to expanding Caltrain service and/or capacity. State funding includes planning money available from the Transit and Intercity Rail Capital and/or High Speed Rail Programs.

#### **EVALUATION AND FOLLOW-UP**

A final Interagency Agreement for the Rail Corridor Plan will be brought to City Council and the other partner agencies' governing boards, as needed, for approval. Department of Transportation (DOT) staff will provide updates on the projects developed under the agreement to the City's Transportation and Environment Committee and/or City Council at key milestones.

#### **PUBLIC OUTREACH**

This memorandum will be posted on the City's Council Agenda website for the August 20, 2019 Council Meeting. A public engagement strategy will be incorporated into the Rail Corridor Plan and associated efforts. Regular updates to rail corridor planning and capital projects will be brought to the Transportation and Environment Committee and/or City Council.

#### **COORDINATION**

The Rail Corridor Plan has been coordinated with the Department of Planning, Building and Code Enforcement, and Office of Economic Development. The City Attorney's Office and City Manager's Budget Office have reviewed this memorandum.

#### **COMMISSION RECOMMENDATION/INPUT**

No commission recommendation or input is associated with this action.

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**CEQA**

Not a Project, File No. PP17-009. Staff Reports, Assessments, Annual Reports, and Informational Memos that involve no approvals of any City action.

/s/  
JOHN RISTOW  
Director of Transportation

For questions, please contact Brian Stanke, DOT Rail Planning Manager, at (408) 795-1834.

Attachments: A - Scope of Work for Rail Corridor Planning in San José  
B - Map of Potential Projects in Rail Corridor Plan Area

## Scope of Work for Rail Corridor Planning in San José

**Purpose and Objectives:** A comprehensive Rail Corridor Plan to enhance the mobility, economic vitality, connectivity, and accessibility of the City of San Jose that ties together the various plans laid out by each of the passenger rail operators and the State Rail Plan. The Rail Corridor Plan would evaluate the need for future rail infrastructure and the need for station improvements (beyond Diridon), and local access across San Jose, identifying potential needs for rail infrastructure, urban integration, and local access in a unified planning process.

Develop a Rail Corridor Concept Plan integrating modern, frequent, regional and inter-city passenger rail service throughout San José providing people with far better access to homes and jobs, and helping achieve City policy objectives such as:

- Shifting resident and employee trips from auto to transit
- Reducing vehicle miles travelled (VMT)
- Increasing employment and housing near transit stations

### 1. Plan Overview

The Rail Corridor Plan is a collection of interrelated efforts along the corridor. Key elements of the Plan include:

- High-level track layouts and configurations.
- Rail facilities including: rail yards, layover, and turnaround facilities.
- Regional rail stations and associated access improvements that provide users with joy and convenience and are designed to accommodate future usage.
- Urban connections across the rail corridor and between stations and surrounding districts. These connections will support distinct but related station access, ridership, and transit-oriented development.
- Infrastructure construction phasing plans to allow for incremental build-out of rail infrastructure to accommodate the long-range services of all passenger operators, with flexible phasing that minimizes throwaway costs and impacts to neighborhoods.

The associated Inter-Agency Framework Agreement will articulate roles and responsibilities for the individual efforts.

## 2. Geographic Boundaries

The Corridor Plan will cover:

- The Union Pacific-owned Coast Line through Alviso in northern San José<sup>1</sup>
- The Caltrain-owned line in central San José
- The Union Pacific-owned Coast Line from Communications Hill south to the southern border of San José

The above boundaries capture the entirety of San José and portions of the Northern California rail network with the highest train traffic, where train services from the Peninsula, East Bay, and Southern California merge and overlap.

## 3. Participating Agencies

Agencies participating in the Plan, including:

- City of San José
- Caltrain
- Valley Transportation Authority (VTA)
- California High-Speed Rail Authority
- California State Transportation Agency (CalSTA) and Caltrans Division of Rail
- Capitol Corridor
- Altamont Corridor Express (ACE)
- City of Santa Clara

The City of San José will be the contracting agency and lead for the planning effort. Each agency's level of involvement will vary depending the importance of individual components to their future services/jurisdiction and future investment levels.

## 4. Foundational Documents and Service Inputs

Foundational to the work is the City of San José General Plan 2040, especially its mode shift and focused growth goals. Additional foundational documents are:

- 2018 California State Rail Plan

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<sup>1</sup> Between Alviso neighborhood and Newhall neighborhood / College Park station, a portion of the Coast line and Caltrain line run through the City of Santa Clara. The City of Santa Clara is invited to participate in the Rail Corridor Plan, as the plan will consider rail services that travel through Santa Clara.

- Diridon Integrated Station Concept Plan (Adopted Vision, anticipated Fall 2019)
- California High-Speed Rail Authority's Preliminary Engineering for Project Development for Alternative 4

The Rail Corridor Plan will begin with an examination of the long-range vision plans for each operator as initial inputs:

- Caltrain 2040 Service Vision, and Business Plan (once adopted)
- HSR 2018 Business Plan and 2019 Project Update Report
- Capitol Corridor Vision Plan
- Altamont Corridor Express Vision Plan (once adopted)
- VTA High-Capacity Transit Corridors Study (once adopted)

## 5. Main Tasks

**a. Rail facilities sizing and location.** Determine the medium and long-term space needs of regional operators for train tracks, maintenance facilities, yards, and turnaround facilities. Identify and evaluate potential locations for such facilities and opportunities for co-locating or consolidating facilities. Specific items include:

- Numbers of tracks needed at specified overall service levels
- New, expanded, maintenance facility and yard south of Diridon to meet Caltrain's 2040 fleet needs
- Replacement capacity for Capitol Corridor due to loss of platform storage capacity at Diridon (a potential outcome of Diridon Integrated Station Concept Plan reconfiguration)
- Long-term future of Michael/Tamien yard and the potential relocation of ACE into a co-located or consolidation facility as part of Tamien station and turnaround facilities design
- Facilities designed for conflict-free movements of trains in and out by all operators

The infrastructure sizing and phasing analysis will include rail operation modeling to quantify infrastructure needs and how those fit within the corridor. Additional analysis will evaluate schedule and infrastructure optimization strategies.

**b. Regional Rail Stations.** Refined site designs for rail stations (except Diridon) that improve station's capacity, connectivity, and customer experience focused on:

- Improvements to accommodate much higher service and ridership levels including needed rail infrastructure, station access and egress improvements, and adjacent-area street network improvements.
- Urban connections between stations and the surrounding districts and street networks. The future service levels and urban connections will inform further land use and multi-modal transportation planning by the City of San José.

**c. Monterey Road Capacity, Reliability, and Safety Study.**

The rail line alongside Monterey Road will see the greatest percentage increase in rail traffic of any part of the City. The expansion of tracks and increase in service will have physical, transportation and safety impacts on Monterey Road and the surrounding community. It also offers an opportunity for bundling synergistic construction efforts to increase the capacity and reliability of rail, improve local circulation, improve bicycle, pedestrian, and local transit connectivity, safety, and reliability.

This study will examine complementary improvements on Monterey Road:

- Capitol and Blossom Hill Station access connections to both sides of Monterey Road, local street network, area bicycle network, and future bus transit facilities
- Rail safety and reliability improvements, including grade separations
- Vision Zero infrastructure improvements on Monterey Road and cross streets feeding both stations
- Bus, bike, and pedestrian facilities along Monterey Road, including protected bicycle lanes and bus priority infrastructure improvements recommended by the High Capacity Transit Corridors Study

**d. Phased Long-Term Build Out of Capacity.**

The design and sizing of all infrastructure elements will start with an examination of the long-range service visions from all current and future rail operators including:

- Peninsula Corridor Joint Powers Board (PCJPB), operator of Caltrain
- California High Speed Rail Authority (HSR)
- Capitol Corridor Joint Powers Board (CCJPB)
- San Joaquin Regional Rail Authority (SJRRRA), operator of the Altamont Corridor Express (ACE)

Given the wide spectrum of potential service levels by each operator, and uncertainty over the timing of service increases, phasing will examine how to incrementally build out of infrastructure as additional capacity is needed. Given the high level of funding



uncertainty, phasing would be based on increments of additional service rather than assumptions for which year an agency's service increases. Construction phasing options and plans developed shall enable incremental capacity additions to the corridor while minimizing throwaway costs.

**e. Implementation Needs and Strategies**

Develop cost estimates, funding strategy, and environmental strategy for the projects identified through the Rail Corridor Plan:

- Cost Estimates – develop, or refine prior, cost estimates for identified infrastructure and facilities.
- Funding Strategy – identify potential funding sources and funding strategy, including quantifying potential for land value capture related to both physical improvements and increased service levels.
- Environmental Strategy – roadmap of environmental clearances for corridor projects including levels of review, tiering opportunities, and extent that projects are bundled or cleared separately.

**6. Rail Corridor Plan Deliverables List**

- Rail infrastructure space needs report
  - Service expansion scenarios and traffic growth increments
  - Rail operations modeling and infrastructure needs
  - Schedule and infrastructure optimization strategies
- Rail yard sizing and location report
- Station site plans and connections to surrounding street network and urban fabric for: Tamien, Capitol, and Blossom Hill stations
- Monterey Road Corridor Capacity, Reliability, and Safety Report
  - Complete streets design for walking and biking infrastructure and vision zero safety improvements
  - Rail safety and reliability improvements
  - Transit infrastructure improvements
- Project implementation Reports – these will cover cost estimates, funding strategies, and environmental strategies. The reports may be by subject area or have an implementation report of an individual project or several bundle projects.

## 7. Plan Timeline

- Scope and Interagency Framework Agreement finalized – Dec 2019
- Procurement and Agencies' approval of Funding Agreement for Plan – April 2020
- Rail Corridor Plan development – May 2020 to April 2021

## 8. Potential Funding Source for Rail Corridor Plan

### Funding Sources:

- State of California Funds
  - Transit and Intercity Rail Capital Program
  - High-Speed Rail Program
- Santa Clara County Measure A (2000) – Caltrain Service Upgrades
- Santa Clara County Measure B (2016) – Caltrain Corridor Capacity Improvements

### Attachment B – Map of Potential Projects in Rail Corridor Plan Area

