



# Memorandum

## AGENDA ITEM 8

**DATE:** July 21, 2022  
**TO:** Transportation Authority Board  
**FROM:** Rachel Hiatt - Deputy Director for Planning  
**SUBJECT:** 7/26/22 Board Meeting: San Francisco Planning Department Southeast Rail Station Study Final Report

<p><b>RECOMMENDATION</b>    <input checked="" type="checkbox"/> Information    <input type="checkbox"/> Action</p> <p>None. This is an information item.</p> <p><b>SUMMARY</b></p> <p>Staff from the San Francisco Planning Department will present the final report for the Southeast Rail Station Study (SERSS). This study began in 2020 with the support of Prop K funding through Resolution 2019-014. The SERSS evaluated options for the future configuration of Caltrain stations within Southeast San Francisco, including the potential need to reconstruct or relocate the existing 22<sup>nd</sup> St Station as part of the development of the Pennsylvania Avenue Extension (PAX) project as well as an evaluation of options to restore Caltrain service to the Bayview, which was lost with the 2005 closure of the Paul Avenue Station. The study recommends that stations at or around both locations should advance, and that while the consideration of potential 22<sup>nd</sup> St Station reconstruction or relocation options is dependent upon the PAX process, efforts to implement a station in the Bayview can and should proceed immediately. We anticipate bringing a Prop K appropriation request for pre-environmental work to the Board in September.</p>	<p><input type="checkbox"/> Fund Allocation</p> <p><input type="checkbox"/> Fund Programming</p> <p><input type="checkbox"/> Policy/Legislation</p> <p><input checked="" type="checkbox"/> Plan/Study</p> <p><input type="checkbox"/> Capital Project Oversight/Delivery</p> <p><input type="checkbox"/> Budget/Finance</p> <p><input type="checkbox"/> Contract/Agreement</p> <p><input type="checkbox"/> Other: _____</p>
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## BACKGROUND

In 2018, the San Francisco Planning Department, in partnership with the Transportation Authority and other agencies, concluded the Railyard Alignment and Benefits (RAB) Study. The RAB Study established the City's preferred alignment for the Caltrain/HSR corridor, with this alignment including the Pennsylvania Avenue Extension (PAX) tunnel that would extend



south from the planned Downtown Rail Extension (DTX) alignment, beneath Seventh Street and Pennsylvania Avenue. PAX will eliminate conflicts between rail and other road users at the existing at-grade rail crossings at 16th Street and Mission Bay Drive. However, depending on the eventual design and alignment of PAX, the existing 22<sup>nd</sup> Street station could require reconfiguration or replacement. The Transportation Authority is currently leading pre-environmental phase planning and design studies of the PAX project.

In October 2018, through Resolution 2019-014, the Transportation Authority allocated \$160,000 in Prop K sales tax funds to the San Francisco Planning Department to conduct a study of potential design concepts for reconfiguration or replacement of the existing 22<sup>nd</sup> Street Station. Prop K funds leveraged a Priority Development Area grant from the Metropolitan Transportation Commission (MTC). The Study's scope was subsequently expanded beyond the 22<sup>nd</sup> Street Station zone to include consideration of potential station locations between 4th and King/Townsend and Bayshore Station to serve both the existing 22<sup>nd</sup> Street Station zone as well as the Bayview. As such, the initiative was re-named as the Southeast Rail Stations Study (SERSS) and has examined potential station options both in the 22<sup>nd</sup> Street area and within the Bayview.

Options for a reconfigured or replacement station in the vicinity of the current 22<sup>nd</sup> Street Station include re-building a station at 22<sup>nd</sup> Street, a new underground station near Mariposa Street (within the PAX alignment), or a new above-grade station at Cesar Chavez Street, south of the extents of the PAX.

SERSS is also prioritizing the restoration of Caltrain service to the Bayview. The Paul Avenue Caltrain Station was closed in 2005. Anticipating the closure, and based on the Bayview Community Revitalization Report recommendations, in 2003, the Transportation Authority included funding for a potential replacement station at Oakdale Avenue in the countywide transport plan and Prop K sales tax measure. The Transportation Authority completed an engineering feasibility study in 2005 and a ridership study in 2014, both of which indicated positive results for the Oakdale site. There have been a number of subsequent changes to land uses and other factors, including the development of a new site for San Francisco City College and the Southeast Community Center at Third St & Evans Avenue. In this context, the SERSS conducted an overall assessment of potential station locations in the Bayview, including Oakdale as well as Williams and Evans Avenues.

## **DISCUSSION**

**Findings.** The SERSS Final Report confirms the need for two Caltrain stations in San Francisco between 4<sup>th</sup> and Townsend and Bayshore. The Study also recommends that detailed planning and design for a new station in the Bayview proceed in the immediate-term, independent of longer-term planning for the PAX project.

While no recommendation is made with respect to a preferred location for the 22<sup>nd</sup> Street reconfiguration or replacement stations, the report does highlight that the location option at



Cesar Chavez Street received the most negative feedback during outreach and does not serve the existing destinations currently accessible by using the existing 22<sup>nd</sup> Street Station.

In the Bayview, the report notes strong negative feedback with respect to the Williams Ave location option, and support for both Evans and Oakdale. Community members expressed support for Oakdale by noting the history of planning and prior commitments to a station at this location, its location closer to the center of the existing community, the Third Street commercial area, and to connections with three Muni lines, while community members in support of Evans believed that location would better serve the new 5-acre City College and Southeast Community Center site at Third & Evans while offering better connections to the developments to the East, such as the Shipyards. Though not a recommendation of the report, at its meeting on July 14, 2022, the San Francisco Planning Commission endorsed the Oakdale location as its preferred option to advance in the Bayview.

**Next Steps.** Based on the recommendations from the SERSS report, the 22<sup>nd</sup> Street reconfiguration or replacement options will be folded into the ongoing work to advance the PAX project, led by the Transportation Authority.

In the Bayview, Transportation Authority staff will return to the Board later in 2022 to request funding for a pre-environmental study with the key objectives of engaging with the community and stakeholders - including Caltrain, SFMTA, and SF Planning Department - to determine the preferred location for the Bayview station, developing preliminary design and service options (including station access plans and ridership modeling), and preparing for environmental clearance.

A new at-grade Caltrain station in the Bayview has an estimated capital cost of approximately \$100 million, with higher costs, potentially up to \$200 million, for an elevated station as would be required at Evans. The Transportation Authority will develop refined cost estimates and a funding plan as part of this next phase of work. The currently adopted Prop K expenditure plan includes funding that is anticipated to be sufficient to complete environmental clearance; final design and construction will require the leverage of additional local, regional, state, and/or federal funds. The proposed 2022 sales tax expenditure plan includes approximately \$28 million for a future Bayview Caltrain Station, and the station may also have the opportunity to be partially funded by private contributions, either through development impact fees or other programs.

## **FINANCIAL IMPACT**

None. This is an information item.

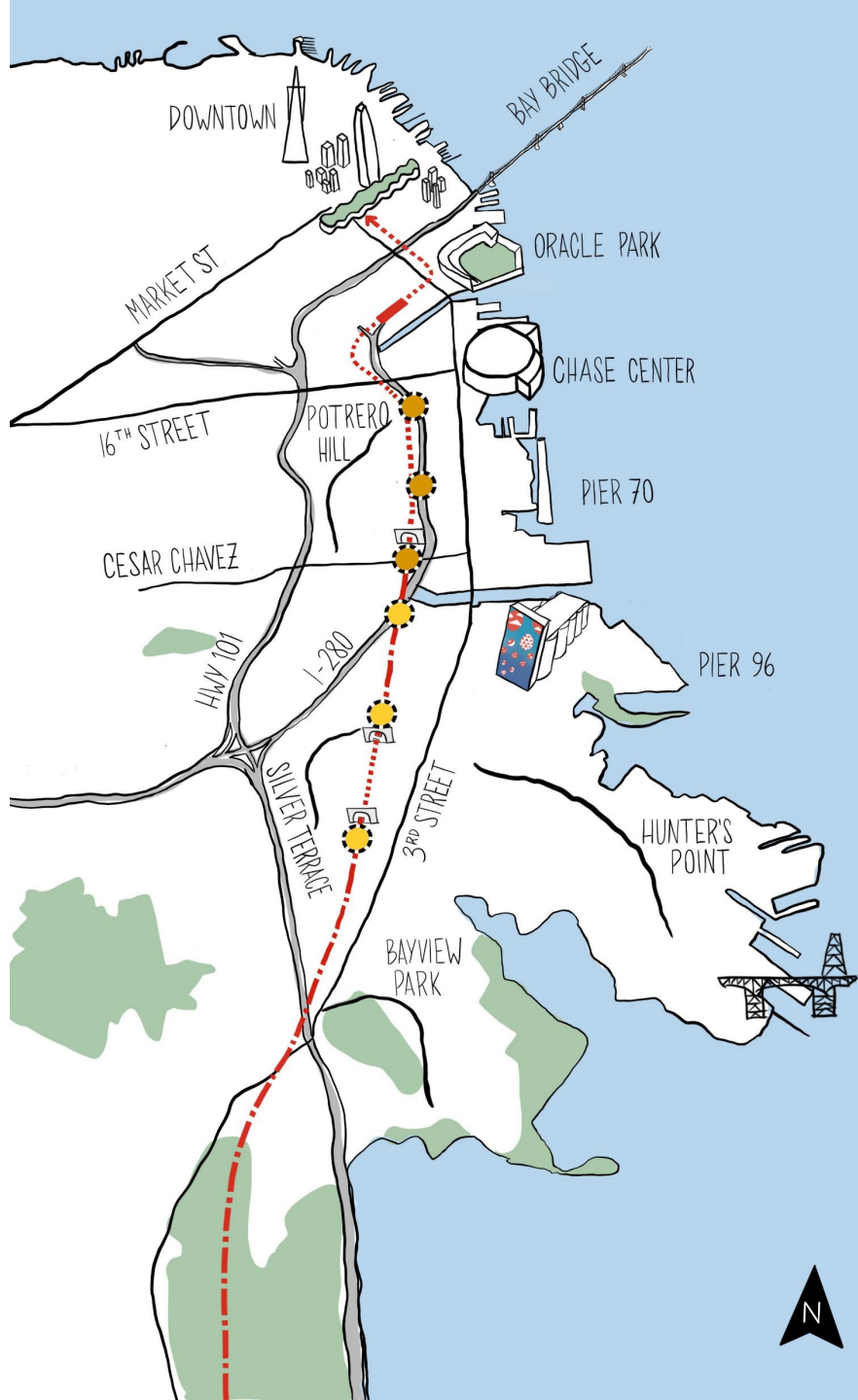
## **CAC POSITION**

None. This is an information item. The CAC will be briefed on this item in Fall 2022.



## **SUPPLEMENTAL MATERIALS**

- Attachment 1 - San Francisco Planning Department Presentation of the Southeast Rail Station Study Final Report
- Enclosure 1 - Southeast Rail Station Study Final Report

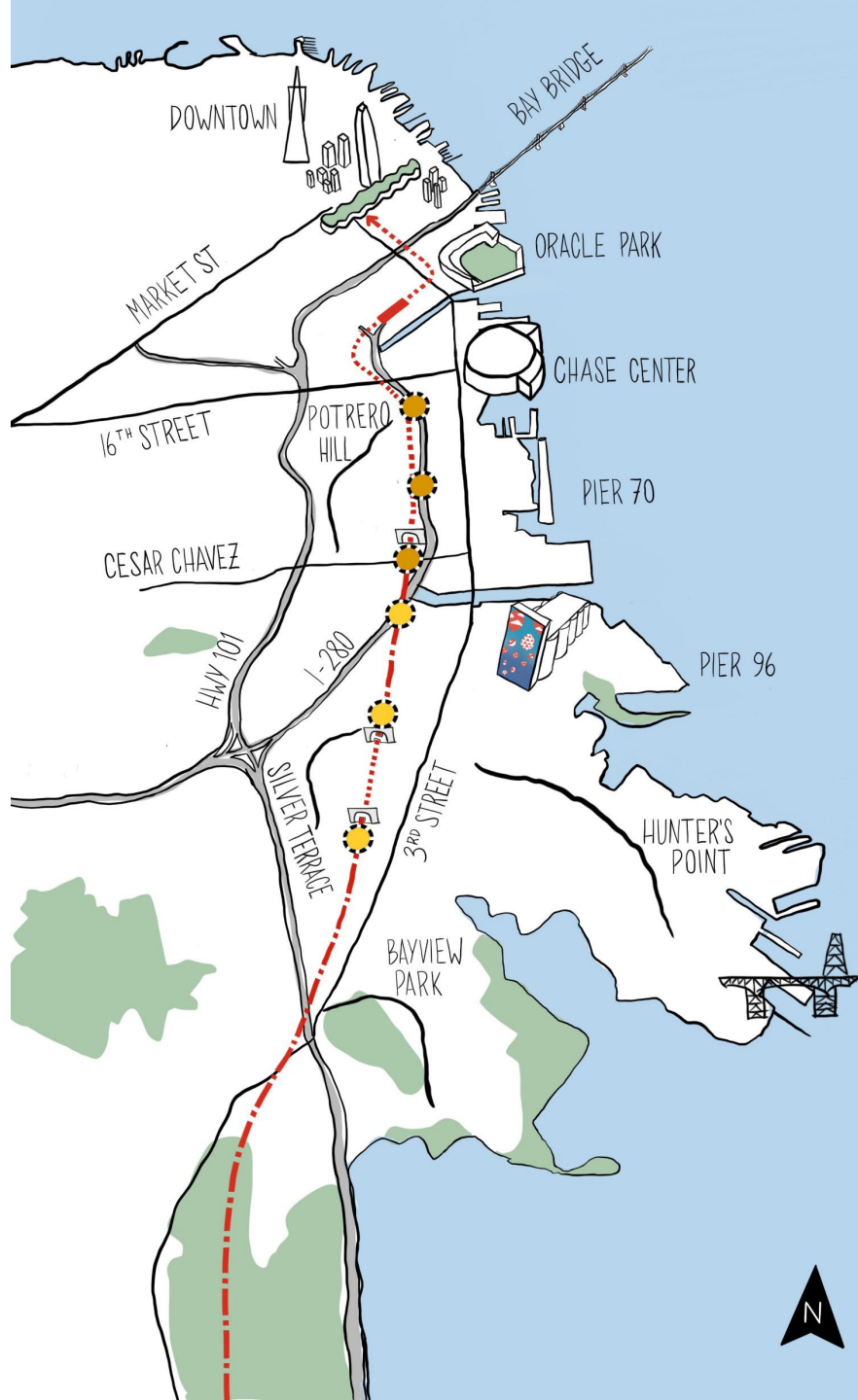


# Southeast Rail Station Study

## Findings and Recommendations

SFCTA Board  
July 26, 2022





# Today's Presentation

1. **Background & Process**
2. Spring & Summer Events
3. July Planning Commission Action
4. What's Next?





# Study Purpose

- Increase and enhance regional rail service in southeast San Francisco
- Evaluate station options to restore rail access to the Bayview community
- Evaluate station options that may be needed to support the Pennsylvania Avenue tunnel



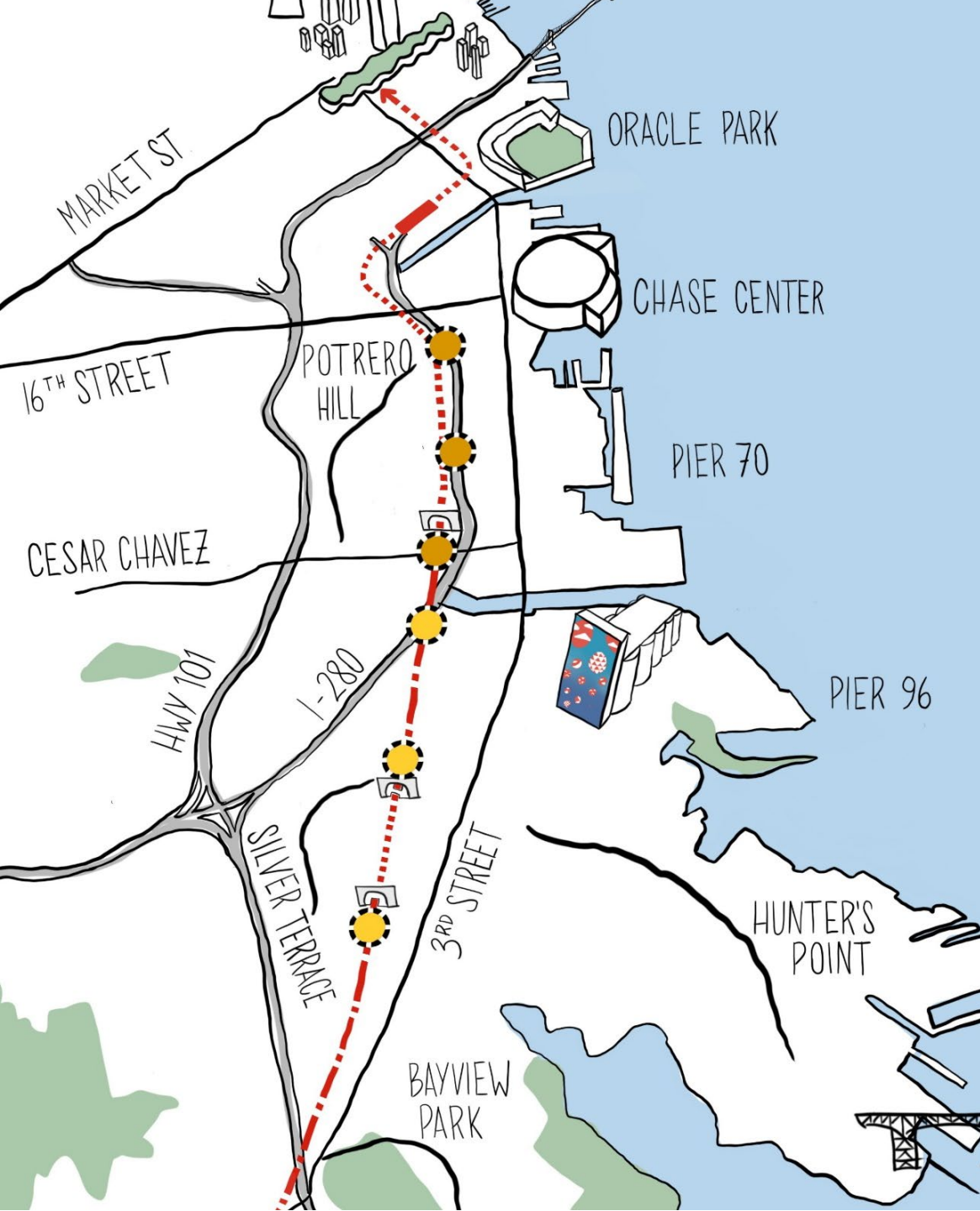




# Study Schedule

Summer 2020 - Fall 2021	Technical Studies (e.g., land use, initial design)
October 2021 – June 2022	Public Outreach
May 12, 2022	Presentation at Planning Commission hearing
June 9, 2022	Community Meeting on Bayview Options
July 14, 2022	Endorsement at Planning Commission with recommendations
July 26, 2022	Presentation at SF County Transportation Authority Board meeting





# Station Groups

## Potrero/Dogpatch locations

- Mariposa
- 22nd Street
- Cesar Chavez

## Bayview locations

- Evans
- Oakdale
- Williams

## Public transit fails its mission in the Bayview

'You're really a second-class citizen' if you live in this neighborhood

By Carly Graf Examiner staff writer · November 22, 2021 10:00 am - Updated November 22, 2021 4:55 pm



Passengers board a T-Third Street Muni train bound for Sunnydale at the Oakdale/Palou station in the Bayview District. (Kevin N. Hume/The Examiner)

San Francisco Examiner, November 22, 2021 (Carly Graf)

# Bayview Station: History

*Against a history of red-lining and disinvestment, City Agencies have pledged to support a Bayview Station for 20-years*

1982: low ridership prompts recommendation to shut Paul Ave Stn

2002: Bayview Community Revitalization Plan

2003: Prop K Sales Tax includes \$7.9 million for Oakdale Station

2005: Paul Avenue Station Closes

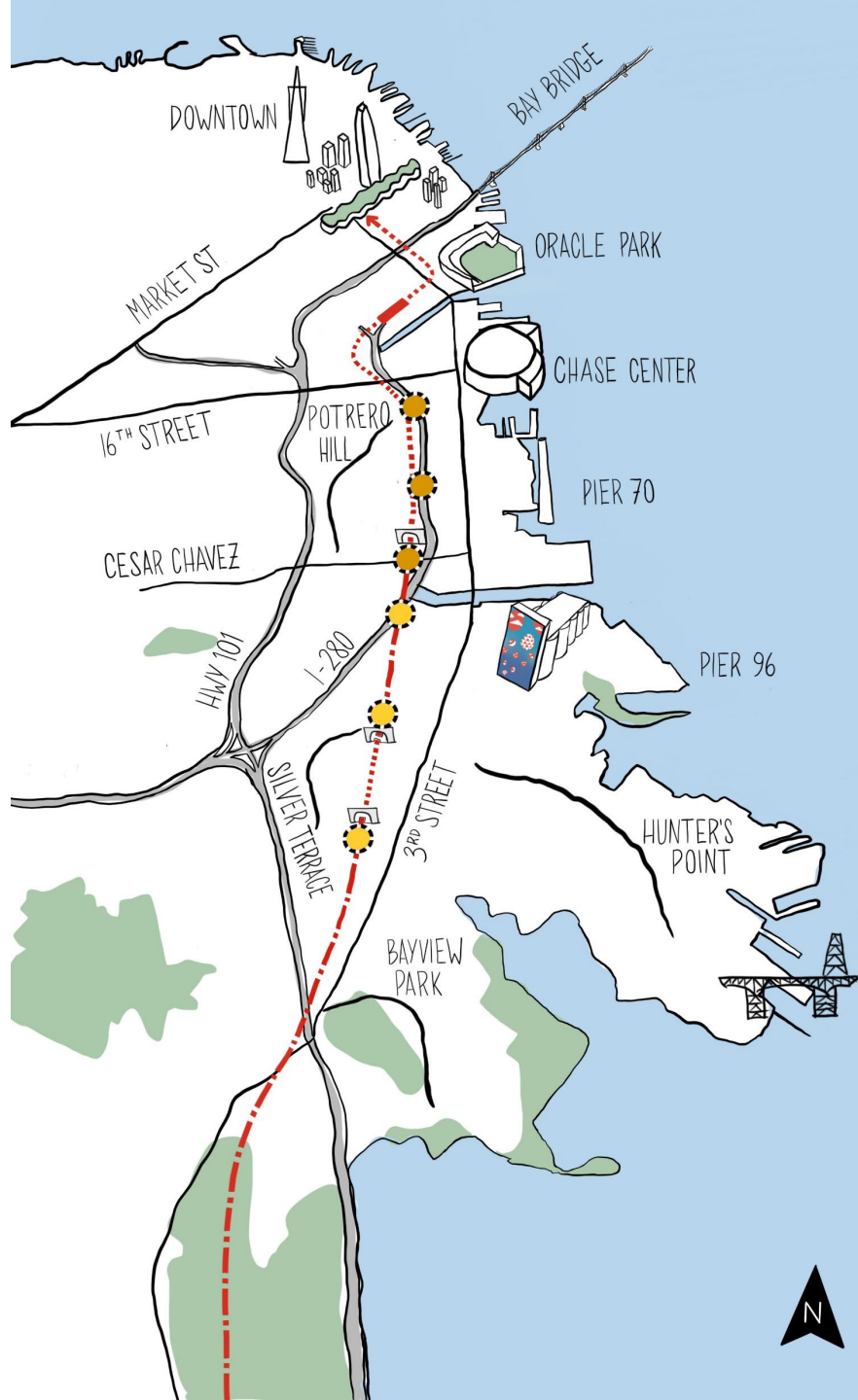
2005: SFCTA completes station feasibility study; affirms Oakdale

2014: Travel modeling affirms ridership demand at Oakdale

2020: SFMTA Community Based Transportation Plan

2021: ConnectSF Transit Corridors Study

2022: Southeast Rail Station Study

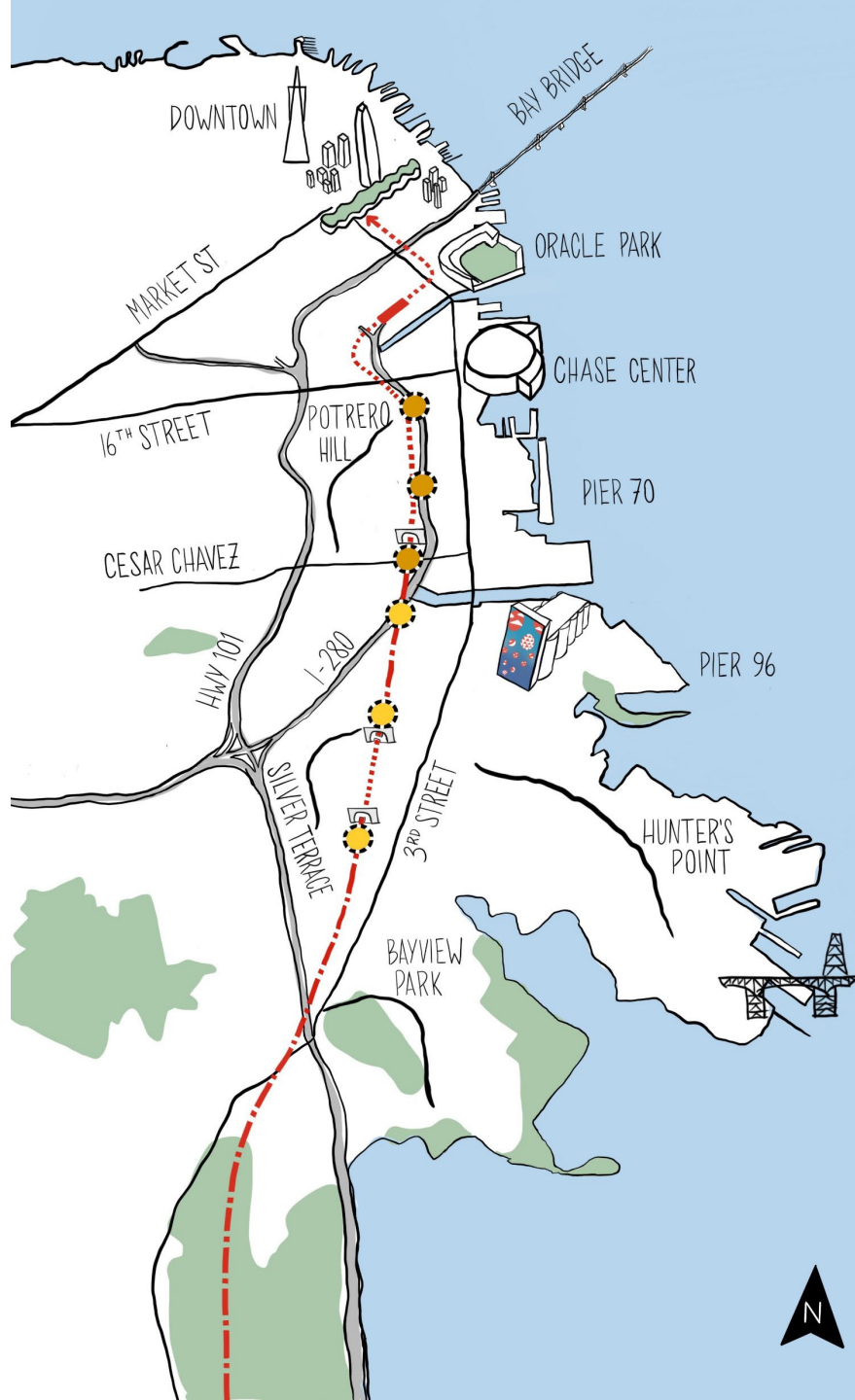


# Today's Presentation

1. Background & Process
- 2. Spring & Summer Events**
3. July Planning Commission Action
4. What's Next?



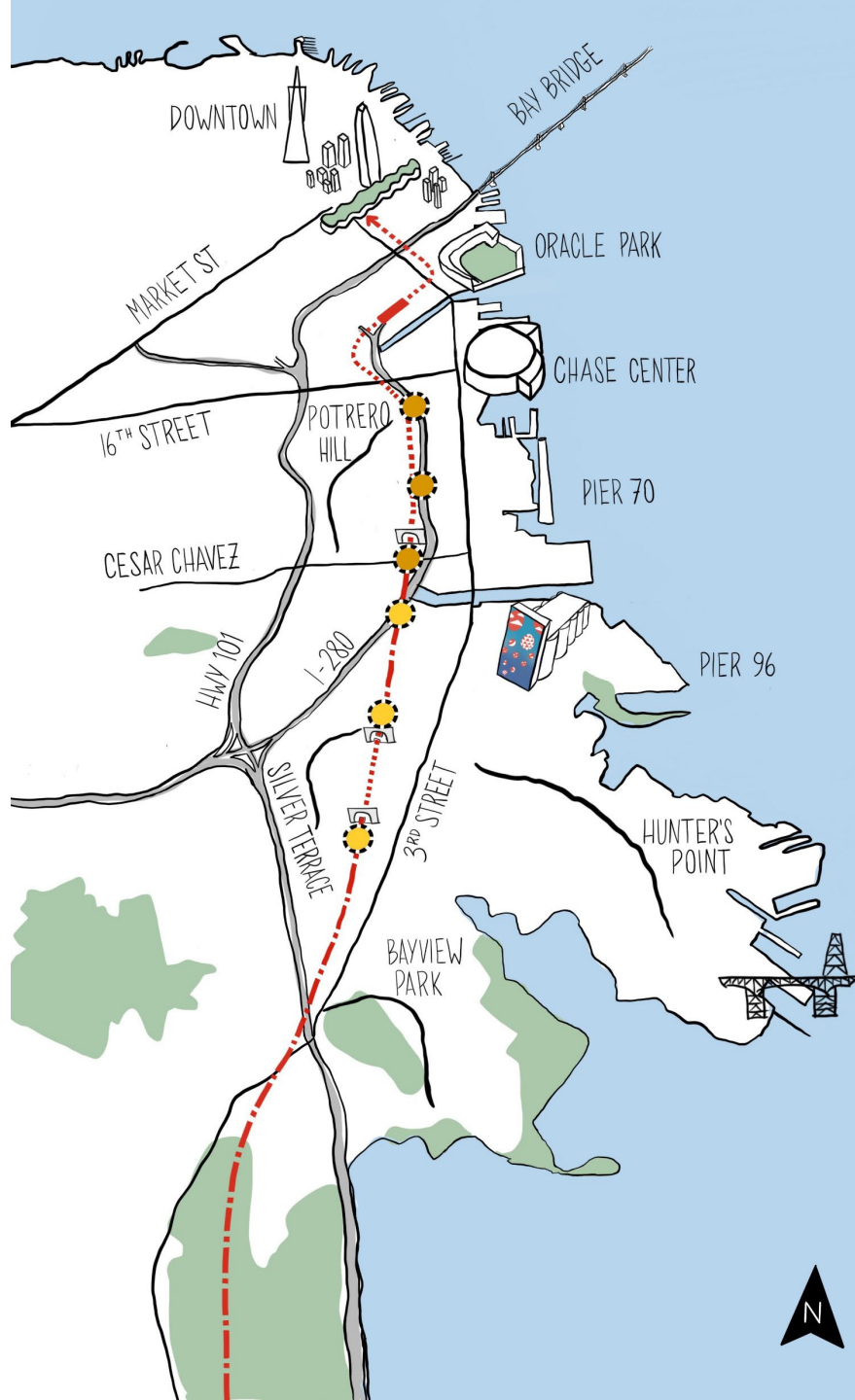
# Planning Commission Discussion: May 2022



- Support for new and improved stations
- Support to maintain PDR zoning in the study area
- Need for future work based on draft Housing Element to address displacement risks
- Seek affordable housing opportunities with Mayor's Office of Housing
- Need for affordable and easy-to-use transit
- Deliver on past promises

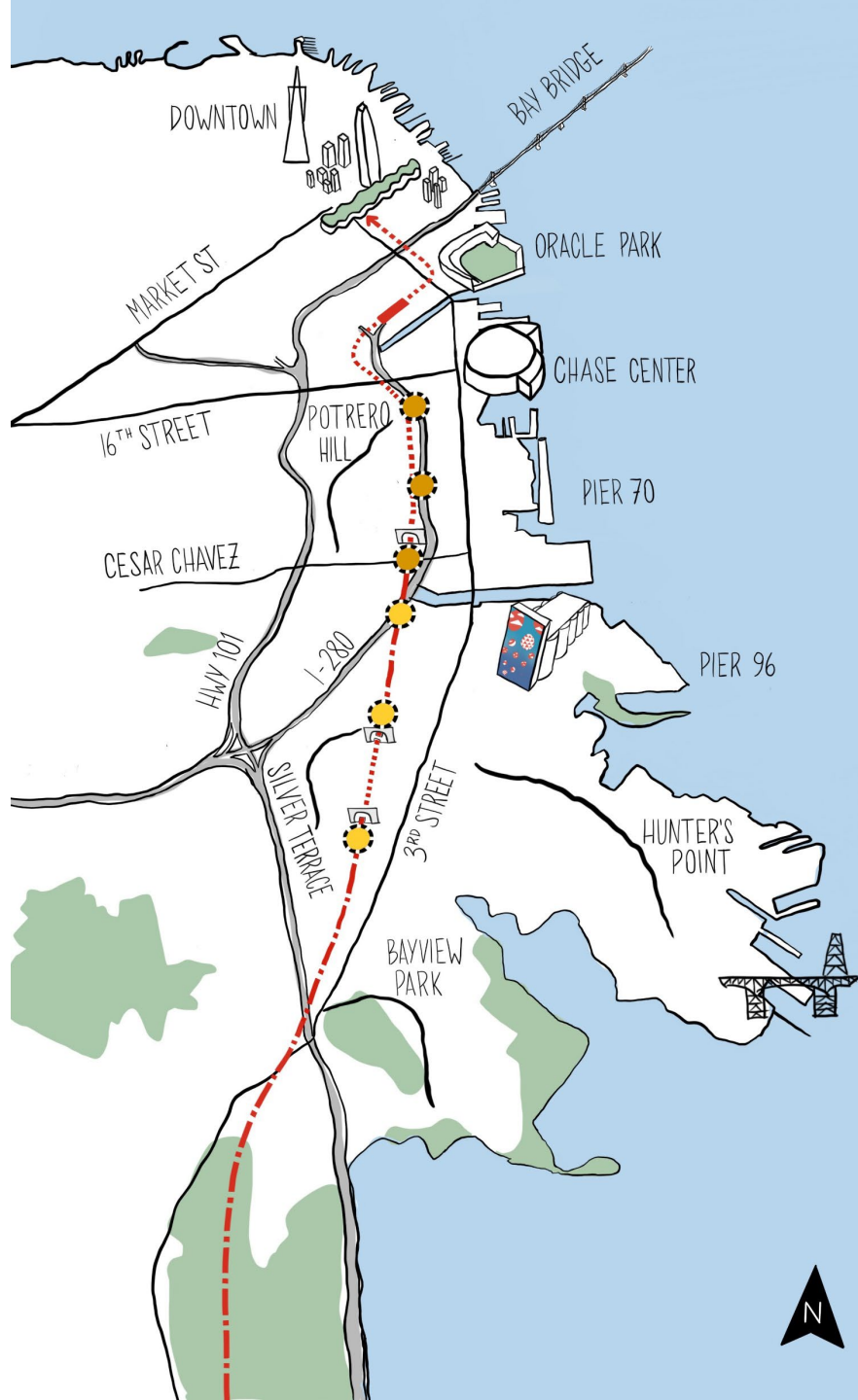


# Bayview Community Meeting June 2022

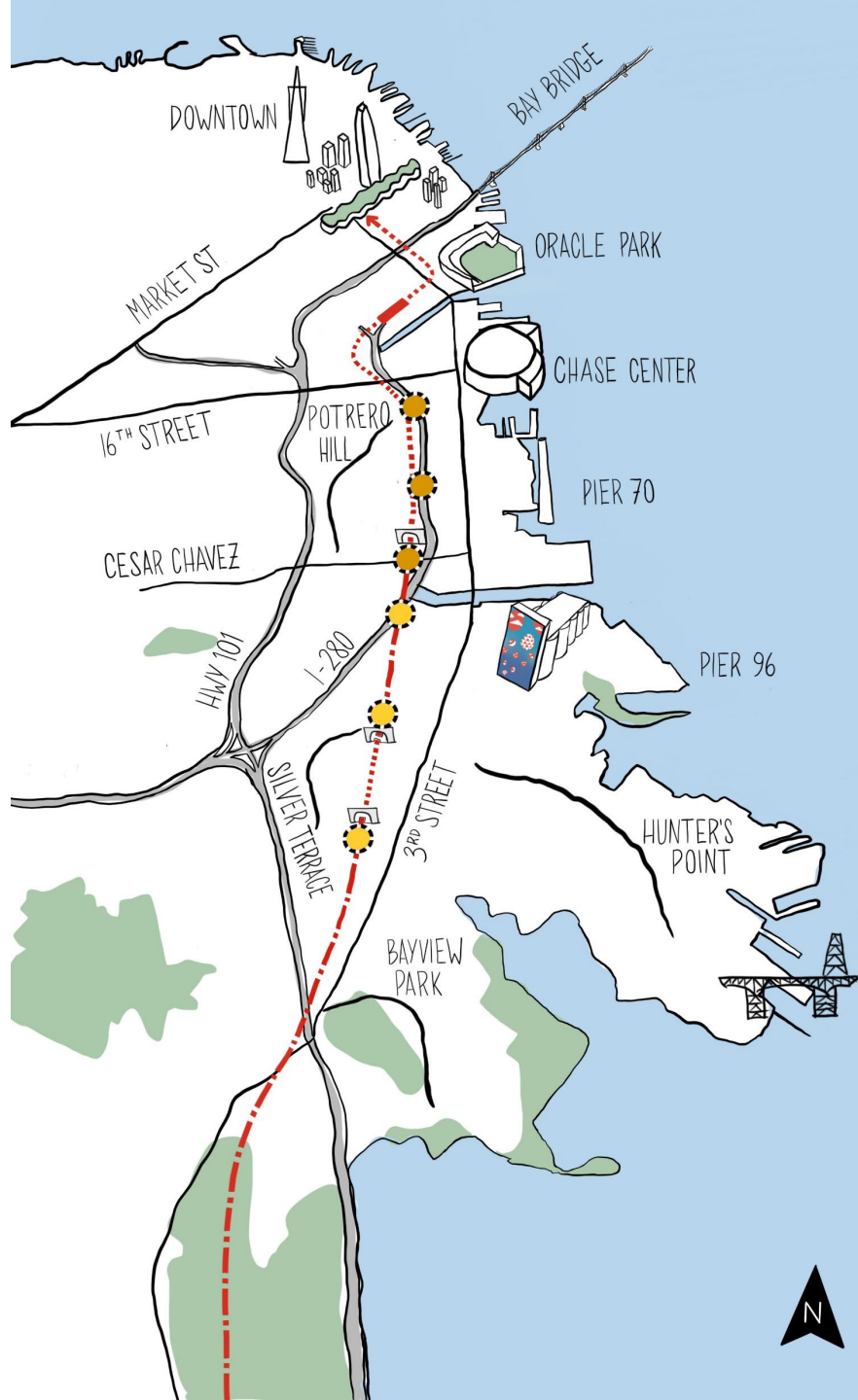


- Support for new and improved stations that will foster economic opportunity for current residents
- Concerns about gentrification
- Interest in connections to recent and planned development
- Must address environmental risks
- Caltrain and MTA access, transfers, costs, and safety

# Bayview Community Meeting: Station Discussion

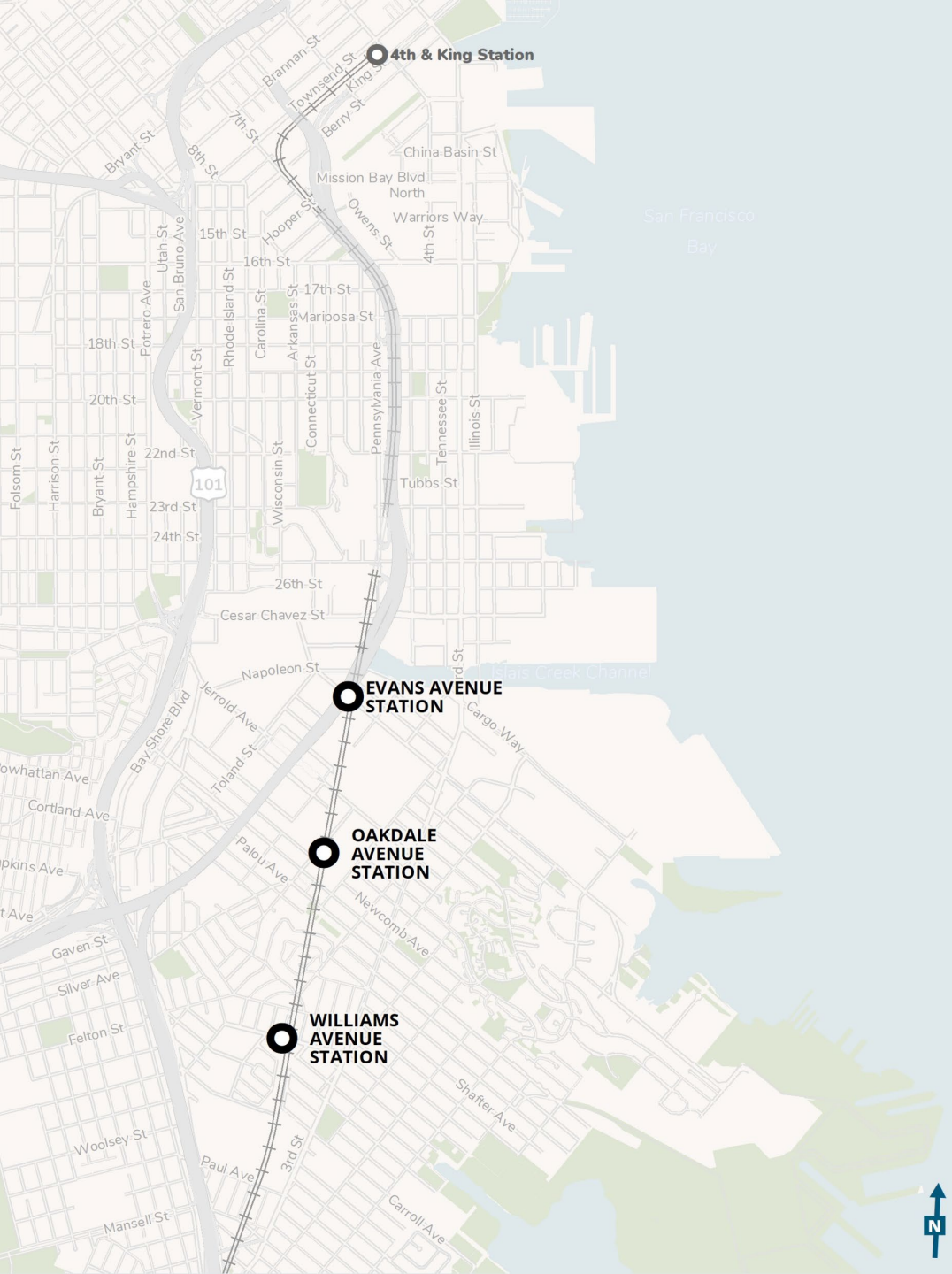


- Discussion mirrored past feedback on Evans and Oakdale
- Future engagement to focus on detailed ridership, cost and construction
- Plurality of attendees supported Oakdale location



# Today's Presentation

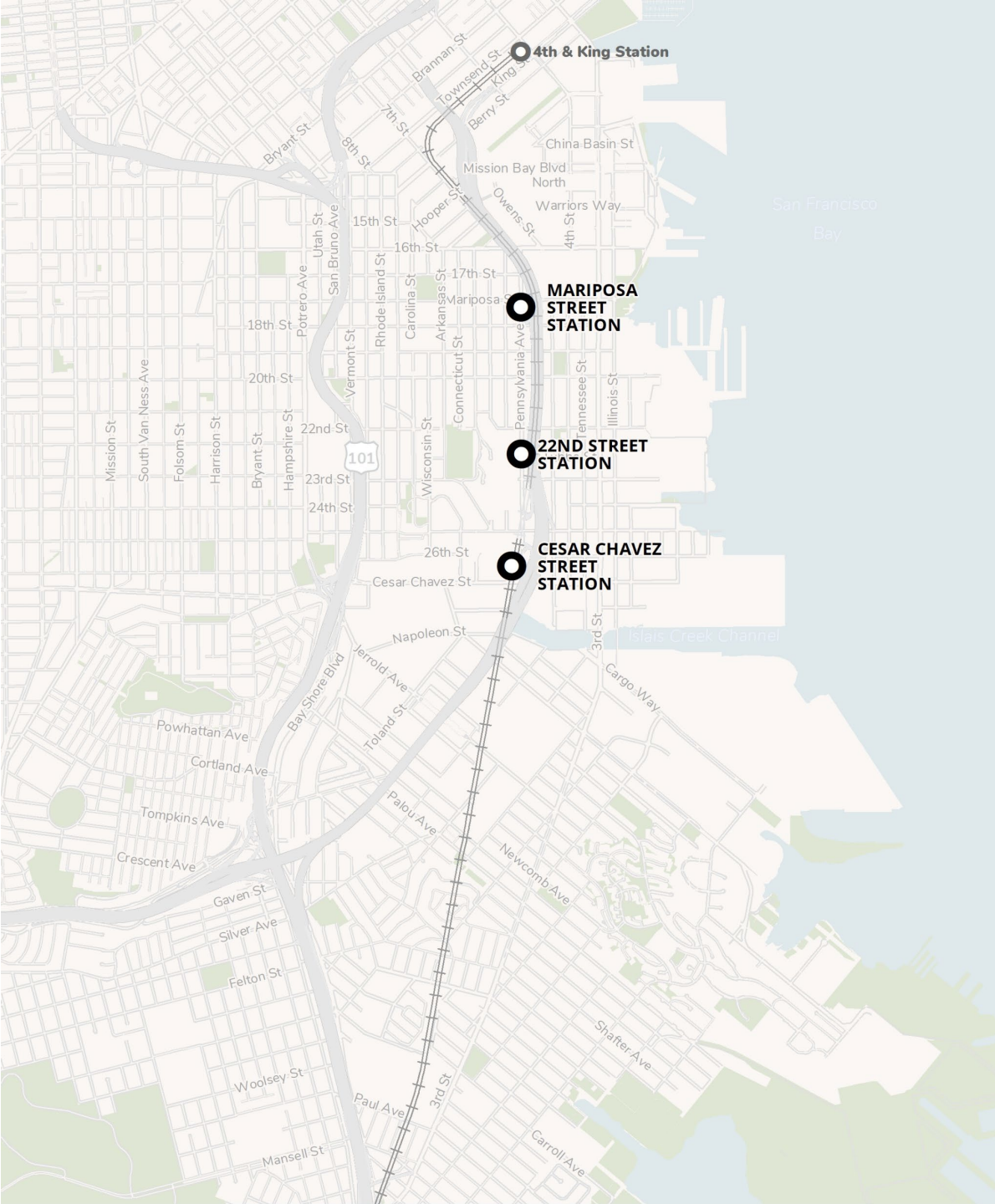
1. Background & Process
2. Spring & Summer Events
3. **July Planning Commission Action:  
Endorse the Study and Urge Decision Makers**
4. What's Next?



# Bayview Station: Planning Commission Recommendations

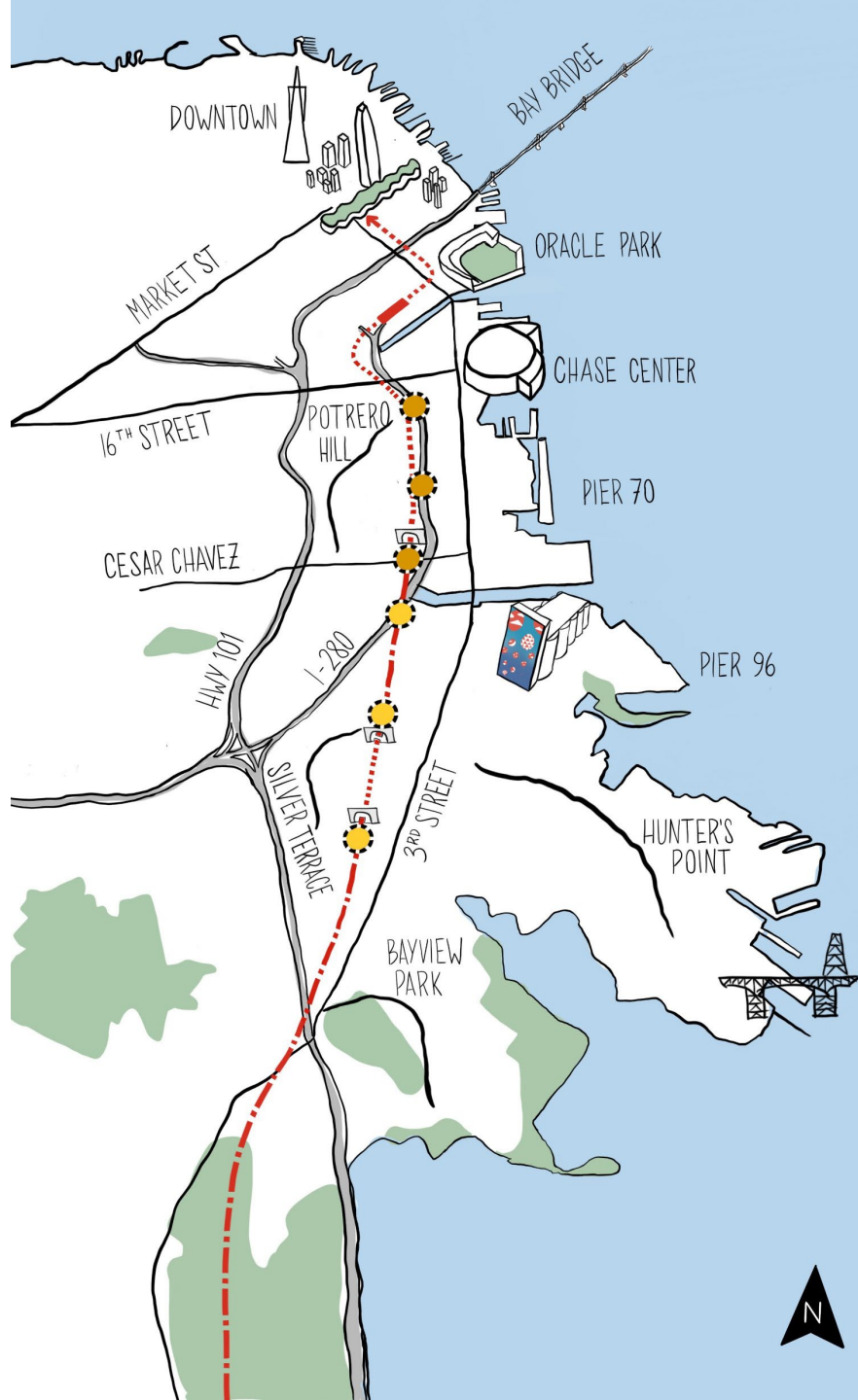
- a. Restore Caltrain service, without delay
- b. Commit funding to advance the work
- c. SFMTA & Caltrain to plan for coordinated service & fares
- d. Based on current information, support the **Oakdale** location due to:
  - Community support
  - Current and planned land use
  - Connection to SFMTA services
  - Cost of construction





# Dogpatch/Potrero Options

- a. Continue work to advance the **Pennsylvania Avenue Tunnel (PAX)**
- b. Based on current information, support station location at **22nd St** or **Mariposa/16th St** due to:
  - Community support
  - Current and planned land uses
  - Connection to SFMTA services



# Today's Presentation

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3. July Planning Commission Action
- 4. What's Next?**

# Agency Representatives



Funding & management of next phase  
(design & environmental review)

Andy Heidel  
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**415.522.4836**



Coordinate land use, Housing Element policies, and  
work with Mayor's Office of Housing

Jeremy Shaw  
jeremy.shaw@sfgov.org  
**628.652.7449**



Coordination with local bus service, bicycle and  
pedestrian access, and passenger drop-off

Christopher Kidd  
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Train service, affordability, design, and  
environmental review

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**415.659.8895**

Thank you!

