



City Council Report

City Council Meeting: December 14, 2010

Agenda Item: 4-A

To: Mayor and City Council
From: Eileen Fogarty, Director, Planning & Community Development
Subject: Implementation Priorities and Progress for the Approved Land Use and Circulation Element (LUCE)

RECOMMENDED ACTION

Staff recommends that the City Council support the approach for implementing the LUCE and provide comment and direction on workplan and priorities.

EXECUTIVE SUMMARY

The City of Santa Monica's new Land Use and Circulation Element (LUCE), adopted in July of this year, is a comprehensive policy document to guide the vision and future direction of the City. A dynamic and multifaceted implementation process is underway, with integration of land use, circulation and parking necessary for the plan to become a reality.

The General Plan is the City's fundamental policy document, setting the vision and direction for the City for the next 20-30 years. It is an essential guide for both public and private projects. The General Plan framework brings together inter-connected social, physical, and economic systems. Implementation of the LUCE needs to incorporate all of these systems in order to carry forward this integrated vision. The significant innovation of the LUCE is recognized by the recently received 2010 Outstanding Comprehensive Planning Award from the California American Planning Association, and over \$1.2 million in grant funding for continued planning to support implementation.

Community Commitments:

Implementation of the LUCE requires a flexible and adaptable approach. Each goal is related to other components of the plan and the pieces must fit together if the LUCE's objectives are to be met. This integration can be achieved by putting the right land uses in the right locations, including focusing housing and employment near transit and creating complete neighborhoods. Additionally, a robust Transportation Demand Management (TDM) strategy will minimize new vehicle trips while encouraging walking, bicycling and transit use. This integrated approach synthesizes individual projects into a complete framework that both increases community value and creates new opportunities.

The vision and support for the plan was developed through years of community engagement and consensus building. Community values incorporated into the LUCE include:

- Conserving neighborhoods, and protecting historic resources
- Requiring community benefits in new projects, including affordable housing along the boulevards
- Implementing aggressive approaches to produce fewer auto trips, with a goal of No Net New Evening Peak Vehicle Trips
- Improving pedestrian, bicycle and transit facilities
- Providing open space, cultural arts, and educational programs
- Creating a sustainable and integrated land use and transportation framework that reduces greenhouse gases
- On-going community involvement in all aspects of implementing LUCE.

Current Implementation Actions:

Critical planning efforts necessary for the implementation of LUCE are the focus of this report. Staff began addressing first-level priorities starting last July. This report summarizes how these issues are coming together and identifies next steps for consideration by the community early next year. A high priority is the incorporation of the LUCE principles through negotiation of development agreements to meet the expectations of the community. This is necessary to ensure that new development provides community benefits and that the City meets the goals for reduction of future vehicle trips and greenhouse gases.

The current multi-pronged approach includes the following elements:

Zoning: Updating zoning is a natural step following LUCE adoption. Staff is currently working on immediate and long-term zoning tools for implementing community priorities, including:

- Interim Ordinances: initial measures to address community benefits and trip reduction will be forthcoming in January, followed shortly by an interim zoning map, districts and permitted uses. Implementation of a tiered approach to development citywide is essential so that projects support the LUCE vision for community enhancement, reduced vehicle trips, and sustainability.
- Density Bonus Ordinance: implementation of a density bonus for affordable housing which was part of an interim ordinance previously adopted by Council.
- Neighborhood Conservation: approaches to neighborhood conservation are being developed. Additional community involvement will be done before bringing this forward as an overlay zone process.
- Historic Preservation: a comprehensive review of Transfer of Development Rights (TDR) programs has been conducted and will be brought forward for review.

Area and Specific Plans: Two areas of the City with future Expo Light Rail stations have been identified as the first priority for focused community planning:

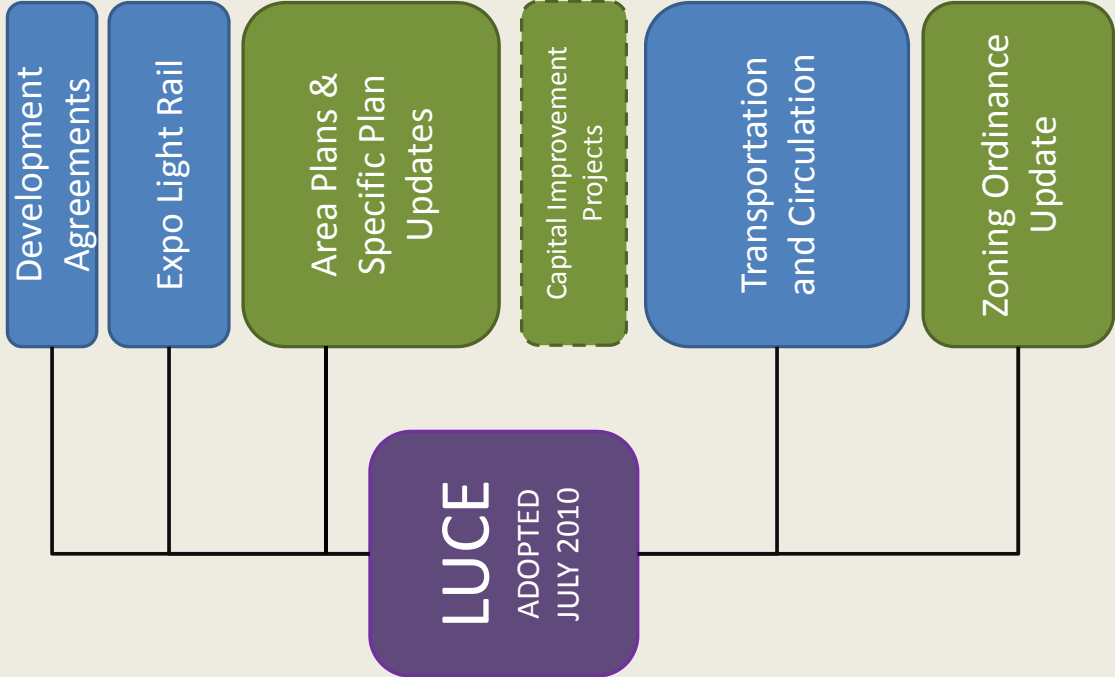
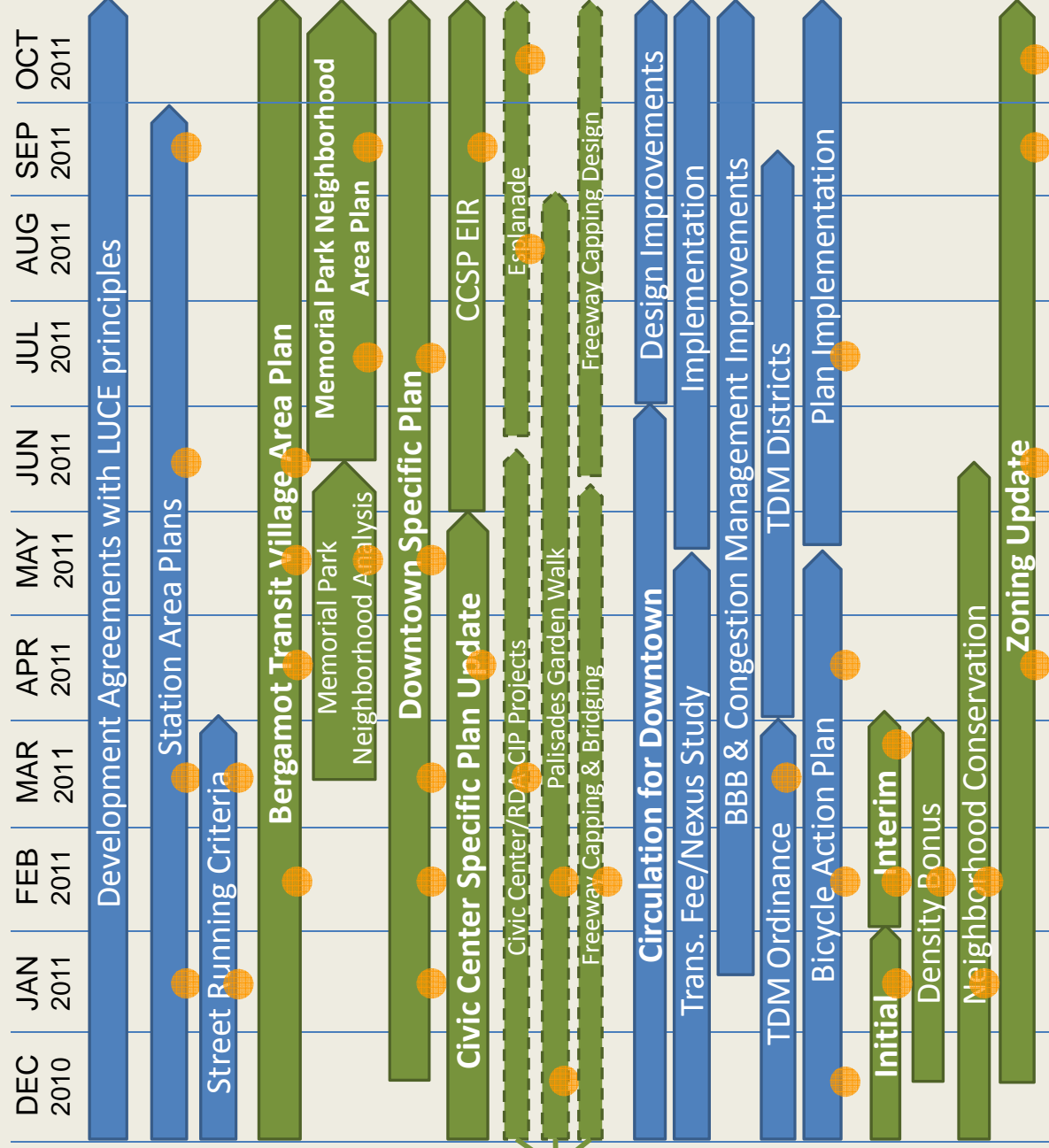
- *Bergamot Transit Village and Mixed-Use Creative Area Plan:* The Area Plan is underway for the combined districts, with community meetings starting in the beginning of the year. A phased approach is being taken starting with key connectivity and circulation issues and leading to strategies to support creation of an urban village, expanded creative arts, and shared parking strategies. It is vital that parameters be established to guide new development in meeting the community's vision as articulated in the LUCE.
- *Downtown Specific Plan, integrated with the Civic Center efforts:* A circulation framework for the Downtown Specific Plan as it relates to the Expo Light Rail station is underway. A community visioning process for the City's newly acquired site at 5th and Arizona will commence in January. Concurrently there will be a larger focus to integrate all the pieces in the Specific Plan, including issues such as the expanded Downtown boundaries and implications for transition to residential uses, heights, and for a possible expansion of the shared parking district.

The LUCE identifies an integrated vision for the Downtown/Civic Center tied together through shared circulation, parking, and open space linkages. A comprehensive review of integrated Downtown/Civic Center planning and capital improvement projects will be coming to Council in January. Several projects supporting the Downtown/Civic Center vision were funded through the Council's Redevelopment priorities, and the LUCE framework guides decision-making to create synergies between projects and maximize the community value of public investment.

Expo Light Rail: Extensive work has been underway to ensure that the future light rail stations at Bergamot, Memorial Park and Downtown, as well as the street-running sections through Santa Monica, are carefully integrated into Santa Monica. In addition to the area planning discussed above for Bergamot and Downtown, staff has been working with the Expo Construction Authority staff to address transit, bicycle and pedestrian interface requirements, including at the Memorial Park station. A report regarding the street-running section, Downtown circulation and an update on the stations will be brought to City Council and the community in January.

Congestion Management and Circulation: A core LUCE target, to achieve No Net New Evening Peak Vehicle Trips, is predicated on instituting aggressive Transportation Demand Management (TDM) measures and providing infrastructure to encourage the use of transit, walking, and biking as viable alternatives to the auto. These are part of the balanced approach that also includes the land use strategy of locating new jobs and housing near transit, and creating complete neighborhoods so that residents can walk or bike to local services.

Implementing the LUCE: Immediate Next Steps



● Indicates Community Meeting, PC, or CC Session

A TDM ordinance update is coming forward in the Spring, with additional targets and strategies are being incorporated into the area planning processes. The LUCE bicycle network is being implemented through citywide improvements such as bike stations, new bike racks, intersection bike detection, and lanes or sharrows (Arizona Avenue, Ocean Park Boulevard, 20th and 14th Streets). Pedestrian, bike and transit connections and improvements are also key to achieving No Net New Peak Trips and are underway in coordination with Big Blue Bus particularly near the Expo Light Rail stations. In addition to the TDM measures being applied to development proposals, tools to improve traffic flow and manage congestion are being implemented including active signal management, parking management, and real time way-finding. Staff has also been developing a nexus study for transportation improvements so that new development contributes a fair share of funding for the future transit network being implemented. A proposal will be brought to Council for consideration early next year.

Next Steps:

This report is an overview of implementation that has occurred since the July LUCE adoption and steps that are taking place during the first half of next year. Immediate next steps are illustrated in the chart above. A tremendous level of work has been undertaken since the LUCE adoption and will be brought forward to the Council and community over the next several months. Through the LUCE adoption, commitments have been made to the community and the work underway will help to make them a reality.

BACKGROUND

The City Council unanimously certified the Final EIR and adopted the Final LUCE on [July 7, 2010](#), following the Planning Commission’s unanimous recommendation for approval on [June 3, 2010](#). The Council’s action was the culmination of years of community engagement and consensus building. The Final LUCE emerged from a strong desire to preserve Santa Monica’s unique assets—its neighborhoods, open space, arts and culture, and character—while enabling the evolution of a sustainable City that meets the real challenges of climate change. Thousands of Santa Monicans shaped this vision that evolved from the Strategy Framework in 2008 through to the Final LUCE in 2010. The Final LUCE also incorporated the results of focused research on strategies for phasing and monitoring, fiscal stability, neighborhood protection, community benefits, and transportation demand management. In summary, the LUCE is distinguished by its emphasis on:

- Conservation and Preservation: The LUCE is fundamentally a conservation plan, controlling while guiding potential change, encouraging adaptive reuse, and

supporting compact mixed-use near transit. Open space, green buildings, and resource conservation go hand in hand with these strategies.

- Neighborhoods: The LUCE protects and conserves existing neighborhoods, which make up the vast majority of the City's land area. The Plan includes an innovative program of incentives and restraints designed to redirect intensive residential market pressure away from existing neighborhoods.
- Integrated Sustainability: The plan encourages local-serving uses that provide daily needs within walking distance to reduce the number and length of routine car trips. It focuses future housing and employment at Expo stations and other transit locations, and prioritizes pedestrian and bicycle connections throughout the City. This strategy establishes the fundamental framework to reduce greenhouse gas emissions.
- Balanced Transportation Strategy: Through the LUCE the City regains control of its streets. The LUCE supports the transformation of the City's auto-oriented boulevards into inviting avenues with improved transit, wider sidewalks, bicycle facilities, distinctive architecture, landscaping and neighborhood-friendly services. Rather than accept additional automobile congestion and delay, the plan enables the City to rely more on high-capacity, efficient forms of transportation: walking, bicycling, and transit.
- No Net New Trips: This objective represents the City's commitment to measurable success in rebalancing the transportation system. In order to achieve the City's overarching goals of reducing congestion and carbon emissions as well as fostering community use of open space and active living, the plan calls for No Net New Evening Peak Period Vehicle Trips. It encourages alternative modes of transportation and proposes a system of city-wide bicycle paths and green corridors, improved pedestrian amenities and enhanced transit.
- Ensuring Community Benefits: The LUCE establishes a performance-based approach to ensure that development which seeks to expand upon base project parameters provides community benefits. There is specific emphasis on affordable housing and trip reduction.
- Commitment to On-Going Community Involvement: The Plan establishes a structure for development review and on-going planning that continues to engage the community in creative dialogue.
- Monitoring Change: The LUCE sets forth regular monitoring and measuring to ensure that the pace, and type of change meets expectations.

DISCUSSION

The General Plan is the City's fundamental policy document, guiding the vision and direction for the City for up to 20-30 years. It is a valuable guide for both public and private projects. Most importantly, it synthesizes individual projects into a complete

framework that creates value and new opportunities for the community that would not exist otherwise. The General Plan framework brings together inter-connected social, physical, and economic systems that are the underpinnings of local quality of life, values and aspirations. Implementation of the LUCE through policy efforts and public and private projects needs to incorporate all of these systems in order to carry forward this integrated vision.

There are numerous LUCE implementation efforts underway including work on Expo Light Rail, area and specific plans, transportation improvements, capital improvement projects and interim zoning ordinances. In addition, proposed development agreement projects are incorporating community benefits and trip reduction strategies required by the LUCE. This staff report summarizes work to date, as well as next steps in the process of achieving the community vision. It begins with Expo Light Rail because of its transformative role in transportation and land use, and incorporates the numerous public and private planning and construction efforts in process throughout the City.

Early Implementation through Development Agreements

During development of the LUCE staff worked with applicants for potential development agreement projects to communicate the anticipated requirements of the LUCE for community benefits, trip reduction, open space, connectivity, quality housing, land use mix, and shared parking. Incorporation of these features from the start provides the greatest opportunity for successful integration, sets an example for future actions, and establishes key infrastructure for districts and boulevards throughout the City. For example, the creation of new green pathways through and around the Expo Light Rail Bergamot station is critical for creating walkable city blocks that link all uses to transit while also providing more options for people, cars and bikes to move around.

Going forward, development agreements will continue to be an important and valuable tool to ensure that projects above the base height contribute to the community as a whole, creating special places in the City that enhance its unique character and quality of life. These will come forward to Planning Commission and City Council with proposed community benefits that consider community priorities and unique opportunities of the

subject site or area. The types of community benefits anticipated in the LUCE include affordable and workforce housing, physical improvements to the City such as wider sidewalks and transit improvements, social and cultural facilities/programs, and historic preservation.

IMMEDIATE LUCE IMPLEMENTATION ACTIONS

A. INTEGRATING LAND USE AND TRANSPORTATION IN EXPO STATION AREAS

The LUCE identifies each Exposition Light Rail station as part of a unique District or Activity Center. As Expo moves forward the City must proactively plan the station areas to create an integrated neighborhood that seamlessly connects with existing and future surrounding development. There are both opportunities and pressures around these stations that need to be shaped in order to serve the community in the best way possible. The Area Plan for Bergamot and a Specific Plan for Downtown are the first LUCE priority planning implementation projects. Both work efforts are beginning with identification of the circulation framework.

1. Bergamot Transit Village & Mixed-Use Creative Area Plan

The Area Plan is underway for the combined Bergamot Transit Village and Mixed-Use Creative Districts, which also encompass the Bergamot Arts Center and Bergamot Light Rail station. Parameters must be established to guide new development to ensure that each project contributes to creating the community's vision as articulated in the LUCE. Planning and Community Development has engaged an interdepartmental group in this effort including Community & Cultural Services (CCS) and Housing and Economic Development (HED). The vision as identified in the LUCE includes:

- **Housing**: Encourage a range of housing affordability and type including artist live-work, and other priority needs.
- **Arts and Culture**: Maintain and enhance the character of the Bergamot Station Arts Center. Encourage the arts, including space for the film, music, and television industries, and performing arts spaces.
- **Sustainability**: Integrate land use and transportation to achieve reduced greenhouse gas emissions, reduce per capital vehicle miles traveled, and create a sustainable local community.

- Active Streets and Open Spaces: Create an active street life with a village atmosphere that encourages walking, strolling and social interaction, and additional community open spaces.
- Neighborhood Needs: Introduce local-serving commercial and retail uses to serve area residents and optimize the mix of uses near the light rail.
- Trip Reduction: Provide innovative and strong TDM programs including shared parking to further reduce vehicle trips.



Phased Approach

A phased approach is being undertaken, starting with critical transportation and connectivity issues. Staff is working with transportation experts to identify pedestrian, bicycle, and roadway connections. The first phase focused on the location and character of streets, eventually leading towards creating a hierarchy of streets with criteria that will include street width, sidewalk treatment, bicycle facilities, transit amenities, and relationship to adjacent buildings. Other work to integrate the area with Expo Light Rail has also included:

- Increasing Access to Expo Light Rail. Key access points to the station, station configuration and relationship with the Bergamot Arts Center have been identified.
- Integrating with the Expo Regional Bicycle Path. Options for routing the bicycle path have been explored including connections to the City's bike network and interaction with the bus passenger loading/drop-off zone on Olympic Boulevard.

Concurrently work has been underway on important issues related to character, urban form, arts, shared parking, inter-relationship between projects, community benefits, open space and infrastructure. Work to date and future efforts include:

September 2010 – April 2011 – Creating an Urban Village. Strategies and criteria to ensure the creation of a village-like character that is walkable, pedestrian-friendly and human scaled are being explored. This includes issues of building scale, nature and location of open space, and relationship to the street via entrances, driveways, and building facades.

November 2010 – June 2011 – Expanding Creative Arts and Cultural Activities. Specific models for incubating creative arts and expanding the range of arts activities are being identified, including options for artist housing, affordable housing and other supportive land uses.

November 2010 – February 2011 – Parking Concepts. Identify existing parking, and estimate additional parking needed for future development and alternatives for shared parking and parking districts.

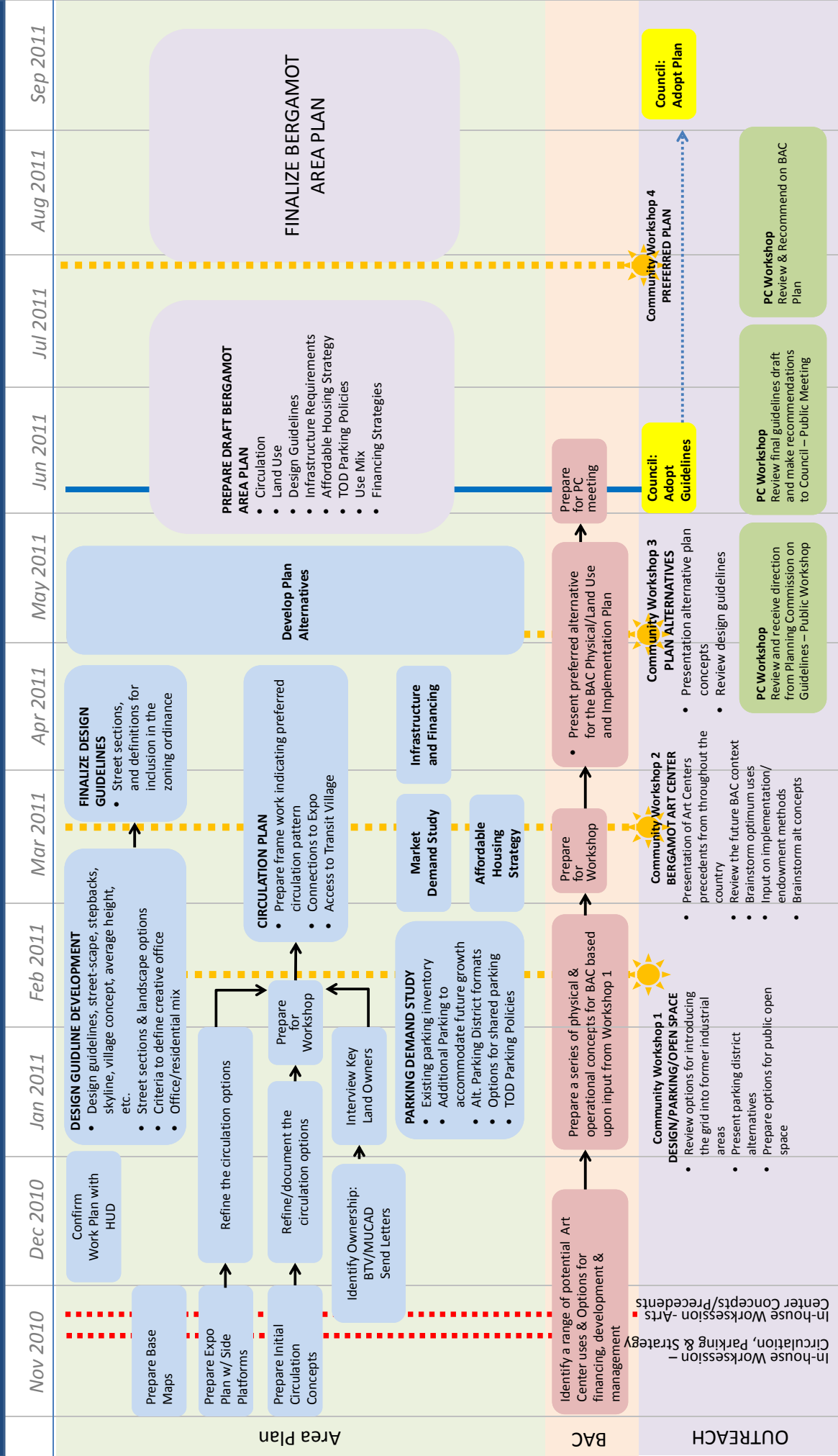
December 2010 – January 2011 – Identifying Property Ownership and Relationships between Proposals. Several development proposals are in various stages of review within the planning area. The planning team will meet with major property owners to ensure understanding of the LUCE, the intent of the Area Plan, and how the property fits within the future urban village.

January - June 2011 – Worksessions and Community Meetings. Three internal work sessions have been held to date and it is anticipated that the first community workshop will be held in January/February with a presentation on initial findings to occur in March 2011.

The next step will incorporate a community process that will include a number of community workshops and Planning Commission meetings in the upcoming months that engage the arts community, neighborhood groups, property owners and businesses.

Bergamot Transit Village District / Mixed-Use Creative District – Area Plan

WORK FLOW DIAGRAM



2. Downtown Specific Plan

Santa Monica's Downtown is the heart of the City, its most celebrated of public places and integrally linked to the beach, oceanfront, and Civic Center. The Downtown has both public and private projects coming forward, including the recently completed Santa Monica Place and the future Expo Light Rail station which are both transformative components of the Downtown. It is critical to ensure that projects incorporate the essential components of the LUCE such as achieving No Net New Evening Peak Hour trips, providing quality housing with open space, integrating with the Downtown station as well as the beach and Civic Center, and incorporating a range of local and visitor-serving uses.

The LUCE vision ties Downtown with the Civic Center to create a culturally rich center of activity and social gathering. The Downtown area is expanded through the LUCE to include the north side of Wilshire Boulevard, the east side of Lincoln Boulevard, and the properties around and including the Expo light rail station. The Santa Monica Place mall redevelopment and future Expo station, combined with the range of public projects including public parking structure improvements and the visioning for the 5th/Arizona City property, bring the Downtown to a unique opportunity. The convergence of these elements will be integrated through the strategic planning effort of the Downtown Specific Plan proceeding concurrently with specific flagship projects.

Expo and Downtown Circulation

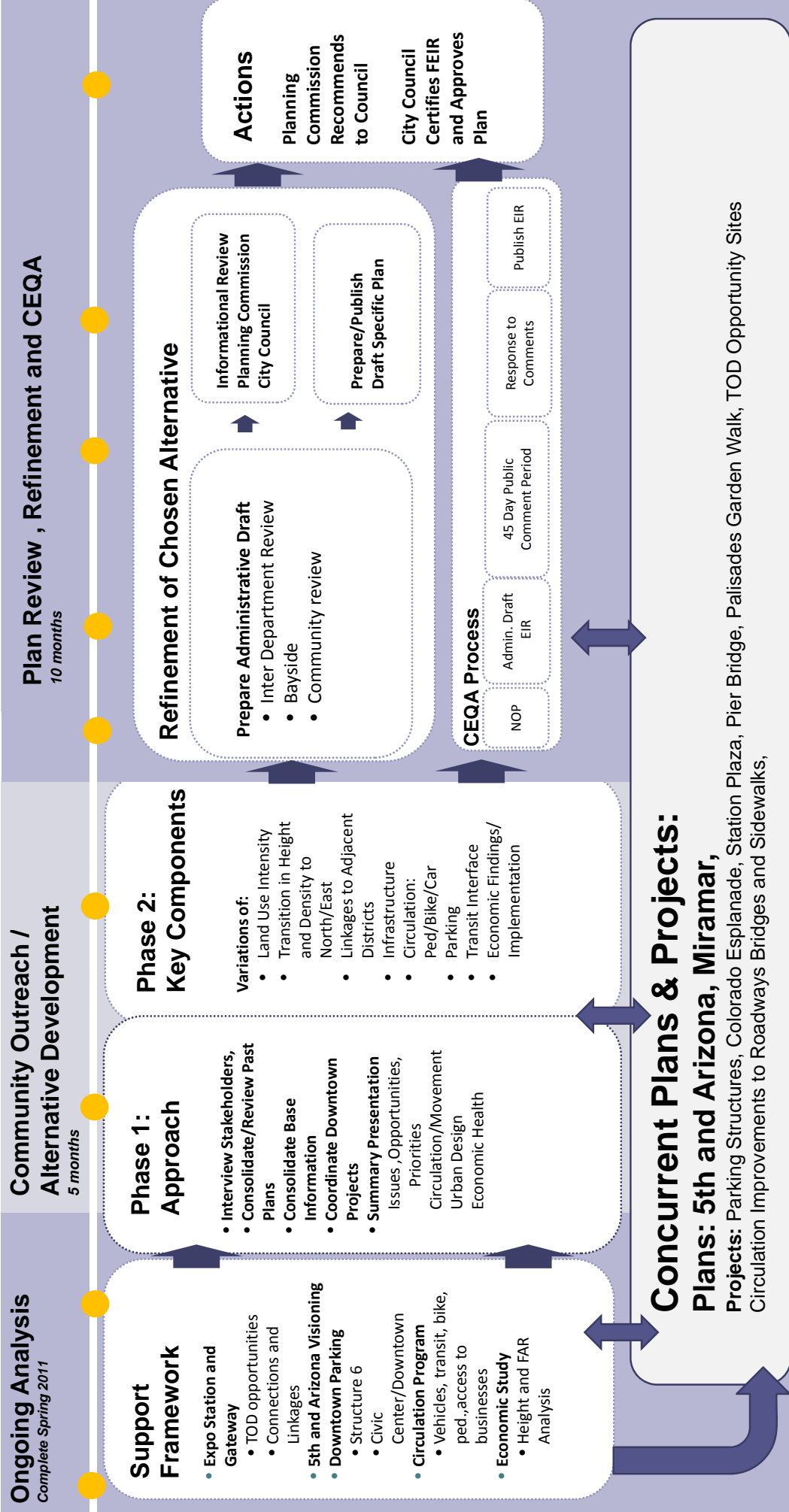
In anticipation of the Expo Light Rail a wide range of circulation patterns including various options for roadway reconfigurations and/or future capital projects has been evaluated. This evaluation has addressed, among other things, challenges such as freeway access and creating direct access to the City's parking structures as well as addressing congestion. This analysis of Expo and the Downtown circulation will provide the foundation for integrating the land use and transportation decisions in the Downtown.

The circulation analysis has taken place concurrently with the extensive analysis for the Downtown station. The location for station access, the station alignment and impact on the site, and public amenities have been fully evaluated and shared with the Expo Construction Authority, and were unanimously endorsed by Council in July 2010.



DOWNTOWN SPECIFIC PLAN

Work Flow Diagram 2011/12



● Stakeholders, i.e. Bayside, Community Input and Public Hearings

Multiple Planning Processes Shape the Downtown Specific Plan

In addition to circulation, another critical building block that will set the direction for the downtown is the planning for the City property at 5th and Arizona. This is a great opportunity for the City to bring vitality to this section of the Downtown, with the potential for public parking, open space/plazas or other community benefits, and a supportive mix of uses. The public process for planning of this site will be initiated early next year, as identified in the staff report that is item 3-M on the December 14th agenda (Visioning Process for City-Owned Downtown Property). The process will engage key stakeholders, specifically Bayside, as well as the community at large in a number of public workshops.

Transit-Oriented Uses at Future Expo Station Site

Concurrently there has been extensive background information gathering and evaluation of transit-oriented development at the Downtown Expo station site. The opportunities for transit-oriented development that would be associated with the station and adjacent sites are being evaluated and will come forward to Council next year.

All of this work, coupled with the analysis on the key components for the specific plan, will be brought forward as quickly as possible in the continuation of the process identified above for 5th and Arizona. The key components for Downtown, necessary to create a rich and complete experience include:

- *Circulation and parking strategies* with an emphasis on access to the City's public parking structures, and flexibility for shared parking.
- *Transition to adjacent residential areas*, particularly to the north and the east.
- *Urban design* considerations to integrate the subareas and address height and massing.
- *Small business* health and vitality.
- Enhanced *transit interface*: bus, train, and shuttle.
- Intensity and location of *Land Uses* – office, residential, visitor and local-serving.
- *Hotel* development and redevelopment.
- Connections to *beach and open space*, and linkages to the neighborhoods.
- *Gathering places* that respond to the energy of the Downtown urban neighborhoods.
- *Congestion Management* including roadway management and TDM strategies.

Starting in late spring, work with the key stakeholders, including Bayside, and the community through Planning Commission community-wide workshops will focus the development of the plan. The Downtown Specific Plan will engage the community and the Bayside District in addressing the pressures in the Downtown and capturing opportunities to achieve the LUCE vision.

3. Concurrent Capital and Private Projects in Downtown.

While the Downtown Specific Plan is underway, City staff will also be processing a number of development application projects. It is vital that these projects contribute to creating quality housing, providing public benefits, and fostering the highest quality public realm. Of particular significance is the need for all projects to participate in achieving No Net New Trips by incorporating the parking and transportation demand management strategies identified in the LUCE as well as the necessary bicycle and pedestrian connections. These projects implement the vision of the LUCE for the Downtown as a mixed-use district. Key projects coming forward are the development agreements for the 710 Wilshire hotel project, and the Miramar Hotel that will undertake a very focused specific plan within the context of the larger Downtown Specific Plan.

As a result of the Civic Center/Downtown planning process, Council initiated in May 2009 several potential public projects that create the gateway for Downtown, and that synthesize and optimize the experience for residents and visitors. The projects that would connect directly to the Downtown include:

- Colorado Esplanade and Pier Entrance. Design and construction of the Colorado Esplanade from 4th Street to Ocean Avenue including the intersections and Pier Entrance at Ocean Avenue.



- Freeway Capping. Identification of vital linkages across the freeway. The first phase is the entry to Palisades Garden Walk at the corner of Ocean and Colorado Avenues.
- Parking Structures. Reconstruction of Parking Structure #6 with additional spaces, and demolition of Parking Structure #3 and other improvement projects.

4. Civic Center Planning and Capital Improvement Projects

Civic Center Specific Planning dates back to the 1990s with implementation proceeding along with a number of Specific Plan updates. An interdepartmental team will be bringing forward a comprehensive update on integrated Downtown/Civic Center Planning in January, that updates the comprehensive report to Council on [March 24, 2009](#). As noted earlier, out of the Civic Center process several Redevelopment projects were identified and funded. These capital improvement projects provide the opportunity to put in place key infrastructure that catalyze the LUCE vision of connected, complete streets, comfortable and inviting walking and bicycling and community facilities. Like private projects, using the LUCE framework to guide decision-making provides synergies between projects by considering pedestrian connections, complementary uses, and shared parking to maximize the community value of public investment. Planning is underway on a number of key projects and an update to integrated Civic Center/Downtown .

- Palisades Garden Walk will include key pedestrian, bicycle and transit connections with The Village project, Downtown/Expo, Ocean Avenue (Concept December 2010). See item 8-A on the December 14th agenda
- Shared parking and circulation program concepts that optimize parking resources – coupled with essential pedestrian and shuttle linkages such as 4th Street and Main Street bridge improvements
- Civic Center Auditorium renovation
- Potential Art Museum - notice of availability released
- Early Childhood Education Center design and construction
- Joint Use program for shared facilities with Santa Monica High School
- Olympic Drive extension that will be built as The Village project, currently anticipated to begin construction in 2011.



Civic Center planning continues concurrently with these efforts. The Civic Center and the Downtown are tied together through shared circulation and parking frameworks. The planning effort has identified the critical linkages necessary in the near and long-term to take advantage of shared parking, to facilitate direct pedestrian access, and bring together complementary uses.

B. EXPO LIGHT RAIL

Extensive work has been underway on City recommendations to the Expo Construction Authority for elements to be included in the baseline definition for the three Expo Light Rail stations, and the Colorado alignment. Recommendations for the Stations were unanimously endorsed by the City Council on [July 13, 2010](#). Among the issues addressed in the recommendations were pedestrian access points and ramp locations, bicycle access, bus transfer, relationship to adjacent land uses, and station site impacts. The priority has been on functionality and ridership convenience while addressing Santa Monica's LUCE vision for the future.

Criteria have also been developed for the Colorado Avenue street-running segment from 17th to 4th Streets where the train travels within Colorado Avenue. The priority of this work has been to create a functional transit street that encourages walking, increases access to transit, supports surrounding land uses and accommodates emergency and service vehicle access. A recommended roadway cross-section was identified that balances the roadway space for vehicles, transit, pedestrians and parked cars, and that simultaneously provides landscaped sidewalks, increases street and pedestrian lighting for safety and comfort, maximizes on-street parking, integrates light rail poles and wiring, and maintains existing crosswalks.



Staff completed an extensive review of the Stage A drawings from both design-build teams competing for the Expo Light Rail project. Over 1,000 total comments were submitted to the Expo Construction Authority on October 6, 2010 following the 20-day review period. Staff continues to work with the Construction Authority to advocate inclusion of the recommended issues into the baseline for the Expo Phase 2 project. In addition, City staff continues to work with Expo Construction Authority in discussions with the California Public Utilities Commission (PUC) regarding inclusion of additional light rail crossings that are subject to PUC approval.

C. CIRCULATION: CONGESTION MANAGEMENT AND CREATING BALANCED ROADWAYS

The LUCE establishes a new priority for reducing future vehicle trips and making walking, bicycling and transit use a viable alternative to the car. To achieve the No Net New Trips target identified in the LUCE, work is underway on transportation demand

management, congestion management, and infrastructure improvements that support pedestrian and bicycle pathways. Coordination with Big Blue Bus on transit improvements and connections to the Expo Light Rail stations is another key part of the No Net New Trips effort. A transportation facilities nexus contribution for new development will be coming forward to facilitate the achieve the necessary roadway improvements. At the same time, signal timing coordination and new real-time management tools are being put in place to address day to day and event traffic congestion.

Transportation Demand Management

A TDM ordinance is being brought forward to Council to include a wide range of requirements for facilities and programs that reduce vehicle trips. TDM districts with trip reduction goals are being incorporated into the area planning processes underway taking into account area-wide targets such as average vehicle ridership (a measure of carpooling), percentage of trips made without a car, and reduction in vehicle trips for existing and new uses.

Bicycle Facility Improvements

Because of Santa Monica's favorable climate and relatively flat topography it is an ideal place for bicycling. And because of Santa Monica's modest size, it is possible to reach almost any location by bicycle within 15 minutes. Implementing the bicycle network is a priority of the community and the LUCE and work is underway on a range of key projects:

- Recent completion of the Arizona Avenue bicycle lane
- Bike Stations in Parking Structure #7 and #8 at Santa Monica Place ([12/7/10](#)) featuring bicycle parking, rental and retail space, a restroom/changing room, and storage lockers – construction to start in February 2011
- Installation of 1,000 new bike racks throughout the City to be complete
- Continued expansion of the bike valet program
- Installation of bicycle video detection at signalized intersections
- Painting sharrows and bike lanes as streets are redesigned or resurfaced, such as the Ocean Park Boulevard Green Street, 14th and 20th Streets.

In addition, Planning and Community Development is completing the Bicycle Action Plan which will identify additional specific programs and projects to achieve LUCE goals, policies and objectives for bicycling. A key issue is investment in bicycle infrastructure, and this Action Plan is the linchpin to qualify the City to seek bicycle infrastructure construction grants from the State of California and Metro – currently the largest sources of funding. The Draft Bicycle Action Plan will be released in February/March 2011 and be finalized with Community, Board, Commission, and Council input over the next six months. An open house meeting is scheduled for December 13 and an on-line survey will be available at that time on the City's bicycling web page (Bike Santa Monica – www.smgov.net/bikesm).

Circulation and Congestion Management Tools

The LUCE circulation policies require implementation of measures to improve traffic flow and address congestion. A number of proactive roadway management programs are underway to address day-to-day and event circulation demands.

Automated Traffic Management System – The ATMS project upgrades and links signalized intersections, and updates signal timing plans to optimize flow as an integrated corridor or network. Upgrades include detection equipment for pedestrians, bicycles, and vehicles. ATMS Phases 1 and 2 have been completed (Downtown, except Arizona Avenue). Phase 3 has just begun construction and is anticipated to be complete by Summer 2011 (35 signals along Wilshire, Santa Monica, and Pico Boulevards east of Lincoln Blvd). Phases 4a and 4b have completed design and will be constructed by Fall 2011 (Arizona Ave in Downtown, the mid-city area, and the office district). Phases 4c and 5, the last phases, are scheduled to be completed by 2013 (Ocean Park Blvd, Neilson/Main St., Montana Ave. and San Vicente Blvd).

Transit Priority - To implement transit priority in Downtown and on the transit priority streets, new traffic signal controllers (the computers that control traffic signal timing and communication) will be installed as part of ATMS Phase 3. These will cover portions of Wilshire, Santa Monica, Pico and Lincoln Boulevards. This also will be valuable during special events, when special timing plans can facilitate the flow of traffic.

Video Detection - Adjustable cameras have been deployed at over 40 intersections throughout the City. This feedback loop enables quick response to blockages or incidents. It also recognizes bicycle riders to activate the signal during non-peak periods where intersections may not operate on a cycle.

Traffic Management Center (TMC) - The TMC in City Hall is a centralized monitoring area that can coordinate transportation-related activities of multiple

City Departments. During special events or incidents, the TMC will be the “mission control” for transportation network operations. Construction of the TMC in City Hall will be complete by early 2011.

Dynamic Wayfinding Signs - New dynamic wayfinding signs are currently under design and will be constructed during 2011. Beginning in 2012, the City will embark on a larger-scale grant-funded project to deploy more dynamic messaging signs.

Transportation Facilities Nexus Contribution

To support the critical infrastructure necessary to reduce vehicle trips, and encourage more walking, bicycling and transit use, the LUCE proposed creation of a Transportation Facilities contribution. This would engage new development projects in contributing a fair share of funding for the future transportation system. The contribution would be based on identified network improvements necessary to serve future transportation needs and achieve the No Net Trips goal, and would be allocated to new development based on their size and the demands they are expected to place on the transportation system. Technical work for the contribution is based on the Citywide transportation model developed for LUCE. The ordinance associated with this effort is expected to be presented for Planning Commission review in Spring 2011, with Council consideration shortly thereafter.

D. ZONING ORDINANCE, INTERIM ZONING, AND NEIGHBORHOOD CONSERVATION

One of the key tools the City will use for years to come to implement the LUCE is a new Zoning Ordinance, to be developed in a format that is simpler to use and consistent with LUCE policies. The zoning ordinance update is the natural next step following the LUCE adoption. To ensure the goals and policies established in the LUCE are fully implemented, a new zoning ordinance will translate LUCE objectives into standards that are supported by flexible guidelines with illustrations and will provide a new zoning map with new districts and new permitted uses.

As the comprehensive zoning ordinance is being developed through a public process, it is essential for interim ordinances to be adopted to ensure that the expectations

embodied in the LUCE will be reflected in existing and future development projects. Forthcoming ordinances include:

- an affordable housing density bonus which had been an interim ordinance
- an initial interim ordinance
- an expanded interim ordinance with zoning map, districts and uses
- a neighborhood conservation overlay program
- Transfer of Development Rights (TDR) program

These actions will be supported by transportation ordinances including the TDM ordinance, and the transportation facilities nexus contribution.

Interim Ordinances

An initial ordinance will be brought to City Council in January 2011. The intention of the ordinance is to apply the “tiered LUCE approach,” which provides for incorporation of TDM tools and community benefits for projects over the base height (typically 32’ with variation for providing affordable housing). These projects, that are defined as Tier 2 or Tier 3, could be processed through development agreements under the proposed initial ordinance. This initial effort focuses on the extensive number of current and forthcoming proposals which need to incorporate community benefits and address the traffic associated with their projects. The initial ordinance will be followed by the density bonus ordinance for affordable housing projects.

In the Spring, the interim zoning ordinance will come forward to Planning Commission and City Council. This ordinance will include an interim zoning map, districts and permitted uses and will feature implementation priorities such as shared parking, and a neighborhood conservation overlay process. It will address provisions unique to Main Street.

Neighborhood Conservation

Neighborhood Conservation is a fundamental component of the LUCE and one of the first implementation efforts underway. The Plan allows residents more control over the type of changes in their neighborhood to preserve the scale, character and quality of life

through tools like neighborhood conservation overlays. A preliminary approach to creating a program of overlay districts has been prepared and preliminary comments received from community, planning and historic preservation representatives. Revisions and modifications are currently in process to incorporate suggestions. Elements of creating



Neighborhood Conservation Overlay districts include:

- Establishing Neighborhood Priorities. Prioritize key characteristics and features subject to conservation.
- Partnering with the Community. Residents and City staff work together to identify key issues and possible solutions, keep neighbors informed and hold meetings.
- Creating Flexible Guidelines or Standards. The criteria for an overlay can be tailored for local conditions.
- Integrating with the City Laws and Process. Staff works with neighborhood residents to identify creative solutions and incentives compatible with local policies and process so they can be implemented quickly.
- Establishing Supportive Programs. The overlay may include creation of supportive educational materials and programs such as a pattern book of design solutions, or self-guided walking tours, and required notification within real estate sales contracts.

Further community input in January and February 2011 will be critical in shaping the draft ordinance. It is anticipated that these policies will be shaped by the community input and brought forward for discussion at a hearing in March/April 2011.

Historic Preservation – Transfer of Development Rights:

The LUCE celebrates Santa Monica's past by preserving attributes that characterize and represent the City's history. A Transfer of Development Rights (TDR) program is being developed to support the feasibility of preservation and adaptive reuse of the City's historic resources.

TDR is an incentive-based approach that allows the voluntary transfer of unused development rights between properties. A TDR program creates a framework for:

- The purchase of development rights (additional height and/or FAR) from properties in an identified *Sending Area* (identified in the LUCE as significant historic structures, courtyard housing, and neighborhood conservation districts)
- The transfer of the development rights to a *Receiving Area*, such as on the boulevards, activity centers, and mixed-use districts. New development will remain within the maximum height and floor area allowed by the LUCE.
- Participation in the TDR program may be proposed as partial satisfaction of required *Community Benefits* for new development above the base established in the LUCE.

In the interest of developing a TDR program that will be an attractive incentive and will achieve the community's preservation objectives, staff is identifying preliminary goals for the TDR program that include:

- Keeping the program simple to understand and to administer
- Creating a public policy framework that supports private market activity
- Identifying clear, careful criteria for sending area
- Designating receiving areas with most chance for success
- Opportunities for the private market to set the price
- Reducing uncertainties of TDR transfer to increase appeal (potentially ministerial)

A comprehensive review of the performance of TDR programs with a range of models has been completed. Based on this information and evaluation of City priorities and opportunities, recommendations for a pilot program in Santa Monica are being developed. Community outreach will take place early next year. A draft pilot program will then be brought forward for review by the Landmarks Commission, Planning Commission, and City Council.

SUMMARY

As outlined in this report, a tremendous level of implementation work has been undertaken since the LUCE adoption and will be brought forward to the Council and community over the next several months. This work follows through on commitments made to the community through the LUCE adoption, and the work underway will help to make them a reality.

FINANCIAL IMPACTS & BUDGET ACTIONS

A fiscal impact analysis prepared for the LUCE confirmed that plan implementation would result in a net fiscal benefit, which will be realized as projects come forward consistent with the LUCE. Planning efforts underway have been budgeted in the FY 2010-11 annual budget.

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