

Regional Transportation Planning Agency - Local Transportation Commission
Monterey County Service Authority for Freeways & Expressways
Monterey County Regional Development Impact Fee Joint Powers Agency
Email: info@tamcmonterey.org

#### **RAIL POLICY COMMITTEE**

Monday, September 12, 2022 \*\*3:00 PM\*\*

#### REMOTE CONFERENCING ONLY

There will be NO physical location of the meeting.

Please see all the special meeting instructions at the end of this agenda

#### Join meeting online at:

https://us02web.zoom.us/j/654778900?pwd=L2daellZTW5NSDZMQ2RSY1hJVlpGZz09

OR

By teleconference at: +1 669 900 6833

Meeting ID: 654 778 900 Password: 506977

Any person who has a question concerning an item on this agenda may call the Agency Secretary to make inquiry concerning the nature of the item described on the agenda.

1. Quorum Check, Call to Order and Introductions

If you are unable to attend, please make sure that one of your alternates attends the meeting. Your courtesy to the other members to assure a quorum is appreciated.

#### 2. PUBLIC COMMENT ON TRANSPORTATION MATTERS NOT ON TODAY'S AGENDA.

Any member of the public may address the Committee on any item not on the agenda but within the jurisdiction of the Committee. Under this item, each member of the public is allowed three minutes to address concerns. Comments in items on this agenda may be given when that agenda item is discussed. Persons who wish to address the Committee for public comment or on an item on the agenda are

encouraged to submit comments in writing to Maria at maria@tamcmonterey.org by 5:00 pm the Thursday before the meeting, and such comments will be distributed to the Committee before the meeting.

#### 3. BEGINNING OF CONSENT AGENDA

Approve the staff recommendations for items listed below by majority vote with one motion. Any member may pull an item off the Consent Agenda to be moved to the end of the CONSENT AGENDA for discussion and action.

**3.1. APPROVE** minutes of the Rail Policy Committee meeting of August 1, 2022.

- Montiel

The draft minutes of the August 1, 2022 Rail Policy Committee meeting are attached for review.

#### **END OF CONSENT AGENDA**

**4. RECEIVE** update from Santa Cruz County Regional Transportation Commission on their rail corridor studies.

- Watson/Preston

Guy Preston, Executive Director of the Santa Cruz County Regional Transportation Commission, will present an update on the planning efforts related to the Santa Cruz Branch Line rail corridor.

**5. RECEIVE** update from Caltrain Director of Strategy and Policy on next steps in the operations discussions for the Salinas Rail extension project.

- Watson/Sargent

Caltrain Director of Strategy and Policy Sam Sargent will provide a verbal update on the Joint Powers Board (JPB) direction related to developing a Memorandum of Understanding for the extension of operations from Gilroy to Salinas.

**6. RECEIVE** update on the Salinas Rail Kick Start project.

- Watson/Zeller/Guther

Activities on the Salinas Rail Kick Start project since the last update in August include work related to transferring the properties acquired for Package 1 (Salinas Station access and circulation improvements) to the City of Salinas and design coordination efforts with key stakeholders on Packages 2 (Salinas layover facility)

#### and 3 (Gilroy track connections).

**7. RECEIVE** update on the planned increase in passenger rail service along the coast corridor between San Francisco and Los Angeles.

- Watson/Guther

Progress since the last update to this Committee in August includes a Policy Committee meeting on August 19.

- 8. ANNOUNCEMENTS and/or COMMENTS from Rail Policy Committee members on matters that they wish to put on future Committee agendas.
- 9. ADJOURN

#### **ANNOUNCEMENTS**

Next Rail Policy Committee meeting: Monday, October 3, 2022 at 3:00 p.m.

If you have any items for the next agenda, please submit them to: Christina Watson, Rail Program Coordinator

Christina@tamcmonterey.org

**Important Meeting Information** 

Remote Meetings: On March 12, 2020, Governor Newsom issued Executive Order N-25-20, which enhanced State and Local Governments ability to respond to COVID-19 Pandemic based on Guidance for Gatherings issued by the California Department of Public Health. The Executive Order specifically allowed local legislative bodies to hold meetings via teleconference and to make meetings accessible electronically, in order to protect public health. That order expired on September 30, 2021. Governor Newsom has now signed AB 361, and the TAMC Board of Directors approved a resolution to enact AB 361 on September 22, 2021. This legislation permits teleconferencing for Brown Act meetings during a state of emergency. Thus, TAMC meetings will convene remotely, until further notice. For remote meetings, the public is strongly encouraged to use the Zoom app for best reception. Prior to the meeting, participants should download the Zoom app at: <a href="https://zoom.us/download">https://zoom.us/download</a>. A link to simplified instruction for the use of the Zoom app is: <a href="https://zoom.us/download">https://zoom.us/download</a>. A link to simplified instruction for the use of the Zoom app is: <a href="https://zoom.us/wordpress/2018/07/03/video-communications-best-practice-guide/">https://zoom.us/wordpress/2018/07/03/video-communications-best-practice-guide/</a>.

Remote Meeting Public Comment: Due to current circumstances, there may be limited opportunity to provide verbal comments during remote meetings. Persons who wish to address the Committee for public comment or on an item on the agenda are encouraged to submit comments in writing to <a href="mailto:maria@tamcmonterey.org">maria@tamcmonterey.org</a> by 5:00pm the Monday before the meeting. Such comments will be distributed to the Committee before the meeting.

Members of the public participating by Zoom are instructed to be on mute during the proceedings and to speak only when public comment is allowed, after requesting and receiving recognition from the Chair.

Agenda Packet and Documents: Any person who has a question concerning an item on this agenda may call or email the Agency office to make inquiry concerning the nature of the item described on the agenda. Complete agenda packets are on display online at the Transportation Agency for Monterey County website. Documents relating to an item on the open session that are distributed to the Committee less than 72 hours prior to the meeting shall be available for public review at the Agency website. Agency contact information is as follows:

Transportation Agency for Monterey County
www.tamcmonterey.org
Office is closed an all employees are working remotely until further notice
TEL: 831-775-0903
EMAIL: info@tamcmonterey.org

<u>Agenda Items</u>: The agenda will be prepared by Agency staff and will close at noon nine (9) working days before the regular meeting. Any member of the Committee may request in writing an item to appear on the agenda. The request shall be made by the agenda deadline and any supporting papers must be furnished by that time or be readily available.

Alternative Agenda Format and Auxiliary Aids: If requested, the agenda shall be made available in appropriate alternative formats to persons with a disability, as required by Section 202 of the Americans with Disabilities Act of 1990 (42 USC Sec. 12132), and the federal rules and regulations adopted in implementation thereof. Individuals requesting a disability-related modification or accommodation, including auxiliary aids or services, may contact Transportation Agency staff at 831-775-0903. Auxiliary aids or services include wheelchair accessible facilities, sign language interpreters, Spanish language interpreters, and printed materials in large print, Braille or on disk. These requests may be made by a person with a disability who requires a modification or accommodation in order to participate in the public meeting and should be made at least 72 hours before the meeting. All reasonable efforts will be made to accommodate the request.

#### **CORRESPONDENCE, REPORTS, MEDIA CLIPPINGS**

- **C 1.** No correspondence this agenda.
- **C 2. RECEIVE** media clippings attached online.
- **C 3. RECEIVE** reports attached online.



#### TRANSPORTATION AGENCY FOR MONTEREY COUNTY

### Memorandum

To: Rail Policy Committee

From: Maria Montiel, Administrative Assistant

Meeting Date: September 12, 2022

Subject: Draft August RPC Minutes

#### **RECOMMENDED ACTION:**

**APPROVE** minutes of the Rail Policy Committee meeting of August 1, 2022.

#### **SUMMARY:**

The draft minutes of the August 1, 2022 Rail Policy Committee meeting are attached for review.

#### ATTACHMENTS:

Draft August RPC Minutes

#### TRANSPORTATION AGENCY FOR MONTEREY COUNTY (TAMC)

#### **RAIL POLICY COMMITTEE MEETING**

**Draft** Minutes of August 1, 2022

Transportation Agency for Monterey County ZOOM REMOTE VIDEO/PHONE CONFERENCE ONLY

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T. Muck, Executive Director  C. Watson, Director of Planning  M. Zeller, Director of Programming & Project Delivery  M. Montiel Admin Assistant  L. Williamson, Senior Engineer  D. Bilse,  P P P P P P P P P P P P P P P P P P P	M. Overmeyer)												
Executive Director  C. Watson, Director of Planning  M. Zeller, Director of Programming & Project Delivery  M. Montiel Admin Assistant  L. Williamson, Senior Engineer  D. Bilse,  P P P P P P P P P P P P P P P P P P P	STAFF												
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& Project Delivery         P	M. Zeller,	Р	Р	Р		Р	Р	Р		Р	Р	-	Р
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Admin Assistant         P	& Project Delivery	<u> </u>											
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Senior Engineer         A         A         P         P         P         P         A         P	Admin Assistant												
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A. Guther			Р	Р	Р	Р	Р	Е	Р
Assis. Transp. Planner									
T. Wright, Community	Α	Α	Α	Α	Α	Α	Α	Α	Р
Outreach Coordinator									
J. Strause	-	-	-	-	-	-	-	-	Р
Transportation Planner									

P = Present

A = Absent

P(A) = alternate present

F = Excused

#### 1. QUORUM CHECK AND CALL TO ORDER

Chair LeBarre called the meeting to order at 3:02 p.m. A quorum was established.

#### **OTHERS PRESENT**

Tarah Brady	Caltrans	Alex Lopez	Caltrans
Shannon Simonds	Caltrans	Paul Guirguis	Caltrans
Andy Myrick	City of Salinas	Brianna Goodman	SCCRTC
Brad Tarp	Public	Paul Powers	Public
Dave White	Public	Barry Scott	Public
Elizabeth Madrigal	Public	Michael Gomez	Public

#### 2. PUBLIC COMMENTS

Barry Scott, Coastal Rail Santa Cruz, mentioned that Measure D failed by 73% and Santa Cruz County Regional Transportation Commission (RTC) is moving forward with rail. In conclusion, Mr. Scott noted that he hoped for more coordination between RTC and TAMC.

#### 3. CONSENT AGENDA

M/S/C Potter / Anderson /unanimous

**3.1** Approved minutes of the June 6, 2022 Rail Policy Committee meeting.

**END OF CONSENT AGENDA** 

#### 4. SURF! BUSWAY AND BRT PROJECT UPDATE

The Committee received an update on the Monterey-Salinas Transit (MST) SURF! Busway and Bus Rapid Transit project in the Monterey Branch Line corridor.

Doug Bilse, Principal Engineer, reported that MST and TAMC were successful in securing a \$25 million grant funding through the Transit and Intercity Rail Capital Program (TIRCP). He introduced Michelle Overmeyer, Director of Planning and Innovation, Monterey-Salinas Transit. Ms. Overmeyer presented an update on the SURF! Project. She noted that the six-mile, bus-only route would run parallel to Highway 1, from Marina to Sand City and Seaside, in the TAMC-owned Monterey Branch Line corridor. Ms. Overmeyer reported that the current schedule includes outreach in August and estimates that the design process will be completed in the spring of 2024 with construction beginning by the end of 2024.

#### 5. SALINAS RAIL KICK START PROJECT UPDATE

The Committee received an update on the Salinas Rail Kick Start project.

Mike Zeller, Director of Programming and Project Delivery, reported on the Salinas parking area (Package 1) land transfer to the City of Salinas. He noted that staff will submit a request for approval of the land transfer to the California Transportation Commission (CTC) for consideration at their October meeting, once the transfer is approved by the City Salinas Council on August 9 and by the TAMC Board on August 24.

Mr. Zeller reported that negotiations for the acquisition of five parcels needed for the Salinas layover facility (Package 2) are ongoing. He noted that TAMC staff continues to oversee the right-of-way special counsel from Burke, Williams, & Sorensen to further negotiations and finalize the remaining acquisitions in Salinas. Mr. Zeller reported that TAMC staff and the team of Bender Rosenthal, and Nossaman are poised to negotiate for access rights with Union Pacific pending Union Pacific review of the design documents for the track extensions in Gilroy (Package 3).

Brad Tarp, member of public, asked for a timeline of when will they be compensated for their property. Mr. Zeller replied that he would contact the Regional Water Quality Control Board and would follow up with Mr. Tarp.

Christina Watson, Director of Planning, reported that the design team continues to hold project design meetings and anticipates having 100% plans available for stakeholder review in September.

Alissa Guther, Assistant Transportation Planner, reported that the Pajaro station Transit and Intercity Rail Capital Program (TIRCP) application was unsuccessful. She noted that TAMC staff is working to set up a debrief with the State Transportation Agency (CalSTA) to understand how this project can improve scoring in future grant opportunities.

The Committee discussed the possibility of inviting a representative of the Santa Cruz County Regional Transportation Commission (RTC) to the Committee or setting up quarterly meetings between RTC & TAMC Board members. Todd Muck, Executive Director, noted he would raise the question with RTC Executive Director Guy Preston.

#### 6. COAST CORRIDOR RAIL PROJECT UPDATE

The Committee received an update on the planned increase in passenger rail service along the coast corridor between San Francisco and Los Angeles.

Alissa Guther, Assistant Transportation Planner, reported that the Coast Rail Coordinating Council (CRCC) working group met on July 15. She noted that TAMC staff is working on setting up a field trip for the CRCC Policy Committee to visit the Sonoma Marin Area Rail Transit (SMART) corridor in October.

Committee Member Potter reported that a previous tour by CRCC when SMART was just opening was eye opening and productive, and that it is good timing to go back to learn about their planned expansions.

Mr. Potter noted that a meeting on July 20 with Representatives Panetta and Lofgren was a foundational and groundwork-setting meeting for future federal funds requests.

#### 7. ANNOUNCEMENTS AND/OR COMMENTS FROM COMMITTEE MEMBERS

Director of Planning Christina Watson announced the next meeting on September 12, 2022 due to the Labor Day Holiday.

#### 8. ADJOURN

Chair LeBarre adjourned the meeting at 3:35 p.m.



#### TRANSPORTATION AGENCY FOR MONTEREY COUNTY

#### Memorandum

**To:** Rail Policy Committee

From: Christina Watson, Director of Planning

Meeting Date: September 12, 2022

Subject: Santa Cruz County Rail Line Update

#### **RECOMMENDED ACTION:**

**RECEIVE** update from Santa Cruz County Regional Transportation Commission on their rail corridor studies.

#### **SUMMARY:**

Guy Preston, Executive Director of the Santa Cruz County Regional Transportation Commission, will present an update on the planning efforts related to the Santa Cruz Branch Line rail corridor.

#### **FINANCIAL IMPACT:**

TAMC has no financial obligations related to the Santa Cruz County rail studies, aside from staff time to participate in coordination meetings. TAMC and the Santa Cruz County Regional Transportation Commission have a joint interest in a rail station at Pajaro/Watsonville to provide alternative transportation to residents of southern Santa Cruz County and northern Monterey County.

#### **DISCUSSION:**

The 32-mile Santa Cruz Branch Rail Line is a continuous transportation corridor offering tremendous potential for new mobility options for residents and visitors alike. The rail line is designated as active and spans the county from Davenport to Watsonville, running parallel to the Highway 1 corridor and the coast, and connecting into state and other regional rail lines in Pajaro. This important transportation corridor is within one mile of more than 90 parks, 40 schools and over half of the county's population (per census blocks). Construction of the rail line from Santa Cruz to Watsonville was completed in 1876. In October 2012, the Santa Cruz County Regional Transportation Commission (RTC) took ownership of the line using voter-approved rail system expansion funding (California Proposition 116), bringing this transportation resource into public ownership to increase transportation options. More information on this rail corridor is available on the RTC website (web attachment 1).

In late 2019, the RTC, in partnership with Santa Cruz Metropolitan Transit District (METRO), initiated the Transit Corridor Alternatives Analysis and Rail Network Integration Study. One of the outcomes of the Unified Corridor Investment Study, completed in January 2019, was to reserve the Santa Cruz Branch Rail Line (SCBRL) for high-capacity public transit adjacent to a bicycle and pedestrian trail. The Transit Corridor Alternatives Analysis (TCAA) evaluated public transit investment options that provide an integrated transit network for Santa Cruz County utilizing all or part of the length of the rail right-of-way as a dedicated transit facility. A performance-based planning approach based on a triple bottom line sustainability framework was utilized to assess various public transit options for the rail right-of-way. Transit alternatives were compared to define a locally-preferred alternative that offers the greatest benefit to Santa Cruz County in terms of equity, environment, and economy. Proposed future intercounty and

interregional connections to Monterey, Gilroy, the San Francisco Bay Area and beyond were considered.

Guy Preston, Executive Director of the Santa Cruz County Regional Transportation Commission, will present an update on the project at this meeting.

#### **WEB ATTACHMENTS:**

1. Santa Cruz County Regional Transportation Commission rail website with links to studies



#### TRANSPORTATION AGENCY FOR MONTEREY COUNTY

#### Memorandum

**To:** Rail Policy Committee

**From:** Christina Watson, Director of Planning

Meeting Date: September 12, 2022

Subject: Salinas Rail: Caltrain Operations Discussions

#### **RECOMMENDED ACTION:**

**RECEIVE** update from Caltrain Director of Strategy and Policy on next steps in the operations discussions for the Salinas Rail extension project.

#### **SUMMARY:**

Caltrain Director of Strategy and Policy Sam Sargent will provide a verbal update on the Joint Powers Board (JPB) direction related to developing a Memorandum of Understanding for the extension of operations from Gilroy to Salinas.

#### **FINANCIAL IMPACT:**

The capital cost of the Monterey County Rail Extension project, Phase 1, Salinas Kick Start project (the Salinas station and improvements in Santa Clara County), is estimated at \$81 million. The Kick Start project is proceeding with secured state funding under the adopted state environmental clearance. Operating costs are under evaluation between Caltrain and Caltrans. Operations and maintenance costs are currently assumed to be covered by state and federal rail operations funds.

#### **DISCUSSION:**

The Monterey County Rail Extension Project will extend passenger rail service from Santa Clara County south to Salinas. TAMC is pursuing a phased implementation of the Project. Phase 1, known as the Kick Start Project, includes Salinas train station circulation improvements, a train layover facility in Salinas, and track improvements at the Gilroy station and between Salinas and Gilroy. The Kick Start Project has wrapped up construction of Package 1, improvements at the Salinas train station. The layover facility (Package 2) and track improvements (Package 3) are now in final design.

TAMC and Caltrain have been holding regular meetings to discuss the strategy for implementing operations on the corridor. Caltrain developed a feasibility study (attachment 1) that was finalized on April 27, 2020. In January 2021, Caltrans developed a scope of work for the Central Coast Service Deployment Playbook (attachment 2). Sam Sargent started at Caltrain in July 2022 as the Director of Strategy and Policy, and has been designated as the staff point person for pursuing the next steps in operations discussions. He will present a verbal update to the Committee, including a report on the presentation of the TAMC letter (attachment 3) to the JPB on September 1, 2022.

#### ATTACHMENTS:

- Caltrain feasibility report 2020-04-27
- Caltrans deployment playbook scope of work
- August 23, 2022 letter from TAMC to JPB



# Gilroy-Salinas Feasibility Study Final Report

April 27, 2020

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## Acknowledgments

#### **Board of Directors 2019**

Cheryl Brinkman Jeannie Bruins Cindy Chavez Ron Collins Devora Davis Gillian Gillett (Chair) Dave Pine Charles Stone Shamann Walton

#### **Executive Director**

Iim Hartnett

#### **Executive Team**

Michelle Bouchard, Chief Operating Officer, Rail April Chan, Chief Officer, Planning, Grants and Transportation Authority John Funghi, Chief Officer, Caltrain Modernization Program Derek Hansel, Chief Financial Officer Carter Mau, Deputy Executive Director Seamus Murphy, Chief Communications Officer David Olmeda, Chief Operating Officer, Bus

#### **JPB Staff Contributors**

Ben Burns, Deputy Director, Safety and Security
David Chow, Account Manager, Safety, Security,
And Risk Management
Carl Cubba, IT Director
Karambir Cheema, Deputy Director ITS
Henry Flores, Deputy Director, Rail Vehicle
Maintenance
Chris Harvey, Manager, Rail Operations
Melissa Jones, Principal Planner
Christiane Kwok, Manager, Fare Program
Operations
Lawrence Leung, Rail Contract Administrator
Joe Navarro, Deputy Chief, Rail Operations

Danny Nguyen, Senior Financial Analyst, Rail Contracts and Budgets
Sebastian Petty, Senior Policy Advisor
Melissa Reggiardo, Manager, Rail Planning
Rona Rios, Manager, Customer Service
Marshall Rush, Claims Administrator
Matt Scanlon, Deputy Director, Railroad Systems
Engineering
Robert Scarpino, Deputy Director, Railroad
Infrastructure Maintenance
Robert Tam, Manager, Technology Research and
Development
Bin Zhang, Manager, Engineering

#### **Legal Counsel**

Julie Sherman, Partner, Hanson Bridgett LLP Joan Cassman, Partner, Hanson Bridgett LLP Kurt Franklin, Partner, Hanson Bridgett LLP Shayna van Hoften, Partner, Hanson Bridgett LLP Michael Conneran, Partner, Hanson Bridgett LLP

#### **Insurance Advisors**

Sherry Hurte, Senior Vice President, USI Insurance Barbara Goodwin, Account Executive, USI Insurance

#### **Prepared By:**

Lindsey Kiner, Principal, LK Planning Shannon Gaffney, Northern California Operations Manager, HNTB Corporation

Caltrain 1250 San Carlos Avenue San Carlos, California 94070 www.caltrain.com This page intentionally left blank.

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## 1 Executive Summary

This report presents the findings from the Gilroy-Salinas Feasibility Study. It was produced by an integrated Project Team composed of Peninsula Corridor Joint Powers Board (JPB) staff and consultants. This is the first study the JPB has conducted exploring the possibility of a service extension to Salinas (referred to as the "Salinas Extension" for brevity throughout this report). It was conducted between May and November 2019.

The Transportation Agency for Monterey County (TAMC) is planning an extension of passenger rail service from San Jose to Salinas as part of the Monterey County Rail Extension Project. TAMC serves as Monterey County's regional transportation planning agency and is a state-designated agency responsible for planning and financial programming of transportation projects. TAMC is the state-designated rail authority for Monterey County and is provided with a number of powers related to the implementation of rail service and for connections to rail service in adjacent and neighboring counties and cities. In the *California State Rail Plan* (2018), the California Department of Transportation (Caltrans) identified the establishment of a regional rail network on the Central Coast with connections from Santa Cruz, Monterey, and Salinas to the state-wide network at Gilroy as a critical component for the future of the Central Coast Region. Both TAMC and Caltrans have requested JPB look into the feasibility of operating this service on behalf of TAMC.

The purpose of this Study is to evaluate the feasibility of using JPB trains to extend rail service to the existing Salinas Station in Monterey County. (TAMC has plans to construct a layover facility and a new platform at the Salinas Station). Specifically, this Study was focused on answering critical due diligence questions around operations, governance, and legal considerations.

This Executive Summary provides an overview of this report. It includes a summary of the Study's analysis approach and key findings from the internal due diligence effort. It also presents recommendations for the next steps for JPB as well as key considerations for TAMC to contemplate to move the service extension forward with JPB. The full report and appendices follow the Executive Summary.

## **Service Assumptions**

JPB provides inter- and intra-county commuter rail service (Caltrain) along the San Francisco Peninsula Corridor, including San Francisco, San Mateo, and Santa Clara counties. Caltrain serves 32 stations along the 77.2-mile route between San Francisco and Gilroy.

For the purposes of this initial analysis, the service assumptions regarding extended Caltrain service to Salinas, described below, formed the basis of all feasibility discussions.

• **The Near-Term Service Scenario** assumes that Caltrain would operate service to a future Salinas Station via the extension of the existing Caltrain Gilroy train schedule. This service would be

<sup>&</sup>lt;sup>1</sup> 2018 California State Rail Plan: Connecting California. Caltrans, 2018: http://libraryarchives.metro.net/DPGTL/harvested/2018-California-state-rail-plan.pdf

offered before the start of blended High-Speed (HSR) rail service on the corridor and after the electrification of the Caltrain mainline from the Tamien Station to San Francisco. Remaining locomotive haul push-pull diesel service is assumed to be the vehicle used for this service scenario. No weekend service is assumed.

• The Long-Term Service Scenario assumes service patterns would change after the introduction of HSR rail service and electrified service to the Gilroy Station. At this early stage of contemplation, the long-term assumption is that service would operate as a weekday shuttle between the Gilroy and Salinas stations. Passengers would then need to transfer at the Gilroy Station to a different train to "shuttle" them to the Salinas Station in the southbound direction. This change in service pattern will help support through HSR service, which would head east towards Merced/Madera after stopping at the Gilroy Station.<sup>2</sup> Northbound passengers would also need to transfer at the Gilroy Station to northbound destinations, terminating in San Francisco. Shuttle services would operate at shorter headways, especially during the peak period, to allow transfers between Salinas Station and the Gilroy Station. Diesel service is also assumed for this service scenario.

This report is focused on the near-term service scenario, as the long-term scenario is dependent on factors outside of JPB's purview. JPB encourages TAMC to coordinate with the California High-Speed Rail Authority and other involved agencies regarding long-term service scenario scheduling and operational options.

<sup>&</sup>lt;sup>2</sup> More information on the proposed statewide HSR alignment can be found at: https://www.hsr.ca.gov/high\_speed\_rail/project\_sections/

## 1.1 Framework for Analysis

This Study is predicated on and guided by four principles, presented in Figure 1 and discussed below.

Figure 1: Framework for Analysis

- 1. Service must be cost-neutral for JPB.
- 2. No changes to Caltrain mainline service.
- 3. TAMC, working with the State, will address all risks and liabilities of the new service.
- 4. No changes to the Joint Powers Agreement (JPA) governance structure.

#### 1. The service must be cost-neutral for JPB.

All capital and operating costs (both direct and indirect) associated with providing the Salinas Extension must be paid by TAMC in a fee for service arrangement between JPB and TAMC to achieve cost neutrality. This arrangement would be memorialized in a contract between JPB and TAMC, which is discussed in more detail later in this report.

#### 2. The service must cause no changes to the Caltrain mainline.

Every day, JPB is committed to providing reliable and safe Caltrain service along its mainline between San Francisco and Gilroy. Future service to Salinas must not result in any changes to the operation of Caltrain mainline service nor cause any negative impacts. Examples of negative impacts to mainline service are service delays, scheduling conflicts, strain on rolling stock deployment, and strain on staff capacity (both on-board and oversight).

#### 3. TAMC will work with the State to assume all risks and liabilities for the new service.

Liability and risk in the case of an accident or incident is a complexity that freight and passenger rail operators must deal with daily, especially when operating on shared-use corridors. Caltrain cannot assume any liability for the TAMC service. Any future service scenarios to Salinas would require TAMC, or its designee, to hold its own railroad liability insurance per the limits set by *The Fixing America's Surface* 

Transportation Act (FAST Act).<sup>3</sup> JPB legal counsel would work to negotiate terms and conditions that limit JPB's liability in any other necessary areas of exposure, such as 13(c) liability. 13(c) is a federal labor protection statute for transit employees administered by the Department of Labor (DOL). TAMC intends to partner with the State to address these issues.

# 4. Service and any associated contracts must not change the Joint Powers Agreement (JPA) governance structure.

Any future arrangement between JPB and TAMC must not result in any change to the JPA structure of governance as it currently stands now or in the future. Service would be provided in a fee for service arrangement where TAMC would be a project partner rather than a JPA member.

## 1.2 Key Takeaways

This section summarizes key takeaways from the Study, including key highlights from internal interviews, specialized analysis efforts around design and operations, as well as next steps and recommendations for moving forward.

#### Internal Interviews

To better understand the possible feasibility and implications of a Salinas Extension, the Project Team conducted interviews with JPB staff across a variety of departments, as well as JPB's legal counsel team and insurance advisors. These interviews were the foundation of the due diligence process, as JPB staff are experts on how the Caltrain system and services offered to customers work today and how a new service can potentially work in the future. Table 1 presents key takeaways from the internal interviews conducted with JPB staff, organized by issue area.

<sup>&</sup>lt;sup>3</sup> Federal Register, Vol. 18, No. 6, January 11, 2016, "Adjustment to Rail Passenger Transportation Liability Cap," Office of the Secretary of Transportation, Department of Transportation. <a href="https://www.govinfo.gov/content/pkg/FR-2016-01-11/pdf/2016-00301.pdf">https://www.govinfo.gov/content/pkg/FR-2016-01-11/pdf/2016-00301.pdf</a>

Table 1: Key Takeaways from Internal Interviews

Cate	gory 1: Legal, Contractual, and Governance
1A	Agreements
	A fee for service arrangement must be the contractual arrangement between JPB and TAMC for the Salinas Extension.
	Roles and expectations should be clearly defined in the contractual agreement between JPB and TAMC, including clearly defining financial responsibility and reimbursement.
	The operation of the Salinas Extension would necessitate a contract amendment between JPB and TASI to account for an expanded scope of services.
1B	Labor Protections / 13(c)
	Legal counsel recommends full 13(c) indemnification of JPB by TAMC.
1C	Insurance and Liability
	JPB currently holds railroad liability insurance for mainline service between San Francisco and Gilroy.
	JPB would require that TAMC, in collaboration with Caltrans/CalSTA, purchase its own railroad insurance (at least \$295M) to comply with the <i>National Passenger Railroad Liability Act</i> .
1D	Positive Train Control
	JPB assumes UPRR would be responsible for PTC installation on the stretch of right-of-way between Gilroy and Salinas, as they are the owners. TAMC would need to confirm this.
	JPB would need to work with UPRR on PTC system interoperability testing between Control Point Lick in San Jose and the Gilroy Station.
Cate	gory 2: Operational and Maintenance Considerations
2A	Crew Training, Mobilization, and Schedule
	The following training would be needed for crews before the start of revenue service to Salinas: efficiency testing, 240 engineer licenses, and territory qualifications.
	The FRA regulates several aspects of crew labor, including hours of service and periods of rest between shifts, which limits crew scheduling and hours of service options for any new services. These regulations also affect schedules and crew base locations.
	A Salinas-based crew and crew base are recommended.
2B	Rolling Stock, Storage, and Maintenance
	Caltrain has the diesel rolling stock needed to provide service to the Salinas Station.
	To be confirmed by detailed analysis, it is thought that in the short-term, the railyard and rolling stock needed to serve Salinas can be shared with Gilroy at the Gilroy Station. Additionally, in the short-term fueling of vehicles may be done at the Gilroy Station, and in the long-term at Salinas.
2C	Union Pacific Railroad Coordination
	As owners of the track between Gilroy and Salinas, UPRR is responsible for the track repair and maintenance of way, signaling, dispatch, and grade crossings.
	TAMC will need to negotiate a trackage rights agreement with UPRR.
	JPB would request an advisory role in the negotiation process between TAMC and UPRR.
2D	Fare Collection, Management, Enforcement, and Title VI
	JPB staff suggests a more detailed study in the next phase, with TAMC's involvement, to determine fares and fare collection.
	Fare or fares set for the extension must align with the Caltrain Fare Policy.
	TAMC, in collaboration with Caltrans/CalSTA, would be responsible for Title VI compliance for the new service, including an equity analysis for new service, an equity analysis for the Salinas Station, and providing a cash-fare payment option. JPB may support TAMC in this process.

Cate	Category 1: Legal, Contractual, and Governance							
	An amendment to the Codified Tariff may be needed, as the extension would represent a new service area. A public hearing would be required.							
	Caltrain TVMs can be programmed to collect fares, but this would require significant coordination between JPB staff and TAMC on infrastructure, IT, financial, security logistics, and operating costs.							
2E	Safety and Security							
	UPRR and/or TAMC would be responsible for all right-of-way and station-based safety and security issues for the Salinas Extension.							
	JPB recommends TAMC or its designee hire a security vendor and contract with local law enforcement to provide security and patrol services at the Salinas Station.							
2F	Customer Service							
	The majority of Salinas-specific customer service (CS) needs can be handled from JPB Headquarters by CS staff							
	No new Caltrain lost and found center is recommended for Salinas due to the high overhead cost.							

Source: LK Planning, HNTB, JPB, 2019.

## 1.3 Specialized Analyses

In addition to conducting internal interviews, the Project Team worked with JPB staff on two specialized analysis efforts:

- 1) Crews and Scheduling Operational Analysis; and
- 2) The Station Design Review.

The Operations Analysis was a high-level review to determine the feasibility of serving the future Salinas Station from a crew and scheduling perspective. In addition, the analysis helped identify key cost drivers. From a crew and scheduling perspective, the Salinas Station can be served as an extension of the existing Caltrain Gilroy train schedule. Further, more detailed analysis and coordination in the future will be necessary, as service patterns and schedules will change with the electrification of the Caltrain corridor in 2022 (expected).

For the Station Design Review effort, JPB staff reviewed the packages of drawings (at the 75 percent design level) provided by TAMC. JPB staff compared all drawing sets related to station design against Caltrain's 2019 Engineering Standards and Track Charts. The Station Design Review is documented in a separate memorandum. It includes comments on the design packages for TAMC's consideration as they move into the final design phase and recommendations on ADA-required amenities for the planned Salinas Station.

## 1.4 Recommendations and Next Steps

Through the due diligence process, the Project Team did not find any significant operational, legal, or design roadblocks that would deem the project infeasible from the JPB's perspective (assuming that those conditions identified in Table 1 above and Table 2 below are achieved). The Project Team has concluded that an extension to Salinas is feasible for JPB within specific parameters and conditions of operation. Although the Salinas Extension is considered feasible at this initial phase of study, it would mark the first

time that JPB has entered into a fee for service arrangement for an extended period with another agency. JPB staff must work closely with legal counsel to minimize any potential risk exposure contractually as there are risks and unknowns inherent in any new service arrangement.

In terms of next steps, TAMC should formally request that Caltrain further evaluate this service extension, and JPB staff should formally update the JPB on TAMC's request. Next, TAMC would need to agree to the four foundational elements in a memorandum of understanding (MOU) with JPB in order for the project to progress to further phases of study:

- 1. Service must be cost-neutral for JPB;
- 2. No changes to the Caltrain mainline (San Francisco to Gilroy);
- 3. TAMC, working with the state, must address all risks and liabilities of the new service; and
- 4. No changes to the JPA governance structure.

#### TAMC and JPB Coordination

Following this initial MOU, JPB and TAMC staff would need to begin actively engaging in discussions about the parameters and conditions of service. Table 2 includes a preliminary list of conditions to be met in order for JPB to operate the new service on behalf of TAMC. The purpose of this list is to help jump-start more focused discussions between TAMC and JPB staff if the project moves forward. This list also serves as a starting point for subsequent MOUs between the two agencies.

This list was developed by the Project Team in collaboration with legal counsel during the due diligence process, with a focus on identifying areas of potential risk or challenge for the Salinas Extension. It is important to note that this list is not meant to be fully comprehensive nor representative of the full universe of possible conditions ultimately to be agreed upon by the two agencies. The Project Team expects that further discussions between legal counsel, TAMC staff, and JPB staff in the next phase(s) of study will reveal new, detailed factors for the two agencies to resolve.

Table 2: Preliminary Conditions for JPB Operation of the Salinas Extension

#	Conditions
1	TAMC must reimburse JPB for all capital, operating, and overhead costs. <sup>1</sup>
2	TAMC to secure or demonstrate a viable funding plan for capital and operating funding for the first five years of service, including capital costs for the Salinas Station.
3	TAMC or its designee must hold railroad liability insurance.
4	TAMC must contractually indemnify JPB for any 13(c) liability, should a claim arise.
5	Provision of service must be established in a contract between JPB and TAMC reviewed and approved by the JPB (fee for service arrangement).
6	TAMC service cannot begin until Caltrain is full electrified and stabilized. This service is estimated to be operational in 2022.
7	TAMC to negotiate and enter into the necessary agreements with UPRR. JPB staff would be advisers/monitor the process. This process includes trackage rights and positive train control obligations.
8	TAMC to agree that service to Salinas would be provided via the extension of the Caltrain Gilroy schedule.
9	TAMC and Caltrain to conduct a joint fare study that follows and is reflective of Caltrain's Adopted Fare Policy.

Source: LK Planning, HNTB, JPB, 2019

Notes: 1. JPB considers overhead costs separate from capital and operations and maintenance costs. JPB staff would manage, coordinate, and invoice TAMC for overhead services in a yet-to-determined set of billing processes.

#### Internal and External Coordination

Continued coordination with various JPB departments will also be needed moving forward, including the Executive Team, Planning, Rail Operations, Communications, and Finance. The Chief Operating Officer of Rail will work with JPB staff and the Communications Department to keep external partners, such as California State Transportation Agency (CalSTA/Caltrans), the Metropolitan Transportation Commission (MTC), and JPB's member agencies, updated on the status of the project.

## Post-Implementation

If the project is ultimately implemented, the Project Team recommends JPB staff conduct a thorough evaluation of service performance after the first year of revenue service.

## 2 Introduction

## 2.1 Study Purpose

The Transportation Agency for Monterey County (TAMC) is planning an extension of passenger rail service from San Jose to Salinas as part of the Monterey County Rail Extension Project. In the *California State Rail Plan* (2018), Caltrans identified Salinas extension in the near-term scenario.<sup>4</sup> Both TAMC and Caltrans requested Caltrain to look into the feasibility of providing this service on behalf of TAMC. It should be acknowledged that Caltrain could not assume the service until Caltrain is in electrified service.

The purpose of the Gilroy-Salinas Feasibility Study is to evaluate the feasibility of using Caltrain trains and crews to extend rail service to the Salinas Station in Monterey County. The feasibility effort was internally focused within Caltrain to answer due diligence questions around operations, governance, and legal considerations. This report summarizes the results of the Feasibility Study, which kicked off in May of 2019 and concluded in November of 2019.

This report is organized as follows:

- **Executive Summary:** The Executive Summary provides a summary of the approach, key findings, and next steps identified as part of this Study.
- Analysis Approach: The Analysis Approach section presents the framework that guided Caltrain's due diligence and research efforts.
- Key Findings: Key findings from the internal interviews, operations analysis, and design review are
  presented in this section. It includes high-level cost drivers and considerations for the Peninsula
  Corridor Joint Powers Board (JPB) and TAMC to consider moving forward.
- Recommendations and Next Steps: This section presents JPB's requirements for operating the
  extension on behalf of TAMC, along with proposed next steps for advancing the potential extension
  into further phases of study and initiating inter-agency coordination.

<sup>&</sup>lt;sup>4</sup> 2018 California State Rail Plan: Connecting California. Caltrans, 2018: http://libraryarchives.metro.net/DPGTL/harvested/2018-California-state-rail-plan.pdf



## 2.2 Study Background

#### Origins

The origin of this Feasibility Study is a Transit and Intercity Rail Capital Program (TIRCP) grant awarded to Caltrain. The TIRCP program provides grants from the State's Greenhouse Gas Fund to support transformative improvements that will modernize California's transit systems, to significantly reduce emissions of greenhouse gases, vehicle miles traveled, and congestion. In 2018, Caltrain was awarded TIRCP funding to purchase vehicles for the Peninsula Corridor Electrification Program (PCEP), expanding the electric multiple units (EMU) fleet from 16 six-car trainsets to 19 seven-car trainsets. The grant also helped fund other improvements related to future electrified service, including platform lengthening to accommodate longer train sets, wayside bicycle facilities, and on-board Wi-Fi service.<sup>5</sup> As a condition of the grant, Caltrans requested JPB staff undertake this first phase of study to explore the feasibility of an extension from Gilroy to Salinas;

#### **About Caltrain**

Caltrain provides inter- and intra-county commuter rail service along the San Francisco Peninsula Corridor, including San Francisco, San Mateo, and Santa Clara counties. Caltrain serves 32 stations along the 77.2-mile route between San Francisco and Gilroy. Caltrain operates on a total of 77.2 miles of track serving 32 stations from San Francisco to Gilroy (Figure 2). Caltrain owns 51.4 miles of this track, from the San Francisco Station to Control Point Lick south of the Tamien Station. Caltrain currently operates on Union Pacific Railroad (UPRR) right-of-way from Control Point Lick to the Gilroy Station. Caltrain service terminates at the Gilroy Station in Santa Clara County. The extension of Caltrain passenger rail service from Gilroy to Salinas is a reasonable possibility given that Caltrain is familiar with operating in UPRR territory in this area.

<sup>&</sup>lt;sup>5</sup> New Funding Allows Caltrain to Purchase Additional Electric Cars. JPB, December 6, 2018: <a href="http://www.caltrain.com/about/MediaRelations/news/New Funding Allows Caltrain to Purchase Additional Electric Cars.html">http://www.caltrain.com/about/MediaRelations/news/New Funding Allows Caltrain to Purchase Additional Electric Cars.html</a>

The Peninsula Corridor Joint Powers Board (JPB) is a joint powers authority created by a Joint Powers Agreement (JPA). The three-member agencies of the JPB are: The City and County of San Francisco, the San Mateo County Transit District, and the Santa Clara Valley Transportation Authority (VTA). The JPB has full responsibility for Caltrain passenger rail service. The JPB's Board of Directors includes representatives from San Francisco, San Mateo, and Santa Clara Counties. The JPA creating the JPB designates the San Mateo County Transit District as the Managing Agency of the JPB.<sup>6</sup> For more detailed information on the history, structure, and performance of Caltrain, please reference the *FY2018-2027 Caltrain Short Range Transit Plan* (2019).<sup>7</sup> For more information on Caltrain's long-term service vision for 2040 and beyond years, please reference the Caltrain Business Plan (in-progress).<sup>8</sup>

#### About TransitAmerica Services (TASI)

The Rail Division at JPB is responsible for the day-to-day operation of Caltrain and provides direct oversight of the rail contract operator, TransitAmerica Services, Inc. (TASI). TASI began running Caltrain operations in 2012, and the term of their current contract with JPB extends through June 30, 2022. TASI employees include both union and non-union staff. Currently, 11 labor unions represent workers associated with the maintenance and operations of the rail service. These unions hold agreements with TASI. The TASI contract provides for railroad management, dispatch, safety, operations, track maintenance, signals, systems, and vehicles.

<sup>&</sup>lt;sup>6</sup> San Mateo County District (the District) staff provide administrative management for the Caltrain system, with departments providing staff support in engineering, finance, capital project development, project monitoring, planning, marketing, customer service, public and media relations, fare and schedule setting, human resources, contracts and procurement, performance monitoring, budget and grant administration, and public outreach. Some staff are dedicated to Caltrain only. Several District employees perform part of their work for Caltrain from District bus storage and maintenance bases or the Central Equipment and Maintenance Facility (CEMOF) in San Jose.

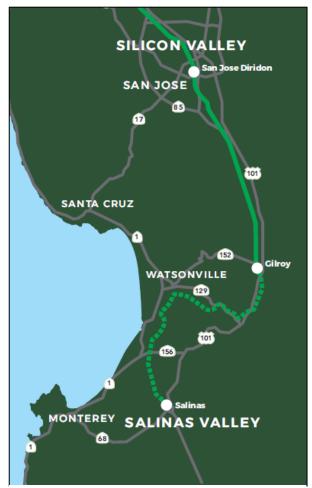
<sup>&</sup>lt;sup>7</sup> FY2018-2027 Caltrain Short Range Transit Plan. Peninsula Corridor Joint Powers Board, 2019: <a href="http://www.caltrain.com/projectsplans/Plans/Short Range Transit Plan.html?">http://www.caltrain.com/projectsplans/Plans/Short Range Transit Plan.html?</a>

<sup>&</sup>lt;sup>8</sup> The Caltrain Business Plan Project Website can be viewed at: <a href="https://caltrain2040.org/">https://caltrain2040.org/</a>

#### **About TAMC**

TAMC serves as Monterey County's regional transportation planning agency and is a statedesignated agency responsible for planning and financial programming of transportation projects. TAMC is the state-designated rail authority for Monterey County and is provided with a number of powers related to the implementation of rail service and for connections to rail service in adjacent and neighboring counties and cities. The proposed passenger rail extension to the train station in Salinas is part of TAMC's larger Monterey County Rail Extension Project, which also envisions future phases that would include: a new station in Pajaro/Watsonville (connection to the Santa Cruz Branch Line), and a new station in Castroville (connection to the Monterey Branch Line). TAMC is proceeding with a "Kick Start" project utilizing available State funds that would accommodate initial service and track improvements at Gilroy and Salinas (Figure 3). TAMC's "Kick Start" project assumes that two of the trains now laying over in Gilroy would instead lay over in Salinas, departing Salinas early in the morning and returning late in the evening. The goal of the project is to extend the existing schedule of Gilroy trains departing northward and returning southward during peak hours Figure 4 shows the Proposed Monterey County Extension Project within the broader context of the San Francisco

Figure 3: Kick-Start Phase to Salinas



Source: TAMC, 2019.

Bay Area regional rail network. As noted earlier, UPRR owns the right-of-way (ROW) between the Gilroy Station and the planned Salinas Station. There is currently freight activity along the ROW as well as one round trip of passenger rail, the Amtrak Coast Starlight route. As owners of the ROW, UPRR is responsible for dispatch and maintenance of way activities. Passenger rail providers who intend to operate trains along this ROW must enter into a negotiation process with UPRR to develop a trackage rights agreement. For example, JPB holds a trackage rights agreement with UPRR for the ROW south of Control Point Lick to the current terminus of Caltrain service at the Gilroy Station.



Figure 4: Regional Rail Network with Proposed Monterey Extension

Source: TAMC, 2019.

## 3 Analysis Approach

## 3.1 Framework for Analysis

This Study was predicated on and guided by the four principles presented and discussed below.

#### 1. Service must be cost-neutral to JPB.

Any future service scenarios to Salinas with JPB serving as the operator must be cost-neutral to JPB. As noted above, the JPB's Board of Directors includes representatives of San Francisco, San Mateo, and Santa Clara counties. The JPB's member agencies each contribute funds to support Caltrain's operating and capital expenditures. It would be unfair to these members to expect them to fund services beyond the existing service boundaries. Additionally, the JPB lacks a dedicated source of funding and has ongoing funding challenges. The service extension cannot place any additional strain on the JPB's budgets.

TAMC would be financially responsible for all capital and operating costs (direct and indirect) associated with the new service in a fee for service arrangement with JPB. This arrangement would be memorialized in a contract between JPB and TAMC. Any capital costs wholly associated with TAMC, such as designing, building, and maintaining the new Salinas layover facility, are fully the responsibility of TAMC. The Financial Department at JPB would be responsible for segregating the costs associated with the extension of service and creating a streamlined billing system for invoicing these costs directly to TAMC.

#### 2. Service must cause no changes to the Caltrain mainline (San Francisco to Gilroy).

The Caltrain mainline is composed of 32 stations along the 77.2-mile route between San Francisco and Gilroy. Every day, Caltrain is committed to providing reliable and safe service along this mainline. Future service to Salinas must not cause negative impacts to the daily provision of mainline service, such as service delays, financial strain, schedule conflicts, strain on rolling stock deployment, and strain on staff capacity (both on-board and oversight).

#### 3. TAMC, or its designee, must assume all risks and liabilities for the new service.

Liability and risk in the case of an accident is a complexity that freight and passenger rail operators must deal with, especially when operating on shared-use corridors. The Amtrak Reform and Accountability Act of 1997 set a \$200 million aggregate allowable limit on all claim awards for rail passengers against defendants. This limit was raised to \$295 million in *The Fixing America's Surface Transportation Act* (FAST Act). Any future service scenarios to Salinas would require TAMC, or its designee, to hold its own railroad liability insurance. JPB legal counsel would work to negotiate terms and conditions that limit JPB's liability and risk in any other necessary areas of exposure, such as 13(c) liability. 13(c) is a labor protection statute for transit employees governed by the U.S. Department of Labor (DOL).

<sup>&</sup>lt;sup>9</sup> Report to Congress: Shared-Use of Railroad Rights-of-Way. Federal Railroad Administration, July 2019. https://www.fra.dot.gov/eLib/details/L20458

<sup>10</sup> Federal Register, Vol. 18, No. 6, January 11, 2016, "Adjustment to Rail Passenger Transportation Liability Cap," Office of the Secretary of Transportation, Department of Transportation. <a href="https://www.govinfo.gov/content/pkg/FR-2016-01-11/pdf/2016-00301.pdf">https://www.govinfo.gov/content/pkg/FR-2016-01-11/pdf/2016-00301.pdf</a>

# 4. Service and any associated contracts must not change the Joint Powers Agreement (JPA) governance structure.

In 1987, representatives of the City and County of San Francisco, the San Mateo County Transit District, and the Santa Clara County Transit District (now the Santa Clara Valley Transportation Authority, VTA), began the effort to create the JPB to transfer administrative responsibility for Caltrain from the State to the local level. In July 1991, a JPA, signed by the three agencies, stipulated the JPB membership and powers, specified financial commitments for each member agency, delegated the District as the managing agency, and detailed other administrative procedures. Any future arrangement with TAMC will not result in a change to the JPA structure of governance. Service would be provided in a fee for service arrangement where TAMC would be a project partner rather than a new member of the JPA.

## 3.2 Service Assumptions

For the purposes of this initial analysis, the following service assumptions formed the basis of all feasibility discussions:

- The Near-Term Service Scenario assumes that Caltrain would operate service to Salinas via the
  extension of an existing Caltrain Gilroy train schedule. This service would be offered before the
  start of blended High-Speed (HSR) rail service on the corridor and after the electrification of the
  Caltrain mainline from the Tamien Station to Gilroy Station. Remaining locomotive haul pushpull diesel service is assumed to be the vehicle used for this service scenario. No weekend service
  is assumed.
- The Long-Term Service Scenario assumes service patterns would change after the introduction of HSR rail service and electrification to the Gilroy Station. At this early stage of contemplation, the long-term assumption is that service would operate as a weekday shuttle between the Gilroy and Salinas stations. Passengers would then need to transfer at the Gilroy Station to a different train to "shuttle" them to the Salinas Station in the southbound direction. This change in service pattern will help support through HSR service, which would head east towards Merced/Madera after stopping at the Gilroy Station. Northbound passengers would also need to transfer at the Gilroy Station to northbound destinations, terminating in San Francisco. Shuttle services would operate at shorter headways, especially during the peak period, to allow transfers between Salinas Station and the Gilroy Station. Diesel service is also assumed for this service scenario.

This report is focused on the near-term service scenario, as the long-term scenario is dependent on factors outside of JPB's purview. JPB encourages TAMC to coordinate with the California High-Speed Rail Authority and other involved agencies regarding long-term service scenario scheduling and operational options.

<sup>&</sup>lt;sup>11</sup> More information on the proposed statewide HSR alignment can be found at: <a href="https://www.hsr.ca.gov/high-speed-rail/project-sections/">https://www.hsr.ca.gov/high-speed-rail/project-sections/</a>

## 3.3 External Engagement

TAMC staff provided JPB staff with background project documents as well as the latest station design packages for review. They also made themselves available to answer any questions for JPB staff during the Study. However, engagement between JPB and TAMC staff during this Study was limited, as this phase of the process was mostly internally focused on conducting due diligence with JPB staff and legal counsel. Additionally, JPB staff informed representatives from the California State Transportation Agency (CalSTA) on the progress of the study throughout the process. JPB staff did not directly engage with UPRR during this Study.

## 3.4 Internal Interviews

The Project Team conducted interviews with JPB staff across a variety of departments to explore the feasibility and understand the implications of a potential Salinas Extension. These interviews were the foundation of the due diligence process, as JPB staff are experts on how the system and services offered to customers work today and how it could work in the future. The Project Team explored the following issue areas through the interviews:

- Customer Service
- Fare Policy, Management, and Enforcement
- Insurance and Liability
- Legal Considerations
- Labor and Mobilization
- Planning, Policy, and Governance
- Positive Train Control Compliance
- Rail Operations and Fleet Maintenance/Rolling Stock
- Operations Compliance Federal Railroad Administration (FRA) and the California Public Utilities Commission (CPUC)
- Safety and Security
- Station Design
- UPRR Considerations

Representatives from various JPB departments contributed to these interviews, including:

- Engineering and Maintenance
- Insurance and Claims (including representatives from USI, JPB's insurance brokerage)
- Legal Counsel (Hansen Bridgett LLP)
- Marketing and Customer Service
- Planning
- Rail Operations
- Safety and Security
- Information Technology (IT)

Overall, the due diligence process was iterative. An initial set of feasibility questions within each of the 12 issues areas guided the internal interviews. At each initial meeting, the Project Team provided JPB staff with

background on the project and discussed the four principles that guiding the Study (see Section 3.1). The Project Team would then workshop the initial set of questions relevant to that department, working to formulate answers collaboratively as well as uncover any new questions or issues to be explored at subsequent meetings. If necessary, follow up meetings were scheduled with additional department representatives to continue answering questions or explore a specific issue in greater detail.

## 3.5 Specialized Analyses

The following sections delve into the approach for the more specialized feasibility analyses that took place as part of this Study, including:

- Crews and Scheduling Operational Analysis
- Station Design Review

#### **Operations Analysis**

A high-level analysis was conducted to determine the feasibility of serving the Salinas Station from a crews and scheduling perspective. In addition, the analysis helped identify key cost drivers. One of the key drivers of the analysis stems from FRA regulations. The FRA regulates several aspects of crew labor, including hours of service and periods of rest between shifts.<sup>12</sup> Crews can work a maximum of 12 hours, followed by a mandatory 10 hours off duty. The regulations include more complexities, but these two aspects are most critical for this analysis, in addition to crew base requirements.

#### **Station Design Review**

TAMC provided JPB staff with three packages of drawings for review (75% design-level). JPB staff reviewed two of the three packages, comparing all drawing sets related to station design against Caltrain's 2019 Engineering Standards and Track Charts.

Below is a quick summary of the contents of each package provided, and Caltrain's areas of focus for the review (if applicable):

- Package 1 consists exclusively of amenities, roadway, parking, and highway improvements beyond
  the railroad right-of-way. JPB staff did not review Package 1, as it is not related to the right-of-way
  or station designs.
- Package 2 depicts designs for the planned Salinas layover facility, platform and station tracks, and was reviewed in full by JPB staff.
- Package 3 depicts improvements to Caltrain's Gilroy, Morgan Hill, and Tamien Stations. JPB staff
  reviewed Package 3 only for the drawings related to Gilroy Station improvements. The Morgan Hill
  and Tamien improvements were designed with Capitol Corridor as the proposed operator, and
  those changes would not be required for an extension of existing Caltrain service from Gilroy to
  Salinas.

<sup>&</sup>lt;sup>12</sup> Title 49 49 Code of Federal Regulations § 228.405 - Limitations on duty hours of train employees engaged in commuter or intercity rail passenger transportation: <a href="https://www.law.cornell.edu/cfr/text/49/228.405">https://www.law.cornell.edu/cfr/text/49/228.405</a>

This station design review memo is organized into two parts. First, JPB staff provided detailed comments on the design package, noting items that would need to be changed or clarified to be consistent with Caltrain Engineering Standards. Next, staff crafted a list of station amenities, with minimum American with Disabilities Act (ADA) requirements specifically identified. JPB staff requests TAMC consider these comments before moving into the final design phase.

# 4 Key Findings

This section presents the key findings from the Study, organized into three main parts: 1) key takeaways from the internal interviews; 2) results from the operations analysis; and 3) highlights from the Station Design Review. These findings informed the overall feasibility assessment of the proposed service extension to Salinas.

# 4.1 Key Takeaways from the Internal Interviews

This section presents key takeaways from the internal interviews conducted with JPB staff and legal counsel, organized by issue area.

# Category 1: Legal, Contractual, and Governance

## 1A: Agreements

- A fee for service arrangement must be the contractual arrangement between JPB and TAMC for a Salinas Extension.
- Roles and expectations should be clearly defined in the contractual agreement between JPB and TAMC, including clearly defining financial responsibility for the extension and the process for TAMC to reimburse Caltrain for costs associated with operating the service, any start-up costs, and all JPB staff and consultant costs.
- Also, the operation of the Salinas Extension would necessitate a contract amendment between JPB and TASI, setting forth a scope of services to provide the new service to Salinas, along with any required changes to contract terms.
- There will be no amendments to the Joint Powers Agreement.

## 1B: Labor Protections / 13(c)

- Legal counsel recommends full 13(c) indemnification of JPB by TAMC pursuant to the terms of the contract between JPB and TAMC.
- If TAMC partially funds the extension with federal transit dollars, they should be aware of any possible 13(c) implications of such grant monies. JPB staff strongly encourages TAMC to seek legal counsel on 13(c) issues related to the Salinas Extension.<sup>13</sup> Currently the project is 100% funded by the State.

# 1C: Insurance and Liability

• JPB currently holds railroad liability insurance for mainline service between San Francisco and Gilroy.

<sup>&</sup>lt;sup>13</sup> 13(c) is a federal labor protection statute for transit employees administered by the Department of Labor (DOL). Section 13(c) requires, as a precondition to any FTA grants, that the DOL certify that "fair and equitable" labor agreements are made to protect transit employees. This protective agreement is commonly referred to as a 13(c) Agreement.

• JPB would require that TAMC, in collaboration with Caltrans/CalSTA, purchase its own railroad insurance (at least \$295M to meet the National Passenger Railroad Liability Act). JPB would work with TAMC to discuss the potential need for TAMC to hold other types of insurance, such as property insurance (for the new Salinas layover facility) and environmental insurance. JPB would require that the JPB, its member agencies, TASI, and UPRR be additionally insured on all TAMC insurance policies.

#### 1D: Positive Train Control

- Positive Train Control (PTC) is an advanced command, control, communications, and information system designed to prevent train accidents by controlling train movements. PTC systems improve railroad safety by significantly reducing the probability of collisions between trains, reducing casualties to roadway workers and damage to their equipment, and speeding accidents.<sup>14</sup>
- As mandated by the *Rail Safety Improvement Act of 2008*, all U.S. operators must have a certified PTC system by December 2020.<sup>15</sup> PTC would be required on the right-of-way between Gilroy and Salinas. JPB assumes that UPRR would be responsible for PTC installation on this stretch of right-of-way, as they are the owners. TAMC would be required to confirm PTC compliance with UPRR.
- The Caltrain mainline between San Francisco and San Jose Tamien will be PTC-compliant by 2020.
- Overall, there are three equipment components to PTC: 1) on-board, 2) back-office/dispatch, and
   3) wayside. Wayside equipment includes radios and wayside indication units (WIUs) for communication. All Caltrain diesel-multiple units have PTC-equipment equipment installed onboard. Any back-office/dispatch and wayside equipment for the service extension must be compliant with Caltrain's on-board equipment.
- JPB would need to work with UPRR on PTC system interoperability testing between Control Point
  Lick and the Gilroy Station to ensure compatibility. A process to do this is already in place, as JPB
  staff has been coordinating on a similar effort with UPRR between Control Point Lick and the Gilroy
  Station on UPRR-owned right-of-way.

# **Category 2: Operational and Maintenance Considerations**

## 2A: Crew Training, Mobilization, and Schedule

- Through the Code of Federal Regulations (CFR), FRA regulates railroads, including several aspects of crew labor, like hours of service and periods of rest between shifts. 16 Crews can work a maximum of 12 hours, followed by a mandatory 10 hours off duty. Among other requirements, these regulations have implications for how TASI crews are staffed and scheduled by JPB staff.
- Labor capacity to serve Salinas is entirely dependent on crew scheduling and hours of service for the extension.
- TAMC should establish a Salinas Crew Base, which would entail a new physical building with specific amenities for crews.

<sup>&</sup>lt;sup>14</sup> Positive Train Control Legislation and Regulations, Current Initiatives, FRA: https://www.fra.dot.gov/Page/P0564

 $<sup>^{15}</sup>$  Title 49 Code of Federal Regulations, § 236.I – Positive Train Control Systems:  $\underline{\text{https://www.ecfr.gov/cgi-bin/text-idx?c=ecfr\&sid=e6d522db02b2b7be91220df2f0f09de7\&rgn=div5\&view=text\&node=49:4.1.1.1.30\&idno=49#49:4.1.1.1.30.9}$ 

<sup>&</sup>lt;sup>16</sup> Title 49 49 Code of Federal Regulations § 228.405 - Limitations on duty hours of train employees engaged in commuter or intercity rail passenger transportation: <a href="https://www.law.cornell.edu/cfr/text/49/228.405">https://www.law.cornell.edu/cfr/text/49/228.405</a>

• The following training would be needed for crews before the start of revenue service to Salinas: efficiency testing, 240 licenses for locomotive engineers, and territory qualifications. The Efficiency training is compliance testing over the entire ROW between Gilroy and Salinas. All crew members' 240 locomotive engineer licenses need to be kept up-to-date and new licenses would need to be approved for any new hires. Territory qualification entails an engineer to operate a train along the new route for familiarization and, ultimately, qualification to operate on the right-of-way between Gilroy and Salinas.

## 2B: Rolling Stock, Storage, and Maintenance

- JPB has the diesel rolling stock needed to provide service to the Salinas Station. Trains would be overhauled as needed to extend their lifespans. More detail on the existing rolling stock can be found in the FY2018-2027 Caltrain Short-Range Transit Plan.<sup>18</sup>
- If trains are dedicated only to the Salinas Extension, a total of three consists is recommended, including one spare. This equates to 15 passenger cars (to form 6-car consists), three locomotives, and three cab cars. A railyard at the Salinas Station would be used for overnight storage.
- An overnight maintenance crew would be needed for everyday maintenance and cleaning of equipment at the Salinas Station.
- Equipment would need to travel up to Caltrain's Central Equipment and Maintenance Facility (CEMOF) in San Jose every few weeks for regularly scheduled repairs.
- A separate fueling truck would need to service vehicles at the Salinas Station.
- To be confirmed by detailed analysis, it is thought that in the short-term, the railyard and rolling stock needed to serve Salinas can be shared with Gilroy at the Gilroy Station. Additionally, in the short-term fueling of vehicles may be done at the Gilroy Station, and in the long-term at Salinas.

## 2C: Union Pacific Railroad Coordination

- UPRR owns the track between Gilroy and Salinas. As owners, UPRR is responsible for the: track
  repair and maintenance of way, signaling, dispatch, and grade crossings. UPRR is responsible for
  installing PTC on its right-of-way. Grade crossings are regulated by the FRA and, in California, by
  the CPUC.
- Passenger rail operators that run trains along this right-of-way need to enter into a trackage rights agreement with UPRR. For example, JPB holds a trackage rights agreement with UPRR between Control Point Lick and the Gilroy Station. In the case of the Salinas Extension, TAMC would need to enter into a trackage rights agreement with UPRR. TAMC should take the lead on negotiating and executing such an agreement, which would likely require regulatory approval from the federal Surface Transportation Board.

<sup>&</sup>lt;sup>17</sup> "240 Licenses" refers to a federally-mandated locomotive engineer licensing and certification program pursuant to the Rail Safety Improvement Act of 1988 (Public Law No. 100-342, § 4, 102 Stat. 624, 625-27) More information is available in the Federal Register: <a href="https://www.federalregister.gov/documents/2008/12/31/E8-31062/qualification-and-certification-of-locomotive-engineers-miscellaneous-revisions#p-13">https://www.federalregister.gov/documents/2008/12/31/E8-31062/qualification-and-certification-of-locomotive-engineers-miscellaneous-revisions#p-13</a>

<sup>&</sup>lt;sup>18</sup> Caltrain Short-Range Transit Plan FY 2018-2027, JPB, June 2019: http://www.caltrain.com/Assets/ Planning/Caltrain+SRTP+-+FY18-27+-+Adopted.pdf

• JPB staff and Legal Counsel would like to serve as advisers in the negotiation process between TAMC and UPRR, and closely monitor the terms of the trackage rights agreement under which they would be operating service on TAMC's behalf.

## 2D: Fare Collection, Management, Enforcement, and Title VI

- Overall, JPB staff suggests a more detailed future study with TAMC's involvement to determine the
  fares for this service extension. Fares set for the extension must align with the Caltrain Fare Policy.<sup>19</sup>
  Fares should be evaluated in terms of the broader objectives and goals of the extension, as well as
  the type of customer TAMC would be serving and trying to attract.
- For reference, Caltrain fares are currently calculated based on distance, according to zones that are approximately 13-miles in length. There are three zones between the Gilroy Station and the Salinas Station.
- Because TAMC exists outside of the Metropolitan Transportation Commission (MTC) jurisdictional
  area, offering Clipper Cards will require discussion between TAMC and MTC. Currently, there are no
  locations in Monterey or Santa Cruz County to reload Clipper cards.
- Title VI of the Civil Rights Act of 1964 protects people from discrimination based on race, color, and
  national origin in programs and activities receiving federal financial assistance. As recipients of FTA
  funding, JPB must comply with Title VI regulations. JPB maintains a Title VI Compliance Program,
  which was most recently approved by the JPB Board in November 2016, with the next update
  expected in November of 2019.<sup>20</sup>
- Before service begins to Salinas, TAMC, in collaboration with Caltrans/CalSTA, would need to conduct a study to determine their requirements under Title VI. It needs to be determined if the extension would be treated as a separate new service or an extension of the Caltrain service which may have different requirements.
- Per Title VI requirements, TAMC must provide a way for people who do not have a cell phone or credit card to pay cash payment for fares. The purchase location(s) does not need to be on-board trains or at the station. A retail location, such as a convenience store, can sell fare media for cash and satisfy this requirement.
- The Caltrain Fare Structure (known as the Codified Tariff) does not currently include Salinas.<sup>21</sup> If service were to be extended to this station, the tariff would need to be amended to include the Salinas Station and its zone placement along the Caltrain line, fare products to be offered (i.e., monthly, day-pass, etc.), and the price of each fare product. Amending the tariff requires a public hearing.
- Caltrain Ticket vending machines (TVMs) can be programmed to collect fares for the Salinas Extension. If Caltrain TVMs are used, Caltrain's IT department and TVM Maintenance Team would need to coordinate further with TAMC on infrastructure requirements on the platform and equipment servicing.

<sup>&</sup>lt;sup>19</sup> Caltrain Fare Policy. JPB, 2018: <a href="http://www.caltrain.com/Assets/">http://www.caltrain.com/Assets/</a> Planning/Caltrain+Fare+Study/Caltrain+Fare+Policy+-+Adopted+12-6-18.pdf

<sup>&</sup>lt;sup>20</sup> Caltrain Title VI Compliance Program: <a href="http://www.caltrain.com/riderinfo/TitleVI.html">http://www.caltrain.com/riderinfo/TitleVI.html</a>

<sup>&</sup>lt;sup>21</sup> Caltrain Codified Tariff, JPB, 2017: <a href="http://www.caltrain.com/Fares/farestructure.html">http://www.caltrain.com/Fares/farestructure.html</a>

- Caltrain TVMs accept cash payment. However, this requires vaulting services and increased security
  on the platforms, as robberies of TVM vaults have occurred, especially at low-frequency stations.
  Vaulting services refers to secure cash collection/treasury services. A vendor using an armored cash
  collection vehicle traveling from station to station typically provides this service.
- Also, if TVMs are used for fare collection for the extension, it will be necessary to have further discussions as to how this fare revenue is to be managed by Caltrain and credited to TAMC.
- TAMC, or its designee, would be responsible for parking management and pricing at the Salinas Station.

## 2E: Safety and Security

- All right-of-way and station-based safety and security issues for the Extension would be handled by UPRR and TAMC, consistent with Caltrain's policies.
- As owners of the right-of-way, UPRR is responsible for securing the track, such as fencing along the
  track and maintaining designated emergency access points. TAMC would need to work with UPRR
  on the specifics around securing the track if any right-of-way upgrades are needed for increased
  passenger rail service (beyond what is in place today for Amtrak's Coast Starlight Route).
- TAMC, or its designee, will be responsible for security at the Salinas station. In terms of providing security personnel, TAMC has several options. They can hire a third-party vendor, UPRR security, and/or enter into a contract with a local police department. Contracting with local police is recommended even with a third-party vendor in place. The local police and any third-party security vendor(s) would need to be trained for rail-specific issues. JPB staff and TASI would want to be informed on the security arrangements in place so on-board crews can communicate with the appropriate personnel should an on-board incident arise between Gilroy and Salinas.
- The following is a list of safety and security considerations for TAMC to consider at the Salinas Station, in some cases with UPRR involvement:
  - Eliminate any line of sight issues as engineers approach signals and crossings (e.g., operations issue, track inspection);
  - Confirm radio towers have a strong signal to communicate with Caltrain's control center;
  - o Ensure access for emergency responders on the right-of-way.
  - Conduct a Threat Vulnerability Analysis at the station needed during the design/build stage;
  - Conduct a Job Hazard Analysis of the rolling stock and crews (during the design phase);
  - o Consider a closed system at this station if possible; and
  - Offer emergency first responders training for any train incidents. JPB staff conducts an annual training, and Monterey County/City of Salinas first responders can be invited to this event.

## 2F: Customer Service Questions

- The majority of Salinas-specific customer service (CS) needs can be handled from Caltrain Headquarters by CS staff. They are available from 7:00 AM to 7:00 PM on weekdays, and 8:00 AM to 5:00 PM on weekends and holidays.
- CS staff can handle Salinas-related calls but would need some additional training for Salinas-specific questions.

- On-board needs, such as stocking paper take-ones, can be handled with the assistance of on-board TASI staff.
- No new lost and found center is recommended for Salinas. Customers would need to travel to San Jose, San Carlos, or San Francisco to pick-up their item. If an emergency item is lost, such as prescription medication or a personal medical device, TASI would address quickly per standard Caltrain procedure in these situations.

# 4.2 Results of Specialized Analyses

As discussed in Section 3.5, JPB staff conducted a high-level operational review to determine the feasibility of serving the Salinas Station from a crew and scheduling perspective. The analysis helped identify key cost drivers. From a crew and scheduling perspective, the Salinas Station can be served as an extension of the existing Caltrain Gilroy train schedule. TAMC should include a Salinas Crew Base at the Salinas Station to serve Salinas-based crews in the future. More detailed operations analysis and coordination between JPB staff and TAMC staff in the future will be necessary, as service patterns and schedules will change with the electrification of the Caltrain corridor in 2022 (expected).

The results of the Station Design Review can be found in Appendix A. Details on the mini-high platforms recommended for ADA accessibility at the stations are also included in Appendix A.

# 4.3 Key Cost Drivers and Considerations

This Study did not include cost estimating for capital or operating costs. However, the Project Team developed a list of key cost drivers that can be used in further phases of study to help inform cost estimating efforts. The focus of developing the key cost drivers at this phase of study was to identify critical cost elements for JPB as well as critical cost elements for TAMC's consideration. JPB direct costs are categorized into Mobilization and Start-up Capital Cost Elements (Table 3) and Operations and Maintenance Cost Elements (Table 4). It is assumed these costs would be isolated, along with the indirect costs of the service, and passed on to TAMC in a fee for service arrangement. TAMC-only costs are categorized by issue area (Table 5) and include other considerations, such as federal clearances and UPRR coordination. These types of costs should be viewed as preliminary and not exhaustive.

Table 3: JPB Mobilization and Start-up Cost Elements

ltem		Comments and Contingencies			
Mobilization and Training					
1	Territory Qualification training for all TASI engineers	Required to operate in new territory between Gilroy and Salinas.			
2	Efficiency Training	Compliance testing over the entire alignment.			
3	CFR 240 Engineer Licenses	Required for any new hire engineers that would work on a crew to/from Salinas.			
Fare Managem	nent				
4	Joint Fare Study	Joint study with TAMC recommended.			
5	Public Hearing to amend Codified Tariff	Materials and labor costs if public hearing is required.			
Systems Costs					
6 PTC interoperability testing between JPB and UPRR		Can replicate process currently being conducted between Control Point Lick and Gilroy involving JPB staff and UPRR.			
Labor					
7	Legal Counsel for TASI negotiations				
8	Legal Counsel for TAMC negotiations	This would also include advising on UPRR negotiations.			
9	JPB staff coordination	Coordination with TAMC, Union Pacific, TASI, CalSTA, and other external stakeholders.			
10	Finance oversight and billing	New process needed to separate costs and bill TAMC.			

Table 4: JPB Operations & Maintenance Cost Elements

Item		Comments and Contingencies			
Labor and Vendors					
1	New/extended crew hours labor costs	Crews would work longer hours to accommodate service to Salinas from Gilroy.			
2	"Deadhead" crew shuttle costs	Costs to shuttle crews back to CEMOF at the end of each shift.			
3	Overnight maintenance crew	Share crew with Gilroy/or new crew			
4	TVM monthly and emergency maintenance	Labor and materials if TVMs used at Salinas Station.			
5	Annual First Responders Training	Standard across the mainline. Conducted annually. Local Law Enforcement would be invited from Monterey County.			
6	JPB staff coordination and oversight	Labor and any new hire costs. Includes additional Customer Service and Lost and Found labor and materials.			
Vehicle Mainte	enance <sup>22</sup>				
7	Fuel	Location TBD			
8	Daily maintenance	JPB can isolate a percentage of costs for TAMC to cover.			
9	Major vehicle parts and maintenance, including any vehicle overhauls.	Regular maintenance conducted at CEMOF about once per month. JPB staff would need to isolate state of good repair fees.			
10	Recycling/trash disposal services (onboard)	On-board train trash and recycling processing fees.			
Systems Costs					
11	PTC back-office facilities shared use	JPB would isolate costs as a percentage of equipment use and labor for TAMC reimbursement.			

<sup>&</sup>lt;sup>22</sup> Further discussion regarding the isolation of costs will be required, and should include Caltrans as well.

Table 5: Initial TAMC Cost Elements and Considerations

ltem		Comments and Contingencies		
Federal (	Clearances			
1	FRA clearances and plan updates	Rail Activation Plan possibly required. (This plan details how to stand up new service).		
Title VI C	ompliance			
2	Title VI Equity Analysis for new service			
3	Title VI Site Equity Analysis for new station (Salinas)			
UPRR Co	ordination and ROW Access			
4	Trackage rights agreement negotiations	TAMC to conduct directly with UP. JPB would want to be advisers/monitor the process as the operator.		
5	PTC equipment and maintenance	Coordinate with UPRR on the process and any fees for use. JPB would conduct interoperability testing.		
6	ROW services for track repair and maintenance of way, signaling, dispatch, and grade crossing maintenance/access	To be handled by UP and worked into the trackage rights agreement.		
7	Track construction/rehabilitation	As needed.		
8	Grade crossing rehabilitation	As needed.		
9	Emergency access points for first responders along ROW	TAMC to discuss with UPRR.		
Insuranc	e and Liability			
10	Railroad Liability Insurance	At least \$295M to meet the National Passenger Railroad Liability Act.		
11	Property Insurance	Property insurance recommended for Salinas Station.		
12	Environmental Insurance	Potentially needed. TAMC to consult their insurance advisors.		
Capital C	osts for Salinas Station			
13	Construction of station platform			
14	Track construction			
15	Crew quarters/base	TBD to determine appropriate facilities provided to crews.		
16	Salinas layover facility/Railyard	Coordinate with JPB on appropriate sizing and design.		
17	TVMs	Two would be needed if TVMs ultimately are used at this station.		
18	Data line and power conduits for TVMs	Only needed if TVMs are installed and used for fare collection.		
19	Wiring cabinets	Only needed if TVMs are installed and used for fare collection.		
20	AT&T installation costs	Only needed if TVMs are installed and used for fare collection.		
21	Visual Messaging Signs (VMS)	JPB can provide specifications to TAMC for interoperability.		

Item		Comments and Contingencies	
22	Bike lockers		
23	ADA station equipment and signage	See Appendix A for full list.	
24	Wayfinding signage		
Safety and Sec	urity at Salinas Station and along ROW		
25	CCTV at stations	Above TVMs is the most critical location, if used.	
26	Gates	Trains and TVMs must be kept secured.	
27	Blue buttons for emergency assistance	Locate on platforms.	
28	Crime Prevention through Maintenance and Design Study	To be conducted during design/build phase.	
29	Threat Vulnerability Analysis Study	To be conducted during design/build phase.	
Labor and Ven	dors		
30	Security Vendor	Allied Security is an option. Union Pacific Security may also be an option.	
31	Local Law Enforcement Contracting	JPB has a contract with the San Mateo County Sheriff's Department. A similar arrangement is recommended in Monterey County or City of Salinas law enforcement with TAMC choosing its designee.	
32	Janitorial services	TAMC or its designee responsible to clean and maintain station area.	
33	Parking Enforcement Team	TAMC or its designee responsible for Salinas Station parking lot.	
34	Legal Counsel Services	For various contract negotiations, including with JPB, as well as Title VI and 13(c) liability.	
35	Insurance Advisors/Brokerage		
36	Rail Operations Specialist	Specialist(s) needed to coordinate with JPB Rail Operations Manager and team.	

# 5 Recommendations and Next Steps

Through the due diligence process, the Project Team did not find any significant operational, legal, or design roadblocks that would deem the project infeasible. The Project Team has concluded that an extension to Salinas is feasible for JPB within specific parameters and conditions of commercial and operational nature. Although the Salinas Extension is considered feasible at this initial phase of study, it would mark the first time in recent history that JPB has entered into a fee for service arrangement for an extended period with another agency. JPB staff must work closely with legal counsel to minimize any potential risk exposure contractually as there are risks and unknowns inherent in any new service arrangement.

In terms of next steps, TAMC should formally request that JPB further evaluate this service extension, and JPB staff should update the JPB Board of Directors on TAMC's request. Next, TAMC would need to agree to the four foundational elements in a memorandum of understanding (MOU) with JPB in order for the project to progress to further phases of study:

- 1. Service must be cost-neutral for JPB;
- 2. No changes to the Caltrain mainline (San Francisco to Gilroy);
- 3. TAMC, working with the state, must assume all risks and liabilities of the new service; and
- 4. No changes to the Joint Powers Agreement (JPA) governance structure.

#### TAMC and JPB Coordination

Following this initial MOU, JPB and TAMC staff would need to begin actively engaging in discussions about the parameters and conditions of service. Table 6 includes a preliminary list of conditions to be met in order for Caltrain to operate the new service on behalf of TAMC. The purpose of this list is to help jump-start more specialized discussions between TAMC and JPB staff if the project moves forward. This list also serves as a starting point for subsequent MOUs between the two agencies.

The list in **Table 6** was developed by the Project Team in collaboration with legal counsel during the due diligence process, with a focus on identifying areas of potential risk or challenge for the Salinas Extension. It is important to note that this list is not meant to be comprehensive nor representative of the full universe of possible conditions to be ultimately agreed upon between the two agencies. The Project Team expects that further discussions between legal counsel, TAMC staff, and JPB staff in the next phase(s) of study will reveal new, detailed factors to be resolved between the two agencies.

#### Internal and External Coordination

In addition, continued coordination with various JPB departments will be needed, including the Executive Team, Planning, Rail Operations, Communications, and Finance. The Chief Operating Officer of Rail will work with JPB staff and the Communications Department to keep external partners, such as CalSTA/Caltrans, the MTC, and JPA partner agencies, updated on the status of the project.

# Post-Implementation

If the project is ultimately implemented, the Project Team recommends that a thorough evaluation of service performance is conducted after the first year of revenue service.

Table 6: Preliminary Conditions for JPB Operation of the Salinas Extension

#	Conditions
1	TAMC must reimburse JPB for all capital, operating, and overhead costs. <sup>1</sup>
2	TAMC to secure or demonstrate a viable funding plan for capital and operating funding for the first XX years of service, including capital costs for the Salinas Station.
3	TAMC must hold its own railroad liability insurance.
4	TAMC must contractually indemnify JPB for any 13(c) liability, should a claim arise.
5	Provision of service must be established in a contract between JPB and TAMC reviewed and approved by the JPB (fee for service arrangement).
6	TAMC service cannot begin until Caltrain is full electrified and stabilized. This service is estimated to be operational in 2022.
7	TAMC to negotiate and enter into the necessary agreements with UPRR. JPB staff would be advisers/monitor the process.
8	TAMC to agree that service to Salinas would be provided via the extension of the Caltrain Gilroy schedule.
9	TAMC and Caltrain to conduct a joint fare study that follows and is reflective of Caltrain's Adopted Fare Policy.

Notes: 1. JPB considers overhead costs separate from capital and operations and maintenance costs. JPB staff would manage, coordinate, and invoice TAMC for overhead services in a yet-to-determined set of billing processes.

# 5.1 Questions to Explore in Further Studies

In the process of conducting internal interviews with JPB staff, some issues arose that the Project Team felt was more appropriate to explore in later phases of Study, in coordination with TAMC. These issues are discussed below. Also, JPB staff urges TAMC to closely review the list of considerations detailed in Table 5 of Section 4.4 of this Study.

**Fare Enforcement:** The Salinas Extension would be the first time Caltrain is operating in Monterey County. TAMC would need to establish a formal process for fare oversight within this new territory and establish a means to resolve any legal disputes within the Superior Court of Monterey County. In addition to consideration of relevant Penal Code statutes, TAMC would need to consider adopting fare enforcement ordinance(s), a process for issuing fare citations, and coordinate with the Superior Court with regard to adjudicating any fare violations.

**Local law enforcement contracting:** JPB currently contracts with the San Mateo County Sheriff's Department to provide law enforcement on the Caltrain mainline between San Francisco and Gilroy, also known as Transit Police Bureau. The Bureau is responsible for policing all Caltrain rail equipment, stations, right-of-way, and facilities throughout San Francisco, San Mateo and Santa Clara counties. The Transit Police are also responsible for the investigation of crimes, collisions, accidents, and deaths involving Caltrain passenger trains. They also provide extra security at special events, projects, and investigations as needed.<sup>23</sup> Additional security is provided by a vendor, Allied Security. However, given the distance to Salinas, it is neither feasible nor financially prudent for the San Mateo County Sheriff's Department to provide coverage.

As a result, JPB strongly recommends TAMC develop a relationship with local law enforcement to provide similar services within Monterey County ROW and at the Salinas Station. JPB would like to be informed on the security arrangements in place so on-board crews can communicate with the appropriate personnel should an on-board incident arise between Gilroy and Salinas.

**Specialized Fare Study:** The process of setting fares involves many variables. TAMC and JPB should collaborate on a deeper dive analysis into setting fares for the Salinas Extension. Caltrain recently completed a comprehensive Fare Study, which can provide a useful framework for starting discussions with TAMC.<sup>24</sup> JPB asks that the specialized fare study for the Salinas Extension is reflective of Caltrain's Adopted Fare Policy.<sup>25</sup>

**Train Scheduling**: In the future, JPB would need to determine the exact run time for Salinas to Gilroy and Gilroy to Salinas to calculate the precise timing of deadhead moves and departure/arrival times at the Salinas Station. This can be achieved through coordination with UPRR or running a special train operated by a territory-qualified engineer to gather this information in the field. As the Caltrain schedule changes over time, especially post-electrification, the scheduling recommendations for the Salinas trains will change. As a result, more detailed scheduling analysis is recommended in further phases of study in coordination with TAMC and UPRR.

**Station Design**: The Station Design Memorandum included in Appendix A is considered a starting point for discussions between JPB's Engineering Department and TAMC's design team. Further discussions and coordination will be needed as designs for the Gilroy and Salinas Stations move forward.

**Long-Term Service Scenarios:** Passenger rail at a regional and state-wide scale will likely look very different in the coming decades, involving many agencies, funding partners, and network connectivity opportunities not yet know at the time of conducting this Study. Given these unknowns, JPB encourages TAMC to coordinate with the California High-Speed Rail Authority and other involved agencies regarding long-term service scenario scheduling and operational options to the Salinas Station.

<sup>&</sup>lt;sup>23</sup> Transit Police Bureau, San Mateo County Sheriff's Office: <a href="https://www.smcsheriff.com/patrol-services/transit-police-bureau">https://www.smcsheriff.com/patrol-services/transit-police-bureau</a>

<sup>&</sup>lt;sup>24</sup> Caltrain Fare Study, JPB, 2018:

http://www.caltrain.com/Assets/ Planning/Caltrain+Fare+Study/Caltrain+Fare+Study+Draft+Phase+1+Report.pdf

<sup>&</sup>lt;sup>25</sup> Caltrain Fare Policy, JPB, 2018: <a href="http://www.caltrain.com/Assets/">http://www.caltrain.com/Assets/</a> Planning/Caltrain+Fare+Study/Caltrain+Fare+Policy+-+Adopted+12-6-18.pdf

# Project/Task Management Plan Caltrans FMP Tasks FY22

Task Order:	FMP TO27 REV11.5	Project Name:	Central Coast Service Deployment
Release	01/11/21	<b>Document Name:</b>	20220110_PMP_CentralCoastServiceDeployment
Date:			
<b>Caltrans PM</b>	Andy Cook / Shannon Simonds		
Jacobs PM	Martin Schroede	r / Michael Cornfield	

Objectives:	The primary objectives of the Central Coast Service Deployment ('Deployment') are to:
	<ul> <li>Provide the technical service and operating plans necessary to initiate passenger rail service to Salinas from the San Francisco Bay Area</li> <li>Provide a detailed implementation strategy for service initiation</li> <li>Coordinate planning and operating agency stakeholders</li> </ul> The result of the Deployment is to provide technical analysis and strategic guidance necessary to initiate passenger rail service from San Jose to Salinas.
Description:	The Study will be led by Caltrans Division of Rail and Mass Transit ('Caltrans') in its capacity providing statewide strategic planning, network integration implementation, and capital/operations funding. Stakeholder coordination and resource planning will be funded and led by Caltrans, with technical operations review and strategic policy guidance provided by key planning and operating agency stakeholders.  Caltrans will lead analysis to empower decision making and address the following key questions:  • What service (operating plan) should be used for service initiation while achieving Caltrans goals for statewide network integration?  • What administrative supports need to be in place to mobilize service?  • What specific next steps need to be taken to initiate Service?  The result of the Study is to deliver a Service Deployment Playbook detailing when and how to initiate new service to Salinas.
Deliverables:	Deliverables are identified in two categories.  First, technical analysis will be documented in presentation style reports that serve a dual-role as a tool for presenting technical work, tradeoffs analyses, and recommendations to the Steering Committee – and – documenting decisions for Caltrans. Recommendations and phasing strategy will be incorporated in the Caltrans Model (Caltrans's official digital statewide network model, future project database, and planning assumptions and parameters for the California State Rail Plan).  Second, decisions and analysis will be documented in the Service Deployment Playbook. Records of Steering Committee meetings and decisions taken by Caltrans, with input from the Steering Committee, will be summarized and documented in a 'Decision Document' for Caltrans records.  Initial planning parameters, market analysis, and service concept design deliverables have previously been delivered to Caltrans.

## **Technical Analysis Reports**

- Service and operations plan
- Administrative supports summary

## **Project Development and Documentation**

- Service Deployment Playbook\*
- Decision Document\*

The final Service Deployment Playbook is dependent on key inputs from stakeholders (Caltrain, UP) and is not anticipated to be completed by June 2022. Finalization and delivery would need to be scoped for FY '23, with potential delivery in August depending on stakeholder responsiveness.

\* - not delivered until FY '23, not resourced under this task order for FY '22

#### **Schedule:**

Task	January	February	March	April	May	June	FY '23
Planning Parameters							
Concept Design							
Concept Refinement							
and Administrative Supports							
Service Deployment Playbook*							

<sup>\* -</sup> not delivered until FY '23, not resourced under this task order for FY '22

# Project/Task Management Plan Caltrans FMP Tasks FY22

Work Breakdown Structure Stakeholder Register

Task Order:	FMP TO27 REV11.5	Project Name:	Central Coast Service Deployment
Release Date:	01/11/21	Document Name:	20220110_PMP_CentralCoastServiceDeployment
Caltrans PM	Andy Cook / Sha	nnon Simonds	
Jacobs PM	Martin Schroede	r / Michael Cornfield	

## Work Breakdown Structure (WBS)

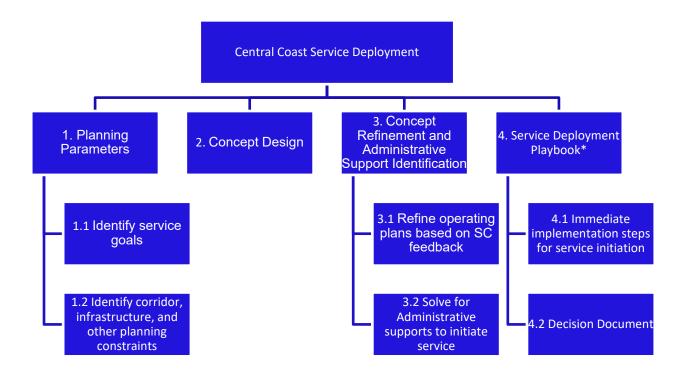
The Study is structured through four tasks, providing Caltrans with the technical foundation, implementation planning, and policy-level decision making to advance the Project into initial project development and the environmental process.

Technical work will follow Caltrans' Service-Led Planning Methodology (Caltrans Methodology), aligned to long-term State policy goals for statewide network integration. The Caltrans Methodology works deliberately through an established process of first identifying relevant planning and operating parameters to constrain analysis, developing service/operations concepts based on those parameters, refining those concepts through additional analysis and guidance from a Steering Committee, and finally capturing recommendations in a strategy for phased implementation, aligned to the California State Rail Plan.

For the Study, planning parameters related to future service levels in the

- Sub-Task 1 Planning Parameters (COMPLETED)
- Sub-Task 2 Service Concept Design (COMPLETED)
- Sub-Task 3 Concept Refinement and Admin Supports Identification (In Progress)
- Sub-Task 4 Service Deployment Playbook\*

<sup>\* -</sup> to be delivered in FY '23 under future task order



#### Stakeholder Register

Caltrans's goal is to perform analysis that informs and empowers decision making. Decision making will be required at both the technical and policy level. Caltrans will focus this work through committees, able to focus on the appropriate level of detail and perform analysis expeditiously. Caltrans's policy-level decision making requires a broader group of executive level input. Technical-level decision making requires a more focused group of technical experts able to quickly develop and iterate through analysis.

In support of these objectives, Caltrans will work through an executive level 'Steering Committee' (SC) providing input and guidance to analysis and a technical operations focused 'Technical Working Group' (TWG) that performs that analysis.

#### **Steering Committee:**

The SC meets less frequently (i.e., bi-monthly) and is designed to provide high-level strategic guidance to the TWG.

- Kyle Gradinger Caltrans
- Andy Cook Caltrans
- Sebastian Petty Caltrain
- Christina Watson TAMC
- Jason Kim VTA
- Peggy Harris Union Pacific

## **Technical Working Group:**

The TWG meets more frequently (i.e., bi-weekly) and develops concepts, identifies tradeoffs, and performs analysis. Decision points are brought to the SC for input, feedback, and decisions.

Caltrans	Caltrain	Union Pacific	TAMC	Technical
				Support
Shannon Simonds	Ted Burgwyn	Victor Stone	Christina Watson	Michael Cornfield
	Yu Hanakura	Katie Novak		Michael Weaver



TAMCMONTEREY.ORG



August 23, 2022

Steve Heminger, Chair Peninsula Corridor Joint Powers Board (JPB) 1250 San Carlos Ave. San Carlos, CA 94070

#### RE: Central Coast Service Deployment: Gilroy to Salinas Rail Extension

Dear Chair Heminger and Members of the Peninsula Corridor Joint Powers Board of Directors:

The Transportation Agency for Monterey County (TAMC) has been developing an extension of passenger rail service from San Jose to Salinas as part of the Monterey County Rail Extension Project. TAMC serves as Monterey County's regional transportation planning agency and is a state-designated agency responsible for planning and financial programming of transportation projects. TAMC is the state-designated rail authority for Monterey County and is provided powers related to the implementation of rail service and for connections to regional and statewide passenger rail service.

In the 2018 California State Rail Plan (Rail Plan), the California State Department of Transportation (Caltrans) identified the establishment of a regional rail network on the Central Coast with connections from Santa Cruz, Monterey, and Salinas to the state-wide network at Gilroy as a critical component for the future of the Central Coast Region. TAMC has further developed strategic policy and implementation planning through its Kick Start project, for initial service to Salinas, and through the Monterey Bay Network Integration Study, for longer-term analysis of potential service concepts for regional rail connections and additional intercity service to San Luis Obispo.

To continue the effort to establish this new service, the California State Department of Transportation (Caltrans) has launched the Central Coast Near-Term Service Deployment Project, with the primary objectives to:

- Develop a Service Deployment Playbook for new rail service between the San Francisco Bay Area and the Central Coast;
- Design an implementation program that solves for operational needs, administrative agreements/ support needs, and capital investments required to initiate service, aligned with the State's long-term vision for an integrated statewide network; and

 Analyze and articulate relative utility of proposed service concepts and infrastructure interventions across multiple stakeholders.

The Project is being led by the Caltrans Division of Rail and Mass Transit in the State's capacity providing statewide strategic planning, network integration implementation, and capital/operations funding. It builds on technical analysis developed for the:

- California State Rail Plan (2018)
- Caltrain Business Plan (2022 Service Concepts)
- Gilroy-Salinas Feasibility Study
- Monterey Bay Area Network Integration Study
- Kick Start Project
- Monterey County Rail Extension

This implementation project builds directly on these past efforts and seeks to pivot from 'planning' work and 'studies' toward specific implementation of service in the near-term. In support of these objectives, Caltrans, working through an executive level 'Steering Committee' and a service operation focused 'Technical Working Group', are leading analysis to empower decision making and address the following key questions:

- What is the desired service and operating plan, implementable in the near-term?
- What administrative and funding supports are needed to operate that service and how should they be secured?
- What additional infrastructure, if any, is needed to support the passenger operating plan and host railroad requirements?

Technical analysis, host railroad negotiations, stakeholder coordination, and resource planning will be funded and led by Caltrans, with technical operations guidance and review from Caltrain, and strategic policy guidance from TAMC and other stakeholders.

The Project will provide Caltrans and regional stakeholders with the technical outputs and the operational foundation needed to procure passenger operations and secure agreements necessary to initiate and scale passenger rail on the Central Coast. Aligned to State policy goals and the State's vision for a future statewide integrated network, this service will be planned and delivered in such a way to provide for improved statewide travel and connectivity.

TAMC formally requests Caltrain to further evaluate this extension and enter into a Memorandum of Understanding (MOU) in order for this project to progress to further phases of

 $https://tamcmonterey.sharepoint.com/Shared\ Documents/TAMC\ NEW/Correspondence/2020-2029/2022/Outgoing/Heminger\ JPB-Central\ Coast\ Service\ Deployment.docx$ 

Chair Heminger Central Coast Service Deployment Page 3

study, based on the four foundational elements identified in the 2019 Gilroy-Salinas Feasibility Study:

- Service must be cost-neutral for JPB;
- No impacts to service or operations on the Caltrain mainline (San Francisco to Gilroy);
- 3) TAMC, working with the state, must address all risks and liabilities of the new service; and
- 4) No changes to the JPA governance structure.

The MOU will also incorporate a mechanism to reimburse Caltrain for staff time spent on technical operations guidance and other review.

Finally, TAMC recognizes Caltrain's work to provide zero emissions rail service to stations south of Tamien, which will eventually allow the agency to retire its remaining diesel fleet after the completion of the Peninsula Corridor Electrification Project (PCEP) between San Francisco and San Jose. Caltrain partnered with Caltrans to explore battery-equipped Electric Multiple Unit rail vehicle (BEMU) technology for service south of Tamien and is requesting state funding for BEMU vehicles. TAMC fully supports Caltrain's efforts to reduce greenhouse gas emissions, increase ridership and continue to improve the customer and community experience, with the recognition that the implementation of said technology may take years and won't delay the implementation of near-term passenger rail service to Salinas.

TAMC appreciates the continued support from Caltrain staff as we develop this Service Deployment playbook and look forward to our continued partnership to enhance rail service in northern California.

Sincerely,

Todd Muck

**Executive Director** 

Todd Muck



# Memorandum

**To:** Rail Policy Committee

From: Christina Watson, Director of Planning

Meeting Date: September 12, 2022

Subject: Salinas Rail Kick Start Project Update

#### **RECOMMENDED ACTION:**

**RECEIVE** update on the Salinas Rail Kick Start project.

#### **SUMMARY:**

Activities on the Salinas Rail Kick Start project since the last update in August include work related to transferring the properties acquired for Package 1 (Salinas Station access and circulation improvements) to the City of Salinas and design coordination efforts with key stakeholders on Packages 2 (Salinas layover facility) and 3 (Gilroy track connections).

#### **FINANCIAL IMPACT:**

The capital cost of the Monterey County Rail Extension project, Phase 1, Salinas Kick Start project (the Salinas station and improvements in Santa Clara County), is estimated at \$81 million. The Kick Start project is proceeding with secured state funding under the adopted state environmental clearance.

#### **DISCUSSION:**

The Monterey County Rail Extension Project will extend passenger rail service from Santa Clara County south to Salinas. TAMC is pursuing a phased implementation of the Project. Phase 1, known as the Kick Start Project, includes Salinas train station circulation improvements, a train layover facility in Salinas, and track improvements at the Gilroy station and between Salinas and Gilroy. The Kick Start Project has wrapped up construction of Package 1, improvements at the Salinas train station. The layover facility (Package 2) and track improvements (Package 3) are now in final design.

#### **Construction of Package 1: Salinas Station Improvements**

TAMC staff is coordinating with Caltrans and the City of Salinas on the logistics to transfer ownership of the completed project to the City, pursuant to the adopted Memorandum of Understanding. The land transfer must be approved by the California Transportation Commission (CTC) to empower the City and TAMC to approve transfer agreements. The City Council approved the property transfer on August 9, followed by TAMC Board approval on August 24. The agreement is now slated for the October 12-13 CTC meeting. Staff will provide a verbal update at the Committee meeting.

### **Property Acquisition for Package 2: Salinas Layover Facility**

On December 4, 2019, the Transportation Agency Board approved Resolutions of Necessity on portions of four parcels and one full parcel needed for the Salinas layover facility. TAMC staff continues to oversee the right-of-way special counsel from Burke, Williams, & Sorensen (formerly with Meyers Nave) to further negotiations and finalize the remaining acquisitions in Salinas, and the team of Bender Rosenthal and Nossaman for Union Pacific property access negotiations.

#### Final Design for Package 2 and Package 3: Gilroy Station & Track Improvements

HDR Engineering prepared the 90% plans, specifications and estimates for stakeholder review on November 8. HDR is now working on responding to comments, with the goal of preparing 100% plans by September.

The final design team held the following meetings to further the project's design:

- Amtrak August 9
- Caltrain and Caltrans August 5, 19 & 23
- Gilroy and Santa Clara Valley Transportation Authority (VTA) August 25
- Pacific Gas & Electric August 16
- Salinas August 4

### Grant Application for Monterey County Rail Extension Phase 2 - Pajaro/Watsonville Multimodal Station

On July 7, 2022, the California State Transportation Agency (CalSTA) announced the Transit & Intercity Rail Capital Program (TIRCP) awards. Unfortunately, TAMC's application for the Pajaro/Watsonville station was not successful. Staff has scheduled a debrief with CalSTA and will share any lessons learned with the Committee.



# Memorandum

**To:** Rail Policy Committee

From: Christina Watson, Director of Planning

Meeting Date: September 12, 2022

Subject: Coast Corridor Rail Project Update

#### **RECOMMENDED ACTION:**

**RECEIVE** update on the planned increase in passenger rail service along the coast corridor between San Francisco and Los Angeles.

#### **SUMMARY:**

Progress since the last update to this Committee in August includes a Policy Committee meeting on August 19.

#### **FINANCIAL IMPACT:**

The Coast Rail project capital and operation costs are under evaluation.

#### **DISCUSSION:**

The Coast Rail Coordinating Council (CRCC) is a multi-agency advisory and planning organization focused on improving the rail corridor between Los Angeles and the San Francisco Bay Area along the California Central Coast. Members of Council include all regional transportation planning agencies along the Central Coast – all of which have a strong interest in improving rail service and the rail infrastructure along the Central Coast's portion of the California Coast Passenger Rail Corridor.

The Policy Committee met on August 19 (see **web attachment**). Staff is working on setting up a field trip for the Policy Committee to visit the Sonoma Marin Area Rail Transit (SMART) corridor in October or November. Staff will provide a verbal update on the project at the meeting.

#### **WEB ATTACHMENTS:**

• August 19 Policy Committee agenda



# Memorandum

To: Rail Policy Committee

From: Christina Watson, Director of Planning

Meeting Date: September 12, 2022
Subject: Media Clippings

## **RECOMMENDED ACTION:**

**RECEIVE** media clippings attached online.

## **WEB ATTACHMENTS:**

 August 26, 2022 article in the Monterey Herald, "Salinas Valley regional tourism plan touted at Heritage Center event"



# Memorandum

To: Rail Policy Committee

From: Christina Watson, Director of Planning

Meeting Date: September 12, 2022

Subject: Reports

## **RECOMMENDED ACTION:**

**RECEIVE** reports attached online.

## **WEB ATTACHMENTS:**

• Capitol Corridor monthly report for June 2022