



BAYVIEW-OAKDALE CALTRAIN STATION STUDY **Design Feasibility Assessment and Station Concepts Final Report**

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Executive Summary

The purpose of the Bayview-Oakdale Caltrain Station Study is to examine alternative conceptual design options for relocating the existing Caltrain Station at Paul Avenue to Oakdale Avenue, between Phelps and Quint Streets, through technical investigations and an inclusive community-based planning process. The study included a feasibility assessment of station design alternatives, extensive community input, and an action plan for further project development. The proposed Caltrain station would provide Bayview Hunters Point residents with commuter rail transit access to major job centers on the Peninsula, in the South Bay, and to Downtown San Francisco.

The existing conditions analysis includes a preliminary review of land use and urban design, transportation, and public safety and security issues. The findings of the analysis were used in conjunction with the findings from the preliminary feasibility assessment to develop concepts for a station at the Oakdale site and inform the public participation process.

This preliminary feasibility assessment identifies the technical issues that pose significant risks to the efficient, expeditious, and economical implementation of the project. The assessment takes into account the railroad standards and Caltrain station design criteria that must be met. It has been concluded from this preliminary feasibility assessment that construction of a station is feasible at the proposed site.

The station concepts chapter describes the station configuration and station area concepts that were developed as part of the Bayview-Oakdale Caltrain Station Study. The development of the station concepts was based on the findings of the feasibility assessment and the input from community stakeholders and participants in three community workshops.

In parallel with this study, the SFCTA initiated a decision-making process intended to examine alternative conceptual design options for relocating the Caltrain station at Paul Avenue to Oakdale Avenue. The study process included intensive public involvement consisting of three open houses/public workshops, outreach to various community groups and stakeholders within the project area, and involvement of a multi-agency internal working group called the Technical Advisory Committee (TAC). Engaging the TAC as well as the BVHP Project Area Committee (PAC) assured that various interests and stakeholders in the project area would be represented and would have the opportunity to provide input as the study moved forward.

The next steps for the development of the Bayview-Oakdale Caltrain Station include Planning, Preliminary Engineering, Policy Body Actions, Low-Cost Station Area Improvements, Environmental Review/Final Design, and Construction/Operation. The SFCTA will continue to manage the project through the planning and preliminary engineering stages, in close coordination with Caltrain JPB and TAC agencies.

The following are the major findings and outcomes from the Bayview-Oakdale Caltrain Station Study.

1. Construction of a Caltrain station is feasible at the proposed site. A combination of existing site/infrastructure constraints and standards for track spacing and railroad safety will result in a minimum horizontal distance of 420 feet between Oakdale Avenue and the southern end of the station. An Oakdale Avenue entrance plaza and ramps to the station platforms are proposed to provide direct access from Oakdale Avenue to the station. The station platforms would cross the Quint Street Bridge/Underpass and would require widening of the bridge and possibly lowering the Quint Street profile and affected utility lines. It is assumed that initially the Quint Street freight lead would remain in its current location.
2. There is a need to improve the pedestrian environment in the area immediately surrounding the station, especially along Oakdale Avenue to strengthen the connection to Third Street, along Dunshee Street to provide better pedestrian and ADA-compliant access to nearby Muni bus stops, and along Quint Street for better access to the future station platforms. There are design opportunities for incorporating Afrocentric and/or other community design themes, which will be developed in the detailed design phase of the project.
3. The Oakdale site benefits from its proximity to three Muni routes and city-designated bicycle routes, which will provide future station patrons several options for station access. Potential sites for passenger loading, short-term parking and long-term parking have been identified and would require land acquisition. Further studies will need to be conducted to take into consideration future Caltrain service levels and the projected ridership at the station.
4. The local community played a key role in shaping the station concepts and generally supports the project. Community members strongly support an Oakdale Avenue entrance as the primary entrance. They expressed interest in continued involvement with the project, including the public art process. Jobs and business opportunities for Bayview Hunters Point residents and businesses are an ongoing concern of the local community, as well as security at the future station. A Caltrain station at the Oakdale site will provide regional access to and from jobs, and opportunities for local micro-enterprises have been proposed at and around the station. Although the immediate station area is not considered a high crime area, there is a higher incident of crime activities than typically occurs at other existing Caltrain stations. Therefore, the operating cost of staffing the station with nighttime security patrol was included in preliminary cost estimates. Special design features to address safety and security were also included in station concept development.
5. Two station design concepts were developed: Basic and Enhanced. Both design concepts include elements beyond minimal Caltrain specifications. Elements of the Enhanced concept can be added to the Basic concept over time or if funding is available. Elements included in the Basic station concept were considered by the community to be particularly important and necessary. Enhanced elements are

- desirable and will further improve the station environment with additional public art, streetscape improvements, local business opportunities, and other special design features.
6. The estimated capital cost for the Basic station is \$32 to \$35 million. The Enhanced station cost estimate is approximately \$50 million. Any improvements that would have been made with or without the station were not included in the Enhanced project cost estimates. These costs were excluded since certain improvements, such as the addition of third and fourth tracks, addition of new tunnels, or relocation of the Quint Street freight lead to a site north of Jerrold Avenue, would be necessitated by the need to add track capacity and not by the presence of a station at the Oakdale site. Land acquisition costs were also not included because they are unknown at this time.
 7. The SFCTA will continue to manage the project through the Planning and Preliminary Engineering stages, in close coordination with Caltrain JPB and the Technical Advisory Committee agencies. Assuming availability of funds, it is estimated that the station could open in Fiscal Year 2010/11.

Chapter 1: Introduction

STUDY PURPOSE AND GOALS

The purpose of the Bayview-Oakdale Caltrain Station Study is to examine alternative conceptual design options for relocating the existing Caltrain Station at Paul Avenue to Oakdale Avenue, between Phelps and Quint Streets, through technical investigations and an inclusive community-based planning process. The study included a feasibility assessment of station design alternatives, extensive community input, and an action plan for further project development. The proposed Caltrain station would provide Bayview Hunters Point residents with commuter rail transit access to major job centers on the Peninsula, in the South Bay, and to Downtown San Francisco.

The study was conducted by the San Francisco County Transportation Authority (SFCTA), in collaboration with the San Francisco Municipal Railway (Muni) and the San Francisco Redevelopment Agency (SFRA). Funded primarily by a California Department of Transportation (Caltrans) planning grant, the study was designed to promote public involvement in the design of a transportation project that improves mobility, access, equity, and quality of life in the Bayview Hunters Point community. Anticipated project benefits include increased accessibility for students and visitors to the Southeast Community Facility and the proposed Bayview Town Center and improved connections to existing Muni bus lines and to the future Third Street light rail line.

BACKGROUND AND PLANNING CONTEXT

The Bayview-Oakdale Caltrain Station Study has evolved from over two decades of community interest in improving regional rail transit access in Bayview Hunters Point as a means to increase employment access and support economic development. The concept was first introduced in a 1988 Caltrans study, which evaluated the feasibility of relocating the Paul Avenue station and constructing a new station at Oakdale. Subsequently, in 2002, the Bayview Hunters Point Revitalization Concept Plan identified Oakdale as the preferred site for the development of an improved Caltrain station to replace the station at Paul Avenue.

Caltrans Feasibility Study (1988). The 1988 Caltrans study identified the Paul Avenue station as being the least used station of the Peninsula Commute Service (as it was called before the Peninsula Corridor Joint Powers Board (JPB) assumed ownership in 1992). Although not explicit in citing reasons for relocating the station, the study refers to the station as being substandard in design, surrounded by warehouses and residences, lacking sufficient space for off-street parking and lacking ADA-compliant access. The Caltrans Study suggested that relocating the station to a site with better access to Muni would likely result in increased ridership, especially with redevelopment activity occurring in the South Bayshore/Hunters Point Area

This study examined the feasibility of constructing a station at the Oakdale site and sites at Evans and Williams. It also raised questions about the cost of constructing the station at these sites. The issue of improved access to Caltrain was further renewed by two milestone

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projects for the Bayview Hunters Point community: the Bayview Hunters Point Revitalization Concept Plan and the Third Street Light Rail Project.

Revitalization Concept Plan (2002). In 1996, the Board of Supervisors designated Bayview Hunters Point as a Redevelopment Survey Area, and beginning in 1997 the community and SFRA combined efforts to define a vision for Bayview Hunters Point. This effort resulted in development of the Bayview Hunters Point Revitalization Concept Plan, a community-based blueprint of specific policies, projects, proposals and programs aimed at community revitalization. The Revitalization Concept Plan was developed with extensive public participation, involving a community-elected representative body, the Bayview Hunters Point Project Area Committee (PAC). The Concept Plan identified Oakdale as the preferred site for the development of an improved Caltrain station.

Third Street Light Rail and Bayview Connections (2000). During this period, background studies for the Third Street Light Rail Project were conducted which discussed improved regional transit linkages, as well as opportunities to stimulate economic development from the light rail investment. Recognizing the need to integrate the improved transit service and investment provided by the Third Street light rail project and the community's revitalization goals set forth in the Revitalization Concept Plan, Muni and the PAC sponsored the Bayview Connections Report. The Bayview Connections Report recommended improvements that would link transit to retail, services and cultural facilities to the heart of Bayview Hunters Point. It also recommended improvements to the pedestrian route between the Bayview Town Center and the Oakdale site. The report recommendations were developed with a high-level of community outreach and involvement over a nine-month process. As of January 2005, the first phase of the Bayview Connections project is under construction, and the transit plaza at Third Street and Oakdale Avenue is expected to be complete in summer 2005. Part of the first phase, which includes installation of improved lighting and street trees on the two blocks of Oakdale Avenue between Third and Phelps Streets, has been delayed but could be incorporated and coordinated with similar improvements associated with the Bayview-Oakdale station.

Community Support. During the public outreach conducted for the Revitalization Concept Plan and Connections Report, there was almost universal support for the idea of a new Caltrain station at the Oakdale site. The Bayview-Oakdale Caltrain Station Study will build on the recommendations and foundation of community interest and support developed by these previous efforts. Both the Revitalization Concept Plan and the Connections Report specifically recommend construction of a new Caltrain station adjacent to the Southeast Community Center to improve regional transit access, and enhance economic revitalization in Bayview Hunters Point.¹ These studies also call for linking transit and pedestrian improvements into the project, and community involvement throughout the project planning and design process.

¹ Bayview Hunters Point Revitalization Concept Plan (March 2002), Chapter 4, F. Transportation and Infrastructure Improvements, Community Recommendations, p. 109; and Bayview Connections Final Report (July 2000), pp. 33, 37, 52 and 70.

PROJECT LOCATION

The project location is shown in **Figure 1-1**. It is along the existing Caltrain mainline tracks, off of Oakdale Avenue, a little over two blocks west of Third Street. The site is directly east of the Southeast Community Facility, north of the Oakdale Avenue overhead between Quint and Phelps Streets. The existing Paul Avenue station is approximately one mile south of the Oakdale site. The existing conditions analysis in Chapter 3 includes a preliminary review of land use, urban design, transportation, public safety and security issues. The findings of the analysis were used in conjunction with the findings from the preliminary feasibility assessment to develop concepts for a station at the Oakdale site and inform the public participation process.

Figure 1-1: Project Location



Source: San Francisco Redevelopment Agency, HNTB Corporation.

Chapter 2: Existing Conditions Analysis

SUMMARY OF FINDINGS

This summary cites findings of the existing conditions analysis for construction of a Caltrain (PCJPB) commuter rail station in the Bayview Hunters Point neighborhood of San Francisco. The existing conditions analysis includes a preliminary review of land use, urban design, transportation, public safety, and security issues. The findings of the analysis were used in conjunction with the findings from the preliminary feasibility assessment to develop concepts for a station at the Oakdale site and inform the public participation process.

The key findings of this existing conditions analysis are summarized below:

1. Surrounding land uses include a combination of low-density residential areas to the east and south and industrial areas to the west and north of the Oakdale site. Land uses within the project area are not changing significantly at this time. However, best land use practices encourage placing higher intensity, transit-oriented uses within a short walking distance of transit stations to encourage ridership and pedestrian activity. Over time, land uses in the vicinity of the Oakdale site could be expected to change to more transit-oriented uses.
2. There is a need to improve the pedestrian environment in the area immediately surrounding the station, especially along Oakdale Avenue to strengthen the connection to Third Street, along Dunshee Street to provide better pedestrian and ADA-compliant access to nearby Muni bus stops, and along Quint Street for better access to the future station platforms. There are design opportunities for incorporating Afrocentric or other community design themes, which will be developed in the detailed design phase of the project.
3. The Oakdale site benefits from its proximity to three Muni routes and city-designated bicycle routes, which will provide future station patrons several options for station access. Existing traffic volumes are fairly light and some on-street parking is available during the daytime. Further studies will need to be conducted to take into consideration future Caltrain service levels and the projected ridership at the station.
4. Jobs and business opportunities are an ongoing concern of the local community and have been expressed in workshops on various projects. A Caltrain station at the Oakdale site can support ongoing economic development efforts along the Third Street Corridor by providing regional access to the area. In the short-term, ridership may be able to support local vendor kiosks and, in the future, improved signage, information kiosks or notice boards that advertise community businesses.
5. Although the immediate station area is not considered a high crime area, there is a higher incident of crime activities than typically occurs at other existing Caltrain station locations. All of the law enforcement agencies and services that were contacted indicated that a station located at Oakdale would have a positive impact on the neighborhood. Security and safety concerns should be factored into the design and operation of the station.

LAND USE AND URBAN DESIGN

Existing Conditions

Study Area Uses. A reconnaissance and mapping of the Oakdale site vicinity was conducted and existing land uses were analyzed on a parcel-by-parcel basis. In general, the proposed station lies in a transition area between mostly residential uses on the south and east and industrial uses to the north and west. In the residential areas within a ¼-mile walking distance of the proposed station, single-family detached homes dominate the residential mix. Scattered areas of multi-family residential uses are located primarily along Oakdale Avenue and Third Street. As a result, residential densities within ¼-mile of the station are relatively low.



Photo left: Residences on Newcomb Avenue, looking east from Phelps Street.

Photo right: SECF and residences on Oakdale Avenue, looking east from Dunshee Street.

Industrial and warehouse uses are located directly to the west of the Caltrain tracks. The largest of these are the warehouses and loading docks of the Produce Market. A considerable amount of publicly-owned industrial land lies within ¼ mile of the proposed station including: a San Francisco Public Utilities Commission Corporation Yard, a San Francisco Department of Parking and Traffic Yard, and a San Francisco Department of Public Works Asphalt Batch Plant. Most of the industrial land uses in the area are highly dependent upon truck access and have very low employment densities.



Photo left: Produce warehouses on Jerrold Avenue.

Photo right: City of San Francisco Asphalt Plant, Quint Street and Jerrold Ave.

Vacant and publicly-owned parcels represent important opportunities for reuse that can be supportive of transit use at this station location.

Adjacent Uses. Directly to the east of the proposed Oakdale Caltrain site, at the corner of Oakdale Avenue and Phelps, is the Southeast Community Facility. Along with other community uses, this facility accommodates one of 12 campuses of City College of San Francisco and is a major generator of activity and foot traffic throughout the day. Directly to the north of the Oakdale site on the east side of the rail line is the Southeast Sewage Treatment Facility. This is a major permanent element of citywide public infrastructure, which is unlikely to change for many decades, if ever. Community members have noted that this facility sometimes generates foul odors and indicate that any future land uses in its vicinity must be planned in recognition of this.¹

Current Development. Land uses within the project area are not changing significantly at this time. There is some development activity along Third Street, primarily construction of new, mixed use residential projects. There is little change in the residential areas, although housing prices have risen significantly in recent years, in parallel with housing throughout the Bay Area.

Policy and Regulatory Framework

Five Policy and Regulatory Documents and two on-going planning efforts are relevant to the Land Use and Urban Design framework of the proposed Caltrain Station area:

- San Francisco General Plan
- San Francisco Municipal Code (includes Zoning and Planning)
- Bayview Hunters Point Revitalization Concept Plan
- Bayview Connections Plan
- Proposition K
- Ongoing Bayview Town Center Planning
- Bayview/Third Street Corridor Rezoning

San Francisco General Plan. Policies under the Commerce and Industry Element of the General Plan are potentially pertinent to the potential relocation of a Caltrain station to the Oakdale site. Objective 4 of the Commerce and Industry Element seeks to “Improve the viability of existing industry in the City and the attractiveness of the City as a location for new industry.” Specifically, the following policy statements relate to the Oakdale Caltrain station project:

- Policy 3: “Avoid public actions that displace existing viable industrial firms”

¹ The Water Pollution Control Division of the S.F. Public Utilities Commission has conducted a number of studies to eliminate or reduce odors to an acceptable level at the Southeast Water Pollution Control Plant. This effort is a major objective of the Cleanwater Master Plan which is currently being implemented by the PUC.

- Policy 5: “Avoid encroachment of incompatible land uses on viable industrial activity”
- Policy 7: “Improve public and private transportation to and from industrial areas”

In addition, policies in the General Plan also encourage Transit First and transit-oriented development:

- Policy 2.1: “Use rapid transit and other transportation improvements in the city and region as the catalyst for desirable development, and coordinate new facilities with public and private development.”

San Francisco Municipal Code. Generally, the patterns of existing land use described previously are consistent with General Plan policy and patterns of existing zoning in the area. Most of the area within ½ mile of the station falls within the following four zoning districts:

- RH-1 (Residential House District, One Family). Generally located to the east of the station area extending to Third Street.
- RH-2 (Residential House District, Two Family). Generally located to the south of Oakdale on Silver Terrace (St. Joseph’s Hill).
- M-1 (Light Industrial District). Located to the north and west of the station site.
- P (Public Use District). This is the area of the sewage treatment plant to the north of the station site.

In 2001, an Industrial Protection Zone Special Use District (IPZ SUD) was established which prohibits new residential and office development. Near the Oakdale site, parcels within the IPZ SUD are mainly west of the railroad and north of Oakdale Avenue as well as a few parcels south of Oakdale Avenue. Several parcels to the east of the railroad between the Southeast Community and the greenhouse buildings are also within the IPZ SUD.²

Bayview Hunters Point Revitalization Concept Plan. The Bayview Hunters Point Revitalization Concept Plan, published in March 2002, is a community-based effort sponsored by the San Francisco Redevelopment Agency and a Project Area Committee (PAC) comprised of community, business and religious leaders. The purpose of the Plan is to define “a clear set of goals and strategies... defining a vision for Bayview Hunters Point that serves both its current and future residents.”³

The Plan identifies several considerations related to the proposed Oakdale Caltrain station including the following excerpts from the Plan: “Many residents have expressed the desire to retain a traditionally industrial job base, including smaller industry and crafts-based businesses.”⁴

² Jon Lau, San Francisco Planning Department, memorandum dated September 17, 2004.

³ Bayview Hunters Point Revitalization Concept Plan (March 2002), "Beyond Planning- What this Document Provides", p. 2.

⁴ Bayview Hunters Point Revitalization Concept Plan (March 2002), "Community Land Use Patterns and Issues for Problem Solving", page 58.

The Plan strongly endorses the new Caltrain station: “A new Caltrain station should be built adjacent to the Southeast Community Center. Caltrain must ensure easy accessibility through well-designed, thoughtful site planning. Community involvement in the design process is crucial to assure that all needs are successfully met.”⁵

The community also recommends: “Focus residential mixed use districts in appropriate locations along the Third Street Corridor and other identified areas, especially related to transit centers.”⁶

Focus areas within the Plan make other specific recommendations. The Town Center Focus Area Plan includes: “Transit hubs bringing people to and from Bayview Hunters Point and providing connections to employment, including Muni and Caltrain.”⁷

“There is nearly universal support for the relocation (of the Caltrain station), including from staff members of the Southeast Community Facility and City College.”⁸

On strengthening the San Francisco Produce District: “Today, much of the infrastructure of streets, truck bays and other buildings has become worn and increasingly obsolete. The community wants to see necessary improvements and new construction expedited to ensure the Produce District’s vitality in the future.”⁹

On Industrial Protection Zones (IPZ’s): “New zoning controls should be established to prohibit residential development and allow office development with conditional approval in industrial zones.”¹⁰

Bayview Connections Plan. Public Improvements for Pedestrians in the Center of Bayview Hunters Point was published in July 2000 as a result of a collaborative effort between community members and city staff. It is intended to strengthen the heart of Bayview Hunters Point, and to create connections between the improved transit service that will result from the Third Street Light Rail project (currently under construction), existing and realigned bus routes, and other revitalization activities in the area.

The plan proposes improvements to Oakdale Avenue in particular to link the proposed Oakdale station with the Bayview Opera House and Plaza (also known as part of the Bayview Town Center), and the Oakdale/Palou Transit Hub and Plaza. It also proposes improved connections along Phelps and Newhall Streets for linkages with bus facilities and the Southeast Community Facility.

The plan proposes that existing single-family neighborhoods should be protected and enhanced. It also suggests that wherever possible, new land uses should be considered

⁵ Bayview Hunters Point Revitalization Concept Plan (March 2002), p. 109.

⁶ Bayview Hunters Point Revitalization Concept Plan (March 2002), p. 145.

⁷ Bayview Hunters Point Revitalization Concept Plan (March 2002), p. 172.

⁸ Bayview Hunters Point Revitalization Concept Plan (March 2002), p. 177.

⁹ Bayview Hunters Point Revitalization Concept Plan (March 2002), p. 179.

¹⁰ Bayview Hunters Point Revitalization Concept Plan (March 2002), p. 182.

within ¼ to ½ mile of the station site that will capitalize on the proximity to the new station and enhance transit ridership.

Ongoing Bayview Town Center Planning. Planning is ongoing for the Bayview Town Center, which includes the Bayview Opera House and plaza, as well as the SF School District property to the east. This site is likely to be planned for more intensive mixed uses, including expanded opportunities for local businesses. However, in any likely scenario, this is a use and area of Bayview that will require good connections to transit and that will be complementary with the relocated Bayview Caltrain Station.

Bayview/Third Street Rezoning. The Planning Department and Redevelopment Agency are currently studying potential revisions to the San Francisco Zoning Code that will allow changes in the Bayview core area in the vicinity of the proposed Oakdale Caltrain site, with particular emphasis on the Third Street corridor.¹¹ These plans complement the Revitalization Concept Plan in supporting the economic development of Bayview Hunters Point, focusing on measures to help assure the economic success of the Third Street corridor, particularly the “town center” at Oakdale and Third Street. Proposed changes would:

- Support commercial retail development along Third Street, and particularly at the Town Center at Oakdale
- Allow increased residential densities along the corridor near the Town Center by revising zoning from RH-1 to RH-2 and RM-3.
- Maintain industrial uses to the west and northwest, with the possible addition of light industrial and residential along Oakdale Avenue.

Proposition K. In November 2003 San Francisco voters approved Proposition K, the Transportation Sales Tax Reauthorization and Expenditure Plan, which encourages transit-supportive land uses: “The Authority shall give priority for funding to major capital projects that are supportive of adopted land use plans, with particular emphasis on improving transit supply to corridors designated for infill housing and other transit-supportive land uses. Transit supportive land uses are defined as those which help to increase the cost effectiveness of transit service by improving transit ridership and reducing traffic along transit corridors.”

Proposition K provides a potential source of funds that can be used to develop station improvements at the Oakdale Caltrain station and the surrounding pedestrian environment.

Recommendations

Land Use. The existing policy and regulatory framework that applies to this area is supportive of the relocation of the Caltrain station and of land uses that could complement it. In addition, modifications currently being explored through the efforts of the Planning Department and Redevelopment Agency, and through the Bayview Town Center planning

¹¹ This rezoning is being coordinated with the City’s overall Eastern Neighborhoods rezoning and planning initiatives.

effort, would further strengthen the correspondence between existing plans and policies and the proposed station relocation.

Generally, best practice suggests that public land use policy should encourage higher intensity, transit-oriented uses such as residential and commercial (office, retail, institutional) within a ¼ to ½ mile of a major transportation station. The proposals to develop more housing to the east and south of the site are consistent with this vision and should be pursued. The potential for building up or changing the uses to the north and west is limited due to current policies regarding preservation of production, distribution, and repair (PDR) industries in the City and constraints posed by major public infrastructure already in existence near the proposed station site. Nonetheless, as the area changes over time, any re-examination of growth policies should take into account the opportunity to leverage the station's ability to support increased economic development and mixed-use residential in this area.

Within the study area large parking lots and underutilized land and buildings present opportunity sites for new development that should be encouraged, since it would be compatible with the station relocation and would support transit ridership.

Urban Design Character. Implementation of a relocated Caltrain station to the proposed location provides an important opportunity to capitalize on and complement ongoing design improvements in the Bayview Hunters Point central area, or “downtown,” in the vicinity of Third Street and Oakdale, and the Bayview Town Center.

The Third Street Light Rail project includes implementation of extensive streetscape improvements in addition to the light rail components of trackway paving, station platforms and shelters. Street trees, special street furniture (benches, trash receptacles, etc.), lighting, and sidewalk paving have all been specially designed for the area. In addition, a major art program is being included, with designs by three artists to be implemented in Bayview. The streetscape elements and art work are built around an “Afrocentric” theme that was developed with input from the community.

The Bayview Town Center project, currently in progress, will also include new designs for open space and building projects that will reflect community values and may also reflect Afrocentric design themes.

Both of these projects suggest the opportunity to incorporate design elements and character consistent with the emerging elements on Third Street and in the Town Center. The following design opportunities are apparent for incorporating Afrocentric or other community design themes:

- Station platform and supporting structures
- Pedestrian paving and bridges or tunnels
- Station entrances from Oakdale and Quint Street
- Improved pedestrian-scaled streetscape along Oakdale linking to the Third Street Town Center

- Pedestrian-scaled streetscape improvements along Quint Street with linkages to the job centers northwest of the station
- Landscaped open space and ADA-accessible pedestrian linkages from Palou, along Dunshee Street to the station entrance at the Oakdale overcrossing.

Economic Development. Economic development is a major theme in all of the policy documents noted earlier. Jobs and business opportunities are an ongoing concern of the local community and have been expressed in workshops on various projects.

An important focus of community economic development is along Third Street in the central area ranging from Kirkwood/LaSalle to Revere/Shafter Streets. The Town Center lies at the core of this commercial retail zone. Efforts to improve the appearance of this area and to improve accessibility will help support economic revitalization. Thus, improved transit connectivity via Caltrain and MUNI are very important. Also important are improvements to the pedestrian environment that connects the station, nearby bus stops, and the commercial retail zone along Third Street and the Town Center.

At the Caltrain station itself there will be some potential opportunities for local jobs and businesses. While in the immediate term ridership is not likely to be high enough to support extensive passenger amenities or businesses, vendor kiosks (for coffee, flowers, newspapers and magazines) might be located in or adjacent to the station. Information on community businesses and destination might also be provided in improved signage and information kiosks or notice boards. As properties in the vicinity of the station redevelop over time, active ground level uses such as retail or services should be considered for inclusion, particular along routes connecting to Third Street and the Town Center.

Pedestrian Environment. As the Bayview Connections Plan noted, there are important opportunities to improve the pedestrian environment between Third Street and this important transit node at the Caltrain station. At present, the pedestrian environment surrounding the site is not of a high quality. Street trees are limited, pedestrian lighting is poor, and there are few amenities such as benches or trash receptacles. Some intersections lack curb cuts, some sidewalks have obstructions which reduce the effective clearance, and some sidewalks have a steep slope, making them difficult to use by persons with disabilities. An attractive, well-lighted pedestrian environment at the station, along connections to adjoining MUNI bus stops and to Third Street, and at parking lots is crucial for creating a comfortable setting that will attract local residents to use Caltrain. The access between Palou Avenue and the Oakdale site would need to be improved for persons with disabilities to ensure that ADA-compliant routes are available between bus stops and the station.



Photo left: Dunshee Street, looking north toward Oakdale Avenue from Palou Avenue.

Photo right: Quint Street, looking south toward Oakdale Avenue from Newcomb Avenue.

TRANSPORTATION

Circulation

Traffic

Regional vehicular access to the project site is available via U.S. Highway 101 and Interstate 280. Both of these facilities are within 1.5 miles and are directly west of the site, providing connections to regional destinations around the Bay Area.

Oakdale, Palou and Jerrold Avenues provide the primary local access routes to the project site. The north-south streets in the vicinity of the project site are not continuous, and only provide local access. This section provides a discussion of the existing local roadway system in the project vicinity.

Palou Avenue is an east-west street between Barneveld Avenue on the west and Hawes Street on the east. It generally has one travel lane in each direction, and parking on both sides of the street. Palou Avenue has truck restrictions (vehicles in excess of 6,000 pounds prohibited) between Selby Street and Griffith Street. In the vicinity of the project site, Palou Avenue has 15-foot sidewalks.

Oakdale Avenue runs east-west between Bayshore Boulevard on the west and Keith Street on the east. Between Bayshore Boulevard and Selby Street, Oakdale Avenue has two travel lanes in each direction, and between Selby and Quint Streets, Oakdale Avenue has one travel lane in each direction. The segment of Oakdale Avenue between Selby and Third Street has two eastbound lanes and one westbound lane. Between Selby and Phelps Streets, there is a bicycle lane in each direction. Oakdale Avenue has 10- to 16-foot sidewalks. Between Quint and Phelps Streets, the sidewalks are 10 feet wide, however, east and west of this segment the sidewalks are 16-feet in width. Oakdale Avenue is a truck route and is identified as a street having significant truck traffic. Oakdale Avenue is designated as a Secondary Arterial in the City's General Plan.

Jerrold Avenue is an east-west street between Bayshore Boulevard and Mendell Street. It generally has one travel lane in each direction, and parking on both sides of the street. The exception is Jerrold Avenue within the Produce District between Rankin and Toland Streets, where two eastbound and two westbound lanes are provided. Jerrold Avenue has 10 to 15-foot sidewalks, with 10-foot sidewalks between Phelps and Quint Streets. Between Phelps and Quint Streets, Jerrold Avenue has diagonal parking spaces.

Phelps, Quint and Newhall Streets are north-south local and residential streets with one travel lane in each direction, and parking on both sides of the street. Sidewalks are generally 15-feet in width. The exception is Quint Street where sidewalks are seven feet wide, and are discontinuous. Signage indicates Quint Street between Oakdale and Jerrold Avenues as a truck route.

Third Street is a north-south arterial that runs between Market Street to the north and Bayshore Boulevard to the south. Third Street is currently under construction of the Third Street Light Rail Project, and upon completion in 2005 will have two travel lanes in each direction. Third Street has truck restrictions (vehicles in excess of 11,000 pounds prohibited) between Le Conte Avenue and Jerrold Avenue. Third Street is designated as a Major Arterial and Primary Transit Preferential Street in the City's General Plan.

Traffic Volumes. Twenty-four-hour traffic volume data was obtained from the Department of Parking and Traffic for Oakdale Avenue between Phelps and Quint Streets. Eastbound and westbound traffic volumes were collected for a typical weekday for May 2000 conditions, prior to initiation of construction of the Third Street Light Rail project in the vicinity of the project site. **Table 2-1** presents the hourly traffic volumes by direction, and indicates the temporal distribution over the 24-hour period. Daily weekday traffic volumes on Oakdale Avenue are about 10,000 vehicles per day, and eastbound traffic volumes are slightly higher than westbound traffic volumes. The AM peak hour occurs between 8:00 and 9:00 AM, while the PM peak hour occurs between 5:00 and 6:00 PM. In general, traffic volumes on Oakdale Avenue are fairly evenly distributed between 7:00 AM and 8:00 PM.

Table 2-1: Oakdale Avenue Hourly Traffic Volumes

	Westbound		Eastbound	
	volume	%	volume	%
12:00 to 1:00 AM	60	1%	83	1%
1:00 to 2:00 AM	32	1%	55	1%
2:00 to 3:00 AM	43	1%	35	1%
3:00 to 4:00 AM	25	1%	31	1%
4:00 to 5:00 AM	34	1%	22	0%
5:00 to 6:00 AM	67	1%	53	1%
6:00 to 7:00 AM	149	3%	167	3%
7:00 to 8:00 AM	329	7%	250	5%
8:00 to 9:00 AM	385	8%	356	6%
9:00 to 10:00 AM	285	6%	303	5%
10:00 to 11:00 AM	261	5%	275	5%
11:00 to 12:00 PM	277	6%	317	6%
12:00 to 1:00 PM	294	6%	308	6%
1:00 to 2:00 PM	285	6%	333	6%
2:00 to 3:00 PM	286	6%	360	6%
3:00 to 4:00 PM	332	7%	355	6%
4:00 to 5:00 PM	353	7%	389	7%
5:00 to 6:00 PM	331	7%	437	8%
6:00 to 7:00 PM	313	6%	313	6%
7:00 to 8:00 PM	224	5%	305	6%
8:00 to 9:00 PM	222	4%	257	5%
9:00 to 10:00 PM	168	3%	240	4%
10:00 to 11:00 PM	117	2%	179	3%
11:00 to 12:00 PM	103	2%	121	2%
Total	4,975		5,544	

Source: Department of Parking and Traffic, May 2000

Vehicle classification surveys of traffic on Oakdale Avenue conducted by San Francisco County Transportation Authority staff in February 2004 indicate that approximately 87 percent of the PM peak period vehicles are autos and 13 percent are trucks. The high percentage of trucks, compared to other streets in the area, reflects the inclusion of commercial and non-commercial pickups and vans as trucks. By including only commercial vans and small, medium and large trucks, the truck percentage would be about five percent.

Traffic volumes on Palou and Jerrold Avenues, and on Quint and Phelps Streets are lower than on Oakdale Avenue as through truck traffic is restricted on Palou Avenue and most traffic is related to local circulation. Traffic data on these adjacent streets are not available.

Intersections in the immediate vicinity of the project site are unsignalized, with STOP-sign controls typically on all four approaches. Traffic operating conditions during the AM and

PM peak hours, and during the off-peak hours were observed to be acceptable, at level of service (LOS) levels of LOS A and LOS B, indicating minimal delays to vehicles.

Future Demand. Projections of future traffic volumes in the project vicinity were not conducted for this study. Estimates of future demand will depend on ridership projections at the station, and will likely be conducted in the next phase of the project.

Transit – Muni

The study area is currently served by three Muni bus lines (23-Monterey, 24-Divisadero and 44-O’Shaughnessey) within a block of the project site, and 15-Third bus line on Third Street two blocks to the east. **Figure 2-1** shows the Muni routes and bus stops in the study area.

The 23-Monterey, 24-Divisadero and 44-O’Shaughnessey are crosstown routes and provide access to neighborhoods throughout the central, western and southwestern portions of the City as well as to residential areas to the east of Third Street. In the vicinity of the project site, the 23-Monterey runs on Jerrold Avenue between Toland and Phelps Streets, on Phelps Street between Jerrold and Oakdale Avenues, and on Oakdale Avenue between Phelps and Third Streets. The 24-Divisadero runs from Industrial Street and continues east of Third Street, while the 44-O’Shaughnessey runs from Silver Avenue (at Quint Street) and continues east of Third Street.

The 15-Third bus line is a north-south line connecting Visitation Valley to the financial district as well as Chinatown, North Beach and Fisherman’s Wharf. The Third Street Light Rail Project is currently under construction, which will replace the diesel bus with a light rail train. The project is scheduled to begin revenue service in 2005, and as anticipated to be an opportunity to stimulate economic development from the light rail investment.

Figure 2-1: Muni Routes and Bus Stops

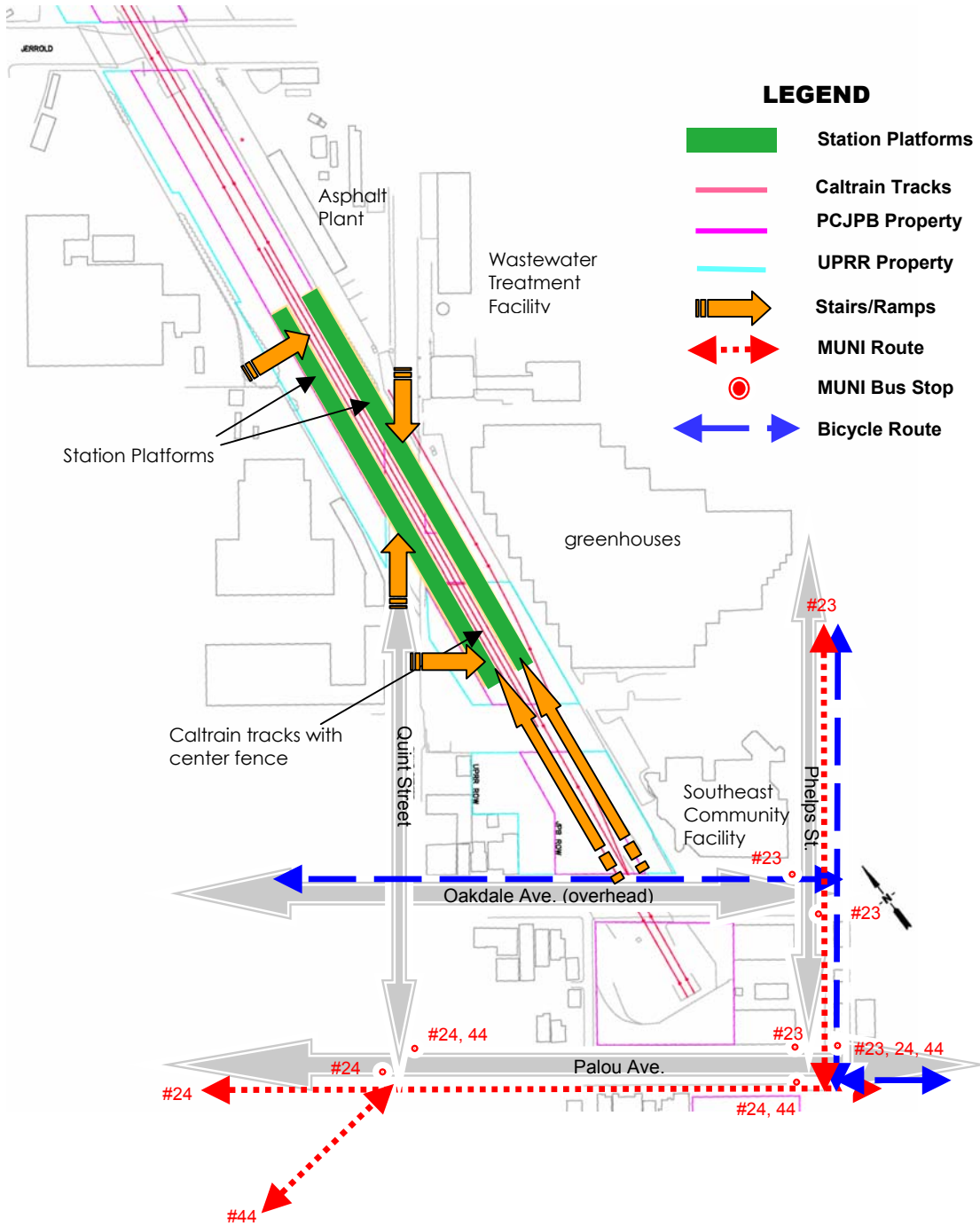


Table 2-2 presents the service frequencies and nearest stop locations for the four bus lines serving the project site. The 44-O’Shaughnessey provides supplemental service during the morning peak on school days. Bus stops for the 23-Monterey are adjacent to the project block, and within one block of the site for the 24-Divisadero and 44-O’Shaughnessey. Bus stops for the 15-Third are three blocks from the project site.

Table 2-2: Nearby Weekday Muni Service

Route	Service Headway (minutes)			Nearest Stop (inbound/outbound)
	AM	Midday	PM	
15-Third	8	10	7	Third/Palou, Third/Palou
23-Monterey	15	20	15	Phelps/Oakdale, Phelps/Oakdale
24-Divisadero	8	10	8	Palou/Phelps, Palou/Phelps
44-O’Shaughnessey	15	15	10	Palou/Phelps, Palou/Phelps

Source: Muni 2001 Street and Transit Map, LCW Consulting

As indicated above, the 24-Divisadero and the 44-O’Shaughnessey are crosstown routes and serve numerous residential neighborhoods in San Francisco. In the vicinity of the project site these two lines run along Palou Avenue, with the closest bus stop at the corner of Palou Avenue and Phelps Street. The potential exists for rerouting these bus lines to Oakdale Avenue to more directly serve the relocated station. However, relocating the bus lines would require line changes upstream and downstream of the project site, which may disrupt connectivity with other Muni lines, and would move the bus lines one block further from the more residential areas to the south of the project site. Additional improvements such as providing a mid-block crosswalk and to connect with Dunshee Street would facilitate access to these two lines, and may better serve the station needs than relocation of the bus lines.

Table 2-3 presents the daily usage levels for the four bus lines, for the bus stops in the immediate vicinity of the project site. The daily usage levels at the bus stops in the immediate project vicinity are relatively low, but substantially higher at the Third Street stops, which reflect higher concentrations of activity and transfers. The 23-Monterey and 24-Divisadero terminate at the Third/Palou bus stops. Buses have available capacity to accommodate additional passengers, as the maximum load points for these bus lines are located north and west of the project site.

Table 2-3: Daily Usage Levels for Muni Bus Lines

Bus Line	Stop Location	Inbound		Outbound	
		On	Off	On	Off
15-Third	Third/Palou	430	444	350	468
23-Monterey	Phelps/Oakdale	0	19	14	14
	Phelps/Palou	0	13	20	7
	Palou/Third	151	82	306	0
24-Divisadero	Third/Palou	573	0	0	599
	Palou/Phelps	69	7	3	88
	Palou/Quint	114	12	20	155
44-O'Shaughnessy	Palou/Third	372	266	410	329
	Palou/Newhall	35	26	8	62
	Palou/Phelps	28	28	13	64

Source: Bayview Connections Public Improvements for Pedestrians in the Center of Bayview Hunters Point, July 2000. Bus data derived from counts reflected in Muni's Busgraph statistics. Dates on which counts were taken vary and not all may reflect current conditions.

Although the daily usage levels at the bus stops in the vicinity of the project site are relative low, the bus lines serve much of San Francisco, and could provide a good transit connection to the relocated station. The 23-Monterey, 24-Divisadero and 44-O'Shaughnessy are crosstown routes and serve numerous residential neighborhoods, such as Portola and Bernal Heights, that would potentially use the relocated station. **Table 2-4** presents the total daily and peak period boardings for the bus lines serving the project site. The boarding indicates the total passengers boarding the buses at all stops along the line, and does not represent activity in the vicinity of the project site. In most cases, the location with the highest boardings and maximum passenger load is located a distance from the project site. The 15-Third has the highest daily boardings (with about 21,000 boardings per day), the 24-Divisadero and the 44-O'Shaughnessy have about 12,000 to 13,000 boardings per day. The 23-Monterey, which only serves the southern portion of the City, has about 5,000 boardings per day. The total line boardings provide an indication of the potential for the relocated station to serve a large number of riders.

Table 2-4: Muni Ridership (2002-2003)

Route/Direction ¹	Total Boardings by Peak Period ²			Total Daily Boardings
	AM	Midday	PM	
15-Third				
Inbound	3,337	5,867	2,197	10,765
Outbound	1,527	4,205	2,807	10,583
23-Monterey				
Inbound	556	1,114	1,030	2,831
Outbound	650	676	443	2,227
24-Divisadero				
Inbound	1,536	2,956	1,231	6,562
Outbound	779	2,991	1,881	6,582
44-O'Shaughnessy				
Inbound	2,133	2,733	1,011	6,058
Outbound	1,076	2,903	2,379	6,154
Total	11,594	23,445	12,979	51,762

Source: Muni 2002-2003 Ridership Data

Notes:

- 1) For 15-Third inbound indicates travel towards downtown, and outbound indicates travel from the downtown. In the vicinity of the project site, the 23-Monterey inbound indicates travel eastbound towards Third Street, while outbound indicates travel westbound from Third Street. For 24-Divisadero and 44-O'Shaughnessy inbound indicates travel westbound away from Third Street, while outbound indicates travel eastbound towards Third Street.
- 2) AM peak period between 7:00 – 9:00 AM, Midday peak period between 9:00 AM – 4:00 PM, and PM peak period between 4:00 – 7:00 PM.

Transit - Caltrain

Caltrain carries about 28,000 people each weekday to destinations in San Francisco, San Mateo, and Santa Clara counties as of November 2004. The weekday ridership on Caltrain reached its peak of almost 36,000 passengers during the tech boom in 2001 and has declined primarily due to the depressed economic climate. Caltrain operates at a standard frequency of one train per half-hour during the off-peaks, with more frequent service during the peak commute hours with combinations of local and skip-stop service. Caltrain riders are mostly commuters traveling during the peak periods, but relative to other commuter rail systems there are also a fair number of short-haul trips that occur during the off-peak hours. Caltrain recently completed major reconstruction and expansion of its system in order to introduce Express or “Baby Bullet” service which commenced in June of 2004, reducing travel time between San Francisco and San Jose to less than one hour.

Future Demand. Projections of future transit trips on Caltrain from the Oakdale station were not conducted for this study. Ridership projections will be undertaken at a later stage, in conjunction with the study team’s coordination of service planning with Caltrain and MUNI. Future demand will depend on the level of service provided at the station, travel cost, travel time, and a variety of other factors including quality of station access, and density of development in the immediate station vicinity

It is assumed that the majority of patrons who would use the proposed Oakdale station would come from the immediate station vicinity, within a 1/2-mile radius, and possibly from areas beyond the immediate vicinity to ride Caltrain. It is anticipated that the proximity of the Southeast Community Facility, the Bayview Town Center, and the access that Caltrain provides to jobs along the Peninsula will spur further use of the station. It is assumed that few people would ride Caltrain originating from Oakdale and going north to downtown San Francisco, since it is a relatively short trip that could be accomplished on Muni's Third Street Light Rail.

Given the proximity of several Muni lines to the Oakdale site, it is reasonable to assume that Muni will be a viable option for some to access the station. The actual number of people who transfer between Muni and Caltrain at the Oakdale station will depend on the transfer wait times and reliability of the two systems, among other factors. Ridership will also depend on the service plan provided by Caltrain, which could cause existing riders to switch from the Bayshore, Paul and 22nd Street Stations as well as attract new riders.¹²

Shuttle Buses

It is anticipated that employer-sponsored shuttle buses may serve the future station. Currently, Caltrain has a successful shuttle program which provides access between stations and nearby employment centers.

Pedestrians

Sidewalks on the streets in the immediate vicinity of the project site are generally in good condition. However, there is a need to improve sidewalk conditions, especially along Quint Street at proposed station entrances where tracks cross Quint Street and where there are entrances to some of the industrial facilities. On Palou Avenue and Dunshee Street, the route between bus stops and the proposed station, some sidewalks are narrow or lack corner curb cuts for wheelchairs. In the surrounding residential area, sidewalks are well-maintained but there are numerous curb cuts for driveways.

Adjacent to the project site, continuous sidewalks exist on Oakdale Avenue, Jerrold Avenue and on Phelps Street. On Quint Street the sidewalk on either side of the street is not continuous where the tracks cross Quint Street at-grade and beneath the Quint Street Bridge/Underpass. Concrete barriers and trash also impede pedestrian circulation on Quint Street. Sidewalk widths range between 10 and 15 feet, although some streets have seven-foot sidewalks. On Phelps Street north of McKinnon Street street trees reduce the effective sidewalk width. With the exception of Quint Street, streets in the vicinity of the project site meet American with Disabilities Act (ADA) requirements of a minimum of a five foot clear sidewalk width. The sidewalk on Phelps Street between Palou and Oakdale Avenues is at a 9 percent grade, which limits access for many people with disabilities.

As indicated above, all of the intersections in the study area are unsignalized. There are pedestrian crosswalks at the intersection of Oakdale Avenue with Phelps Street and with

¹² In October 2004, Caltrain recorded 986 boardings and alightings at the 22nd Street Station, 6 boardings and alightings at the Paul Avenue Station, and 475 boardings and alightings at the Bayshore Station.

Quint Street, but no pedestrian crosswalks on Jerrold or Palou Avenues. All intersections in the vicinity of the project site have ADA accessible curb ramps, and the curbs of many of the ramps seem recently painted.

In the vicinity of the project site, pedestrian volumes are relatively light throughout the day. Few pedestrians were observed walking along Oakdale Avenue, Quint Street and Jerrold Avenue. The highest level of pedestrian traffic was on Phelps Street, adjacent to the Southeast Community Facility, and to and from the nearby bus stops on Phelps Street, Palou Avenue Oakdale Avenue. Overall, the sidewalks and crosswalks in the study area were observed to be operating under satisfactory conditions, with pedestrians moving at normal speeds and with freedom to bypass other pedestrians.

Discussion of the urban design features affecting the quality of the pedestrian environment is presented in the Land Use and Urban Design section, page 3 of this report.

Bicycles

There are several existing bicycle facilities in the vicinity of the project. Routes immediately adjacent to the project site are shown in **Figure 2-1**. The following routes are part of the San Francisco Bike Route System.

- Route 5 is the eastern-most north-south bicycle route. It runs along Bayshore Boulevard, Third Street and The Embarcadero. In the vicinity of the project site, this route is a Class III facility – signed route only.
- Route 7 is a north-south route which in the vicinity of the project, runs north-south on Phelps Street between Palou Avenue and Third Street (at Custer Street). Route 7 is a Class III facility (signed route only), although the wider curb lane facilitates bicycle travel on Phelps Street between Oakdale Avenue and Third Street,.
- Route 70 is a north-south route, and runs along Silver Avenue and connects with Route 7 at Oakdale Avenue. It is a Class III facility.
- Route 170 is an east-west connector route on Oakdale Street between Bayshore Boulevard and Phelps Street. It is a Class III facility, with the exception for the segment of Oakdale Avenue between Selby and Phelps Streets, where a bicycle lane is provided (a Class II facility).

As indicated above, the majority of the bicycle routes in the vicinity of the project site are Class III facilities, signed routes only, and therefore there is no continuity in terms of a network of bicycle lanes (Class II facilities) in the area. The *Draft San Francisco Bicycle Plan Update* includes 18 specific short-term projects, including improvements to Oakdale Avenue. The draft plan recommends extending the existing bicycle lane on Oakdale Avenue (currently provided between Selby and Phelps Streets) to Third Street to the east, and to Bayshore Boulevard to the west.

The topography is generally flat in the vicinity of the project site north of Oakdale Avenue and west of Third Street. The streets south of Oakdale tend to have steeper grades of five percent or more. Streets with the designated bicycle routes are generally in good condition. The exception is Third Street where the light rail project is currently under construction.

During field surveys very few bicyclist were observed on the streets in the vicinity of the project site.

Future Demand. Projections of future bicycle traffic volumes in the project vicinity were not conducted for this study. Estimates of future demand will depend on ridership projections at the station, and will likely be conducted in the next phase of the project. Given the proximity of and planned improvements to existing bicycle routes in the area, it is anticipated that bicycling will be a viable option for accessing the station in the future.

Parking

The existing on-street parking conditions in the vicinity of the project site were examined on the blocks most likely to be used by patrons of the proposed station: on Oakdale Avenue and Palou Avenue between Rankin and Newhall Streets, and on Quint and Phelps Streets between Palou Avenue and Newcomb Streets.

Parking on these streets is not restricted, with the exception of street-cleaning regulations. Table 5 presents the street-cleaning regulations for each street. Street cleaning typically restricts parking one day per week, with the exception of Palou Avenue, where street cleaning is conducted Tuesdays and Thursdays on the north side of the street, and on Monday, Wednesday and Fridays on the south side of the street. Jerrold Avenue, between Quint and Phelps Streets has an eight-hour parking restriction on both sides of the street.

Field observations of parking conditions were by San Francisco County Transportation Authority staff in February and March 2004 for the weekday midday period. **Table 2-5** presents the parking supply and utilization for the study streets. There are about 300 on-street parking spaces on the study streets. Of the 300 parking spaces on the study streets, about 225 spaces were occupied during the field surveys, resulting in an occupancy level of about 75 percent.

Under existing conditions, there are about 75 unoccupied spaces during the typical weekday midday period. Parking occupancy during the 7:00 to 9:00 AM period, when commuters would be destined to the proposed Oakdale station, is lower since parking spaces are not occupied by employees and visitors of adjacent businesses and visitors to the Southeast Community Facility.

It should be noted that parking occupancy on both Quint and Phelps Streets drop north of Newcomb Street due to the few residential uses and distance from the entrances to businesses and attractions in the area. As on-street parking with limited restrictions is available in the vicinity of the project site, the parking demand associated with the relocated station could be accommodated on-street without substantially impacting existing needs of residents and employees in the area. However, on-street parking does not provide the level of security desired by commuters.

The Southeast Community Facility, located adjacent to the project site, currently has an off-street lot containing about 45 parking spaces for use by administration, staff and visitors to the facility. The Southeast Community Facility has installed restricted gated access to their

lot at Phelps Street, and as such, this lot will not be available for shared parking possibilities with the proposed project.

Future Demand. Projections of future parking demand in the project vicinity were not conducted for this study. .

Table 2-5: On-Street Parking Supply and Utilization

Street	Between		Supply	Occupied	% Occupied	Street Cleaning Regulations
Oakdale	Rankin and Quint	North	27	11	41%	Tues, 9-11 AM
		South	11	10	91%	Thurs, 9-11 AM
Oakdale	Quint and Phelps	North	29	22	76%	Tues, 9-11 AM
		South	21	16	76%	Thurs, 9-11 AM
Oakdale	Phelps and Newhall	North	21	14	67%	Tues, 9-11 AM
		South	22	16	73%	Thurs, 9-11 AM
Palou	Rankin and Quint	North	19	15	79%	Tue/Thrs, 9-11
		South	14	12	86%	MWF, 9-11 AM
Palou	Quint and Phelps	North	24	16	67%	Tues/Thurs, 9-11
		South	24	11	46%	MWF, 9-11 AM
Palou	Phelps and Newhall	North	19	14	74%	Tues/Thurs, 9-11
		South	13	11	85%	MWF, 9-11 AM
Quint	Palou and Oakdale	East	8	4	50%	Thurs, 12-6 PM
		West	4	3	75%	Wed, 12-6 PM
Quint	Oakdale and Newcomb	East	8	7	86%	Thurs, 12-6 PM
		West	11	10	91%	Wed, 12-6 PM
Phelps	Palou and Oakdale	East	8	8	100%	Mon, 7-8 AM
		West	10	8	80%	Fri, 7-8 AM
Phelps	Oakdale and Newcomb	East	9	7	78%	Mon, 7-8 AM
		West	10	8	80%	Fri, 7-8 AM
Total			312	223	72%	

Source: San Francisco County Transportation Authority, 2004.

Crashes and Collisions

Crash data was reviewed for the intersections in the vicinity of the project site to identify high crash locations. Vehicle collision data was provided by the San Francisco Department of Parking and Traffic from the Statewide Integrated Traffic Records System (SWITRS) database for the seven year period between January 1996 and March 2003. The vehicle collision report is a summary of all reported crashes, and includes the date and time of crash, type of collision, the primary cause of crash, as well as the number of persons injured or killed.

Table 2-6 summarizes the number and type of crash by location. During the seven year period, there were a total of 54 crashes at nine locations in the study area. Of these 54 crashes, 57 percent involved other motor vehicles, 13 percent involved pedestrians, 4 percent involved bicycles and 26 percent involved parked cars and other fixed objects. Of

the 54 crashes, 57 percent (31 crashes) involved injuries and a total of 45 persons were injured. There were no fatalities associated with any of the crashes.

Table 2-6: Summary of Vehicle Collisions in the Oakdale Study Area (1993 – 2003)

Location		Vehicle Collision With:				
		Other Vehicle	Pedestrian	Bicycle	Other ¹	Total
Oakdale	Rankin	2	0	0	2	4
Oakdale	Quint	5	2	1	1	9
Oakdale	Phelps	4	1	1	1	7
Palou	Quint	6	3	0	3	12
Palou	Phelps	4	1	0	3	8
Jerrold	Quint	3	0	0	1	4
Jerrold	Phelps	4	0	0	2	6
Newcomb	Rankin	3	0	0	0	3
McKinnon	Quint	0	0	0	1	1
Total		31	7	2	14	54
Percent by Type		57%	13%	4%	26%	100%

Source: San Francisco Department of Parking and Traffic, SWITRS

Notes:

1) "Other" includes collision with parked vehicles and other fixed objects.

The greatest number of crashes occurred at the intersections of Palou Avenue with Quint Street and with Phelps Street, and at the intersections of Oakdale Avenue with Quint Street and with Phelps Street. Of the 54 crashes, 67 percent occurred at these four locations.

The primary contributing factors for the crashes, in order of frequency, were unsafe vehicle speed (24 percent), not heeding traffic signals and signs (19 percent), and pedestrian right of way violation (11 percent). Of the seven crashes involving pedestrians, the primary contributing factor for six of the crashes was pedestrian right-of-way violation by vehicles.

Freight Operations

The Caltrain/PCJPB right-of-way provides the only freight rail access to San Francisco and is therefore an important corridor for the Port of San Francisco, its tenants, and the region. UPRR currently has an agreement with Caltrain to operate on its right-of-way to serve destinations along the Peninsula and in San Francisco. Freight trains heading north into San Francisco use the Quint Street Lead, which starts north of the Oakdale Avenue Overhead and continues along the east side of the two mainline tracks, crossing Quint Street and Jerrold Avenue at grade before heading east toward the Intermodal Freight Rail Cargo Transfer Facility (ICTF) near Pier 90-96. Trains returning from the ICTF heading south also use this lead to return to the mainline tracks. Currently, the ICTF primarily handles the export of contaminated soil, but is also used for the import and export of goods. Construction of the Illinois Street Intermodal bridge, which will provide more efficient

access to the Port's primary cargo facility is expected to significantly increase freight rail use and demand.

In 2003, the ICTF and other Port tenants operated about 1200 freight cars, or 100 cars per month, out of its facilities. The Port projects that this number will grow to 2500 freight cars (208.3 cars per month) or more by the year 2008, with continued growth as the Port expands its cargo freight operations and warehouse development plans.¹³ While the Port of San Francisco does not handle the same quantity of containers as neighboring ports in the Bay Area, it has experienced significant growth in Break Bulk and Dry Bulk cargos and anticipates continued growth in these goods. This projected growth in cargo is supported by the following:

- Closure of the break bulk facility at the Port of Oakland in 2003 coupled by a 250-percent increase in break bulk imports from the previous year
- Anticipated increase in the import of dry bulk materials, such as aggregate materials, especially as supplies from local quarries in the East Bay are depleted
- Construction of the Illinois Street Intermodal Bridge, scheduled to begin in 2004, which will provide rail access to a cargo terminal at Pier 80
- Pursuit of new types of cargo, including imports such as automobiles and heavy machinery, and exports such as recycled goods and airborne freight

These factors will result in new opportunities for increased freight activity at the Port's facilities. This would result in increased freight operations on the Caltrain right-of-way and through the Oakdale station vicinity.

PUBLIC SAFETY AND SECURITY

Caltrain Right-of-Way

The Amtrak Police Department is responsible for policing Caltrain property, including stations, parking lots, and railroad right-of-way. Amtrak officers are full-time peace officers, with arrest authority under State law. Amtrak officers currently patrol the right-of-way within the project area weekdays between 5:00 am and 1:00 am, 7 days a week. The right-of-way is patrolled by officers who conduct daily rounds throughout Caltrain property, and is also under surveillance by non-uniformed police officers aboard Caltrain trains who report incidents in the project area to the San Francisco Amtrak Police field office which deploys on-duty field officers to the scene. Amtrak police report that the major incidents occurring along the right-of-way in the project area are trespassing, graffiti, and homeless encampments along the hillside north of Oakdale Avenue.¹⁴ Shrubbery was removed about a year ago, which has greatly deterred the number of homeless camping along the right-of-way in the project area.

¹³ Memorandum from David Beaupre, Port of San Francisco, to Tilly Chang, San Francisco County Transportation Authority, February 23, 2004.

¹⁴ Sergeant Lars Jeffry, Amtrak Police Department, telephone conversation, March 16, 2004.

Project Area

The project area is served by the Bayview Station of the San Francisco Police Department (SFPD). The station area is patrolled 24 hours a day by a minimum of one, two-person car unit, although more units may patrol the area depending on availability and the particular shift. There are no foot patrol beats in the project vicinity. Crime rates citywide have been declining. From 2002 to 2003, the total number of serious crimes dropped 11.7 percent in Bayview Hunters Point as compared to 4.7 percent citywide. This decrease represents a decline in all crime categories, except homicides.¹⁵

Although the station area is not considered a high crime area, “hot spots” are located in the project vicinity on the blocks east of the Southeast Community Facility, between Phelps and Third Streets.¹⁶

The SFPD is currently revising its methods of reporting crime statistics. One new measure is the number of incidents for which the Police Department receives calls or complaints, and responds on the scene. This measure is an indicator of the volume of crime and police activity in each police district.¹⁷ **Table 2-7** compares the total number of incidents reported to the SFPD from January 2003 to approximately March 12, 2004¹⁸ within, a 500 ft, 1,000 feet, and ½ mile radius of Oakdale Avenue and Quint Street, the closest intersection to the a possible station location or entrance.

Except for assault, most crime incidents reported in the immediate vicinity are non-violent. As discussed above, most of the crime within approximately a ½ mile radius of the project area occurs west of the Southeast Community Facility, on the blocks between Phelps Avenue and Third Street. As a result, crime within the project area decreases in relationship to the distance from Third Street. **Figure 2-2** indicates a noticeable drop in crime incidents reported within approximately one block from Oakdale Avenue and Quint Street, when compared to 1 or more blocks away, near Third Street.

¹⁵ San Francisco Police Department website, www.ci.sf.ca.us/police/, Crime Statistics page. Serious crimes are defined as Part 1 Crimes, and include homicide, rape, robbery, aggravated assault, burglary, auto boosting, other larceny, and motor vehicle theft. Between 2002 and 2003, the total number of crimes decreased in all categories in Bayview Hunters Point except for homicides which increased 9.5 percent, as compared to 2.9 percent citywide.

¹⁶ Captain Richard Bruce, Bayview Station, San Francisco Police Department, telephone conversation, March 5 and 10, 2004; Officer George, telephone conversation, March 11, 2004, written communication, March 15, and 17.

¹⁷ Police incidents summaries report the number of calls or complaints that require a response by the SFPD. Such calls or complaints do not necessarily result in arrests or filing formal police reports.

¹⁸ While the neighborhood crime reporting system is being converted, annual crime totals may not be available.

Table 2-7: Crime Incidents Within Project Area Compared to Total BVHP Crime Incidents

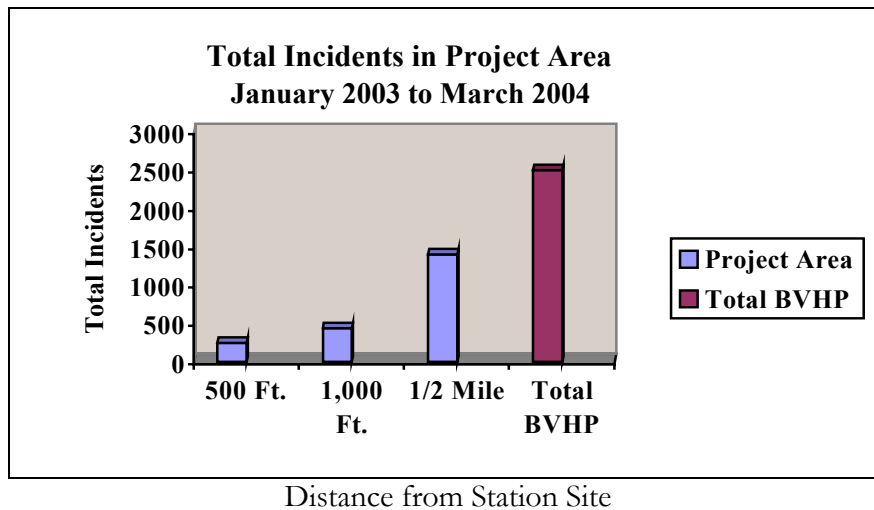
(January 2003 to March 2004)							
Distance From Oakdale/Quint	500 Ft Radius (approx 1blk)	% of BVHP Incidents	1,000 Ft. Radius (approx 1 ½ blks)	% BVHP Incidents	½ mile Radius (approx 2 blks)	% of BVHP Incidents	BVHP Total Incidents
Assault	32	14%	58	25%	164	71%	232
Drug/Narcotic	1	n/a	10	n/a	178	n/a	n/a
Burglary	5	5%	9	9%	20	20%	100
Larceny/Theft	15	4%	25	7%	59	18%	335
Other Offenses ¹	55	14%	125	31%	376	93%	406
Robbery	4	4%	10	10%	28	29%	98
Vandalism	7	6%	14	13%	35	32%	111
Vehicle Theft	8	2%	23	6%	63	15%	407
All Other Crimes ²	121	15%	162	20%	478	59%	814
Total All Crimes	248	10%	436	17%	1401	56%	2,503

Source: San Francisco Police Department, Summary Report for Incidents.

Notes:

1. 'Other offenses' refers to crimes for which there is a police call and response, but do not fit into the other categories listed (e.g., domestic disturbance, suspicious activity, etc.)
2. All other crimes include crimes for which roughly 20 or fewer incidents were reported within a 1,000 foot radius. Such incidents include arson, disorderly conduct, fraud, missing persons, and trespassing.

Figure 2-2: Total Incidents in Project Area



Neighborhood Safety Organizations and Partnerships

Public safety is a concern of community groups in Bayview Hunters Point. While there is no one individual neighborhood group that covers the project area, Residents of the Southeast Sector (R.O.S.E.S) monitors public safety issues on a community-wide basis. R.O.S.E.S meets monthly with the captain of the Bayview Police Station and works in partnership with the station to identify security issues and discuss solutions. For example, in the project vicinity, R.O.S.E.S has focused its efforts along the Third Street corridor to increase the number of foot patrol beats, and to decrease the number of liquor stores along Third Street.

In addition, the SFPD conducts a Neighborhood Crime Prevention Program, which is a collaborative partnership between the Safety Network Program and the Neighborhood Safety Partnership. This partnership focuses its effort to reduce crime and promote public safety through community solutions.

Southeast Community Facility

San Francisco Community College District Police Department. Law enforcement and security services at the Southeast Community Facility (SECF) are provided by the San Francisco Community College District Police Department (SFCCPD). The SFCCPD maintains one full-time officer at the Southeast Community facility, Monday through Friday, between 7:00 am and 10:00 pm. Officers of the SFCCPD are sworn, full-time peace officers with arrest authority.

The SFCCPD indicates that they are quite busy with crime suppression efforts at the SECF. Incidents are typically associated with students attending classes or programs offered at the facility, including a diversion program which allows young adults to attend school in lieu of serving jail sentences. Such incidents include battery, fighting, property thefts, and auto-break-ins. Fewer incidents occur during nighttime hours due to the increased number of students and visitors at the facility. The SFCCPD also patrols and responds to incidents in the immediate vicinity of the college, roughly within three blocks. Occasional off-site incidents include prostitution and drug-related activities along Phelps and the residential blocks east of Phelps near Third Street.¹⁹ The SFCCPD indicates that it would like to increase staffing at the SECF to two officers during the day, but do not have sufficient staff funding available at this time.

The SFCCPD reports that people who are homeless also loiter in the area of the SECF, and often sleep overnight along the Caltrain right-of-way, west of the facility, and in the vicinity of the greenhouse complex located adjacent to the facility to the north. Incidents associated with the homeless have decreased greatly in the past year, since shrubbery and debris were removed along the Caltrain right-of-way by the Amtrak Police. The SECF has recently

¹⁹ Sergeant Low and Officer Anthony Din, San Francisco Community College District Police Department, telephone conversation, March 12, 2004.

installed a security gate to restrict public access to its Phelps Street parking lot in response to past incidents that have occurred there.²⁰

Private Security Services. McCoy's Security provides one private security guard at the SECF on weekdays between 10:00 pm and 7:00 am, and 24 hours a day on weekends when the SFCCPD are off-duty. As a private security company, McCoy's does not have arrest authority, and works with the SFCCPD and SFPD when incidents requiring a police report or arrest occur. McCoy's also states that their major problems at the SECF are the homeless and theft.²¹

Recommendations

Although the station area is not considered a high crime area, there is a higher incident of crime activities than typically occurs at other existing Caltrain station locations. All of the law enforcement agencies and services that were contacted indicated that a station located at Oakdale would have a positive impact on the neighborhood. Although the station location and design have not been determined, the following general public safety issues were raised concerning station location, access, design and lighting.

Station entrances. A station location or entrance opposite or near the SECF was suggested to focus activity near the intersection of Oakdale and Phelps. Limiting multiple access points to the station would be preferred, particularly if the station were below grade.

Addressing safety and security through station design. Nighttime lighting was considered an important operational feature to deter nighttime crime and homeless activity, even when the station is closed. Station amenities such as waiting areas, benches, and planters should be designed to discourage loitering and sleeping.

Vehicle security. Parking, either on-street or off-street, could increase vehicle thefts and personal theft from patrons walking to and from their parked cars. Therefore, parking design, location, operation and access are important public safety considerations.

Security patrol at the station. When the location and conceptual design of the station are further developed, the Amtrak Police, SFPD and SFCCPD should be consulted to provide input on public safety and security. Since several agencies would be responsible for law enforcement in the project area, SFPD and SFCCPD recommend that jurisdictional responsibilities be considered during station design and operations planning.

Other recommendations by community members for addressing security at the proposed station were discussed in Workshop #2, summarized in Chapter 4.

²⁰ Toye Moses, Director, Southeast Community Facility, May 24, 2004.

²¹ Captain Widener, McCoy's Security, telephone conversation, March 11, 2004.

Chapter 3: Preliminary Feasibility Assessment

SUMMARY OF FINDINGS

This chapter cites findings of the preliminary feasibility assessment for constructing a Caltrain station at the Oakdale site. The objective of the preliminary feasibility assessment is to identify the technical issues that pose significant risks to the efficient, expeditious, and economical implementation of the project. The assessment takes into account the railroad standards and Caltrain station design criteria that must be met. It has been concluded from this preliminary feasibility assessment that construction of a station is feasible at the proposed site.

The key findings of this preliminary feasibility assessment are summarized below:

1. The minimum distance between the Oakdale Avenue bridge piers and the southern end of the station will be approximately 420 feet based on current site/infrastructure constraints posed by Tunnel 3 and the Oakdale Avenue Overhead and standards for track spacing and railroad safety.
2. Locating a station at the Oakdale site would require that the platforms cross the Quint Street Bridge/Underpass. This would require widening the bridge and could potentially require lowering Quint Street and underground utilities to current roadway standards for clearance under the bridge. The need to lower the street profile would depend on the width of the station and the number of tracks.
3. Relocation of the Quint Street Lead north of Jerrold Avenue could result in operational benefits for freight operators by eliminating a steep grade (south of Quint Street) and two at-grade crossings. It could also result in shortening the distance between the east platform and Oakdale Avenue. At this time, it is assumed that the Quint Street Lead will remain in its current location until the relocation options are studied further.
4. Site access (pedestrian/ADA and vehicular access) from Oakdale Avenue, Phelps Street via the Southeast Community Facility, and Quint Street will require agreements with adjacent landowners and most likely require purchase of land. Because of the approximate 27-foot vertical distance between Oakdale Avenue and the station site, ADA-compliant ramps will be necessary to accommodate direct pedestrian access from Oakdale Avenue.
5. Should third and fourth tracks be constructed in the future, modifications to both slopes on the east and west side and the Oakdale Avenue Overhead will be required.

These and other findings covered in this assessment will ultimately influence station access and station/platform configuration and location. These issues were considered in the development of station concepts described in Chapter 4.

RAILROAD STANDARDS AND STATION DESIGN CRITERIA

The Oakdale station design and track alignment and profile must conform to standards set forth by Caltrain, the Federal Railroad Administration (FRA) and the American Railway

Engineering and Maintenance of Way Association (AREMA) to facilitate operations of both freight and passenger service on the right-of-way and to maintain railroad safety. Any track modifications must also accommodate the operations of the Union Pacific Railroad (UPRR) through the area. The following are requirements that were considered as part of the feasibility assessment.

Station design

Caltrain Station Facility Guidelines should be used as minimum standards for designing passenger boarding areas.¹ Platform lengths of 700 feet are standard within the Caltrain system and should be used as the basis for site planning. Either center or outside boarding platforms are options for station design and are selected based on site-specific conditions. Minimum widths are given for each type of platform, but ultimately the platform must provide adequate width for passengers to safely board and alight trains and maneuver on the platform.

Platform access

At-grade pedestrian track crossings are undesirable for the potential safety risks and impacts to operations that may result. Caltrain stations which have uncontrolled at-grade crossings are subject to the “hold-out” rule, a safety measure which restricts a second train from entering a station while another train is at the station boarding or unloading passengers. Because of potential delays resulting from the hold-out rule, the design basis for any new station should preclude the need for the hold-out rule, and provide grade-separated access if necessary. Grade-separated access can be achieved through elevated or underpass configurations. Ramps and stairs between Oakdale Avenue and the station platforms should be sited for maximum visibility and shortest travel distance.

ADA-compliant access

Access to station platforms must include ADA accessible routes of travel, which may not exceed a slope of 8.3 percent. Ramps should be designed in accordance with ADA Accessibility Guidelines with level areas every 30 feet and California Title 24. Parking facilities and pick-up/drop-off areas must also be ADA-compliant. Since there is no level boarding from platforms to Caltrain cars, wheelchair patrons and others persons needing assistance use lifts to board Caltrain. Mini-high platforms are being installed at selected stations to facilitate these boardings. Adequate space for these uses must be provided on the platforms.

Track spacing and median fence

To comply with Caltrain track standards, track alignments must be designed for 90 mph operation, restricting the grade and curvature of the tracks. To comply with current Caltrain station design criteria for outside boarding platforms, track centers should be spaced at minimum of 18 feet to allow for a 5-foot high continuous median fence. The fence is required to provide Caltrain the ability to operate two trains through the station area simultaneously and eliminate the need for the hold-out rule by preventing passengers from

¹ Caltrain Station Facility Guidelines, August 1999 Revision 1.

crossing the tracks. The 18-foot track center requirement is based on California Public Utilities Commission (CPUC) General Order 26-D, which requires a minimum distance of 8'-6" from the center of track to any obstruction plus a one-foot clearance for the fence itself. In addition, the median fence must extend 100 feet beyond each end of the platforms. For a center platform configuration, no median fence will be required, and track spacing will depend upon the width of the platform.

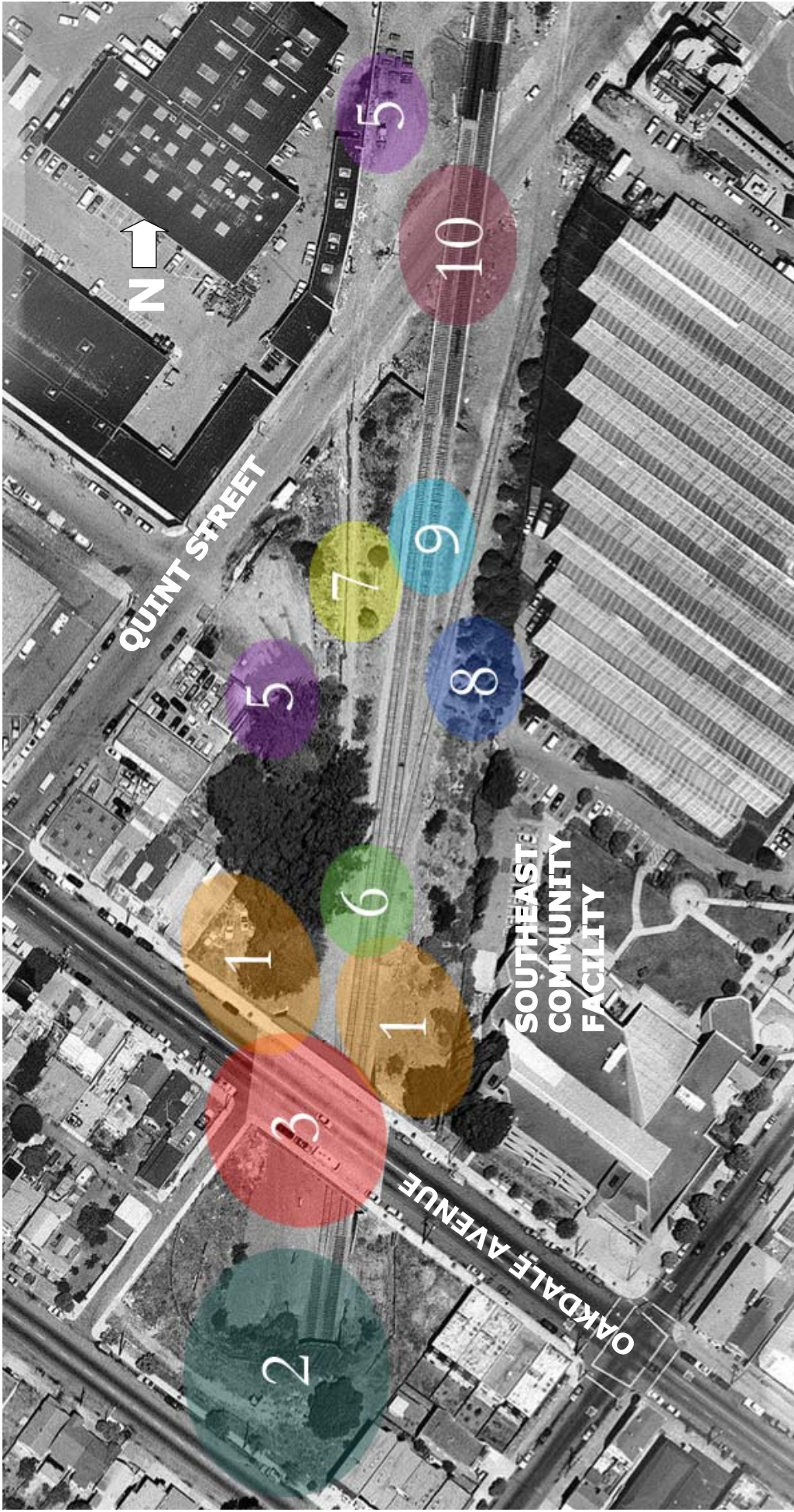
FEASIBILITY ISSUES

The following is a discussion of the different technical issues that affect the feasibility or design of the station. They are categorized by: 1) site/infrastructure constraints, 2) railroad operations, and 3) future improvements and expansion. Most of these issues have been addressed in **Figure 3-1**. The numbers assigned to each issue in **Figure 3-1** correspond with the issues as numbered in the text.

Table 3-1 presents the various issues that were identified in this feasibility assessment and indicates whether they impact station design (including platform and track alignment), station access, or both. The following section describes these issues in detail.

Table 3-1 Site Issue Impacts on Station Design and Access

	Station Design	Station Access
Site/Infrastructure Constraints		
1. Topography/Slope Stability		•
2. Tunnel 3	•	
3. Oakdale Avenue Overhead	•	
4. Mainline track spacing	•	
5. Utilities	•	
6. Land availability		•
Railroad Operations		
7. Abandoned track siding		•
8. Quint Street Lead	•	•
9. Signals	•	
10. Quint Street Bridge/Underpass	•	•
Future Improvements and Expansion		
11. Electrification	•	
12. Capacity expansion/High-speed rail	•	•



Future Improvements (Not Shown)	
11	Electrification
12	Capacity Expansion / High-Speed Rail

Railroad Operations	
6	Mainline Track Spacing
7	Abandoned Track Siding
8	Quint Street Lead
9	Signals
10	Quint Street Bridge / Underpass

Site / Infrastructure Constraints	
1	Topography/Slope Stability
2	Tunnel 3
3	Oakdale Avenue Overhead
4	Utilities (Not shown)
5	Land Availability

Bayview - Oakdale Station Study
 Figure 3-1: Feasibility Issues

SITE/INFRASTRUCTURE CONSTRAINTS

Site constraints are physical limitations inherent to the site that have to do with topography, land availability, or existing infrastructure. These site conditions place constraints on track layout and station design which must meet standards set forth by Caltrain/PCJPB, FRA, and AREMA.

1. Topography/Slope Stability

Station access from Oakdale Avenue. The topography surrounding the Oakdale site is hilly and the Oakdale Avenue Overhead finish grade elevation is approximately 27 feet higher than the future anticipated platform surface elevation. This elevation difference poses



East of Quint Street bridge, looking south toward Oakdale Ave.

design challenges with regard to providing direct pedestrian access between Oakdale Avenue and the station platforms. Oakdale Avenue is important because of its role as a main pedestrian and bicycle thoroughfare in the neighborhood and because of the pedestrian connections to Third Street businesses and the Third Street multimodal transit center. Quint Street could function as an ADA-compliant route from Oakdale Avenue to the station. However, ramps from Oakdale Avenue to the platforms may be preferred because they would provide a more direct route. One ramp from Oakdale Avenue would be needed for a center platform configuration while two ramps would be

recommended for the outside platform configuration. Alternatively, only one ramp structure could access one of the outside platforms, but some means of crossing from the opposite platform would be needed for return trips. Options for access between platforms is discussed later in this chapter in the section titled “Considerations for Station Design.”

Recommendation: Construction of outside boarding platforms and straight, ADA compliant ramps to each platform from Oakdale Avenue is recommended. Use the existing Oakdale Avenue Overhead and underpass on Quint Street for between-platform access. With a straight ramp layout, centered on and parallel to each platform, ramp structures can be preserved should the station be expanded in the future to accommodate system improvements such as the addition of third and fourth tracks.



Embankment north of Oakdale Avenue, looking east toward Southeast Community Facility.

Slope stability. There is a steep embankment located on the east side of the mainline, north of Oakdale Avenue Overhead and adjacent to the Southeast Community Facility. This embankment is very steep and is subject to erosion and deterioration and poses a potential risk to the mainline tracks and to walkways or ramps from Oakdale Avenue that may be located there. The geotechnical borings in this

area from the Oakdale Avenue Overhead Replacement project are generally classified as sand or silty-sand with densities ranging from compact to dense.

The embankment on the west side of the mainline, north of the Oakdale Overhead appears relatively stable in comparison to the east embankment. There is a grove of mature Monterey Cypress and Eucalyptus trees that help to stabilize this slope. The geotechnical borings in this area from the Oakdale Avenue Replacement project are generally classified as sand, silty sand, and clayey sand with densities ranging from compact to dense.

Recommendation: Stabilization of the slope on the east side of the tracks is recommended through construction of a new wingwall. A wingwall is similar to a retaining wall in that its purpose is to retain an earth embankment, but in this case, it would also serve as an extension to the abutment. Slope stabilization may be accomplished by demolishing the existing wingwall for the Oakdale Avenue Overhead and constructing a longer wingwall that is in line with the existing abutment. This type of wall is beneficial because it would provide stability for the slope, provide a stable base for the proposed ramp to the station platform, allow for greater clearance between the wall and the tracks for operating clearances, and allow relocation of the Quint Street Lead turnout further south toward the tunnel.

Another option for the east side sloped embankment would be to leave the existing wingwall in its present location and to provide improvements to this slope such as a soil nail wall. This type wall, while satisfactory to retain the slope and less costly to construct, will not provide all the benefits of the previous option.

The sloped embankment on the west side of the tracks north of Oakdale is presently stable and will not pose a risk the Caltrain operations for the two-track station configuration. There are no proposed improvements to this slope for this track and station configuration.

Should third and fourth tracks be constructed in the future, both slopes on the east and west side will require modifications. The east side will be required to be cut back to provide room for the track. The west side will need some embankment modification such as a soil nail wall to keep it from being a hazard to rail traffic on the additional track. Additionally, the Oakdale Avenue Overhead will need to be extended on the east side.

2. Tunnel 3

Tunnel 3 is located at the southern end of the Oakdale site. It was constructed in 1907 and is 2364 feet in length, and approximately 30 feet in width. The existing track centers in Tunnel 3 are spaced at approximately 14 feet.

Future expansion. There is a possibility that additional tunnels may be added if the California High Speed Rail project goes forward or as Caltrain completes their plans for capacity expansion, which consists of a four-track alignment from San Francisco to San Jose. The conceptual plans by Caltrain for a four-track alignment call for additional tracks on either side of the existing two tracks. This would require that an additional single-track tunnel be constructed on each side of the existing double-track tunnel. In this scenario, the new track on the west side could be accommodated between the existing pier and the west

bridge abutment with no modifications to the Oakdale Avenue Overhead. Since there is not enough room for an additional track on the east side between the east abutment and the pier, either this half of the structure would need to be rebuilt as a longer span or the bridge would have to be extended to accommodate this fourth track.

3. Oakdale Avenue Overhead

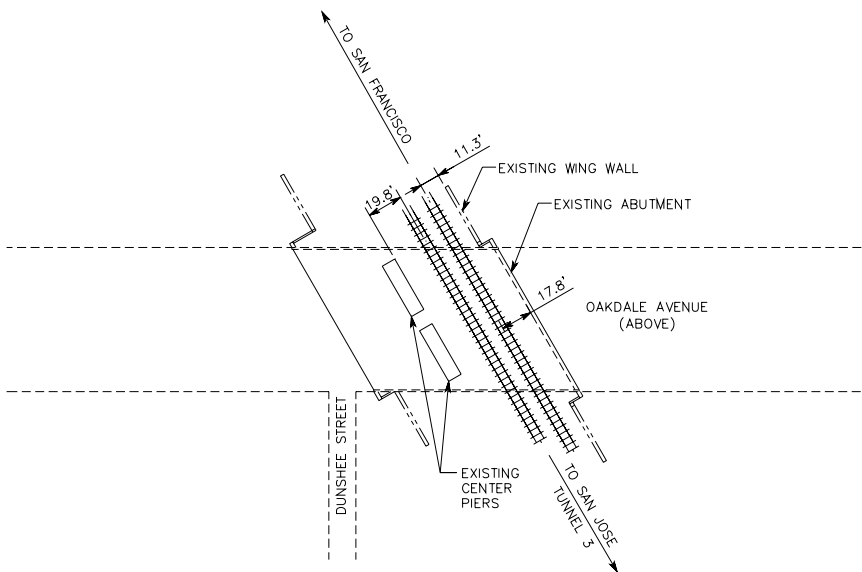


**Oakdale Avenue overhead,
looking south toward Tunnel 3.**

The Oakdale Overhead was originally constructed in 1907 and was replaced in 1998 due to the deteriorated condition of the structure and to satisfy current seismic criteria. The existing tracks exit Tunnel 3 to the north and pass under the Oakdale Overhead, which is approximately 200 feet north of the tunnel portal, limiting the vertical track alignment. The tracks are located between the east abutment and the center pier of the overhead, which restrict the horizontal track location as well. The existing tracks are 17.8 feet from the abutment and 11.3 feet to the existing wingwall on the east side. On the west side the existing tracks are

19.8 feet from the center pier. According to PCJPB standards, all new track configurations must maintain 10-foot minimum horizontal clearances from the existing abutment and pier. The track alignment could move closer to the center pier on the west side but is prevented from moving more than one foot closer to the wingwall wall on the east side. The relocation of the wingwall further from the track is discussed in the previous section on topography/slope stability. **Figure 3-2** illustrates the existing spacing between the tracks and the overhead structures.

Figure 3-2: Track Spacing Beneath the Oakdale Avenue Overhead



4. Mainline Track Spacing

The two existing Caltrain main tracks (MT1 and MT2) through the project area were constructed at track centers of approximately 13 to 14 feet. The existing track centers do not allow sufficient side clearance to allow placement of a center track safety fence between the two tracks in the station area (for an outside boarding platform configuration) to prevent patrons from crossing the tracks unsafely.

Track Spacing. The proximity of Tunnel 3 and Oakdale Avenue Overhead are controlling constraints as to where track centers can become sufficiently wide for the median fence, and therefore where the station platforms can begin. Both Tunnel 3 and the Oakdale Avenue Overhead restrict the horizontal and vertical location and spacing of the mainline tracks, placing a constraint on the ultimate location of the future Oakdale station. Track centers must be spaced at a minimum of 18 feet at the station to accommodate a center track security fence at a station with two outside boarding platforms, or a minimum of 40 feet for a center platform station between tracks. The track design requirements for curves and tangents place additional constraints on the track alignments, which must be designed for 90 mph operation. The track centers cannot begin to widen until the tracks are clear of the tunnel, and the alignment geometry required for 90 mph operation dictates the overall length required to attain the 18 foot track centers. Adequate side clearance at the Oakdale Avenue overpass must also be maintained.



Existing mainline tracks, looking north toward Quint Street. Quint Street freight lead branching off to the right.

To meet PCJPB track design requirements, the tracks cannot reach the minimum spacing of 18 feet until approximately 420 feet north of Oakdale Avenue, or the 40-foot spacing for a center platform until about 660 feet north of Oakdale Avenue. Since the platforms must be a minimum of 700 feet in length per the PCJPB standards, a station with either an outside platform or a center platform configuration would extend over the Quint Street Bridge.

Recommendation: Track relocation is desirable to meet Caltrain track spacing standards to provide for optimum station design and to keep the station platform as close to Oakdale Avenue as possible. Since modifications to Tunnel 3 or the north portal would be extremely expensive, the station design and track layout should match the existing alignment of the tunnel and the Oakdale overhead.

The tracks should maintain a minimum 10-foot horizontal clearance to the existing Oakdale Overhead pier on the east side of the mainline tracks. The existing piers do not require any modifications or pier protection as long as they meet this clearance according to the AREMA Manual for Railway Engineering.

If an outside boarding platform configuration is chosen, accommodations for a median fence must be made to eliminate the need for instituting the hold-out rule at the Oakdale station. Future capacity expansion should be considered and is discussed in more detail later (Issue 12).

5. Utilities

Several types of underground and overhead utilities are present at the site of the proposed Oakdale station and will need to be evaluated for their clearances with proposed new facilities and existing utilities must be evaluated for their ability to withstand train loadings. The location of underground utilities was obtained from Caltrain, and is shown in **Figure 3-3**. Caltrain categorizes utilities as either high or low risk, depending on the consequences of damage of the utility, which can result in high repair costs or place people and train facilities in danger.

High risk utilities. The exact location of high risk utilities should be determined during the preliminary engineering phase, by means of potholing or other reliable method. High risk utilities include the following:

- Gas (greater than 6" diameter or operating pressures greater than 60 psig)
- Electrical (greater than 300 volts)
- Fiber optic lines
- Petroleum lines (none identified at this site)
- Oxygen lines (none identified at this site)

Low risk utilities. Plans to relocate or replace low risk utilities that are in the way of proposed improvements must be developed and implemented in coordination with the construction of the improvements. Low risk utilities include the following:

- Sewer
- Storm drains
- Low-voltage electrical lines
- Small diameter gas lines with operating pressures less than 60 psig
- Water lines

Longitudinal utilities typically include fiber-optic lines, occasionally gas or other fuel lines. These facilities must be relocated clear of the proposed train operating envelope to allow for inspection and access for repairs without requiring train operations to be affected.

Transverse utilities crossing underneath the tracks and station platforms must be sleeved in a casing to provide protection for the carrier pipe and to allow for future replacement of the main utility pipe without requiring work in the track clearance envelope.

Overhead power lines must be raised at least 10 feet clear of any overhead catenary lines used to power electric trains, must be at least 25 feet above the tracks, and must follow the requirements California PUC G.O. No. 95, Rules for Overhead Electric Line Construction.

Figure 3-3: Location of utilities



Recommendation: The utility relocation strategy for the Oakdale Station project should consider the various possible phases of project build-out, which are: 1) initial station construction, 2) future capacity expansion or four-track construction, and 3) future electrification. For example, raising overhead power lines could be postponed until the electrification project is initiated, but all casings of underground utilities should be designed and constructed for the ultimate buildout during the first phase of construction. **Table 3-2** lists the utilities that are known to be present at the Oakdale Station site and the recommendations based on potential conflicts with future improvements:

Table 3-2: Initial Assessment of Existing Utilities in the Vicinity of the Oakdale Site

Function	High/Low Risk	Location	Conflicts with Improvements		
			Station Project	Capacity Expansion	Electrification Project
Fiber optic line	High Risk	Longitudinal, west side	Possible, depending on platform location	Possible	Possible
Gas line	Probable High Risk	Quint Street	May need to be lowered slightly, if the profile of Quint St. changes.	Profile of line may need to be lowered	May need Cathodic Protection, if metallic
Water line	Low Risk	Quint Street	May need to be lowered slightly, if the profile of Quint St. changes.	Profile of line may need to be lowered	May need Cathodic Protection, if metallic
Sewer line	Low Risk	Quint Street	May need to be lowered slightly, if the profile of Quint St. changes.	Profile of line may need to be lowered	No
Overhead Power Line	Possible High Risk	Quint Street	Clearance underneath bridge to be checked.	No	Probably needs to be raised
Overhead Power	Low Risk	Oakdale Avenue	No	No	No
Storm Drainage line	Low Risk	Transverse	Possible	Possible	No

Source: Locations of utilities, except sewer, obtained from PCJPB/Caltrain. Sewer line location information obtained from San Francisco Department of Public Works.

The following are the steps of the utility relocation process:

1. Prepare composite utility map
 - a. Overlay the existing utility map on the new planned improvement, including all new underground ductbank and piping systems
 - b. Check clearances for all vertical pilings, pole foundations
 - c. Check clearance for all crossing utilities
 - d. Check structural loadings on pipes
2. Identify all high-risk utilities
3. Pothole all high-risk utilities
4. Prepare relocation plans, in concert with the utility companies and Department of Public Works
5. Implement the relocations

6. Land Availability

To facilitate station access and promote use of the station, some off-street areas for parking and pick-up/drop-off activity should be provided at the station site (refer to further discussion in Chapter 2 Existing Conditions Analysis). There is limited land owned by either the PCJPB or City of San Francisco that would be suitable for these uses.

Recommendation: Provision of off-street parking for station patrons is generally recommended to accommodate patrons who may drive to the station and reduce potential parking impacts to the surrounding neighborhood. An assessment of potential parking impacts would have to be undertaken during the environmental review process and a decision made by the community and local agencies about supplying off-street-parking. It is likely that adjacent land will have to be purchased or easements obtained in order to provide off-street parking and loading areas. The land along the east side of the tracks and north of Quint is currently owned by UPRR and would be a suitable location for off-street parking. The area occupied by the abandoned track siding and vacant lot between the tracks and Quint Street would also be a potential site for pick-up/drop-off and perhaps parking for people with disabilities. Access from the east side of the station may require special arrangements with the Southeast Community Facility. Future opportunities for development are discussed in the Existing Conditions Analysis (Chapter 2).



Potential site for station long-term parking west of mainline tracks, looking north from Quint Street.

RAILROAD OPERATIONS

The station design and track layout must conform to standards set forth by Caltrain/PCJPB, the Federal Railroad Administration (FRA) and the American Railway Engineering and Maintenance of Way Association (AREMA) to facilitate operations of freight and passenger service on the right-of-way and to maintain railroad safety. The following are some issues which affect the ultimate configuration of the station and site access.

7. Abandoned Track Siding

There is an existing inactive siding on the west side of the mainline tracks, opposite the Quint Street Lead between Jerrold Ave. and Oakdale Ave. This siding interferes with the station layout and also is an opportunity site for providing access to the station. A review of the land ownership records shows that the UPRR owns most of this land along the west side of the right-of-way including the land where this siding is located.

Recommendation: This siding no longer serves any customers to the west of the Caltrain tracks and is no longer in use. A review of PCJPB property records indicates that the UPRR owns this



Abandoned track siding west of mainline tracks, looking north toward Quint Street.

property. The tracks should be removed and the property along the west side would be ideally improved for access, parking, and other facilities required for the station in the two track configuration. The possibility of a future four-track alignment as previously discussed would require the rearrangement of the access and parking facilities for the station.

8. Quint Street Lead

The Burlington Northern Santa Fe Railroad (BNSF) owns an active side track on the east side of the mainline tracks (operated by UPRR). The turnout for this track is located north of the Oakdale Avenue Overhead. The track currently descends from the main track at an extremely steep grade of 4.5 percent. By railroad standards the 4.5-percent grade is considered steep, as sidings are generally limited to a grade of one to two percent. Steep grades can cause train handling problems and excessive track maintenance costs. The UPRR services the Port of San Francisco, a scrap metal dealer, and other local customers on a regular basis which must be protected for continued operations. There is a city-owned asphalt yard with a rail spur just north of the grade crossing at Quint Street that is considered active, but does not anticipate receiving deliveries by rail in the foreseeable future. The method of delivery depends on the suppliers who serve the asphalt yard, and therefore, has the potential to change. If deliveries by rail are necessary in the future, the rail spur into the yard would have to be made serviceable.²



Quint Street freight lead east of mainline tracks, looking north toward Quint Street.

Recommendation: The UPRR Quint Street lead connects to the PCJPB system and must remain in service to provide freight to the Port of San Francisco and its other customers. The preferred option is to relocate the turnout for this siding to a point north of the Jerrold Avenue underpass. This option would eliminate the at-grade crossings of Jerrold Avenue and Quint Street. The elimination of the at-grade crossings will increase the safety on the surface streets and will eliminate the track and roadway maintenance at the removed crossings. A lead at a proposed location further north would result in a lower slope of three percent, which would be preferred over the existing 4.5-percent grade. This option is also the safest for the station patrons because it will eliminate the freight rail operations from the vicinity of the platforms and allow for the possibility of a direct pedestrian connection between the Southeast Community Facility and the east side of the station. Further investigation is required to confirm that this configuration will meet both Caltrain and UPRR operational standards.

Another option is to leave the turnout in its present location or to move it further to the south, closer to Oakdale Avenue. This option is less desirable due to the close proximity of a live freight track that will remain close to the station platform even though most freight traffic is handled late at night. This condition would preclude direct at-grade pedestrian

² Ben Santana, San Francisco Department of Public Works, telephone conversation, April 7, 2004.

access between the station and the Southeast Community Facility. A physical separation of a barrier or fence would need to be placed between the freight lead and the passenger platform. If the turnout can be located closer to the tunnel it will provide more track clearance from the passenger platform, but will require relocation of the Oakdale Overhead wingwall on the west side. The wingwall relocation was previously discussed.

9. Railroad Signals

Automatic block train control signals are located on both sides of the mainline tracks, south of the Quint Street Bridge/Underpass. These signals were recently installed as part of Caltrain's capacity expansion project. The signal masts are placed 12 feet or more from center line of track. With an increase in track centers the intermediate signals may have to be relocated to maintain minimum side clearance. Coordination will be necessary to locate the intermediate signals near the end of the station platforms, which will allow a train to have a leaving signal at one end of the platform. Placing signals midway on the platform is not recommended because if a train approaches a stop signal only half of the train will be on the platform. With the relocation of the intermediate signals adjusted parallel with the track, the block spacing between CP Army and CP Bayshore will need to be checked for safe braking. In addition the location of the Quint Street Lead turnout with an electric lock will need to be incorporated into the signal system design.



Signals located south of Quint Street Bridge.

Recommendation: The existing block signals must be relocated to comply with CPUC and FRA standards for clearances from the mainline tracks, where track centers are increased to 18 feet. Also if signals are moved to adjust to the end of proposed platform then safe-braking calculations will need to be done. An electric lock for the Quint Street Lead turnout should be incorporated into the signal system design.

10. Quint Street Bridge/Underpass



The Quint Street Underpass was constructed in 1907. The existing bridge is 326 feet in length and carries two tracks, spaced at approximately 13 feet apart, over Quint Street. This fixed structure creates a constraint on the mainline tracks both horizontally and vertically. Modification or replacement of the existing structure will be required to meet current Caltrain standards and the AREMA recommended practice for structures.

The Quint Street Underpass has been under design through PCJPB to be upgraded to current seismic criteria and is programmed under the Caltrans Local Assistance Program.³ It is likely that due to the overall poor condition of the structure, the Quint Street Underpass will be considered for replacement, instead of retrofitting the existing structure.

Replacement of the bridge would offer an opportunity to combine work that is required for the station, such as widening it to accommodate the future station platforms, and meet track spacing and road clearance requirements. The replacement structure could be shortened from the current structure's present length of 326 feet to an 85-foot structure that just spans the existing roadway. The 85-foot length would be made up of two 42.5-foot spans and still require the center pier in the roadway. The existing vertical roadway clearance is 15 feet and the PCJPB standard for vertical clearance is 15 feet 6 inches.

Recommendation: In order to accommodate the Oakdale station facilities the existing Quint Street Bridge/Underpass structure would require extensive modifications. The existing structure is in poor condition, does not have sufficient width to incorporate the proposed station platforms and widened track spacing, and could not easily be modified for additional platform width or tracks. This presents a good opportunity to incorporate the proposed station requirements into the proposed bridge. The tracks can be spread to the desired 18-foot spacing and the platforms can be designed into a new structure. The new structure will require less maintenance and can be designed for the needs of the station. The future addition of the third and fourth track can be preplanned to be implemented with minimal modifications to the new structure when the time comes for this project.

If the station platforms are at 15-foot widths, the replacement structure can be designed to accommodate the PCJPB clearance requirement with no change to the profile of Quint Street by decreasing the bridge deck thickness for these span lengths. If 30-foot platform widths are selected, or additional third and fourth tracks are constructed, then the existing Quint Street profile will need to be adjusted to provide the required vertical clearance.

FUTURE IMPROVEMENTS AND EXPANSION

11. Electrification

Plans for converting Caltrain from a diesel-powered system to an electrified system are currently underway. According to the environmental study, the project would be completed in 2008.⁴ Because the completion date depends on funding availability, it is uncertain whether electrification would be implemented before or after construction of the Oakdale station.



A high-speed electrified train.

³ The Caltrans Local Assistance Program oversees funding from various Federal and State programs for eligible transportation infrastructure improvement projects. The facilities being improved do not necessarily have to be Caltrans facilities. Caltrans Local Assistance Program website, <http://www.dot.ca.gov/hq/LocalPrograms>.

⁴ Caltrain Electrification Program EA/EIR, April 2004.

The new Oakdale station configuration needs to be compatible with the future electrification project, and not preclude electrification from proceeding smoothly. The cost of accounting for future electrification should not be significant for the Oakdale station project, however, there are several factors that should be considered as the station design progresses.

Features of an overhead electrification system that must be fit into the trackway and station area include:

- Poles and foundations (approx. 3 ft. diameter Cast-in-Drilled Hole piles)
- Ductbanks from Traction Power Substations
- Overhead Contact System (OCS) wires, that must be insulated from metallic supports and at least 10 ft. clear from other power lines and any possible human contact, e.g. a person leaning over a bridge railing
- Bridal wires supporting the Contact wires

The spacing of OCS poles and foundations depends on the number of tracks, special trackwork, and track alignments, for example, poles must be placed at closer spacing around curves so that the contact wire stays within tolerances on the train's pantograph (metal contact element.)

Recommendation: Planning considerations for the layout of the new station should account for the following electrification facility requirements:

- Provide space for pole locations that are clear of the train operating envelope and do not block patron access on the station platform
- Provide vertical clearance to the soffit of any new pedestrian bridges to allow connection of the OCS wire
- Allow clearance of at least 10 feet between the future relocation of existing overhead power lines and the OCS catenary
- Provide cathodic protection of underground metallic components to resist stray currents from the electrification system
- Consider future Traction Power Substation locations and associated ductbanks that may occur in the vicinity of the new station.

The majority of this type of checking should be performed in the Preliminary Engineering phase of the development. Sonnet tubes can be installed and marked for future foundation drilling so that the drilling cannot possibly damage an adjacent fiber optic ductbank.

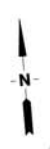
12. Capacity Expansion/High-Speed Rail

Depending on the future demand for Caltrain express service, there may be a need in the future to increase track capacity by adding third and fourth tracks to the mainline. Introduction of high-speed rail service would also necessitate the addition of track capacity through the project area to facilitate service to the Transbay Terminal in downtown San Francisco. Future expansion of express service would require two additional tracks with the associated impacts on all existing facilities along the alignment. In the vicinity of the Oakdale Station, the major factor is the need to add tunnel bores to the west side and east

side of the existing double track tunnel and modification of the Oakdale Avenue Overhead and adjacent slopes. **Figure 3-4** shows approximate locations of the additional tracks.

Recommendation: All station design should follow the standards and practices to allow for the addition of third and fourth tracks in a cost-effective and practical manner (maintaining train operations and railroad safety). An outside boarding platform configuration with two center tracks at the Oakdale site would be preferred to a center boarding platform configuration for accepting third and fourth tracks in the future. Since the platforms would be centered between the existing and new tracks, they would be designed at 30-foot widths to comply with Caltrain station design criteria for center platforms and conform to the track alignment of the new tracks.

Adding new tracks next to existing facilities always poses risks during construction. Since the third and fourth tracks would be located outside of the station platforms, they will be well away from the operating tracks, but they will be close to the platform edges. It will be necessary to provide a secure barrier between construction activity and the patrons on the platform. Access to the station platforms will be blocked, and may require significant modifications, depending on how the initial access structures are configured. Patrons cannot be allowed to cross the new third and fourth tracks at-grade.



- LEGEND
- PCJPB PROPERTY LINE
 - UPRR PROPERTY LINE
 - STATION PLATFORM
 - EXISTING TRACK
 - FUTURE TRACK
 - QUINT ST. LEAD
 - CENTER TRACK FENCE

BAYVIEW OAKDALE CALTRAIN STATION STUDY
 Figure 3-4: Four-track Alignment

CONSIDERATIONS FOR STATION DESIGN

The following are considerations for station design that were evaluated during the concept development phase given the issues identified in the feasibility assessment and the analysis of existing and future conditions. Input from the Bayview Project Area Committee (PAC) and input from community members obtained at public workshops were also incorporated into the station design concepts.

Station as a gateway

The station development will ideally reflect the character of the neighborhood, acting as a regional gateway to Bayview Hunter's Point. This presents an opportunity for reflecting and strengthening neighborhood character and vitality - a commuter rail station can play an important iconic and landmark role in defining community image within the region.

Safety and Security

Providing for perceived and actual personal safety is critical to promoting any neighborhood station use and patronage. Good lighting, monitored security systems, public address systems, signage and other wayfinding devices, attractive landscaping and furnishings, bicycle lockers and pleasant, well-designed surroundings are essential in the development of a station that will attract passengers. Good visual access for drive-by surveillance also enhances station safety. Connecting station security cameras with local police stations is a valuable technique, as well as encouragement of other types of transit supportive development in the vicinity help to keep "eyes on the station."

Station access

The Oakdale site is situated in a largely single family residential neighborhood. The proposed station, similar to the existing Paul Street station will tend to serve travelers originating from the Bayview Hunters Point neighborhood and commuting to points south. Ridership projections to be completed in the next phase of the project will help to define the needed scale and complexity of the station development. In a line station amenities are basic: platforms, shelters, crossings, signage and pedestrian amenities. Some parking, shuttle, and pick-up/drop-off facilities are normally planned along with commuter bicyclist facilities. Direct connections between Caltrain and the future Third Street Light Rail will be available at the Bayshore station, therefore, a full intermodal facility or depot would not be warranted. However planning to optimize bus stops within the surrounding street grid, bike lanes and pedestrian access points from all sides of the station are desirable.

Entrance on Oakdale Avenue. To better connect the station with the elevated street level of Oakdale Avenue, a design option for constructing a station entrance at Oakdale Avenue, with a ticketing machine and shelter, may be considered. The presence of station elements on Oakdale Avenue would make it more obvious to passersby that a station is located nearby.

Access from Oakdale Avenue to station platforms. Station configurations with two outside boarding platforms are more compatible with future expansion, where express and high speed rail improvements (adding third and fourth tracks) could effectively reclassify

them as center platforms. For this reason, ramps from Oakdale Avenue would have to be constructed parallel to the tracks (instead of along the embankments) to avoid vertical clearance issues with future third and fourth tracks. The underside of the ramp and stair structures in this layout must clear the railroad by 23 feet, if the Quint Street Lead remains in its current location. Maintaining this clearance will have the effect of extending the length of the ramp structure and pushing the platform touchdown point further north.

Access between platforms. Access between platforms could be accomplished by utilizing the proposed ramps and the existing Oakdale Avenue Overhead as an overpass, or by utilizing the grade separation of the Quint Street Bridge/Underpass to move between platforms. Underpasses are successful in high volume, highly visible stations in urban to semi-urban environments. However, in lower-volume settings such as the Oakdale site, security and encampment issues would have to be addressed through design and possibly additional security patrolling. An at-grade pedestrian crossing would not be feasible for railroad safety reasons.

Direct access to Southeast Community Facility. Pedestrian access between the station and the Southeast Community Facility would allow students, staff, and others located east of the station to gain direct station access. Direct access to the Southeast Community Facility would require relocation of the Quint Street Lead or a pedestrian underpass/overpass, which may be cost prohibitive. It would also require further study and discussion with the Southeast Community Facility in light of security concerns related to opening an area that has currently has controlled access. For these reasons, it is assumed that in the initial phase of station development, no access would be available directly to the east of the station. The Oakdale Avenue entrance would be the primary means for pedestrians to access the station from the SECF and other points east.

Future station area development

The passenger needs for the Oakdale station may be modest during the initial operation of the station. However, the goal with any commuter rail station is not only to create a place to serve existing patrons, but to work toward attracting new passengers. The low population density of the immediate neighborhood limits this potential. However, ridership and station use would be increased through local transit-supportive redevelopment. Mixed use or expanded employment center development in the area would be a natural compliment. The existing Southeast Community Facility is a use which is compatible with the development of an adjacent commuter rail station and may contribute to ridership. Access points between these facilities and the new station will help to enhance the station setting in the future.

Chapter 4: Station Concepts

This chapter describes the station configuration and station area concepts that were developed as part of the Bayview-Oakdale Caltrain Station Study. The development of the station concepts was based on the findings of the feasibility assessment (Chapter 3) and the input from community stakeholders and participants in three community workshops. The community provided key input on station design elements and other issues, such as economic development and security. A summary of the community outreach process and major themes of feedback received is provided in Chapter 5 of this report.

STATION CONFIGURATION

Following the preliminary feasibility assessment, the next step was to identify the configuration of the station based on several project goals. These included (1) minimizing the distance between the station and Oakdale Avenue to maintain close proximity to the activities on Oakdale Avenue and nearby Bayview Town Center; (2) accommodating future expansion of the railroad by designing a station that could be serviced by four tracks; and (3) considering cost-saving options and potential future expansion projects.

The first step in developing the design concept for the Oakdale station was to develop the layout of the station platforms and train tracks. The two typical layouts for Caltrain and similar commuter rail stations consist of: (1) the center platform configuration with one platform in the middle of two tracks (**Figure 4-1**), and (2) the outside-boarding platform configuration, with two platforms where the tracks are between them (**Figure 4-2**). In the one-platform configuration, passengers can access all trains accessed from one shared platform. In the two-platform configuration, there are two separate platforms for northbound and southbound travelers.

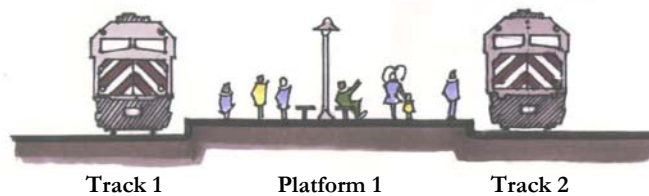


Figure 4-1: One-Platform Configuration (Center Boarding), Two Tracks

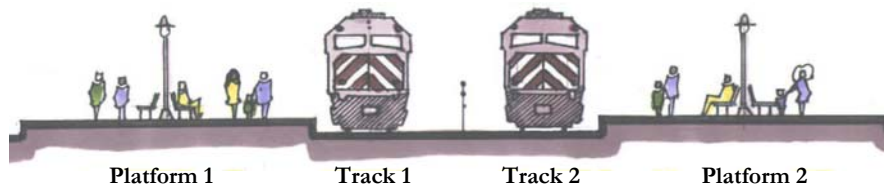


Figure 4-2: Two-Platform Configuration (Outside Boarding), Two Tracks

After comparing the advantages and disadvantages of both configurations, the two-platform configuration, shown in **Figure 4-2**, was chosen for further development for the following reasons:

- (1) The two-platform configuration could be built closer (minimum 420 feet) to Oakdale Avenue than a one-platform configuration (660 feet). A one-platform configuration would be further from Oakdale Avenue because as the railroad tracks exit the tunnel, they would have to spread further apart to accommodate a 25-foot wide center platform, requiring a longer distance to achieve this spread. This is explained in detail in Chapter 3 under 'Mainline Track Spacing.'
- (2) If third and fourth tracks were added in the future for Caltrain Express or a statewide high-speed rail system, the two platforms could serve all four tracks, shown in **Figure 4-3**, whereas the one-platform configuration could not. This would meet the project goal of developing a station design that does not preclude future system expansion.
- (3) While the one-platform configuration has a lower initial construction cost by requiring only one platform and one set of stairs and ramps, this option would require two additional outside platforms should third and fourth tracks be added in the future. With the two-platform option, the platforms could be built initially at a narrower width of 20 feet, and then widened to 30 feet when the additional third and fourth tracks were built. This would also allow the Quint Street Bridge replacement to be built at a narrower width, then if necessary, widened in the future to accommodate third and fourth tracks.

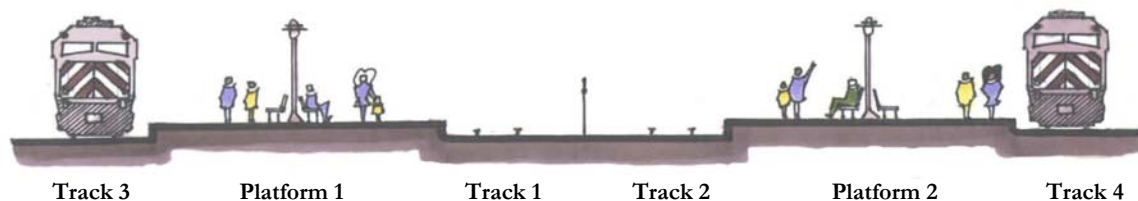


Figure 4-3: Outside-Boarding (Two) Platforms, Four Tracks

STATION DESIGN CONCEPTS

Station design concepts for the Bayview-Oakdale station address improvements to the station itself, the platform and access routes of the train facility, as well as improvements to the area immediately surrounding the station that will facilitate access to and the attractiveness of the station.

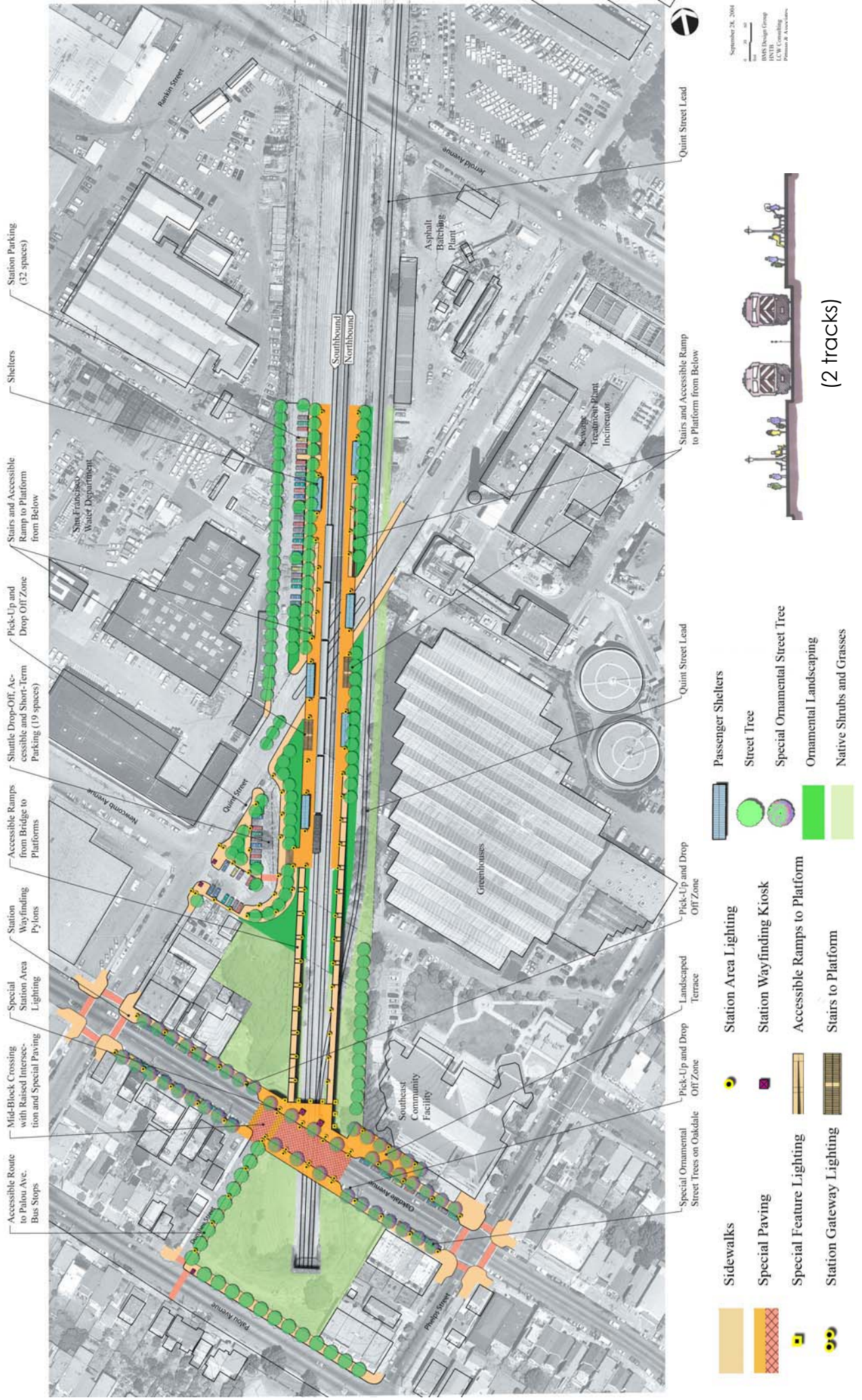
Caltrain stations require certain minimum components such as basic platform paving, lighting, and furnishings (such as benches), parking for people with disabilities, and stairs, ramps or elevators. Improvements to the station itself and the area surrounding it are considered particularly important for the Bayview-Oakdale station to encourage ridership and contribute to the overall economic revitalization of the area. These improvements will

dovetail with improvements already planned and underway along Third Street and in the Bayview Town Center area (see discussion in Chapter 2: Existing Conditions Analysis of Urban Design Character, Economic Development, and Pedestrian Environment, pages 11 – 12 of this report).

Two station design concepts were developed: Basic and Enhanced. Both design concepts include elements exceeding minimal Caltrain standards. Elements of the Enhanced concept can be added to the Basic concept over time or if funding is available. Elements included in the Basic station concept were considered by the community to be particularly important and necessary; Enhanced elements are desirable and will further improve the station environment with additional public art, streetscape improvements, local business opportunities, and other special design features.

Both the Basic and Enhanced station concepts utilize the two-platform layout discussed at the beginning of this Chapter, which allows long term conversion to a four-track operation. The Basic station concept is illustrated in **Figure 4-4** showing two-track operation and the Enhanced station is illustrated in **Figure 4-9** with four-track operation, along with the corresponding widening of platforms and the Quint Street Bridge that would be required. Both concepts include entrances at both Oakdale Avenue (a ramp connection) and Quint Street (stairs). The Basic concept includes ramps and the Enhanced concept includes elevator access to each platform from Quint Street.

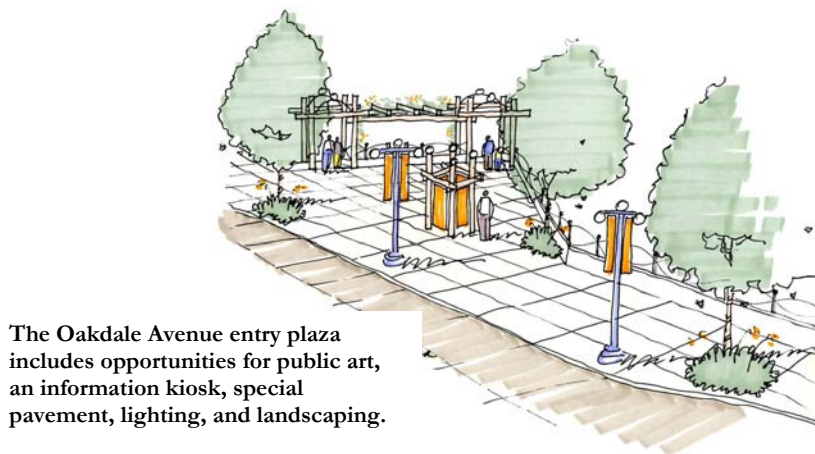
Figure 4-4: Basic Station Concept Plan Bayview-Oakdale Caltrain Station



Basic Station Concept

Platform: The Basic station platforms includes benches and six shelters, lighting, ticketing machines, trash receptacles, and message signs.

Oakdale Avenue Entrance: The main station entrance would be located on Oakdale Avenue directly above the railroad tracks. This ‘signature’ entrance to the station includes a small plaza with special design features, such as special paving, sidewalk improvements, street trees, and public art. This entrance would most likely be used by people that would walk or take transit to the station due to its proximity to areas with high foot traffic, such as the Southeast Community Facility and transit routes on Palou Avenue. It also provides the most direct connection to Third Street and the Bayview Town Center. There would be a passenger drop-off zone at the curb near the entrance and a pair of wheelchair-accessible ramps that connect the plaza to the station platforms below. The entrance and the west ramp are depicted in **Figures 4-5 and 4-6**.



The Oakdale Avenue entry plaza includes opportunities for public art, an information kiosk, special pavement, lighting, and landscaping.

Figure 4-5: Conceptual design of Oakdale Avenue entrance plaza

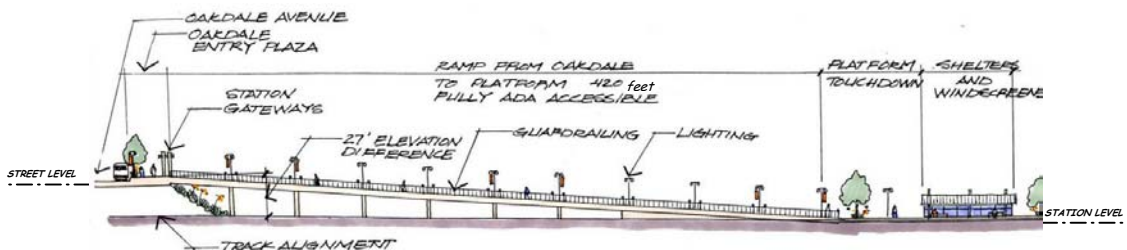


Figure 4-6: Elevation of west ramp connecting plaza and platform, looking west

Quint Street Entrance: People accessing the station by bicycle, automobile, or shuttle would most likely enter the station via Quint Street. There are three ways the station could be accessed from Quint Street. The first is through a short-term parking lot of 19 spaces with some parking for people with disabilities and a curb zone for shuttle pick-up and drop-

off. Bicycle storage lockers would be located here. The second would be a long-term parking lot with 32 parking spaces. Paths or stairs from both of these lots would connect directly to the southbound station platform.

For access to both the southbound and northbound platform, there would be a set of stairs and wheelchair-accessible ramps from the sidewalk underneath the Quint Street Bridge up to the each platform, as shown in **Figure 4-7**. The easiest way to move between the two platforms would be to use these stairs and ramps.

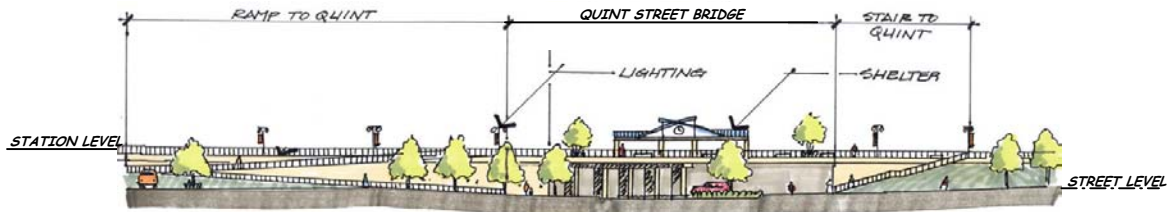


Figure 4-7: Elevation of station at Quint Street looking toward Jerrold Avenue

Quint Street Bridge: The current structure is in need of replacement and is included in the Caltrans Seismic Upgrade program. This replacement need is independent of constructing the Bayview-Oakdale station. As proposed, the station platforms would cross over this bridge and thus will require the replacement structure to be wider than if the existing bridge were replaced without a station. The street will most likely need to be lowered slightly to allow adequate clearance between the roadway and the underside of the bridge. Refer to the discussion in Chapter 3 on the Quint Street Bridge for more details.

As the bridge design is developed further, special features could be incorporated into the design to increase security or discourage transient behavior. Features that are proposed for the design of the station and bridge include glass pavers in the station platforms that would act as “skylights” by allowing more natural light to brighten the sidewalk and street below. Rock paving is proposed under the bridge in specific areas to discourage transient behavior. In addition to proper lighting, it is also important that clear lines of sight are provided under the bridge so that there are no hidden corners.



Photos from left to right: Examples of clear line of sight for increased security; glass pavers in platform; ‘skylight’ effect created by glass pavers; rock paving to discourage transient behavior.

Quint Street Lead: The existing freight lead and the grade crossing on Quint Street to the east side of the mainline tracks will remain in its current location in the Basic concept. The lead was kept in the Basic concept because further study and coordination with freight operators will be required to move the lead to a proposed new location north of Jerrold Avenue.

Street, Sidewalk, and Landscaping Improvements: In addition to the improvements at the Oakdale entrance, there are sidewalk improvements on Palou Avenue and Dunshee Street for people walking between the Muni bus stops on Palou Avenue and the Oakdale station. There are street trees, lighting, and sidewalk improvements on Oakdale Avenue between Phelps and Quint Street - a continuation of the improvements that are included in the Bayview Connections project near Third Street. Part of the first phase of construction for the Bayview Connections project, which includes installation of improved lighting and street trees on the two blocks of Oakdale Avenue between Third and Phelps Streets, has been delayed but could be incorporated and coordinated with similar improvements associated with the Bayview-Oakdale station. A landscaped terrace at the southwest corner of the Southeast Community Facility will enhance and improve the connection between the Community Facility entrance and the station entrance on Oakdale Avenue.

There are also landscaping improvements included in the Basic concept, namely the installation of native grasses and shrubs in the open space above the tunnel between Palou and Oakdale Avenues. The slopes on either side of the tracks and Oakdale ramps will also be landscaped with native grasses and shrubs.

Safety and Security: The station is designed with adequate lighting and an open layout that maximizes visibility of all areas of the station. In addition, the Basic station is designed to meet current Caltrain standards to address the safety of those using the station. Security features include closed circuit television cameras and regular on-call security patrol which serves the entire Caltrain system. The Basic concept includes estimated operating costs to have one security person at the station for eight hours per day (night time shift). Additional security arrangements or shared resources with the Southeast Community Facility could be considered as well. Coordination between Caltrain, the San Francisco Police Department, and the Southeast Community Facility will be required as the project moves forward to establish shared resource arrangements. Other security features, such as emergency call boxes at the station could also be investigated further.

Public Art: The San Francisco Art Enrichment Ordinance requires that civic construction projects allocate two percent of project construction costs for art enrichment/public art. The Visual Arts Committee of the San Francisco Art Commission oversees the process of selecting an artist or artists for public art projects. There will be a number of opportunities for incorporation of public art into the station and station entrance on Oakdale. The details will be developed in the next phase of the project.



Photos: Examples of public art incorporated into a bus shelter, mural, plaza paving, and sculpture.

Economic Development: There will be a variety of opportunities for economic development for Bayview residents, businesses, and organizations. Opportunities for neighborhood micro-enterprises, such as designating space for vendor kiosks or notice boards will be explored further as the project continues. Any future economic development opportunities in the immediate station area can benefit station patrons as well as staff and students at the Southeast Community Facility, but must also be balanced with and not detract from the redevelopment activities on nearby Third Street.

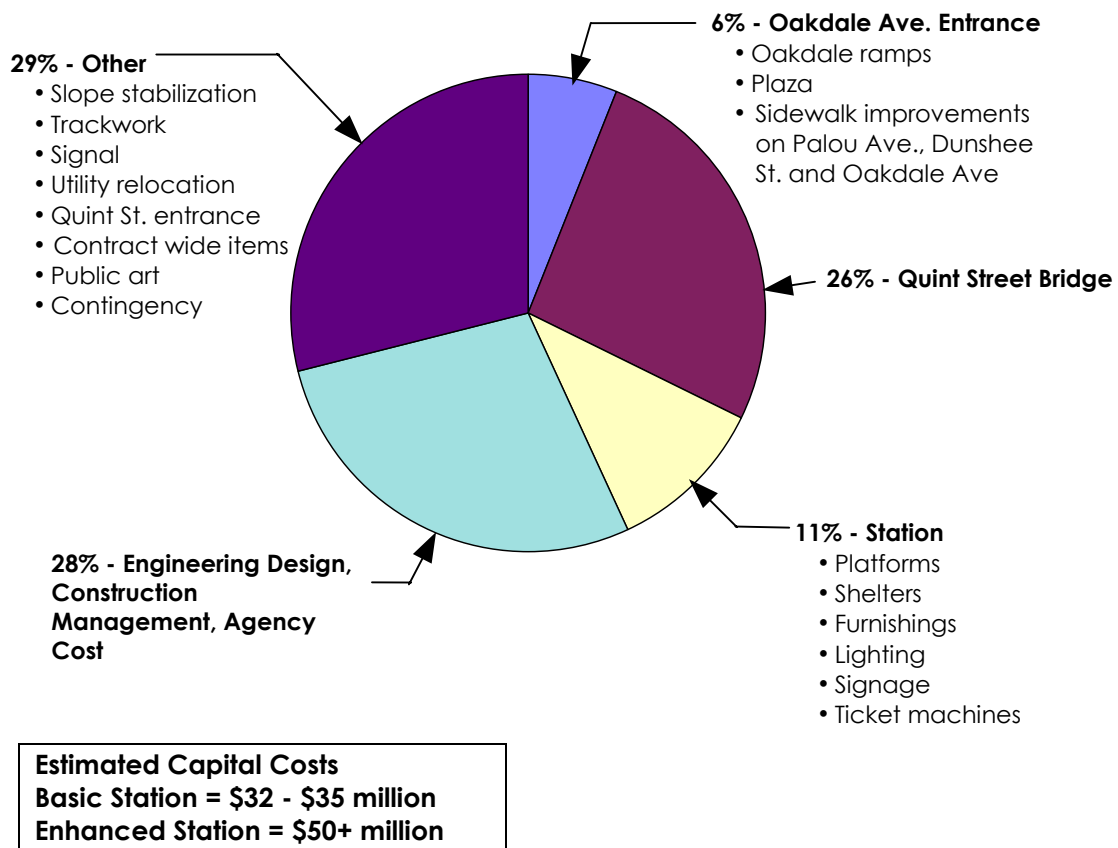
The San Francisco County Transportation Authority has the following strategies for providing economic development opportunities associated with this project:

- (1) Plan early and throughout the process
 - Create an economic development approach well ahead of the construction phase to maximize local hiring and local business participation
 - Promote economic development during all phases of the project: planning, engineering, construction, and implementation (e.g., public art & environmental service contracts)
 - Engage youth in planning by hiring and training Bayview youth (ages 18-25) to carry out a survey of existing Caltrain riders at the Bayshore, Paul Avenue, and 22nd Street stations.
- (2) Utilize and promote existing job training resources
 - Work with BVHP PAC– Economic Development & Employment Committee
 - Promote contract opportunities to BVHP Businesses (e.g., SFCTA’s DBE Program)
- (3) Develop a project-specific economic development approach
 - Focus on turning construction impacts into opportunities for small & local businesses
 - Conduct stakeholder meetings with job training programs & local business representatives
 - Involve micro-enterprise businesses (e.g., flower, newspaper, coffee vendors)
 - Include station operations and maintenance (e.g., landscaping and security services)

Capital Costs and Funding: The preliminary capital cost estimate for the Oakdale station is between \$32 and \$35 million (2004\$). This includes construction costs, preliminary and final engineering, environmental studies, and art enrichment (public art), but does not include the cost of land acquisition. It assumes that half of the costs associated with

construction staging to replace the Quint Street and Jerrold Avenue bridges would be included with the project since the project only affects the Quint Street bridge. Most of the proposed station development would occur on land owned by JPB, the City of San Francisco, or freight railroad companies. **Figure 4-8** shows the breakdown of the costs. The Proposition K Expenditure Plan allocates \$26 million for the Oakdale Station. Nine million comes directly from Proposition K sales tax resources with the assumption that this money can leverage an additional \$17 million from other sources. The remaining costs could be funded by additional Proposition K funds or other sources that are yet to be determined.

Figure 4-8: Estimated Breakdown of Capital Costs

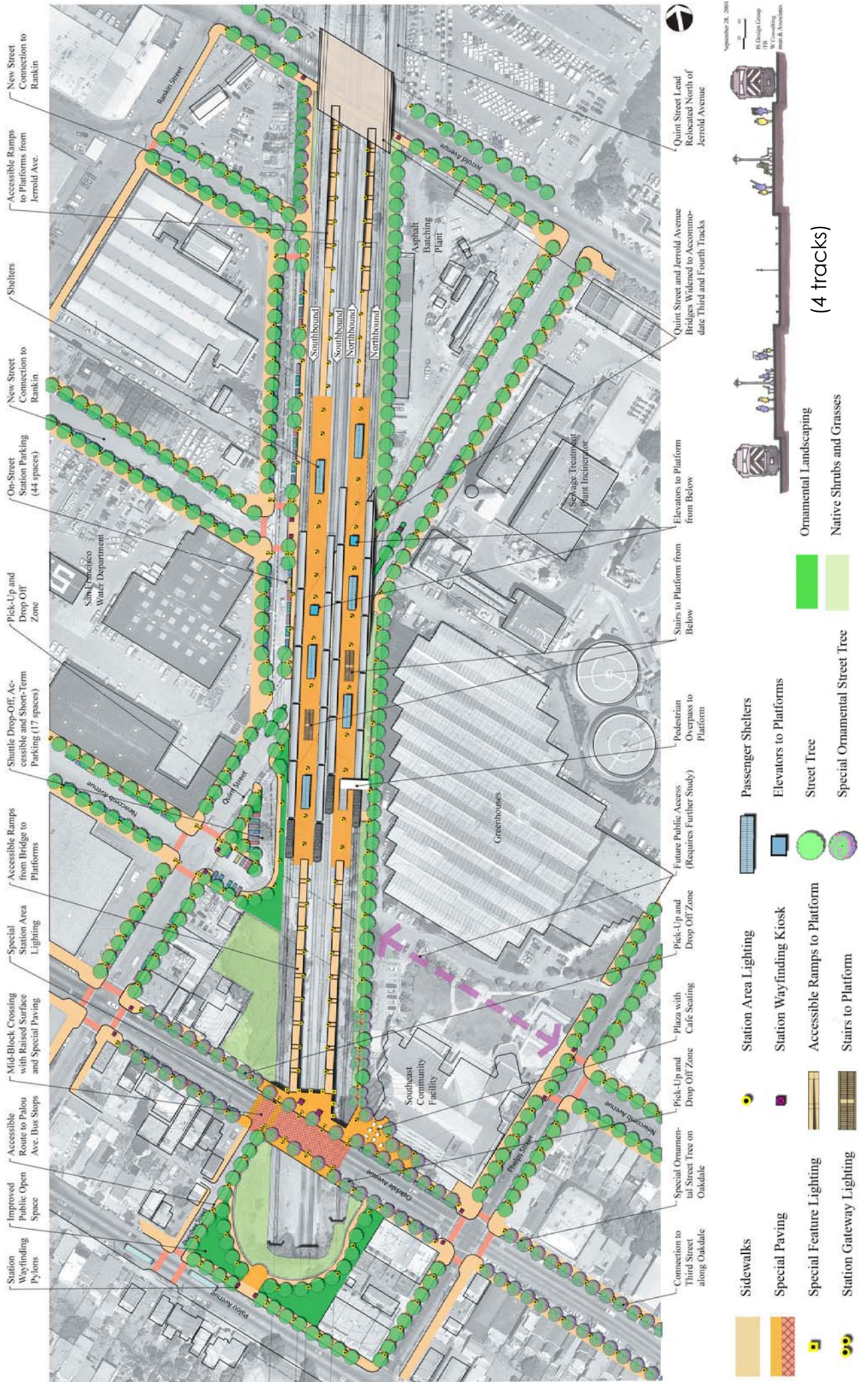


Note: Estimates do not include land acquisition costs. For the Enhanced concept, costs not required by the station, such as adding new tunnels, adding third and fourth tracks, and relocating the freight lead, are not included in the estimate.

Operating Costs: Station operating and maintenance costs include station maintenance and upkeep, electricity, water, sewer, and trash collection. Systemwide station operations and maintenance costs for 34 Caltrain stations totaled approximately \$3.2 million in FY 2004.¹ While these costs are not distinguished by individual station, it is assumed that the proposed station would have higher operating costs than the average station, in part because of the increased lighting and general increase in facilities (entrance plaza, Quint Street bridge/underpass, parking facilities). For the Oakdale station, it was assumed that in addition to typical station operations, there would be one security personnel on site during nighttime hours (8 hours per day, 365 days/year). The labor cost for this additional security service would be approximately \$60,000 per year, not including the cost of providing benefits, such as worker's compensation.

¹ Email correspondence with Ernesto DeGuzman, Manager of Rail Contract Cost Administration, JPB/Caltrain, September 3, 2004.

Figure 4-9: Enhanced Station Concept Plan Bayview-Oakdale Caltrain Station



Enhanced Station Concept

Platform: The Enhanced station platforms include benches and six shelters, lighting, ticketing machines, trash receptacles, and message signs.

Station Design: The Enhanced station concept has four railroad tracks and two platforms. In this concept, Express trains and/or high-speed trains would use the two center tracks and local trains would use the outer tracks. The platforms would be 10-feet wider than the Basic station platforms (for a total of 30 feet) to meet design standards for platforms that serve tracks on both sides. The Enhanced station includes all of the same elements of the Basic concept: benches and six shelters, lighting, ticketing machines, trash receptacles, and message signs. It includes Basic Station concept improvements to enhance the connection between the station and Oakdale Avenue, to address security, and to improve the station environment. In addition, there would be more opportunities for public art to be incorporated into the station elements, economic development opportunities, and streetscape (sidewalk, street trees, landscape) improvements. Described below are the Enhanced station features that are included in addition to the Basic station features.

Oakdale Avenue Entrance: The Oakdale entrance would have the same layout as the Basic station in the Enhanced station concept. The plaza on Oakdale would be enhanced further with more design elements incorporated into railings, lighting, paving, and other details. The landscaped area surrounding the tunnel would be converted to a small park, improving the visual appearance of the area and providing a stronger connection between Palou and Oakdale Avenues.

Quint Street Entrance: The Enhanced station concept includes two parking areas as in the Basic concept, however, there would be an additional 12 parking spaces for a total of 44 long-term parking spaces. The long-term lot would have parallel parking to accommodate the wider right-of-way required by a four-track railroad. The Enhanced concept would include elevators from Quint Street up to the platforms for access for people with disabilities. While elevators are preferred over ramps for accommodating people with mobility impairments, they also introduce safety and maintenance concerns for the operator. The proposed elevators could be substituted with ramps, as shown in the Basic concept, if cost or public safety is a concern.

Quint Street Bridge: The Quint Street Bridge would be wider in the Enhanced concept to accommodate four tracks and two platforms. As in the Basic concept, Quint Street would need to be lowered slightly to allow adequate clearance between the roadway and the underside of the bridge. As the bridge design is developed further, special features described in the Basic concept could be incorporated into the design to increase security or discourage transient behavior.

Quint Street Lead: The existing freight lead would be relocated to a location north of Jerrold Avenue, eliminating the existing grade crossings at Quint Street and Jerrold Avenue. This would open up right-of-way needed for a four-track railroad and improve freight operations, which is projected to grow in the future. Further study and coordination with freight operators would be required to move the lead to a new location.

Station Access through the Southeast Community Center: Access to the east side of the station from Phelps Street through the Southeast Community Center parking lot has been considered and identified as a future opportunity. However, further discussions with the Southeast Community Center are required to address the safety and security concerns of providing public access through the property. Therefore, this access has not been proposed in the Basic Station Concept.

Street, Sidewalk, and Landscaping Improvements: In addition to the improvements included in the Basic station concept, the Enhanced concept includes a small park in the landscaped area surrounding the tunnel, additional sidewalk improvements and street trees on Phelps Street, Newcomb Avenue, Quint Street, Jerrold Avenue, and on two new street connections proposed between Rankin Street and the long-term parking lot. It also includes a café space at the southwest corner of the Southeast Community Facility near the Oakdale Avenue entrance to the station. This project also assumes coordination with Muni's Bayview Connections Project on Oakdale Avenue east of Phelps Street.

Safety and Security: The Enhanced station is designed to meet current Caltrain standards to address the safety of those using the station. Security features would be identical to those included in the Basic station, such as closed circuit television cameras and regular on-call security patrol which serves the entire Caltrain system. Similar to the Basic concept, the Enhanced station includes estimated annual costs for one security person at the station for eight hours per day (night time shift). Additional security arrangements or shared resources with the Southeast Community Facility could be considered as well. Coordination among Caltrain, the San Francisco Police Department, and the Southeast Community Facility would be required as the project moves forward to establish shared resource arrangements. Other security features, such as emergency call boxes at the station could also be investigated further.

Public Art: It is anticipated that there will be more opportunities than in the Basic concept to incorporate public art into design elements of the Enhanced station. This would include the railings, light fixtures, furnishings at the station and at the entrance plaza at Oakdale.

Economic Development: The Enhanced concept would include a variety of opportunities for economic development for Bayview residents, businesses, and organizations. A space for a café at the southwest corner of the Southeast Community Facility would be provided, which would present an opportunity for neighborhood micro-enterprises, and also provide informal security by adding extra "eyes" on the station. As in the Basic concept, space for vendor kiosks or notice boards will be explored further as the project continues. Any future economic development opportunities in the immediate station area could benefit station patrons as well as staff and students at the Southeast Community Facility, but must also be balanced with and not detract from the redevelopment activities on nearby Third Street. The Enhanced concept would include the same strategies for economic development that are discussed in the Basic concept.

Capital Costs and Funding: The preliminary capital cost estimate for the Enhanced station concept is \$50 million (2004\$), about \$15 to \$18 million more than the Basic concept. The difference between costs for the Basic and Enhanced concepts is primarily

due to widening the station platforms and Quint Street Bridge, increasing the street/sidewalk improvements and street trees, adding a park above the tunnel, and incorporating more art elements into the station design. Other items which were not included in the cost estimate are land acquisition, and other construction required of four-tracking the railroad regardless of the station, such as adding new tunnels, adding third and fourth tracks, and relocating the freight lead.

Operating Costs: The assumptions regarding station operating and maintenance costs for the Enhanced station are similar to those of the Basic station. Enhanced station operating costs may be slightly higher than the Basic station because of the increased size of facilities and need for more lighting.

Tables 4-1 and 4-2 summarize the functional and design elements found in the Caltrain minimal, Basic and Enhanced station concepts.

Table 4-1: Station Elements A-G

	MINIMUM STATION	BASIC STATION	ENHANCED STATION
A) Funding			
Funded by Proposition K Oakdale Station budget	√	√	√
Requires other Proposition K funds		√	√
Requires additional funds (To be determined)			√
B) Station Entrance			
From Oakdale Ave. (Plaza with ramps to station)		√	√
From Quint St. (Two parking lots and stairs up to platform)	√	√	√
C) Pedestrian Access and American Disabilities Act (ADA) Compliance Provided By:			
ADA Parking (in Quint St. shuttle lot)	√	√	√
From Oakdale Ave. (ramp access to platforms)		√	√
From Quint St. (ramp access to platforms)	√	√	√
From Quint St. (elevator to platforms)			√
From Phelps St. (pedestrian walkway)	Requires	further	study
D) Shuttle/Pick-up and Drop-off Areas			
On Oakdale Ave.		√	√
On Quint St. at shuttle/short-term lot	√	√	√
E) Off-Street Parking (autos and bikes)			
From Quint St. (shuttle/short-term and long-term lots)		√	√
F) Station Amenities and Furnishings			
Shelters, Benches, Railings, Bicycle Parking, Ticket-Vending Machines, Signage, and Trash Receptacles	√	√	√
G) Economic Development Opportunities			
Kiosks & other treatments (Community Information Board)		√	√
Potential partnership with café outside of SECF			√

Table 4-2: Station Elements H-M

	MINIMUM STATION	BASIC STATION	ENHANCED STATION
H) Safety and Security			
Signage, special lighting, openness & visibility, closed circuit TV	√	√	√
Additional security patrolling		√	√
Extra security services (e.g. Emergency call boxes)			√
I) Street and Sidewalk Improvements			
On Palou Ave. and Dunshee St. (Muni connections)		√	√
On Oakdale Ave. (Phelps to Quint St., link to Bayview Connections project)		√	√
On Quint St. (lot entrances and under bridge)	√	√	√
On Phelps St., Newcomb Ave. Quint St, Jerrold Ave.			√
New street connections and sidewalks between Quint St. long-term parking area and Rankin St.			√
J) Landscape Improvements			
Street trees		√	√
Landscape terrace near SECF		√	café instead
Community Park over Tunnel			√
Landscaping on slopes next to Oakdale ramps and station			√
K) Public Art			
Incorporated into basic station elements	√	√	√
Incorporated into upgraded furnishings, such as railings, lighting, special paving, signage, kiosks, plaza, etc.			√
L) Freight Access			
Existing freight rail access to Port maintained	√	√	√
Relocation of Quint Lead to North of Jerrold			√
M) Future Caltrain System Improvements			
Accommodates future Electrification	√	√	√
Accommodates future Express/High-Speed Rail	√	√	√

Chapter 5: Summary of Public Involvement

BACKGROUND

In early 2004, at the direction of the SFCTA Board and partner agencies, the SFCTA initiated a study and decision-making process intended to examine alternative conceptual design options for relocating the Caltrain station at Paul Avenue to Oakdale Avenue. The study process included intensive public involvement consisting of three open houses/public workshops, outreach to various community groups and stakeholders within the project area, and involvement of a multi-agency internal working group called the Technical Advisory Committee (TAC). Engaging the TAC as well as the BVHP Project Area Committee (PAC) assured that various interests and stakeholders in the project area would be represented and would have the opportunity to provide input as the study moved forward.

OBJECTIVES

SFCTA objectives for the outreach efforts included:

- Engaging the community in developing station concepts by having members identify problems, issues and opportunities that helped shape alternative design concepts;
- Utilizing small focus groups and interactive workshop techniques that promote informal, free-flowing discussion;
- Ensuring continuity and consistency of messages already established by agency stakeholders in other public involvement efforts, particularly those associated with the Bayview-Hunters Point Concept Plan;
- Building upon and developing productive relationships between the Bayview Hunters Point Project Area Committee (PAC) and other project corridor stakeholders, to encourage early and active ownership in the project and its outcomes.
- Reaching out to typically underrepresented groups in the planning process (i.e., ethnic communities and small businesses);
- Listening, documenting, and including feedback/confirmation loops as part of the study process.

KEY THEMES FROM PUBLIC WORKSHOPS AND STAKEHOLDER OUTREACH

Key themes identified by the community from both the workshops, individual and group stakeholder meetings, and additional outreach activities conducted from May to September 2004 include the following themes as they relates to the station design concepts under consideration:

- Support for the project: A large majority of the community supports the project, however, the project must address station and economic development issues.
- Station Issues: Safety and security are a concern, as well as potential spill-over parking to residential areas, public art (Afro-centric vs. multi-cultural) at the

station, and maintenance of the railroad right-of-way to keep it free of litter and homeless encampments.

- Station entrance: The main entrance of the station should be on Oakdale Avenue to increase its visibility and maintain a connection to Oakdale Avenue.
- Economic development: The project must incorporate jobs, job training, and economic development into all phases for BVHP residents in the 94124 zip code. Economic development and job opportunities override convenience and streetscape beautification.

Workshop presentation materials, workshop summaries, and stakeholder meeting summaries are included in the Appendix.

PUBLIC WORKSHOPS

Three public workshops were held in April, June and September 2004 to inform and engage members of the public throughout the study. Announcements for the workshop were mailed to residences and businesses in the BVHP area; announced on local radio station KPOO; advertised in newspapers (the *SF Bayview*, *SF Independent*, *SF Weekly*); advertised on websites (Caltrain, SFCTA, Muni, SFRA, SFGOV, BVHP PAC); and distributed via flyers on Caltrain, as well as flyers posted at San Francisco Caltrain stations (Bayshore, Paul Avenue, and 22nd Street).

April Open House/Public Workshop #1

A Community Open House/Public Workshop was held at the Southeast Community Facility in Bayview-Hunters Point on April 15, 2004. The purpose of the open house/workshop was to introduce the project, inform the community of the study process and issues related to the study, provide an opportunity for community members to ask questions of the project team, and solicit input regarding station design and mobility issues.

The first in a series of Project Fact Sheets was prepared and made available at open houses/public workshops. Meeting notices were mailed to community leaders/stakeholders identified for the study process. Approximately 15 people attended this workshop.

Comments received at this event were somewhat general and positive in nature, which is likely due to the more general background information that was presented during the early stage of the study. Issues identified include: economic benefits to building the station, linking the station with the Southeast Community Facility, addressing safety and security issues, incorporating Afro-centric art themes, and locating the primary station entrance at Oakdale Avenue.

June Open House/Public Workshop #2

The second workshop was held on June 29, 2004 at the Southeast Community Facility in the Bayview-Hunters Point community. Station Design Concept (Basic and Enhanced) Plans and a Station Design Options Fact Sheet/Comment Form were developed for this round of workshops. The Station Design Options Fact Sheet contained information about station features included under a minimum, basic, and enhanced design option. The Station

Concept Plans provided an illustrative and more detailed overview of the basic and enhanced concept.

During the workshop, input was solicited regarding station upgrades. In addition, interactive small group discussions provided an opportunity for participants to identify the station upgrades they considered important, and then to further indicate which station upgrades were the most important. Twenty-seven (27) community members and stakeholders participated in this workshop. As a result of this input, refinements were made to the station design concepts.

Results from the small group session at the June Workshop identified security cameras and/or extra patrolling, improved access routes, the outdoor café, and street and sidewalk improvements as the most important station upgrades.

September Open House/Public Workshop #3

The third and final workshop for this study was held on September 28, 2004 at the Southeast Community Facility in the Bayview-Hunters Point community. Refined Station Concept Plans (for basic and enhanced) and a Preliminary Next Steps Fact Sheet were developed for this workshop. The Concept Plans contained detailed information on each station option reflecting suggestions from Workshop #2. The Preliminary Next Steps Fact Sheet contains summary information regarding the stages and schedule for implementing the project.

During a facilitated large group session, workshop participants were asked to identify 1) the elements of the station concepts that work well, 2) the issues that the project team should investigate further, and 3) the issues that should be addressed in the next phase. This three-part exercise generated lively discussion and resulted in the following themes: the Oakdale station is a good project that enhances the area, micro-enterprise opportunities should always be encouraged at each phase, Oakdale as a 'grand' entrance is good, look at design specifics to protect against inclement weather, re-visit how parking should be treated. Twenty-eight (28) community members and stakeholders participated in this workshop.

STAKEHOLDER PRESENTATIONS AND MEETINGS

In addition to making regular presentations to the BVHP PAC Land Use and Transportation Committee to give project updates, the project team met with various community stakeholders to describe the project and solicit input on station concept development and other issues. The following are the stakeholders/organizations which were involved in this phase of the project:

- City College of San Francisco, Southeast Campus
- Southeast Community Facility
- SF Black Chamber of Commerce
- SF Bayview Merchants Association
- BVHP-PAC Land Use and Transportation Committee
- BVHP-PAC Executive Committee
- Residents of the Southeast Sector (R.O.S.E.S.)

- Bayview Wellness Expo
- Faith Based Coalition
- Providence Church
- War Memorial Opera House / American Legion
- Bayview Opera House
- All Islanders Gather as One

TECHNICAL ADVISORY COMMITTEE

The Technical Advisory Committee included representatives from key agencies that provided input on the existing conditions analysis, feasibility assessment, and station design concepts. The agencies that were represented included Caltrain, San Francisco Municipal Railway, San Francisco Planning Department, San Francisco Redevelopment Agency, the Port of San Francisco, and Caltrans. The TAC met four times over the course of this study.

Chapter 6: Next Steps

The following is a description of the next steps for the development of the Bayview-Oakdale Caltrain Station. The steps are categorized under Planning, Preliminary Engineering, Policy Body Actions, Low-Cost Improvements, Environmental Review/Final Design, and Construction/Operation. The SFCTA will continue to manage the project through the Planning/Preliminary Engineering stages, in close coordination with Caltrain JPB and TAC agencies. The following is a preliminary schedule which is subject to change.

PLANNING (FISCAL YEAR 04/05 – 05/06)

To supplement the information in the Bayview-Oakdale Caltrain Station Study, survey information will be collected and analyzed, then used in combination with a computer model to estimate ridership at the Oakdale station. The following are the planning tasks that have been or will be completed during this period:

- Caltrain Rider Survey - A Caltrain rider survey was conducted by Caltrain staff in October 2004 that included information on travel behavior (why people ride Caltrain), travel patterns (trip origins and destinations), mode of access to and from stations, and more.
- Station Intercept Survey - An intercept survey of Caltrain passengers at the 22nd Street, Paul Avenue, and Bayshore Caltrain stations was conducted by SFCTA in November 2004 to assess the potential usage of the Oakdale station by existing riders. Youth from BVHP were trained to distribute and collect the surveys.
- Demand Surveys - Additional demand surveys will be conducted and analyzed to determine the potential for ridership at the Oakdale station.
- Ridership Projections - Information from each of the surveys will help to assess the future demand, travel patterns, and modes of access to and from the Oakdale station. The SFCTA will utilize its travel demand model to test alternative regional and local service plan scenarios and generate estimated ridership projections at the Oakdale station.
- Caltrain Operations Impact Study - A Caltrain system operations impact study will be conducted to determine the effect of adding service at the Oakdale Station.
- Funding Plan - A preliminary funding plan will be developed based on the Authority's Prop K Strategic Plan, and related 5-year prioritization programs for this project.
- Bayview Connections Coordination – Coordination with Muni on the Bayview Connections Project will continue as the project progresses.

PRELIMINARY ENGINEERING & ENVIRONMENTAL ASSESSMENT OF BASIC STATION (FISCAL YEAR 05/06 - 06/07)

Once the Planning tasks are complete, preliminary engineering and a preliminary environmental assessment (by staff) of the Basic station concept will be conducted. This includes, but is not limited to the following tasks:

- Track Layout and Station Design – Develop track layout and station design with enough detail for environmental assessment.

NEXT STEPS

- Parking and Circulation Design – Develop parking and circulation improvements in the station vicinity.
- Pedestrian Circulation Design – Develop pedestrian circulation improvements in and around the station.
- Security Systems – Investigate possible arrangements with Caltrain, SECF, and SF Police for providing security at the station; Consult local safety officers in the future design phases of the project.
- Utility Studies – Determine the need for relocation of existing utilities
- Quint Lead Relocation – Coordinate with the Port of San Francisco and freight operators regarding the relocation of the Quint Street Lead.
- Quint Bridge and Street Design – Continue coordination with the design of the Quint Street Bridge and lowering of the Quint Street profile.
- Right-of-Way Studies/Negotiations – Determine the need for and cost of additional right-of-way.
- Public Art – Coordinate with the San Francisco Art Commission regarding process for selecting artists for public art installations.
- Basic Station Capital and Operating Costs – Refine the capital and operating costs of the Basic station concept based on preliminary engineering designs.

POLICY BODY ACTIONS (FISCAL YEAR 07/08)

Following the refinement of station designs, cost estimates, ridership and funding plans, the project will be presented to various policy boards, including the Transportation Authority Board and Caltrain Joint Powers Board, for policy-level approval to proceed with station development and funding plans.

LOW-COST IMPROVEMENTS (FISCAL YEAR 07/08)

Low-cost pedestrian and safety improvement projects will be developed (FY 06/07) and could be implemented following policy body approvals (FY 07/08) while environmental studies and final design of the station are underway. This will enable improvements in the station area, such as on Oakdale Avenue, to be implemented in advance of the station construction.

ENVIRONMENTAL REVIEW/CLEARANCE & FINAL DESIGN/FUNDING PLAN (FISCAL YEAR 07/08 - FISCAL YEAR 08/09)

The tasks included in this phase of the project are:

- Station Architecture and Final Design – Finalize the station architecture and final design details.
- Public Art – Continue cooperation with the San Francisco Art Commission, who will oversee the selection and installation of public art.
- Right-of-Way Acquisition – Acquire land after negotiations in the Preliminary Engineering phase.

NEXT STEPS

- Project EIR/EIS and Mitigation Plan – Conduct environmental review, obtain necessary environmental clearances, and develop a mitigation plan to address identified impacts.
- Economic Development Plan – Work with the Bayview Hunters Point PAC’s Economic Development and Employment Committee to create an economic development approach well ahead of the construction phase to maximize local hiring and local business participation.
- Funding Plan – Confirm fund sources to leverage Prop K sales tax funds (Federal, state, regional and private sector).
- Approval Process – Obtain necessary approvals for proceeding to the construction phase.

CONSTRUCTION & OPERATION (FISCAL YEAR 08/09 - FISCAL YEAR 10/11)

The construction and operation phase includes the following items:

- Construction Staging – If necessary, obtain temporary construction easements and conduct other preparation activities to maintain active rail service during construction.
- Construction and Traffic Mitigation Plan – Perform sitework; construct station platforms, ramps/stairs, parking areas; replace Quint Street Bridge; relocate utilities, and install streetscape improvements. Implement a traffic mitigation plan to minimize impacts to vehicular and pedestrian circulation during construction.
- Start Service – Begin revenue service at the Oakdale station.

Appendix

Public Workshop Summaries

- Workshop 1 – April 15, 2004
- Workshop 2 – June 29, 2004
- Workshop 3 – September 28, 2004

Stakeholder Meeting Summaries

- Southeast Community Facility/City College – May 24, 2004
- Southeast Community Facility Commission – July 8, 2004
- Black Chamber of Commerce/BVHP Merchants Association – August 23, 2004
- Bayview Merchants Association/BVHP Project Area Committee – September 16, 2004
- BVHP Project Area Committee, Land Use Subcommittee – September 27, 2004



Bayview-Oakdale Caltrain Station Study Public Workshop Summary

Event: Bayview-Oakdale Caltrain Station Study –
SFCTA Public Workshop #1 or 3

Date: Tuesday, April 27, 2004

Time: 6:00 – 6:30 p.m. Open House; 6:30 – 8:00 p.m. Workshop

Location: Southeast Community Facility, 1800 Oakdale Avenue, Alex Pitcher
Room

Public Meeting Format:

- Exhibit stations open from 6:00 – 6:30 p.m., Powerpoint, facilitated discussion, and question & answer period from 6:30 – 8:00 p.m.
- Public input solicited in three ways: Exhibit comment sheets, SFCTA Workshop comment forms, and written recording of comments from the facilitated discussion.

Materials provided:

- 12 Foam boards: Welcome, Agenda, Study Goals & Station Benefits, Station Location Map, Project History, Overall Improvement Process, Station Study Process, Engineering Considerations, Engineering Considerations Map, Platform Placement and Access Points, Ways to be Heard, Comments
- Project Fact Sheet
- Comment Sheet
- Future Workshop Notices

Oral Comments/Questions:

1. How would you use the station?

- Most people said they would drive or walk.
- Some would take transit.

2. What issues need to be kept in mind when designing the station?

- Be aware of drainage/flooding problems on Quint Street.
- Can people enter right from Oakdale? Important to have street-level access.
- Quint doesn't count as front entrance to station.
- Too much traffic on Oakdale.
- There is a need for parking at the station, consider making it paid parking.
- Hilly area, may not see many bikes. Mostly personal vehicles.



Bayview-Oakdale Caltrain Station Study Public Workshop Summary

- Landscaping, thematic design/afro-centric, well-lit, opens up, “airy” feel, visual connection to Bayview Town Center.
- BART stations have agents, help safety factor.
- Opportunity for Caltrain to capitalize on need for people to explore a different transit mode. Go by mode other than bus.
- Consider joint MUNI/Caltrain fare card.
- Nice, artistic lighting bring out art, painting, make it educational.
- Multi-cultural and afro-centric themes.
- Up by Silver Avenue, neighborhood is not all African-American, so perhaps the design does not have to be all Afro-centric but instead could be multicultural.
- Make it inviting to go on the train, especially for young people. Encourage school trips to use Caltrain so they grow into adults who love the train.
- Service levels need to be improved.
- Phones at stations, cab phones, etc.
- Electronic boards for advertising, local business boards, large maps displaying area attractions and businesses.
- Economic Benefits:
 - Local vendors
 - The nicer the station, the more people will come to/from the neighborhood.
 - Can this station be a way to be more than a transportation project – empower individuals.
 - Needs to be a pleasant experience.
 - Shelter from weather.
 - Concession/food stands
 - Marketing local vendors in the area, also electronic ads, (CNN, etc) message signs.
 - Economic benefits for local businesses/microenterprises should have community benefit.
- Link Between Station & Southeast Community Facility:
 - Side access west side of building may be used, certain times of the day.
 - Phones, cab phones
 - If parking provided, would be an alternative to parking downtown, or down the peninsula.
 - Parking could enhance viability of station and would bring people to neighborhood.
 - Parking for Giants games.

Written Comments/Questions (from comment sheet):



Bayview-Oakdale Caltrain Station Study Public Workshop Summary

- **General Comments**
 - What an excellent proposed rail project. Keep up the good work. It will benefit the neighborhood.
 - Station design must provide additional through tracks—for total of 3 or 4. Otherwise station will be an additional choke point on capacity of an already extremely constrained corridor. Purchase UPRR ROW to west (at least); Widen Quint Street bridge to 3 (or 4) tracks. Consider moving downgrade of (useless) freight lead further north.
 - Concerned about the freight rail lead and preserving integrity of line and service into the Port. There are lots of important jobs and businesses dependent on the line.
- **Issues**
 - The issue is safety and security to commuters. I am sure it will also benefit our future generation to come.
 - Pedestrian access from Oakdale appears very awkward.
 - Platforms have to move further south to make real connection; for \$26M you should be able to fix Oakdale overpass bent placement.
 - Traffic congestion – Keeping with an Afro-centric theme (which is going to be a specification of the Town Center)
 - Freight rail link to the Port.
 - Overflow parking in neighborhood
 - If I caught the train it would have to be early in the morning (often in the dark) & I would be concerned about security; how often would trains stop? Would it be under-utilized like Paul Street?
 - The area on Quint under tracks floods during heavy rains.

List of Staff Attendees:

SFCTA Staff and Consultants:

SFCTA Staff: Tilly Chang (presenter), Billy Charlton, Paul Ward

Consultants: HNTB – Tim Cobb, Camille Tsao, Rick Phillips; Pittman & Assoc. - Donna Pittman; BMS Design Group- Barbara Maloney; LCW Consulting - Luba Wyznyckyj



Bayview-Oakdale Caltrain Station Study Public Workshop #2 Summary

Event: Bayview-Oakdale Caltrain Station Study – Public Workshop #2

Date: Tuesday, June 29, 2004

Time: 6:00 – 6:30 p.m. Open House; 6:30 – 8:00 p.m. Workshop

Location: Southeast Community Facility, 1800 Oakdale Ave, Alex Pitcher Room

Workshop Participants: 27 (excludes project team)

I. MEETING AND LOGISTICS

A. Public Meeting Format:

- Exhibits open from 6:00 – 6:30 p.m., Presentation 6:30 – 6:45 p.m., question & answer period from 6:45 – 7:00 p.m., Small group exercise from 7:00 – 7:50 p.m., report-out/next steps/closing from 7:50 – 8:00 p.m.
- Public input solicited in four ways: Large group discussion, Station Design Comment Sheet, Community Workshop #2 Comment Sheet, and written record of comments from the small group exercise.

B. Materials provided:

- 12 Large presentation boards: Welcome, Listening Station, Why Are We Here Tonight, Incorporating Your Ideas Into Design, Station Study Process, Station Area Map, Station Concept Plans: Basic & Enhanced, Station Sections, Station Design Elements, Station Entrances, What's Next; Ways to be Heard
- Station Design Options
- Project Fact Sheet
- Station Concept Plans
- Station Design: Comment Sheet
- Community Workshop #2: General Comment Sheet

II. PRESENTATION

- Tilly Chang opened the presentation by providing project background and a summary of what we heard in Workshop #1. She explained that the purpose of Workshop #2 is to gather input on the station concepts developed since Workshop #1. She described the difference between the Basic and Enhanced station concepts, with both concepts going beyond that of Caltrain minimum requirements. The primary difference between the two concepts is cost. A station with minimum Caltrain requirements would be within the Oakdale station Prop K budget; the Basic station would require additional Prop K funds, while the Enhanced option would



Bayview-Oakdale Caltrain Station Study Public Workshop #2 Summary

require funding in addition to Prop K. She explained that the purpose of this meeting was to get the community's feedback on the Basic Design and to identify their top priorities for the Enhanced concept should additional funding become available.

- Barbara Simpson provided an overview of the station elements that were included in the Basic and Enhanced station concepts. She reviewed the pedestrian/ADA access and how the station would be reconfigured with third and fourth (express/high-speed rail) tracks added in the Enhanced concept plan.
- Barbara Maloney presented the streetscape enhancements and other urban design/land use elements of the station options.

III. QUESTION & ANSWER SESSION COMMENTS

After the presentation was completed the community offered the following comments:

- Lengths of ramps are very long and may create a safety hazard.
 - Need to explain why the ramps are so long.
 - These ramps may be used by skateboarders in the future.
- There needs to be a safe access way from Palou Ave.
- Adequate lighting under the ramps is a concern.
- Elevators will be a maintenance and safety issue if installed.
- Decking over the tunnel to expand the park should be considered.
- Options for Community Park and Greening of the Slopes should not be split as two options, but made into only one.
- Major access should come from Palou Ave. through Dunshee St.
- Concerned about traffic generated by station, especially on Newcomb.
 - Have any studies been done?
- Concerned about security due to additional traffic.
- Concerned about Bayview residents not being hired for possible jobs.
- Drawings need to be clearer.
 - Need to add legend
 - Need to explain what the colors mean
- Who are the Stakeholders that you spoke to?
- Need to describe what "City Build" is in writing on handouts.
 - ◆ *All questions in regards to "City Build" should be emailed to Laura Luster at lluster@luster.com*
- Who is going to provide garbage clean up at the station?
- May need to provide more parking if more riders use the station.
- What is the capital cost per rider?



Bayview-Oakdale Caltrain Station Study Public Workshop #2 Summary

- The ramps are too long for the ADA.
- Consider one station entrance at night for more control.
- Put more passive structures other than trees and benches.
 - Things that don't grow (i.e. Canopy)
 - Trees require maintenance
- Trees are going to get damaged if/when they get placed on the sidewalk.
- Trees are nice and look good.
- Relocation of Quint St. Lead is important.
- Make Oakdale Ave. a transit hub.
 - Re-route busses – 24, 44 and 23
- Parking lot may be used by people other than those riding the train.
- Could there be a land trade to acquire Union Pacific (UP) right-of-way?
- Is there direct access to UP parking?
- Where will the elevator be on Oakdale Ave.?
- What are the chances of getting the Enhanced concept?
- Afro-centric design is important.
- It would be nice to have a café.
- Cameras are important, also need patrol.
- Security – Did not think cameras will help.
- Café / Park will increase security – eyes on the street.
- Improve access to Third Street.
- Furnishings are public art.
- Extra dollars should go toward furnishings.
- Kiosk – Information computer kiosk.
- San Mateo – Good example theme, station identity (e.g. Afro-centric)
- When will it be built?
- Will Paul Ave stay open?
- Would Caltrain commit to a higher level of service right away?
- Could you survey people at 22nd and Bayshore to see if they would shift to Oakdale?

IV. SMALL GROUP EXERCISE: PICK YOUR TOP THREE MOST IMPORTANT STATION ELEMENTS FROM THE ENHANCED CONCEPT

A. Station Design Options: Group Exercise Results

Workshop participants were divided into three groups and asked to rank the top three station elements from the Enhanced station concept that they would prioritize if additional funding became available.



**Bayview-Oakdale Caltrain Station Study
Public Workshop #2 Summary**

Overall, the group submitted the most votes for security through cameras and staffed patrols (item D, 13 votes), improved access routes (Item J, 10 votes), the outdoor café (item C, 5 votes), and street and sidewalk improvements (item F, 5 votes).

Station Upgrades	Grp. 1 (# of votes)	Grp. 2 (# of votes)	Grp. 3 (# of votes)	TOTAL VOTES	RANKING	Comments
A. Elevator from platform to Quint St.	0	0	1	1	6	
B. Access from Phelps St. via Pedestrian Overcrossing	0	2	0	2	5	
C. Outdoor Plaza Café on Oakdale Ave. near Southeast Community Facility.	1	4	0	5	3	* Possible economic development. * Security through increased eyes on the street.
D. Security Cameras and/or extra Patrolling	4	4	5	13	1	* Need to feel safe. * Criminal element moving south from 3 rd St.
E. New street connections and sidewalks from Quint St. to Rankin St.	0	0	0	0		
F. Street and sidewalk improvements on Palou Ave., Phelps St., Newcomb Ave.	2	2	1	5	3	



**Bayview-Oakdale Caltrain Station Study
Public Workshop #2 Summary**

Station Upgrades	Grp. 1 (# of votes)	Grp. 2 (# of votes)	Grp. 3 (# of votes)	TOTAL VOTES	RANKING	Comments
G. Community Park over Tunnel.	4	0	0	4	4	* Group #1 combined this option with "Greening of the slopes around the Tunnel". * Kids might throw things at train.
H. Greening of slopes around the Tunnel.	0	1	1	2	5	
I. Upgraded furnishings and public art/urban design improvements (Railings, Special Paving, Signage, Kiosk, Plaza, etc...)	2	2	0	4	4	
J. Improved access routes from specific/all directions.	5	2	3	10	2	
K. Other	Add decking over tunnel.		Move Quint St. Lead.			
TOTAL VOTES PER GROUP	18	17	11	46		



Bayview-Oakdale Caltrain Station Study Public Workshop #2 Summary

B. Comments made during the Group Exercise:

- The new station is a great idea.
- A siding (passing track) has to be part of the “Basic” plan. For \$28 million you can and must be able to afford to reconfigure the Oakdale Overpass abutments and/or the tunnel #3 portal to place a switch or switches as far as possible. Without a siding to allow stopping trains to be overtaken, the proposed station will place an unacceptable bottleneck on Caltrain capacity into SF. The alternatives are either very limited service to Oakdale – not a huge step up from Paul Ave after spending \$30 million – or slowdowns and unreliability for all peak service into SF. This should be non-negotiable. This cannot wait decades for funding to quadruple the tunnels.
- Vertical access from Quint St is inadequate; add another set of stairs to the North. Hellish, hopelessly indirect ADA ramps (i.e. another set) are not an option. Just stairs thanks.
- No elevators! Expensive, un-maintainable, unsafe outdoor toilets! Ramps and stairs only!
- Consider decking over Palou / Oakdale block. Park? Housing?
- 30’ wide platforms are insanely over-engineered, wasteful and constraining. That is the standard for major urban stations handling tens of millions of passengers a year – Somebody has got to get a grip on engineering and cost reality and not invent “Caltrain Standards” in vacuum. (My bet is 500 pass/day in 2015)
- In “Enhanced” scenario; there’s no reason not to move platforms to extend south to Oakdale. Planned “access” is a zillion miles down an endless ramp. In fact do so in basic scenario. PUC exception ALA 22nd St.
- Underpass (not overpass) from Newcomb “Triangle Parking” to Comm. facility. Overpass are much higher, require ridiculous ADA ramps. Make ped cut-through reuniting Newcomb St.
- Public Art – Add Port of San Francisco related art
- Platform Shelter – Suitable for rain in length has interesting style.
- Park around Tunnel – Benches, Vista Points
- Land Use – How to increase density in 3-block radius around station.



***Bayview-Oakdale Caltrain Station Study
Public Workshop #2 Summary***

VI. List of Staff Attendees:

SFCTA Staff and Consultants:

SFCTA Staff: Tilly Chang (presenter), Julie Kirschbaum, Paul Ward

Consultants: HNTB – Tim Cobb, Bernardo Hernandez, Evelyn Ho, Judis Santos, Camille Tsao, Rick Phillips; Pittman & Assoc. - Donna Pittman; BMS Design Group- Barbara Maloney; LCW Consulting - Luba Wyznyckyj



Bayview-Oakdale Caltrain Station Study Public Workshop #3 Summary

Event: Bayview-Oakdale Caltrain Station Study – Public Workshop #3 of 3

Date: Tuesday, September 28, 2004

Time: 6:00 – 6:30 p.m. Open House; 6:30 – 8:00 p.m. Workshop

Location: Southeast Community Facility, 1800 Oakdale Ave, Alex Pitcher Room

Workshop Participants: 28 (excludes project team)

I. MEETING AND LOGISTICS

A. Public Meeting Format:

- Open House with exhibits from 6:00 – 6:30 p.m., Workshop Presentation 6:30 – 7:00 p.m., Group discussion with a question & answer period from 7:00 – 7:50 p.m., Closing and Next Steps from 7:50 – 8:00 p.m.
- Public input solicited in two ways: Large group discussion and Community Workshop #3 Comment Sheet.

B. Materials provided:

- 15 Large presentation boards: Welcome, Why are We Here Tonight, Station Study Process, Overall Improvement Process, Basic Station Concept Plan, Enhanced Station Concept Plan, Station Entrance, Access from Oakdale Avenue, Access from Quint Street, Quint Street Bridge Design Elements, Addressing Security Issues, Incorporating Public Art into the Station, Potential BVHP Economic Development Opportunities, Basic Station Capital Cost Breakdown, Preliminary Next Steps
- Two additional enlarged station specific boards, both Basic and Enhanced Station concepts, were used during the presentation.
- Handouts Included:
 - Preliminary Next Steps
 - Basic Station Concept Plan
 - Enhanced Station Concept Plan
 - Station Design Elements
 - Community Workshop #3: Comment Sheet

II. PRESENTATION

- Julie Kirschbaum opened the presentation by thanking everyone for attending the workshop. She re-emphasized the importance of the project and its future affects to the surrounding community. This was followed by stating the project objective and the night's agenda.
- Camille Tsao gave an overview of both the Basic and Enhanced station concepts. Using the enlarged station boards she pointed out the main "parts" of the stations as well as the key revisions. These key revisions



Bayview-Oakdale Caltrain Station Study Public Workshop #3 Summary

were due in large part to the input received at the previous two workshops. Camille explained the two entrances and that would lead into the Oakdale station. The main station entrance would be from Oakdale Avenue (primarily for pedestrians and transit riders) and the second would be from Quint Street (primarily for those arriving by bicycle, car, or shuttle). Both entrances have ADA-compliant ramps. Conceptual sketches of both entrances were shown to the community. Highlighted in the presentation were the design features of the space underneath the Quint Street bridge in response to safety concerns expressed in Workshop #2. These included incorporating clear lines of sight into the design of the structure, installing special rock paving in key areas to discourage transient behavior, and installing glass pavers in the platform to allow more natural light.

- Barbara Maloney explained urban design improvements proposed for the station area. This included sidewalk, crosswalk, street trees, and lighting improvements. Barbara also described possible solutions for addressing security issues, incorporating public art, and potential economic development opportunities. These topics incorporated comments that the team had heard from previous workshops and stakeholder meetings.

III. GROUP DISCUSSION COMMENTS

After the presentation was completed the community was presented with the following questions during the group discussion:

- 1) What works in the station?
- 2) What would you like us to look at more closely?
- 3) What do you want to see in the next phase?

The community's responses were as follows:

- 1) What works in the station?
 - The station enhances the area; increases regional transit access to jobs/residents south of San Francisco all the way to San Jose and Gilroy.
 - Micro-enterprise opportunities.
 - Café shown in the Enhanced plan is great – should be in Basic concept.



Bayview-Oakdale Caltrain Station Study Public Workshop #3 Summary

- Add more micro businesses at/near station, such as drop-off dry cleaners, shoe repair, could be services provided by Third Street businesses
- Encourage micro-businesses that cater to SECF and other people in the area, not just station patrons
- The more you have the more vibrant the area will be.
- Ramps that are wheelchair accessible
- Like Oakdale being a “Grand” entrance
- Station looks very nice, an improvement from last time.
- Public access through SECF parking lot discouraged because of HEAD Start facility / children’s play area.

2) What would you like us to look at more closely?

- Is there any way to shorten the distance between the station and Oakdale Avenue?
- Evaluate the possibility of covering the 420 ft Oakdale ramps and the walkway along Dunshee street to protect people walking or taking Muni to the station from inclement weather
- A parking structure on western edge of the station.
- Need to look at increasing transit use to the future station and less emphasis on parking.
- More emphasis on business activity.
- What will add more “eyes on the station”? – Possibly more activity towards the station.
- Need a lot more activity, at the station and along Quint, not just on Oakdale.
- Do not abandon businesses on Oakdale Avenue or Third Street.
- Better connections to nearby Muni routes for easier transfers.
- Consider in design of shelters and station environment
 - Pigeon Problems
 - Protection from wind and rain
 - Learn from experience of other built stations (what could be improved)

3) What do you want to see in the next phase?

- Not as many trees



Bayview-Oakdale Caltrain Station Study Public Workshop #3 Summary

- Covered walkways
- Café
- As many micro-enterprises as possible (space for them to set-up)
- Encourage non-profit business
- Spin-off retail (support lower profit retail)
- Don't compete with businesses on 3rd St. – complement not compete

IV. COMMENT SHEET

The following comments were received during Workshop #3.

- There was a station at Newcomb as of 1947. When the Islais Creek trestle was replaced by fill in 1954; I think this station was no longer in use – but not known definitely.

Station naming – Oakdale not recognizable, Quint - precise street location, Newcomb – historical

Newcomb probably important stop during World War II due to industrial nature of this area / defense ship work along waterfront.

- My concerns may be premature but I believe I should voice them. Physical development looks fine, but what about working on developing BVHP jobs for residents – Human Capital
 - Landscaping
 - Train workers
 - Any job that comes out of the building
 - Contracts
- I'm not up to date on this project; never the less I think it is worthwhile. I would like info on the following:
 - Environmental Impact
 - Traffic Impact including foot traffic
 - Connection to bus transportation
 - Parking
 - Security
 - Economic
 - Residential displacement



Bayview-Oakdale Caltrain Station Study Public Workshop #3 Summary

There are many (+) and few (-)

(-): What allowance has been made for the parking we will lose? There are five churches and one school affected by this project and as it is now, parking is a problem. Paid parking will constitute a huge problem for these facilities.

- I noticed a "mid-block" crossing with raised surface and special paving in the enhanced station concept plan. I, strongly, feel that it should be added in the basic station concept plan. Also it should be an overhead bridge with access for people with disabilities. The reason is safety for the pedestrians. 2nd reason is it will be great hindrance to the traffic at certain times, which may anger drivers, who would have to wait while people cross the raised paving. Impatient drivers will cause accidents, which will bring unnecessary problems and delays. Overhead bridges should be built instead of under or subways for the reason of safety if practical.

V. List of Staff Attendees:

SFCTA Staff and Consultants:

SFCTA Staff: Julie Kirschbaum (presenter), Paul Ward

Consultants: HNTB – Tim Cobb, Bernardo Hernandez, Judis Santos, Camille Tsao, Rick Phillips; Pittman & Assoc. - Donna Pittman; BMS Design Group- Barbara Maloney



STAKEHOLDER MEETING SUMMARY

Date: May 24, 2004

STAKEHOLDER INFORMATION

Organization or Affiliation: **Southeast Community Facility/City College**

MEETING / PRESENTATION

Meeting

PARTICIPANTS

Toye Moses, Exec. Director SECF;
Veronica Hunnicutt, Dean City College Southeast Campus
Tilly Chang, SFCTA
Camille Tsao, HNTB

COMMENTS:

1. Southeast Community Facility
 - Major tenants are City College, SF Foliage/ Decorative Plants
 - City College creates great demand for parking, right now there is unrestricted access to parking lot
2. Access through SECF parking lot to station platform
 - Not likely to be approved/allowed
 - SECF is currently spending \$94,000 to install an electric gate to keep non-authorized vehicles/people out of parking lot, under construction right now and to be complete in about a month
 - Lot access will be restricted to administrators and staff
 - Installing gate/fence because in the past homeless persons came into lot, started a fire
 - Allowing public access through the lot would require going to the SECF Commission
 - Gate to lot locked after 7 p.m., locked on weekends
 - SECF has several tenants, City College and SF Foliage/Decorative Plants are largest tenants
3. Security
 - 9 CCTV for entire SECF building, 3 are near tracks; \$25,000 CCTV installation, monitoring costs \$1,500 per month
 - Sonitrol (electronic security system) 24 hours/day, campus police 7am – 10pm weekdays, McCoy (private) 10pm – 7am weekdays and 24 hours/day on weekends; McCoy contract is \$79,000 per year, will change to month-to-month contract
4. Survey
 - Dr. Moses will help recruit/coordinate youth to conduct survey
5. Caltrain service/operations and station
 - City College has evening courses, future Caltrain service at Oakdale station should accommodate evening schedule

- Caltrain/MUNI pass would make transfers between two systems easier, Camille to check with Caltrain – *Caltrain monthly pass holders can purchase a Peninsula Pass which is an 'upgrade' that allows them to use their Caltrain pass on MUNI. This is equivalent to the cost of purchasing a Caltrain pass and MUNI Fast Pass separately. Caltrain is looking into a discount arrangement with MUNI. (6/2/04)*
- SECF/City College is supportive of economic development opportunities, kiosks at the future station; there is a need for a coffee shop/café for students and staff; don't want to compete with Third Street businesses.



STAKEHOLDER MEETING SUMMARY

Date: July 8, 2004

STAKEHOLDER INFORMATION

Organization or Affiliation: **Southeast Community Facility Commission**

MEETING / PRESENTATION

Meeting

PARTICIPANTS

SECF Commission – Millard Larkin (President), Toyes Moses (Executive Director),
Members of the Commission – Bobbie Brown, Louise Jones, Willie Kennedy, Juan Fuentes, Ronald Person, Kenneth Sampson
TA – Tilly Chang

COMMENTS:

Tilly Chang presented an overview of the Bayview Oakdale Caltrain Station Study, including the purpose of the study, station study process, and public input received at the April 27 public workshop.

The Commissioners asked the following questions and Chang provided responses:

1. Why was Oakdale site selected and not other sites? Chang stated that the Bayview Concept Revitalization Plan identified the Oakdale site for the station based on economic development plans for the area (including Bayview Town Center) and good intermodal connections.
2. The SECF has just installed a gate to its parking area, what are the plans for accessing the station from Phelps through this area? Chang stated that the study team is aware of the gate and has not shown access in the Basic alternative for this reason. However, it is hoped that in the long-term, under the Enhanced scenario, it would be possible to reconfigure or relocate the parking to enable pedestrian access from Phelps. Director Moses asked about the possibility of a pedestrian bridge connecting Phelps to the station. Chang stated that while this is feasible, it is not desirable from an urban design point of view. The next phases of the study will continue to work with SECF to explore these possibilities.

Public Comment:

1. To make the station safe and secure, the project should include Closed Circuit TV cameras (CCTV) (see Incorporating Your Ideas into Design slide)
2. The study should incorporate Afro-centric design themes exclusively, not multi-cultural design themes, (see Incorporating Your Ideas into Design slide, "Make the station safe and secure")
3. Noise abatement measures from the expanded train service should be considered in the design of the station under "Design an attractive and beautiful station environment".
4. Local business utilization should be listed under "Create economic development opportunities" both in Incorporating your Ideas slide and in Station options matrix (as a line item) under G) Economic Development Opportunities

Follow up:

1. Contact Annette Price for minutes from this meeting.
2. Mail color slides to the Commission members
3. Come back to present with large color boards.
4. Set up a briefing to the Shipyard Artists Collaborative with Juan Fuentes who sits on their Board.



STAKEHOLDER MEETING SUMMARY

Date: August 23, 2004

STAKEHOLDER INFORMATION

Name: **Mel Washington**

Organization or Affiliation: **Black Chamber of Commerce and BVHP Merchants Association**

MEETING / PRESENTATION

Meeting

PARTICIPANTS

Mel Washington, Tilly Chang, Donna Pittman

COMMENTS:

Tilly and Donna met with Mel Washington (President of Black Chamber of Commerce, BVHP business owner, and member of BVHP Merchants Association) at 11:00 am today to discuss the project. The most important new information was that the project must incorporate jobs, job training, and economic development into all phases (planning, design, environmental, construction, operation and maintenance) for BVHP residents in the 94124 zip code. Based on the track record of the Third Street Light Rail project, the community is likely to take a very strong position that the merits of the project will be ultimately judged by how the project addresses this issue. Economic development and job opportunities override convenience and streetscape beatification. (Coincidentally, this issue is being raised as a red flag for the Bayview Circulation Study as well.) Also Mel suggested that we contact Al Norman who is now President of the Bayview Merchants Association for a meeting. Al Norman (and a contact at the Opera House) are important contacts before our September 23rd meeting.

In addition, Mel raised the following issues and observations:

Project Time Frame. Questioned the time frame for the project (5-7) years. Specifically asked how this time frame matched other projects such as Transbay. Tilly explained the various stages of project and reason for time frame (e.g., funding, engineering, environmental), and stated that it could be quicker.

Issues Raised by Neighbors and Other Neighborhoods. Mel asked about issues raised so far. Tilly and I mention parking spillover, trash/maintenance of right-of-way, economic development, Afro-centric design themes, and safety and security.

22nd Street Caltrain Station. Asked about ridership at the Paul Avenue and 22nd Street Stations, and would 22nd Street Station close if Oakdale Station was built. Tilly responded that Caltrain has requested that this be tested as an option in the next phase of the study.

Property Acquisition. Wanted to know what property would need to be acquired for project. Tilly responded that primarily City-owned and UPRR property are being considered at this time.

Community Support. The community's endorsement will be measured by the jobs issue raised above. Tilly mentioned that she has discussed the possibility of students conducting neighborhood surveys with representatives at the Community College at the Southeast Community Facility (SECF), and a program to train landscape maintenance workers with representatives of the Greenhouse complex. Mel stated there were existing landscaping firms in BVHP that could provide these services and there were enough programs. The real need is to subsidize job training for existing BVHP businesses. Also, mentioned that not all of the students at the Community College in SECF are from the 94124 zip code.

Adjacent Land Uses. Expressed desire to see more private enterprises, instead of public uses, near the new station location.



STAKEHOLDER MEETING SUMMARY

Date: September 27, 2004

STAKEHOLDER INFORMATION

Name: Angelo King (PAC Chair), Cedric Jackson, Helen Hayes, Wanda Whitaker

Organization or Affiliation: Bayview Project Area Committee (PAC) Land-Use, Planning & Transportation Sub-Committee meeting

MEETING / PRESENTATION

Presentation – Handouts of Basic, Enhanced, and meeting notice disseminated.

PARTICIPANTS

Project Team presenters: Julie Kirschbaum (SFCTA) and Judis Santos
Meeting total (audience and PAC members) - 13

Julie gave a brief of summary of findings to date and outreach themes. Public art, economic development, security, and Oakdale plaza entrance are key issues of concern for the community. Audience was invited to attend the last workshop on Sept. 29th.

COMMENTS

- I like how the youth is involved with the survey and with planning. (King)
- Greening makes a big difference. Who's going to be maintaining the trees? Under the enhanced version, trees aren't as important along the industrial areas. (King)
- I disagree. Trees would be helpful for mitigating environmental impacts, particularly in the industrial areas. (Hayes)
- Café is a must! Permanent coffee vendors and a permanent kiosk are important in the basic. (King)
- The amount of parking under the basic seems adequate.
- Trees lining Oakdale to Third Street is important.
- Provide ATM machines.

distance between the Oakdale entrance and the inbound platform to allow for sufficient railcar clearance. During this agenda item, Camille also presented a draft of the cost estimates for the project. This table will be included in the final report, but only the total construction costs will be presented at the community meeting.

5. Public Workshop 3: Sept. 28, 6:00-8:00 PM, Southeast Community Facility

HNTB showed presentation board concepts for Workshop 3. The main purpose of the workshop is to present the results of the study to the community and to refine our thinking around key topics including opportunities for public art, security issues, underpass design elements, and the distance between the Oakdale entrance and the platform. TAC members also suggested that the TA and consultant team be prepared to address economic development concerns, especially if we presented the cost estimate to the community.

6. Next Steps

Julie Kirschbaum presented a document titled, Preliminary Development Path for the Bayview-Oakdale Caltrain Station, which outlines the next steps towards implementing the proposed station. TAC members and the consultant team provided comments. The attached document has been revised based on the group's feedback. HNTB staff will use this outline to prepare a board to present at Workshop 3.



STAKEHOLDER MEETING SUMMARY

Date: September 16, 2004

STAKEHOLDER INFORMATION

Name: Al Norman (President Bayview Merchants Association), Angelo King (Chair Bayview PAC)
Organization or Affiliation: Bayview Merchants Association, Inc. and Bayview PAC

MEETING / PRESENTATION

Meeting

PARTICIPANTS

Al Norman, Angelo King, Judis Santos, Donna Pittman, Bernardo Hernandez

COMMENTS:

- 1) The station is an opportunity for Bayview merchants to place small business in and around the station. Some of the possible micro-enterprises that could be placed are:
 - Coffee stands
 - Flower Shop
 - Newspaper stands / Book store
 - Bagel shop
 - Shoe Shine standThese services would be used by Caltrain users as well as SECC students. The students would provide the sustainability when Caltrain ridership is not around.
- 2) Would like to see that Bayview merchants getting the first opportunities in establishing these micro-enterprises in and around the Caltrain station.
- 3) Everyday resources, like the newspaper stands, are important to have near the station since these types of items are not available at this point in time. Residents currently have to go beyond the Bayview area to purchase these resources.
- 4) Placing the micro-enterprises into the basic design is a must in order to establish ridership to a new station.
- 5) Would like to see Caltrain Station / Bayview Merchant advertising within a two block range of the station itself, possibly from Quint St. to Phelps St.
- 6) Bayview merchant advertising in and around the station is vital for the local community.
- 7) Having a concentration of commuters, students, and micro-enterprises around the station would deter homeless and other criminal elements from that area. The station location would become an attractive nuisance if no one was around.

- 8) Would like to see public art reflect the communities background in multi-ethnic art but with a heavy emphasis on Afro-Centric representations.
- 9) Would like to see the Plaza, currently on Oakdale St., closer to the SECC possibly at the corner of Oakdale Ave and Phelps St. This would serve as a tie-in from the SECC and local residential homes.