



COUNCIL AGENDA: 6/4/19
FILE: 19-407
ITEM: 6.1

Memorandum

TO: HONORABLE MAYOR
AND CITY COUNCIL

FROM: John Ristow

SUBJECT: SAN JOSE DIRIDON INTEGRATED
STATION CONCEPT PLAN

DATE: May 20, 2019

Approved

Date

5/22/19

COUNCIL DISTRICTS: 3, 6

RECOMMENDATION

Accept the report on progress to date on the San Jose Diridon Integrated Station Concept Plan (Concept Plan).

OUTCOME

The City Council will receive a second briefing on design concepts that the Diridon Partner Agencies have developed in collaboration with their consultant team, Arcadis and Bentham Crouwel Architects.

BACKGROUND

In a first briefing to City Council on February 5, 2019, the Diridon Partner Agencies (Partner Agencies) presented initial design concepts. The Partner Agencies include the City of San José, the Valley Transportation Authority (VTA), the Corridor Joint Powers Board (Caltrain), and the California High Speed Rail (HSR) Authority. Since that time, the Partner Agencies have been working together to develop more detailed spatial layouts for Diridon Station.

ANALYSIS

The spatial layouts for Diridon Station include potential changes to the rail infrastructure, including modifications to the vertical track profile and station concourse position, as well as changes to the ways in which rail enters and exits the station from the north and south. Additionally, these layouts also propose different options for accommodating feeder modes at the station. This includes:

- Light rail
- Bus station and circulation
- Pedestrian and bike routes, scooter and bike parking
- Intercity buses, taxis, TNCs, and company shuttles
- Automobile circulation and parking

Additional detail on proposed spatial layouts is provided in the attached Partner Agency memo.

In the next few months, the Partner Agencies will be providing briefings on this same material to the decision-making bodies of the respective agency, as well as to the Diridon Joint Policy Advisory Board (JPAB) as follows:

- **JPAB, May 17 Presentation:** Councilmembers who sit on the JPAB include Raul Peralez (Chair), Dev Davis (Vice Chairperson), and Mayor Liccardo (representing MTC).
- **Caltrain, June 6 Presentation:** Councilmember Dev Davis sits on the Caltrain Board.
- **VTA Board, June 6 Presentation:** City Council representatives on the VTA Board include Magdalena Carrasco (Vice Chairperson), Mayor Liccardo (Board Member), Vice-Mayor Charles "Chappie" Jones (Board Member), Lan Diep (Board Member), Raul Peralez (Board Member), and Dev Davis (Alternate Board Member).
- **HSR Authority Board, June 18:** The attached joint partner agency memo will be provided on this date.

EVALUATION AND FOLLOW-UP

The Partner Agencies will continue to provide periodic updates to the Transportation and Environment Committee and/or City Council at key milestones in the Concept Plan's development.

PUBLIC OUTREACH

Completed and planned future activities include:

Periodic presentations to the Diridon Station Area Advisory Group

Three community meetings between December 2018 and summer 2019

Supported SJSU Master's of Urban Planning capstone class project on Diridon Station.

Updated website (www.diridonsj.org) with information on the Concept Plan

Maintaining email list to provide updates

COORDINATION

This memorandum has been coordinated with the City Manager's Office and City Attorney's Office.

COMMISSION RECOMMENDATION/INPUT

No City commission recommendation or input is associated with this report.

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 Eric Eidlin, DOT Station Planning Manager, at (408) 795-1638.

Attachment

May 17, 2019
San José Diridon Station Integrated Concept Plan

SUBJECT

Update on technical work accomplished to date on the San José Diridon Station Concept Plan.

BACKGROUND

San José Diridon Station, owned by the Peninsula Corridor Joint Powers Board (PCJPB), is the primary transit hub of the South Bay, currently serving approximately 17,000 daily passengers. Today's Station is a historic depot with passenger rail service provided by PCJPB (the "Caltrain" commuter rail service), Amtrak, Capitol Corridor Joint Powers Authority, Altamont Commuter Express (ACE), with connecting Santa Clara Valley Transportation Authority (VTA) light rail and bus service as well as other regional bus transportation providers. With the introduction of Bay Area Rapid Transit (BART) and California High-Speed Rail service to San José Diridon in the coming years, the Station's importance as a transportation hub will increase significantly. In addition to these new rail services, electrified Caltrain and expanded services from ACE and Capitol Corridor will lead to San José Diridon becoming one of the busiest train stations in California. Increased rail and bus service in the Station area will also support the development envisioned in San José's guiding land use policy documents. The 2040 General Plan and the Diridon Station Area Plan (DSAP) foresee a marked expansion of the city's relatively small downtown core to a size and density more appropriate for a city of one million people.

AGENCY PARTNERSHIP - COOPERATIVE AGREEMENT

The City of San José, VTA, PCJPB, and the California High-Speed Rail Authority (the "Partner Agencies") formed a public agency partnership via a Cooperative Agreement (dated July 12th, 2018) to redesign and expand Diridon Station. Key to this is the agreement to coordinate their respective capital projects in a manner that integrates the transit station facilities and the surrounding development area.

The Partner Agencies agree that a unified vision and cohesive strategy for investments at the Station and the broader Station area will generate more value than if the Partner Agencies planned and acted on transportation projects and development opportunities individually. The Partner Agencies hired a consultant team led by Arcadis and Bentham Crouwel Architects ("Team ABC") to prepare the Integrated Station Concept Plan ("Concept Plan"). Team ABC is familiar with complex, multi-agency infrastructure and urban design projects, such as major capital transit and station projects, through their experience in Europe and elsewhere.

WHAT IS THE DIRIDON INTEGRATED STATION CONCEPT PLAN?

When BART, commuter rail, high-speed rail, light rail, and supporting bus services converge, Diridon Station will support more high-capacity transit connections than any other place in the Bay Area. To effectively accommodate this planned growth in transit and development activity

as well as to make it easy to use, the Station should be redesigned and expanded to function as an integrated whole. Rather than having individual transit projects converge at the station in an uncoordinated piecemeal manner, the Concept Plan will set forth a unified vision for bringing together all transportation and land use components into a single station project.

The Concept Plan scope includes two primary parts:

1. A spatial design component
2. An organizational component

The spatial design component will establish (a) transportation infrastructure to enable capacity for future, expanding transit services, (b) an optimal physical relationship between transportation modes, and (c) a balanced relationship between the Station and surrounding neighborhoods. This will frame the vision for what the Station will become over time. The Concept Plan will focus on the functionality of the Station, rather than its architectural appearance. Later phases of work will include detailed design and engineering, as well as environmental review.

The organizational component. The redevelopment of Diridon Station is not simply complex from a physical design perspective but also from an organizational perspective. As such, an important second pillar of the Concept Plan is the development an organizational structure that can effectively deliver and operate the future Station.

The Concept Plan began in early September 2018. The 18-month Concept Plan process includes two phases and the following steps:

Phase I: Development of Spatial Layouts and Organization

- Ambitions, layout development and evaluation
- Selection of a Vision Concept
- Development of the organizational components for project delivery and operations

Phase II: Advance the Vision and Preparation of Concept Plan

- Continue planning and conceptual engineering
- Program development activities such as preliminary cost estimate, delivery strategies, phasing planning, and funding strategies
- Continued development of the organizational components for project delivery and operations

AMBITIONS AND OBJECTIVES

The Partner Agencies established a philosophy for what the future Diridon Station is aimed to become. This provided a guiding set of objectives, or ambitions, for the Concept Plan development. These ambitions articulate what the Partner Agencies hope to achieve for both the urban design form and the associated organization for the project.

The key objectives are:

- A Multi-modal, Integrated, and Human-centered Station
- The Station as Catalyst for the Urban Environment
- The Station as a Destination
- A Compelling Vision for the Future of Diridon Station
- A Futureproof, Flexible, Adaptive, and Innovative Station
- Organizational Partnership
- Internal & External Stakeholder engagement
- Funding Objectives and Risk Management

CONCEPT PLAN PROCESS

Team ABC began work on the Concept Plan with a series of interviews with the Partner Agencies. In these interviews, ABC gained a sense of the ambitions of each agency for the project, individual design requirements, as well as requirements relating to design criteria and critical information about site constraints. This information set an important foundation in the concept planning process. Subsequently, in order to turn requirements into a conceptual program, Team ABC led a series of interdisciplinary, interactive workshops with technical experts from each Partner Agency. The workshops focused on urban integration, station configuration, track configuration and access planning. Based on requirements, ambitions, and workshop collaboration, Team ABC proposed design approaches for the following elements:

- Alignment and vertical profile of the heavy rail tracks at the station, as well as track approaches into station from the north and south.
- Location of passenger rail concourse and heavy rail passenger platforms.
- Urban integration and connections to surrounding neighborhoods.
- Pedestrian and bicycle access to and through the station, as well as facilities for emerging modes of “micromobility” such as e-scooters.
- Integration of all high-capacity modes at the station, including BART, light rail, and local bus.
- Facilities for other access modes and private vehicles, including long-distance bus, private shuttles, taxi, transportation network companies (TNC), kiss-and-ride, and park-and-ride.

DESIGN PROCESS TO DATE: BIG MOVES AND KIT OF PARTS

Using the elements described above, Team ABC and the Partner Agencies have explored three big moves for the future Station's spatial layout: a) vertical configurations for the heavy rail (Caltrain and high-speed rail) corridor and station platforms; b) the location of the future station concourse; and c) the track approaches from the north and the south into the future station. Additionally, Team ABC created a kit of parts of more flexible elements that can be combined into possible layouts for the future Station.

Big Move #1: Vertical Configurations for the Rail Corridor and Station Platforms

An early focus of the design process has been on the heavy rail corridor and platforms. An important lesson from the 2017 Study Trip to visit successful European stations by the Partnership and other interested stakeholders, was the notion to “design from the tracks out.” This is based on the notion that the heavy rail tracks are the least flexible element of a station design effort and that there are only a limited number of ways in which heavy rail infrastructure can be brought through a dense urban center. The following vertical rail options have been selected because they hold the most promise for achieving the project objectives:

- **At-Grade:** The station remains at the current at-grade elevation;
- **Elevated 25' above existing grade:** All tracks and platforms would be elevated approximately 25 feet above the current track elevation;

Two of the possible layouts feature an elevated track design. Elevating the tracks and platforms would bring significant benefits in terms of urban integration. Elevated tracks would allow pedestrians, cyclists, and vehicles to pass underneath the station at street-level. This would help to knit together the neighborhoods to the east and west of the tracks. It also creates a significant amount of street-level space that can be used to house station facilities as well as storefronts and workspace to enliven the street in the station area. However, elevating the tracks creates a more challenging construction phasing scheme and more expensive trackwork north and south of the station to reconnect to the rail network on both ends.

Big Move #2: The Location of the Future Station Entrance

Team ABC and the Partner Agencies are also considering the location of the main station entrance relative to the rail platforms, how it relates to the surrounding area, and how well it interacts with the other transit modes, such as the new BART station. Three of the options currently appear to hold the most promise to best meet the ambitions for the future vision, and they are:

- the station generally in the same location as the Diridon Station today on Stover Street;
- the station entrance shifts to the south to San Fernando Street;
- the station entrance shifts to the north to Santa Clara Street.

Big Move #3: Track Approaches into the Future Station

Shifting the station to the north or the south allows for the consideration of adjustments to the existing heavy rail track approaches as they come into the Station. Two of the possible layouts shift the station platforms to the north and, as a result, require a new northern track alignment to reconnect the station platforms to the existing at-grade heavy rail tracks. Because it would be difficult to access the existing Caltrain maintenance and storage facility from this new northern track alignment, the Caltrain facility would need to be relocated.

Moving the maintenance and storage facility to a location south of Tamien presents benefits to Diridon Station as well as the Caltrain system as a whole. First, trains would be able to run through Diridon and enter a relocated maintenance and storage facility to the south, where they would be maintained and stored until needed for service again. This would reduce the number of trains laying over and turning around at Diridon to head north to go to the existing maintenance facility, allowing for more efficient use of rail infrastructure at Diridon, which is appropriate for an urban station. Second, moving the maintenance and storage facility to a larger site would better enable fleet and service growth for the Caltrain system. Likewise, Team ABC and Partner Agencies have explored the option of a new heavy rail track alignment that would allow for operation of some rail service on a new viaduct over Interstate 280.

The Kit of Parts

The kit of parts is comprised of all the elements that must be organized together to create a new intermodal hub. The way in which this heavy infrastructure is brought through a city has profound place-defining effects. Team ABC and the Partner Agencies are also considering the track and station hall options' effect on the overall urban integration of the area for development, movement of people to/from and through the station, and connections between other transit modes (buses and VTA light rail). These access and urban integration considerations are critical in creating a successful multi-modal Station. These elements comprise a kit of parts and include:

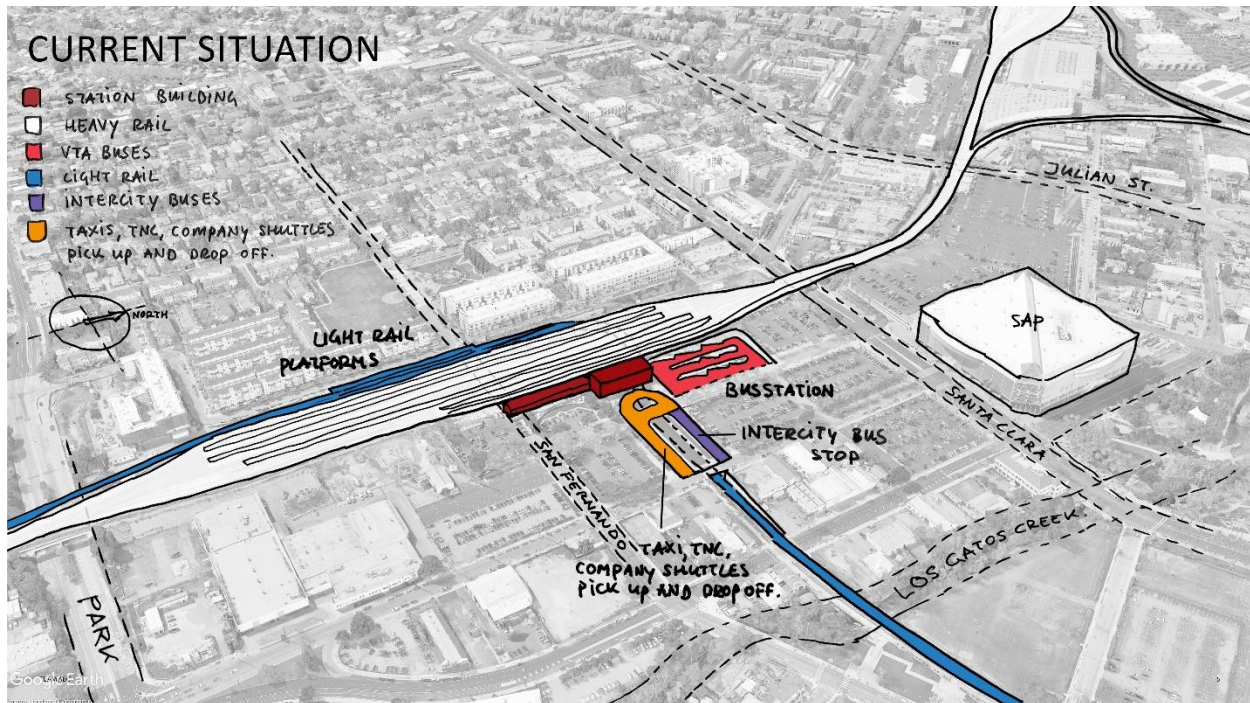
- Light rail;
- Bus station and circulation;
- Pedestrian and bike routes, scooter and bike parking;
- Intercity buses, taxis, TNCs, and company shuttle; and
- Automobile circulation and facilities.

DESIGN PROGRESS TO DATE: THREE SPATIAL LAYOUTS

The kit of parts exists to create possible spatial layouts to demonstrate how the Station could operationally function and enhance the urban environment. Team ABC designed three possible layouts to begin a public conversation about the future Station and illustrate benefits and tradeoffs that must be evaluated in the concept planning process. The layouts highlight a range of options for the station elevation, entrance location, and intermodal connections. In the coming months, the Partner Agencies are seeking public input on the three layouts. This input will be

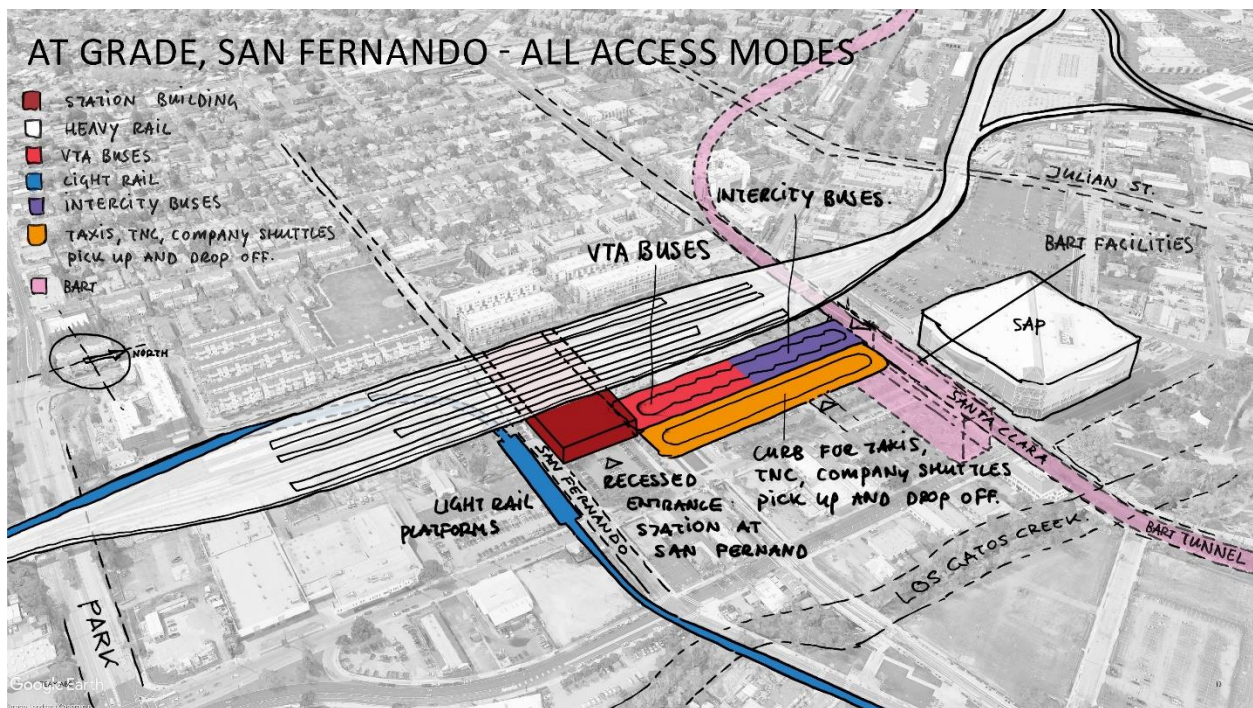
used as part of a design optimization process that includes mixing and matching preferred parts from each layout to create a Draft Vision. The Partner Agencies will not simply select one of the three layouts described below but will instead use them to assess the elements of each layout and work to optimize them into stronger options for the Policy Boards to consider.

Today's Station Layout



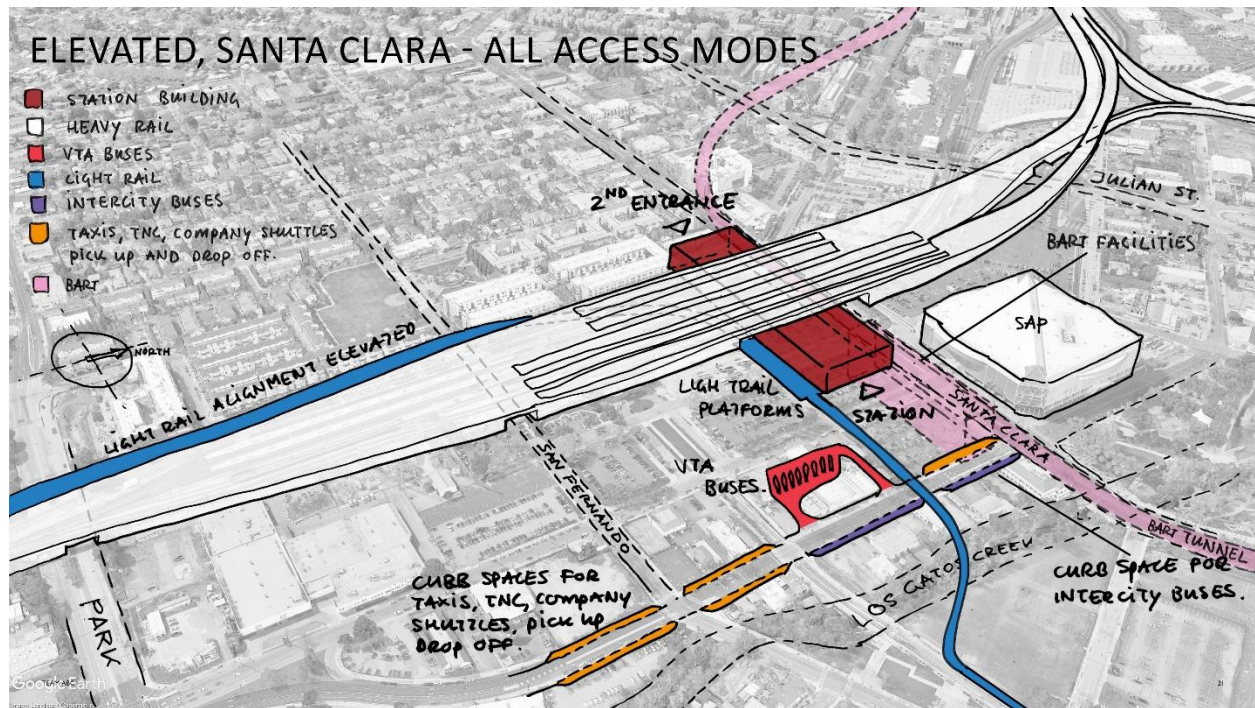
Layout #1: San Fernando Street

The first potential layout locates the station at San Fernando Street, with platforms and tracks at-grade, and utilizes the existing northern and southern track alignment. The advantage of this option is that it would potentially be less challenging to build and phase, and would also potentially be less expensive to build. Also, an at-grade track configuration would reduce the vertical transfer distance for passengers between heavy rail modes and BART. However, this option offers little improvement in terms of urban integration (especially east/west across tracks), it puts the rail concourse farthest from BART, and dedicates a large amount of land within the station area to bus, taxi, and shuttle circulation. Development could potentially occur over the surface level elements in this layout.



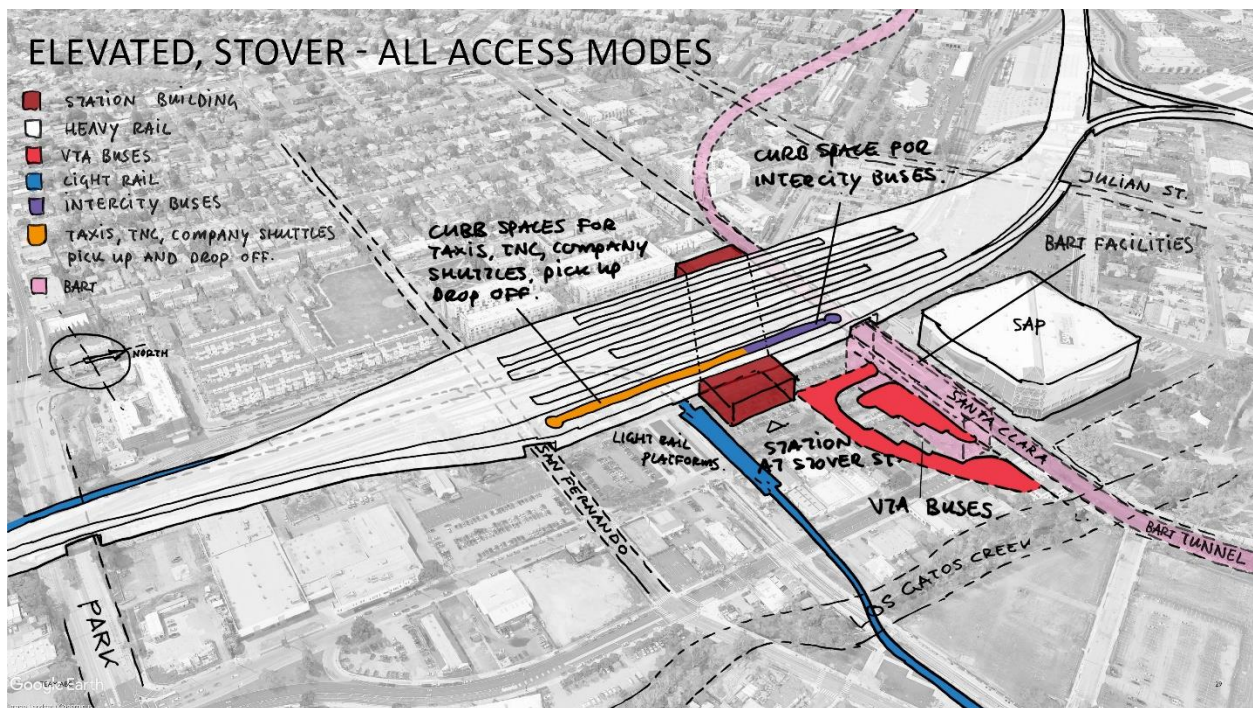
Layout #2: Santa Clara Street

The second layout locates the station at Santa Clara Street, with the platforms and tracks elevated. This layout shifts the station platforms to the north, which requires a new northern track alignment to reconnect station platforms to the existing at-grade heavy rail tracks. This layout also provides an option to operate some rail service over a new southern rail alignment on a new viaduct over Interstate 280. The elevated tracks foster street life along Santa Clara Street and brings the heavy rail concourse closest to BART. The elevated concourse may make for more complicated vertical transfers to and from BART. The bus facility is placed along Autumn street, further removed from the main station. This layout could reasonably have property impacts along the new northern track alignment. It also would require the relocation of the Caltrain maintenance facility. The Interstate 280 viaduct will be complex and costly to construct and result in possible property impacts to the station area and other neighborhoods.



Layout #3: Stover Street

The third layout locates the station at Stover Street, with the platforms and tracks elevated, and utilizes the existing southern track alignment. This layout shifts the station platforms to the north, which requires a new northern track alignment to reconnect station platforms to the existing at-grade heavy rail tracks. The elevated tracks foster street life along Santa Clara Street and in the adjacent blocks. It creates a strong visual presence for the station entrance and unique connection to downtown and surrounding neighborhoods. It also brings the heavy rail concourse closer to BART. The elevated concourse may make for more complicated vertical transfers to and from BART. In this layout, there are potential property impacts along the new northern track alignment. It also would require the relocation of the Caltrain maintenance facility.



EVALUATION FRAMEWORK

Team ABC and the Partner Agencies designed an evaluation framework based on the project goals and ambitions and the emerging themes from community feedback. The framework will be used to review the three layouts and highlight opportunities for optimization. The evaluation criteria used in the framework are:

1. Operational Efficiency
2. Multi-modal Integration
3. Access
4. Urban Integration
5. Development Potential
6. Community Effects
7. Environmental Effects

Over the next few months, the framework will be used to optimize the layouts by mixing and matching from the kit of parts to create a Draft Vision for the Integrated Concept Plan.

COMMUNITY ENGAGEMENT

The Partners developed a Community Outreach Strategy with the aim to:

- Inform and educate the public about the project and decision-making process
- Gather feedback for the Partner Agencies to consider during preparation of the Concept Plan
- Foster a sense of pride and collective ownership in the vision established by the Concept Plan

The Partner Agencies continue to encourage active participation from a broad cross-section of the community. The Partner Agencies have completed two rounds of outreach on the Concept Plan to date. The objective of the first round of outreach was to introduce community members to the project and ask for feedback on the initial high-level vision and key objectives for the future station. The second round provided a status update and presented preliminary concepts under consideration, as well as a potential evaluation framework for identifying areas where each layout could be optimized.

Completed activities include:

- October 18, 2018: Presented to the City's Diridon Station Area Advisory Group
- December 10, 2018 Community Kick-off Meeting
- Supported SJSU Masters of Urban Planning capstone class project on Diridon Station
- January 24, 2019: Presentation to Adobe's employees
- February 13, 2019: Presentation to the Willow Glen Neighborhood Association
- March 11, 2019: Presented an update to the City's SAAG

- March 18, 2019: Pop-up informational table outside of Diridon Station
- March 25, 2019: Community Meeting #2
- March 26, 2019: Presentation to the Delmas Park Neighborhood Association

The Partner Agencies will continue to engage the community and seek feedback on the three possible layouts. The anticipated engagement opportunities for the third round of outreach include:

- May 17, 2019: Presentation to the Joint Policy Advisory Board
- May 22, 2019: Presentation to the City's Station Area Advisory Group
- June 4, 2019: Presentation to the San Jose City Council
- June 6, 2019: Presentation to the Caltrain Board of Directors
- June 6, 2019: Presentation to the VTA Board of Directors
- June 18, 2019: Presentation to the California High-Speed Rail Authority Board of Directors
- June 10, 2019: Community Meeting #3
- June 15, 2019: Community Meeting #3 (in Spanish)
- Online survey
- Pop-up information table outside of Diridon Station
- Discussions with community organizations

In addition, the Partner Agencies also continue ongoing engagement with key stakeholders including MTC, BART, Capitol Corridor and ACE, the SAP Center, and Google. The project website with up-to-date information is available at www.diridonsj.org. The Partner Agencies have also developed an extensive email list to keep community members informed on the project progress. An additional round of community engagement is planned for Fall 2019 to solicit community input on the Draft Vision.

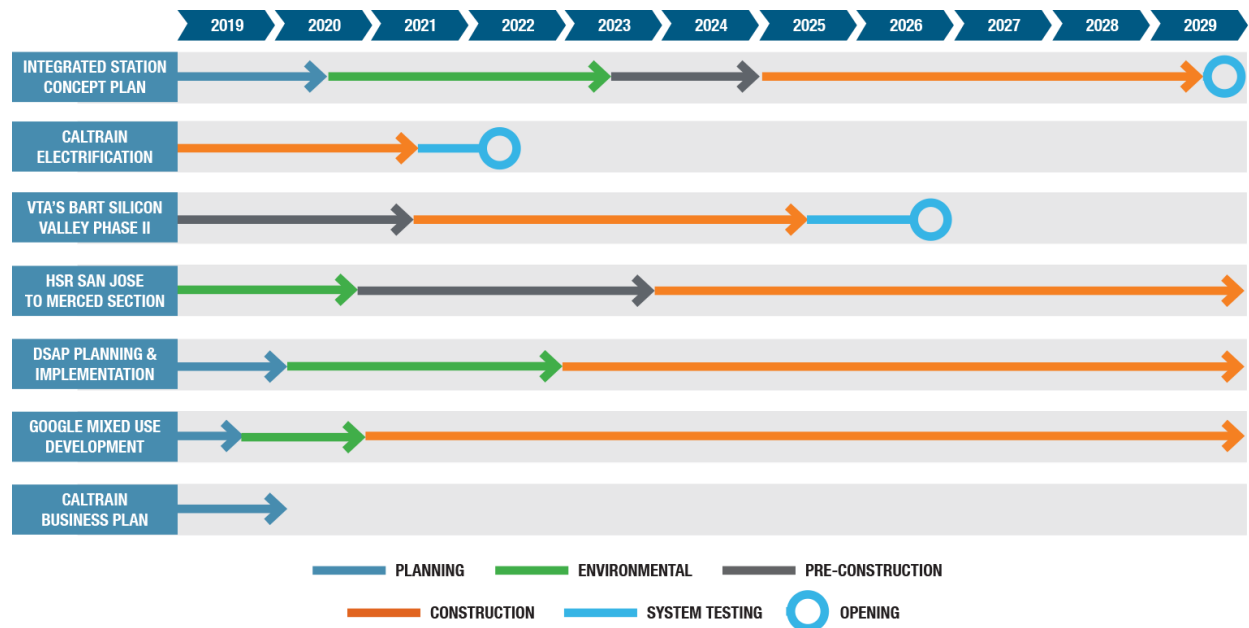
Community Engagement - Emerging Themes

Based on input received, the following priorities are emerging for the future of the Station:

- The Station must work well for the passenger above all
- The Station should function as a community hub, a destination in and of itself
- The Station should reflect the cultural diversity of San José through its design, art, accessibility, public spaces, and amenities
- The Station should be easy to get to from anywhere in the city, region and state.

COORDINATION WITH OTHER MAJOR PROJECTS

The Partner Agencies each have their own initiatives or major projects in development at the same time as the preparation of the Concept Plan. Part of the intent of the Cooperative Agreement is to ensure that the agencies are aligned with each other to realize not only their individual projects but also to work together to develop a new Diridon Station.



The following projects are actively being coordinated with the Concept Plan:

Lead Agency	Project
VTA	VTA's BART Silicon Valley Phase II Extension
CHSRA	San José – Merced Project Segment of the statewide High- Speed Rail system
Caltrain	Caltrain Electrification
Caltrain	Caltrain Business Plan
City of San Jose	Diridon Station Area Plan (DSAP) amendment
City of San Jose	Google master plan/development project
City of San Jose	Downtown Transportation Plan

ADDITIONAL INFORMATION

Additional information on the Concept Plan, including Frequently Asked Questions, can be found on the project website at www.diridonsj.org.