

Caltrain Bicycle Parking Management Plan

DRAFT PROJECT SCOPE SUBMITTED TO CALTRANS – FALL 2014

NOTE: The following draft scope of work was developed by Caltrain in the fall of 2014 as part of a Caltrans Planning Grant submission. The format and task structure shown conform to the requirements of the Caltrans funding source. Caltrain was subsequently awarded the grant in the spring of 2015 and is currently revising and expanding the below scope. Caltrain will submit a final scope to Caltrans in September 2015.

INTRODUCTION:

Context - General:

Caltrain operates commuter rail service along a 77-mile long corridor on the San Francisco Peninsula serving 32 stations in 19 communities from San Francisco to Gilroy. Caltrain currently operates 92 weekday, 36 Saturday, and 32 Sunday trains. Service is a mix of local, limited, and "Baby Bullet" express trains. The Baby Bullet service travels between San Francisco and San Jose in less than one hour with limited stops. Local service trains stop at all stations. Most stations are served by limited trains, which offer faster travel times. On weekends, Caltrain runs local trains serving all stations with 4 Baby Bullet trains also integrated into the schedule.

Caltrain administered by the by the San Mateo County Transit District and is governed by the Peninsula Corridor Joint Powers Board (JPB), a 9-member appointed body representing the railroad's service area in San Francisco, San Mateo and Santa Clara counties. Collectively these counties contain some residents and

Caltrain's ridership is at an all-time high. In September 2014, Caltrain's average weekday ridership was over 60,000, an increase of nearly 13 percent over September 2013. Since 1997, ridership has more than doubled. Unlike systems in other parts of the country, Caltrain's commute is almost evenly balanced with as many people commuting south to Silicon Valley as commute north to San Francisco. Many trains are reaching capacity during peak commute hours, with the highest demand for space on the fastest trains.

Context - Bicycles and Caltrain:

Bicycles are a major mode of access for Caltrain's customers and there are two major components to Caltrain's bicycle program; bikes onboard and wayside facilities. As of February, 2014 11% of Caltrain's weekly riders (nearly 5,900 per day) took a bike on board the train. A smaller number of passengers (roughly 1% of weekday riders) park their bicycle at a Caltrain station before boarding. Caltrain is committed to sustaining and growing the use of bicycles to access its system. Caltrain's Comprehensive Access Policy Statement (2010), and its recently adopted Strategic Plan (2014) both contain policy language emphasizing the importance of cycling as an efficient and sustainable means for customers to access the system and make first- and last-mile connections between their homes, jobs and the Caltrain system.

Bicycles Onboard

The majority of Caltrain customers who use a bicycle to access or egress the system bring their bike with them on board the train. Taking a bike on board allows customers to bicycle from their origin point to the train and then again from the train to their ultimate destination, thus providing both a first- and last-mile connection. The growth and success of Caltrain's bikes on board program is the result of the agency's sustained investment over the past 20 years and Caltrain is proud to have one of the most extensive bikes on board programs of any rail system in the United States.

The bikes on board program began as a demonstration project in 1992, with space for 4 bikes provided on off-peak trains. In 2004, when Baby Bullet service was first initiated, Caltrain expanded the program substantially with each train having a dedicated bike car holding between 16 and 32 bicycles. The program underwent another significant expansion between 2009 and 2011 as additional train cars were modified to allow for the inclusion of two dedicated bike cars on every train. Today, all of Caltrain's trains have two dedicated bike cars with a total capacity of 48 to 80 bikes per train depending on equipment type.

As the Caltrain system has experienced rapid and sustained ridership growth over the last several years and in spite of Caltrain's increases in on board bicycle capacity, many peak hour trains do not have sufficient space to accommodate every bicycle. Caltrain is subject to Federal Railroad Administration (FRA) regulations governing how bikes can be stored on trains. When crowded trains are at their bike capacity, conductors enforce the capacity limit and no additional passengers are allowed to bring bikes on board. In practice, this creates a situation where passengers with bikes may not be allowed to bring them on board, effectively "bumping" them and causing them to have to wait for the next train. As Caltrain's overall ridership growth has surged in the past several years the number of bicyclists experiencing these "bumps" has increased.

In the past, Caltrain has addressed "bike bumps" and accommodated increased demand from cyclists by expanding bike car capacity or increasing the number of bike cars per train consist. To create or expand a bike car, Caltrain modifies the bottom level of an existing rail car by removing a set of four seats to create a rack that can hold 4 bikes. The overall seating capacity of the train is thus reduced to create space for bicycles (since cyclists will typically place their bike on a rack and then occupy a seat- thus using the space equivalent of two seats).

In previous years when demand for on board bike space was high but the overall system had excess seating capacity, providing on board space for bikes could be accomplished without impacting the overall system. This is no longer the case. Today, Caltrain's overall system is at capacity during peak hours with popular commuter trains operating at standing room only. Accommodating additional bikes on board requires a reduction in the percentage of train capacity available for seating. Any further increases in on board capacity must thus be carefully coordinated as part of an overall system capacity strategy.

Wayside Bicycle Facilities

In addition to on board capacity, Caltrain and its partner transit agencies and cities provide a variety of bicycle parking facilities at stations. Currently however, Caltrain's system of wayside facilities varies substantially in quality and capacity from station to station and can be confusing for customers.

Nearly all stations within the Caltrain system have bike racks and most have secure, keyed bike lockers that can be rented directly from Caltrain. Overall, Caltrain currently has approximately 700 bicycle rack spaces and over 1100 keyed bike locker spaces at its stations. An additional several hundred spaces are available in the dedicated, enclosed facilities at San Francisco, Palo Alto, and Mountain View stations. Most bike parking facilities at stations are owned and administered by Caltrain but others, including the bicycle facilities at Palo Alto and Mountain View, are owned or operated by a local jurisdiction or other entity.

Utilization of bicycle parking varies greatly throughout the system and is dependent both on the individual station and on the type of parking provided. Survey data conducted in fall of 2013 showed that system wide bike locker utilization is roughly 50% while bike rack capacity is approximately 37% occupied on weekdays. Utilization varies widely, however, between stations. Busier hub stations such as Redwood City, Mountain View and San Jose have parking facilities that are regularly at or above capacity. At the San Francisco Caltrain station the valet parking provided in an enclosed facility is extremely popular however excess capacity remains in nearby self-serve lockers. Conversely, many less utilized stations have largely vacant lockers and bike racks.

In addition to its bike parking facilities, Caltrain is also a participant in the Bay Area Regional Bike Share Program and hosts Bikeshare docking stations at its San Francisco, Redwood City, Palo Alto, California Avenue, San Antonio, Downtown Mountain View and San Jose Diridon stations. In total 184 bikes out of 700 in the overall bikeshare system are located at or immediately adjacent to a Caltrain station. Initial data from the system indicated that Bikeshare bikes are extremely well utilized in San Francisco but less well utilized in systems to the south.

Capital Planning

The Caltrain Bicycle Access and Parking Plan (the BAPP) was adopted by the JPB in 2008 and is the most recent plan to provide detailed guidance addressing Caltrain's wayside bicycle facilities. The plan included a variety of capital project recommendations for improving wayside bicycle access and parking throughout the Caltrain system and at specific stations. Although Caltrain has significantly expanded its on-board bicycle program in the last several years, capital funding constraints have resulted in mixed progress on the wayside bicycle improvements recommended in the BAPP. In the summer of 2013, Caltrain staff began work with the Caltrain Bicycle Advisory Committee (BAC) to revisit the 2008 plan and come up with a more cohesive strategy to systematically prioritize and implement the remaining capital recommendations included in the 2008 BAPP.

The resultant Implementation Strategy was submitted in draft to the BAC in September of 2014 and will be finalized in November. The process has resulted in the establishment of a cyclical Bicycle Wayside Capital Program which tracks project implementation, maximizes grant opportunities and provides a process to introduce and prioritize new capital projects as the need emerges. This grant application is focused on a Bicycle Parking Management Plan that is addressed to the operating and business side of Caltrain's bike parking system. However, the bicycle parking management plan will interface with Caltrain's Bicycle Wayside Capital Program.

Need for a Bike Parking Management Plan

During the recent development of the Bicycle Access and Parking Plan Implementation Strategy, several key “non-capital” issues were identified related to bicycle parking and access. Primary among these was the need for a Caltrain to establish a bike parking “business” or “management” plan. This plan is needed to address several key challenges including:

- Understanding the needs of bicyclists and identifying the factors that may influence them to bring their bikes on board the train rather than park at stations
- Understanding the full operating and administrative costs and customer service implications of current and planned bike parking facilities including manual and electronic lockers and attended and unattended bike parking facilities
- Understanding how different administrative and management models could improve the financial and customer service performance of the Caltrain bike parking system

RESPONSIBLE PARTIES: The project will be managed by Sebastian Petty, (the Caltrain project Manager), a Senior Planner within the Caltrain Modernization Group at the Sam Mateo County Transit District with supervision from Marian Lee, Executive Director of the Caltrain Modernization Program. The Caltrain Project Manager will interface with agency staff in other departments including Operations, Customer Service and Marketing, Engineering & Construction and Finance.

OVERALL PROJECT OBJECTIVES: Overall project objectives include:

1. Work with customers and key stakeholders to identify the mobility needs of bicyclists using the Caltrain system and specifically understand the factors and constraints that influence them to take their bikes on board the train rather than park at a station or use a bikeshare system
2. Work with customers and key stakeholders to define clear customer service and financial performance measures and goals for Caltrain’s bike parking system
3. Support the advancement of capital planning activities by analyzing the customer service performance, operating and maintenance expense of current, planned and contemplated bicycle parking facilities
4. Analyze different management strategies and administrative options to improve the performance of Caltrain’s bike parking system
5. Identify a recommended set of management and administrative reforms to optimize the performance of Caltrain’s bike parking system and develop a clear implementation strategy and timeline.

1. Program Initiation

Task 1.1: Project Kickoff Meeting (RP- Caltrain PM)

The project team will hold a kick-off meeting with Caltrans staff to discuss grant procedures and project expectations including invoicing, quarterly reporting, and all other relevant project information. Meeting summary will be documented.

Task	Deliverable
1.1	<i>Documentation of Project Kickoff Meeting</i>

2. Consultant Procurement

Task 2.1: Write and Issue Request for Proposal (RP – Caltrain PM)

The project manager will write a Request for Proposal for consultant services to perform work related to the study.

Task 2.2: Select a Consultant and Execute a Work Directive (RP – Caltrain PM)

The project manager will work with Samtrans Contracts and Procurement Department to select a consultant, execute a contract and issue a work directive.

Task	Deliverable
2.1	<i>Request for Proposal</i>
2.2	<i>Executed Work Directive</i>

3. Stakeholder and Public Outreach

Caltrain will conduct extensive outreach throughout the project to insure that interested stakeholders and members of the public understand the scope of the study and have opportunities to provide input. Task 3 will be coordinated by the project manager with consultant support. Particular meeting timing will be integrated with other task work.

Task 3.1: Technical Advisory Committee meetings (RP – Caltrain PM)

Caltrain will hold four technical advisory committee (TAC) meetings during the course of the project. Meetings will include Caltrain staff representing key departments including customer service, rail operations, finance and engineering and construction. The TAC will also include staff members from partner agencies including the Santa Clara Valley Transportation Authority and the City and County of San Francisco. The TAC will review study work products and provide guidance prior to key public meetings.

Task 3.2: Caltrain Advisory Committee & Stakeholder Public Meetings (RP – Caltrain PM)

Caltrain will present study progress and findings at a minimum of 6 standing meetings including 3 Bicycle Advisory Committee Meetings, 2 Citizens Advisory Committee Meetings, and 1 PCJPB Board meeting. Caltrain will also present at public meetings in San Francisco and Santa Clara counties as requested by TAC members representing those areas.

Task 3.3: Project Website and Comment Form (RP – Caltrain PM)

The project manager will work with Caltrain’s marketing department to set up a dedicated project webpage within Caltrain’s website. The webpage will be updated regularly and will explain the purpose of the project, announce upcoming meetings, and host documents. The webpage will also include a form allowing interested members of the public to submit comments.

Task	Deliverable
3.1	<i>4 Technical Advisory Committee Meetings + Notes</i>
3.2	<i>6 Public Committee Meetings + Notes</i>
3.3	<i>Project Website</i>

4. Data Collection

Task 4.1: Agency Data and Processes (RP – Consultant)

Consultant will work with project manager to develop a dataset of relevant utilization and financial data describing Caltrain’s existing bike parking system. Data types and sources will include: Ridership data, customer surveys, financial records, maintenance records, customer complaints and occupancy data as available. Caltrain project manager will also work with consultant to document the current management system for the bicycle parking system including facility ownership, operating policies and maintenance workflow.

Task 4.2: Additional Data Collection (RP – Consultant)

Based on the results of Task 4.1, consultant will conduct limited primary data collection. Primary data collection will be undertaken to establish “turnover rates” (duration of stay) for customers using Caltrain’s bike parking facilities and limited facility occupancy data as needed.

Task 4.3: Documentation (RP – Consultant)

Consultant will prepare a brief technical memorandum documenting the utilization and financial performance of the existing bicycle parking system.

Task	Deliverable
4.1	<i>Assembled records (spreadsheet format)</i>
4.2	<i>Assembled records (spreadsheet format)</i>
4.3	<i>Technical Memo</i>

5. Customer Research

Task 5.1: Intercept Survey (RP – Consultant)

Consultant will conduct a series of intercept surveys at Caltrain stations to collect key data on the demographics, travel patterns and mobility needs of Caltrain customers who use bicycles to access the system. An intercept survey methodology will be used to ensure a balanced and random sample of respondents.

Task 5.2: Focus Groups (RP – Consultant)

Consultant will follow up the intercept survey by holding at least two focus group sessions with Caltrain customers who access the system by bicycle. The focus group sessions will also be attended by Caltrain staff. Focus groups will provide a venue to supplement intercept survey responses with a more detailed understanding of cyclists’ needs and preferences.

Task 5.3: Documentation (RP – Consultant)

Consultant will prepare a brief technical memorandum summarizing the findings of the customer research conducted through surveys and focus groups.

Task	Deliverable
<i>5.1</i>	<i>Survey records (spreadsheet format)</i>
<i>5.2</i>	<i>Focus group summary notes</i>
<i>5.3</i>	<i>Technical Memo</i>

6. Performance Goals, Measures and Targets & Evaluation

Task 6.1: Performance Goals and Measures (RP – Consultant)

Based on the analysis conducted in Tasks 4 and 5 and input received through ongoing outreach Task 3, consultant will work with the project manager, TAC and Caltrain Standing Committees to establish performance goals, measures for the Caltrain bike parking system. Subject areas addressed will minimally include customer service and financial outcomes but may include additional areas as well.

Performance goals will serve to identify key areas of achievement for the parking system, performance measures will establish appropriate, quantified metrics to track progress within these goals.

Task 6.2: Performance Evaluation of Existing System & Target Setting (RP – Consultant)

Consultant will use goals, measures and targets established in Task 6.1 to evaluate the performance of the existing Caltrain Bike Parking System. Based on that performance evaluation, consultant will establish quantified targets for future performance that Caltrain will attempt to plan for and achieve.

Task 6.3: Performance Evaluation of Planned and Contemplated Improvements (RP – Consultant)

Consultant will then use the goals, measures and targets to evaluate the performance of planned bicycle parking improvements identified in the 2008/2014 Bicycle Access and Parking Plan as well as contemplated improvements that have been suggested by partner agencies, stakeholders and the public. Ultimately, task 6.3 should result in a clear and quantified understanding of the financial and customer service implications of any new or modified bike parking improvements.

Task 6.4: Documentation (RP – Consultant)

Consultant will prepare a brief technical memorandum documenting the performance goals, measures and targets and the evaluation of current and future bicycle parking improvements.

Task	Deliverable
6.1	<i>Goals and Measures matrix</i>
6.2	<i>Existing system evaluation memo and Targets matrix</i>
6.3	<i>Planned and contemplated improvements evaluation memo</i>
6.4	<i>Consolidated Technical Memo</i>

7. Management and Administration Alternatives and Recommendation**Task 7.1: Management Options (RP – Consultant)**

Based on the results of Task 6, consultant will conduct best practices and peer agency research to define a set of management options and policies that will improve the performance outcomes of the existing and planned bike parking system. Potential options could include pricing adjustments, operating procedures and recommendations for changes to the Bike Access and Parking capital plan. Consultant will identify implementation and ongoing costs with any management options discussed and will attempt to quantify the performance outcomes of each option using the goals, and measures identified in Task 6.

Task 7.2: Administration Options (RP – Consultant)

In addition to examining individual parking management policies and options, consultant will also evaluate different administrative models for the Caltrain bike parking system including contract operation of all or part of the system. Consultant will identify implementation and ongoing costs associated with administrative changes discussed and will attempt to quantify the performance outcomes of each option using the goals, and measures identified in Task 6.

Task 7.3: Recommendation (RP – Consultant)

Consultant will work with the project manager, TAC and stakeholders to develop a recommended package of management and administrative changes to the bike parking system. The recommendation should be focused on operating (not capital) changes but should also broadly identify any recommended adjustments to the Bicycle Wayside Capital Program.

Recommendations to the Bicycle Wayside Capital Program will be taken up and handled through the annual planning process put in place in 2014.

Task 7.4: Documentation (RP – Consultant)

Consultant will prepare a brief technical memorandum documenting the management and administrative options evaluated as well as a detailed discussion of the recommended package of management and administrative changes.

Task	Deliverable
7.1	<i>Management Options matrix</i>
7.2	<i>Administrative Options matrix</i>
7.3	<i>Recommended management and administration package</i>
7.4	<i>Technical Memo</i>

8. Implementation Strategy

Task 8.1: Implementation Strategy (RP – Consultant)

Consultant will work closely with Caltrain Project Manager and agency staff to develop a concise implementation strategy to realize the recommended package of administrative and management changes. Minimally, the implementation strategy will include documentation of:

- A detailed organizational chart with roles and responsibilities
- A month by month timeline showing key milestones, decisions and funding needs
- A list of recommendations (if any) to the Bicycle Wayside Capital Plan
- A monitoring plan to track and evaluate success

Task	Deliverable
8.1	<i>Implementation Strategy Technical Memo</i>

9. Final Report

Task 9.1: Final Report (RP – Consultant)

Consultant will prepare a final report collecting previously developed technical memorandums into a final, public document. This document will be posted on Caltrain’s webpage and will be provided to appropriate committees.

Task	Deliverable
9.1	<i>Final Report</i>

10. Invoicing

Task 10.1: Invoicing (RP – Caltrain PM)

The Caltrain Project Manager will work with Samtrans Grants and Capital Programming department to issue timely and complete invoice packages to Caltrans and a quarterly basis

Task 10.2: Quarterly Reports (RP – Caltrain PM)

The Caltrain Project Manager will work with Samtrans Grants and Capital Programming department will provide Caltrans with quarterly reports documenting intern status and activities and expenditures.

Task	Deliverable
<i>10.1</i>	<i>Quarterly Invoices</i>
<i>10.2</i>	<i>Quarterly Reports</i>