



Council Date: April 27, 2010

SUBJECT: 2009-0454 Work Plan for Lawrence Station Area Plan 2010-2011 (Study Issue)

BACKGROUND

In May 2009, City Council approved a feasibility study for Lawrence Station Area that reviewed and assessed current and future development potential in the area around the existing Caltrain Station near Lawrence Expressway (refer map in Attachment C). The main focus of the study was to explore the feasibility of higher-density, transit-oriented development near Lawrence Caltrain Station that would, in turn, result in increased ridership at the station.

As part of the approval, Council directed staff to pursue the following:

- Develop a comprehensive Station Area Plan (SAP) for the Lawrence Station study area;
- Negotiate a Memorandum of Understanding (MOU) between the cities of Sunnyvale and Santa Clara to develop a joint SAP;
- Pursue additional grant opportunities to raise funds for a comprehensive study; and
- Return to Council with a work plan, including a detailed schedule, budget and MOU, when adequate funding for the study becomes available or in nine months, whichever is sooner.

This study is intended to provide an update to Council on specific items, including: available funding, an MOU with Santa Clara and a detailed outline of the proposed work plan, schedule and budget.

EXISTING POLICY

Land Use and Transportation Element

Goal R.1. – Protect and sustain a high quality of life in Sunnyvale by participating in coordinated land use and transportation planning in the region

Policy R1.3 – Promote integrated and coordinated local land use and transportation planning

Policy R1.10 – Support land use planning that complements the regional transportation system.

Action Statement R1.10.2 – Support alternative transportation services, such as light rail, buses and commuter rail through appropriate land use planning.

Action Statement R1.10.3 – Encourage mixed uses near transit centers.

DISCUSSION

The scope of work for Lawrence Station Area Plan (SAP) is contingent upon the amount of funding available for the study. In May 2009 (at the time of completion of the feasibility study for Lawrence Station area), it was anticipated that the study would be a comprehensive one, subject to availability of funding. A comprehensive SAP typically includes a land use plan, parking analysis, access, circulation, streetscape design, open space plan, urban design guidelines, an implementation strategy to accomplish the goals and objectives of each component of the plan and environmental review per CEQA. The cost for preparing a comprehensive SAP could exceed \$500,000 depending on a variety of factors such as scope of study, special studies (e.g. traffic, noise), environmental review, consultant fees, and public outreach process. However, the availability of limited funding has led staff to recalibrate the strategy as discussed below.

Funding

The City has been awarded a grant from Valley Transportation Authority (VTA) for an amount of \$150,000 under VTA's FY 2008/2009 *Community Design and Transportation Grant Program* for the Lawrence SAP project. The grant requires a local match of 20% of the grant money, i.e. a total of \$30,000, which could be met through staff time allocated towards the project (in kind contribution). The grant agreement has been approved and will be finalized by the end of March 2010.

No feasible planning grant opportunities have been identified in the past year for the Lawrence Station study. Due to limited funding availability (\$150,000), it will not be possible to develop a comprehensive SAP at this time. Staff has identified an alternative strategy to develop the SAP in phases (details are included in Attachment A). As funding becomes available, the scope of work could be expanded to include additional components of the SAP identified for completion in subsequent phases. A detailed discussion of the phased work plan is included in the following section of the report. Meanwhile, staff will continue to pursue any planning grants that become available in the coming months.

Scope of Work and Schedule

The proposed work plan, as outlined in Attachment A, breaks down the comprehensive SAP into smaller components to be developed in phases as

funding becomes available. The VTA grant money will be used to develop Phase 1 of the study and will include the following:

- Land use study
- Parking study
- Implementation strategy to accomplish land use and parking study goals

A consultant will be hired to assist staff with Phase 1 of the SAP process. Attachment B outlines a broad schedule for the SAP process with key tasks, deliverables and timelines associated with each task. Staff anticipates that Phase 1 of the SAP will take approximately 12 months to complete and will be coordinated with the update to the Land Use and Transportation Element (LUTE).

Coordination with Santa Clara

Staff has shared the proposed work plan and schedule for Lawrence SAP with City of Santa Clara staff (included as Attachment A and B). As work progresses on Phase 1 of the SAP, staff will coordinate with Santa Clara staff on a regular basis through scheduled meetings and sharing of project related information. At the time of completion of the feasibility study in 2009, it was anticipated that a formal Memorandum of Understanding (MOU) would be signed between the Cities of Sunnyvale and Santa Clara for the Lawrence SAP project. Based on subsequent discussions with the City of Santa Clara staff, it was determined that a formal agreement with Sunnyvale for this joint effort was not necessary. Staff at both cities fully concur on the need to coordinate, share information and work together in developing the Lawrence Station Area Plan. Staff will keep the Council updated on any progress made in this regard.

FISCAL IMPACT

As discussed previously, Phase 1 of the study will be completed using VTA grant funds awarded to the study. Staff will continue to pursue any additional funding sources that may become available in the coming months. Should additional grants be awarded to the City, staff will return to Council with an expanded work plan (refer to Attachment A). No additional fiscal impacts are anticipated at this time.

PUBLIC CONTACT

Public contact was made by posting the Planning Commission agenda on the City's official-notice bulletin board outside City Hall, at the Sunnyvale Senior Center, Community Center and Department of Public Safety; and by making the agenda and report available at the Sunnyvale Public Library, the Office of the City Clerk and on the City's Web site. In addition, notification of public hearings was provided by mailing notices to interested parties and through advertisements in San Jose Mercury and the City website.

Planning Commission hearing: On March 22, 2010, the Planning Commission reviewed the proposed work plan and schedule for the Lawrence Station Area plan and recommended approval for Alternatives 1, 2 and 3, as listed below. A staff member from Urban Habitat attended the meeting and voiced the Great Communities Collaborative's (a collaboration of Bay Area non profit organizations looking to engage in local planning processes) support and interest in this planning effort.

ALTERNATIVES

1. Approve the proposed Work Plan for Lawrence Station Area Plan (Attachment A)
2. Approve the proposed schedule for Lawrence Station Area Plan (Attachment B)
3. Direct the City Manager to continue pursuing additional grant opportunities, as they become available.
4. Approve the Work Plan with other modifications
5. Approve the schedule with other modifications
6. Other action as determined by Council.

RECOMMENDATION

Staff recommends Alternative 1, 2 and 3.

Reviewed by:

Hanson Hom, Director of Community Development
Reviewed by: Trudi Ryan, Planning Officer
Prepared by: Surachita Bose, Associate Planner

Approved by:

Gary M. Luebbbers
City Manager

Attachments

- A. Phased Work Plan proposed for Lawrence Station Area Plan
- B. Schedule proposed for Lawrence Station Area Plan
- C. Map showing study area for Lawrence Station Area Plan
- D. Minutes from Planning Commission hearing held on March 22, 2010

Phased Work Plan

Phased Development of Lawrence Station Area Plan

Draft prepared in January 2010

Due to limited funding availability, it may not be possible to develop a comprehensive Station Area Plan (SAP) at this time. An alternative strategy is to develop the plan in phases as outlined below and as funding becomes available to expand the scope of work to include the pieces of the SAP identified for completion in subsequent phases:

Phase 1: Land Use and Parking + Implementation tools

Land use: The land use sub-section would identify where new housing, office, parks, and other uses and amenities would be located, and the densities at which these would be built.

Parking: The parking sub-section would identify ways to ensure that adequate parking is available at the station to serve the needs of new and existing riders, develop creative parking solutions for new developments built close to transit, and ensure that new development does not impact existing neighborhoods.

Implementation Tools: This component would identify a framework for regulatory changes that would be required to facilitate redevelopment within the area such as general plan changes, zoning updates within each city as appropriate, as well as an evaluation of potential tools and strategies available for funding infrastructure and capital improvements within the area, as necessary.

- Identify sites with potential for redevelopment – housing, office, retail – what goes where?
- Determine appropriate development intensities/densities
- Development intensity should taper off away from the transit node in order to create appropriate transition and interface with the surrounding community
- Identify development prototypes – mix of residential, office, retail, mixed use developments and open space opportunities that are high pedestrian generators and allow for multipurpose trips
- Massing studies
- Mix of housing types – size, affordability, type, density – where?
- Assess potential for creating public open spaces interlinked with landscaped sidewalks to emphasize station as a public place
- From a market viability standpoint, the economic incentive associated with redeveloping a residentially zoned property increases as the allowable density increases. Therefore, higher than average housing and employment densities should be considered if the objective is to significantly enhance and revitalize the Lawrence station area.

- Reduced parking standards with Transportation Demand Management programs (TDM's) for residential and mixed-use development types should be established as an incentive to develop TOD compatible product types near the station and to improve the financial feasibility of such projects.
- Parking facilities should be sized and located to enhance shared-use of the facilities
- Environmental review could be accomplished as part of the LUTE process

Phase 2: Access, Circulation and Streetscape + Implementation Tools

Access + Circulation: The circulation and access sub-section would provide details of how access and circulation to and from the station could be improved, transit improvements and new streets to make traffic flow smoothly within the study area. The plan would also provide comprehensive circulation networks for both pedestrian and bicycle movement and the necessary street improvements to accommodate growth.

Streetscape improvements: The streetscape plan would develop street cross sections and landscaping standards, designate key pedestrian and bicycle access routes within the planning area, and identify traffic calming strategies and site-specific improvement projects.

- Currently, access to the station is severely constrained due to the street layout, lack of signage, lack of a safe pedestrian/bike zone and limited parking opportunities close to the station. At a very minimum, a detailed access and circulation plan should address these issues to enhance the experience of living and working in the area.
- A separate pedestrian zone should be created to protect people from traffic using trees, landscaping, wide sidewalks, and on-street parking.
- The pedestrian experience in the area should be enhanced by creating well-lit stations, defining landscape features, and installing convenient and legible signage (e.g. wayfinding systems) to orient people to buildings and activities around the station.
- Additional shuttle service should be provided to improve connections with retail, employment and other transit hubs (for example, VTA station, downtown Sunnyvale) in the area.
- While higher density development would support transit, the capacity of the existing street system needs to be sufficient to accommodate such growth.

Phase 3:

Urban design guidelines and Open Space: The urban design component would include architectural design guidelines for treatment of building facades, setbacks and building orientation. The open space plan would identify opportunities for additional open space, greenbelts and tree planting along the public rights-of-way within the planning area.

- Urban design strategies such as street furniture, gateways, architectural variety in buildings, buildings oriented towards the street with active ground level uses should be used to create a visually interesting and safer pedestrian environment.
- The area should be redeveloped as a destination with a unique mix of uses and buildings designed as landmarks to make the area attractive and more memorable i.e. create a 'sense of place'.
- Some elements of the 'open space' component may need to be addressed as part of the land use sub-section in Phase 1. For example, the plan may require small portions of individual properties to be reserved for a connected system of parks and open space with the Lawrence station area.

Phase 4:

Environmental Review, Final Station Area Plan (SAP) and Zoning changes to implement the SAP: The Environmental Review component of the planning process will be undertaken upon completion of all phases of the Station Area Plan. It may be possible to use the LUTE EIR as the basis of the Lawrence SAP environmental review. Based on the environmental review, a final SAP and implementation strategy will be prepared. The overall implementation strategy for the SAP will include potential regulatory changes (General Plan amendments and zoning changes), as well as an evaluation of tools and strategies available for funding new facilities. The overall implementation strategy will draw from the 'implementation tools' identified in each phase of the SAP.

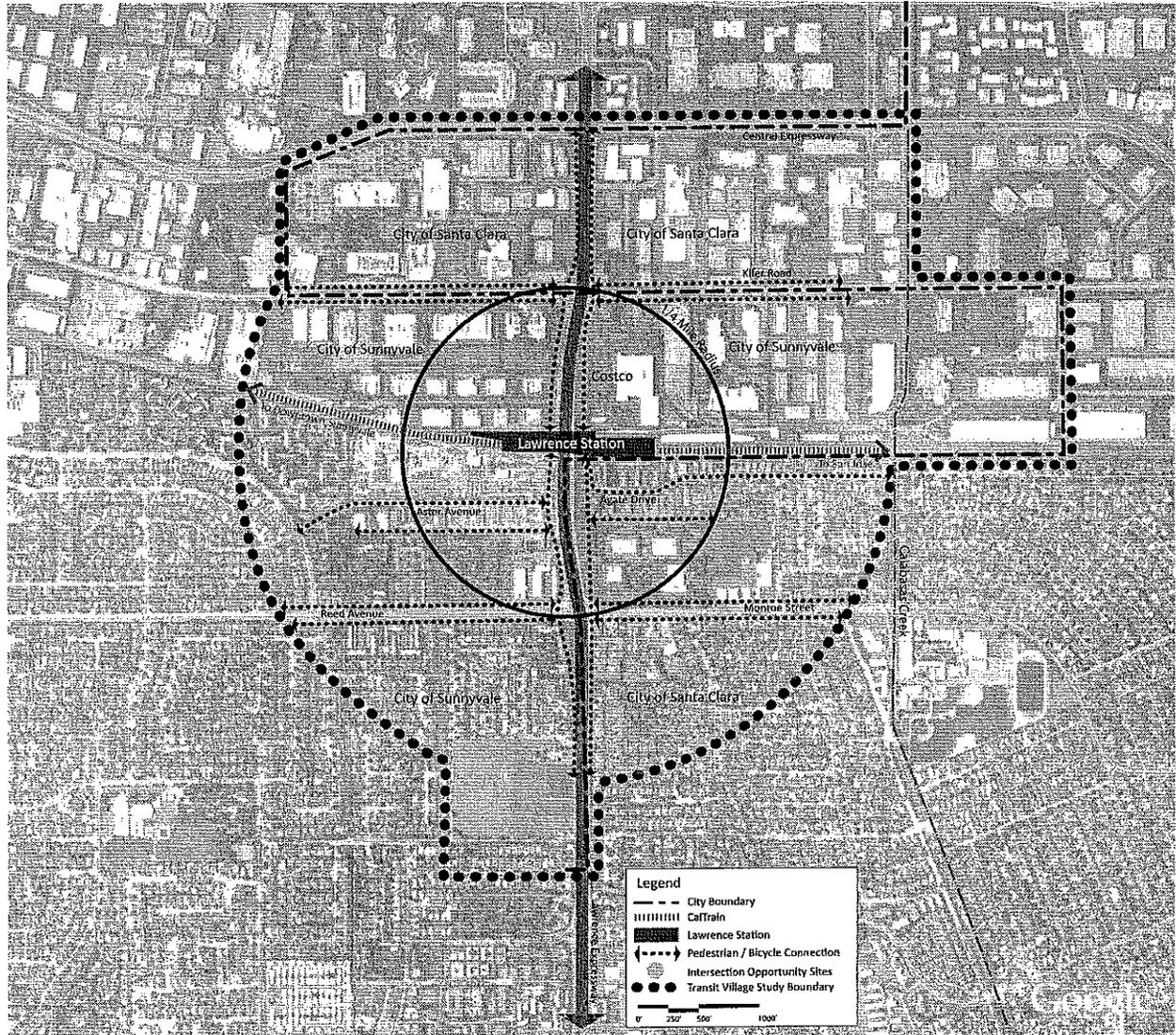
Schedule for Lawrence Station Area Plan

Task #	Work to be performed	Deliverable/Documentation	Responsible staff	Timeframe/Status
Task 1	<p><i>Feasibility Study</i></p> <ul style="list-style-type: none"> ▪ Broad brush analysis of existing conditions, land use, zoning, access and circulation within study area ▪ Economic and market conditions analysis by EPS/Kenkay consulting ▪ Discussions with City of Santa Clara, VTA, County, Caltrain staff ▪ Preliminary public outreach meetings ▪ Review and approval of RTC by City Council of Sunnyvale 	<ul style="list-style-type: none"> ✓ Feasibility analysis report ✓ Report to Council 	Sunnyvale staff	<p>June 2008 - June 2009</p> <p>Completed</p>
Task 2	<p><i>Grants and PDA designation</i></p> <ul style="list-style-type: none"> ▪ Designation for Lawrence Station area as PDA ▪ Apply for grant funding through VTA's CD-T program ▪ Apply for grant funding through Silicon Valley Community Fdn program ▪ Apply for grant funding through Caltrans' Community based Transportation planning grant 	<ul style="list-style-type: none"> ✓ Focus PDA designation approved ✓ Received 150k in grant funding from VTA ✓ VTA agreement being finalized 	Sunnyvale Staff	<p>Oct 2008 – Nov 2009</p> <p>Completed</p>
Task 3	<p><i>Future grant applications</i></p> <ul style="list-style-type: none"> ▪ Track grant announcements ▪ Apply for grants as they become available 		Sunnyvale staff	<p>2010</p> <p>Ongoing</p>

<p>Task 4</p>	<p>Outline scope of work for SAP</p> <ul style="list-style-type: none"> ▪ Focus on Phase 1 of SAP (refer section A for discussion of phases) ▪ Identify what ‘can be accomplished’ within budgetary constraints ▪ Develop outline of a broad strategy for SAP process 	<ul style="list-style-type: none"> ✓ Standing monthly meetings to assess progress ✓ Written scope of work ✓ Outline of strategy ✓ Outline of tentative timeline for project completion 	<p>Sunnyvale staff lead with Santa Clara staff support</p>	<p>Completed</p>
<p>Task 5</p>	<p>Letter of Understanding with City of Santa Clara</p> <ul style="list-style-type: none"> ▪ Santa Clara to confirm if LOU option is acceptable ▪ Discuss key components of LOU ▪ Clarify roles and responsibilities of staff and consultants ▪ Review and finalize LOU 	<ul style="list-style-type: none"> ✓ Completed LOU 	<p>Sunnyvale and Santa Clara staffs</p>	<p>Jan 2010 – March 2010</p> <p>Ongoing</p>
<p>Task 6</p>	<p>Sunnyvale City Council Approval</p> <ul style="list-style-type: none"> ▪ Present scope of work, LOU (if agreed upon by SV/SC), timeline for review and approval by Sunnyvale City Council ▪ Santa Clara City Council review of LOU(?) 	<ul style="list-style-type: none"> ✓ RTC ✓ Planning Commission and Council hearings 	<p>Sunnyvale staff lead with Santa Clara staff support</p>	<p>Council meeting April 27, 2010</p> <p>Planning Commission meeting March 22, 2010</p>
<p>Task 7</p>	<p>Hire a consultant</p> <ul style="list-style-type: none"> ▪ Hire a consultant team with expertise in identified ‘scope of work’ 	<ul style="list-style-type: none"> ✓ RFP’s ✓ Shortlist consultants ✓ Interview process ✓ Executed contract with consultant (\$\$, work program, deliverables, schedule) 	<p>Sunnyvale staff lead with Santa Clara staff support</p>	<p>May 2010</p>

Task 8	Establish process for Community and Stakeholder Outreach <ul style="list-style-type: none"> ▪ Discuss and identify community outreach options for the SAP process 	<ul style="list-style-type: none"> ✓ Deliverables, as necessary (committee selection, public information, website, workshop schedules etc.) 	Sunnyvale staff lead with Santa Clara staff support	June 2010
Task 9	Develop SAP Components <ul style="list-style-type: none"> ▪ Research, analysis, mapping, concepts etc. ▪ Ongoing public outreach 	<ul style="list-style-type: none"> ✓ Preliminary analyses and reports ✓ Staff meetings ✓ Define SAP land use options for LUTE DEIR 	Sunnyvale staff lead with Santa Clara staff support	June 2010 – December 2010
Task 10	Draft Plan Preparation and Public Review <ul style="list-style-type: none"> ▪ Public review of draft SAP ▪ Study session with PC/CC 	<ul style="list-style-type: none"> ✓ Draft SAP ✓ Community workshops ✓ Public hearings 	Sunnyvale staff lead with Santa Clara staff support	January – March 2011
Task 11	Develop Implementation Strategy <ul style="list-style-type: none"> ▪ Identify amendments to General Plan and Zoning Code, as required ▪ Identify tools and strategies for funding infrastructure and capital improvements in the area, as necessary 	<ul style="list-style-type: none"> ✓ Implementation Strategy as part of SAP 	Sunnyvale staff	January – March 2011
Task 12	Environmental Review and Plan Adoption (if applicable) <ul style="list-style-type: none"> ▪ Draft EIR and Final EIR for SAP ▪ Alternatively, coordinate EIR with the LUTE process ▪ Public hearings for plan adoption 	<ul style="list-style-type: none"> ✓ Draft and Final EIR ✓ Final SAP ✓ Public hearings 	Sunnyvale staff	January – June 2011 (connected to LUTE Update process)

Lawrence Station Area Plan: Study Area Map



Note: Study area encompasses properties within a half-mile radius from Lawrence Caltrain Station, including properties in the City of Sunnyvale and Santa Clara

PLANNING COMMISSION MINUTES OF MARCH 22, 2010

2009-0454: Work Plan for Lawrence Station Area Plan 2010-2011 (Study Issue) SB

Trudi Ryan, Planning Officer, presented the staff report. She said staff recommends that the Commission recommend to City Council the approval of the Work Plan in Attachment A, the approval of the schedule in Attachment B, and to direct the City Manager to continue pursuing additional grant opportunities as they become available.

Comm. Hungerford confirmed that staff is seeking authorization from City Council to apply for a grant from Caltrans (California Department of Transportation). Comm. Hungerford discussed with staff the phase one land use planning and the risk of planning for land use before the City knows what will happen with the high-speed rail. Ms. Ryan said there is a risk that plans may have to be changed depending on the outcome of the high-speed rail, however there would likely still be a local station in this area and it would be appropriate to evaluate the types of land use at this time. Comm. Hungerford discussed the Valley Transportation Authority (VTA) grant with staff and the different players involved in planning the land use.

Comm. Klein said he is happy to see this plan going forward and having a land use plan that would make this area a transportation node would be useful. He said one of his issues is regarding open space with staff explaining that in regards to this area the open space is the space along the transportation corridors and not just open space in a park sense.

Comm. Sulser discussed with staff the coordination of plans with other government agencies including Santa Clara County and the concern about entering into a Memorandum of Understanding (MOU) with City of Santa Clara.

Chair Chang opened the public hearing.

Vu Nguyen represented Urban Habitat, a social equity and environmental justice non-profit based in Oakland, CA. He acknowledged that this plan is important to Sunnyvale and regionally. He said Urban Habitat works collaboratively with other non-profits who deal with open space and transportation around transit nodes. He stressed that the Lawrence Station area is important in bridging the gap between the housing and job imbalance in the area and Caltrain connects Sunnyvale to the rest of the Bay Area. He stressed the importance of community engagement. He said he cares about Sunnyvale, is a former resident, and that

Urban Habitat has submitted a letter of support of the Caltran Community Based Transportation Planning grant that the Sunnyvale would be submitting in April.

Chair Chang closed the public hearing.

Comm. Rowe moved for Alternatives 1, 2, and 3 to recommend to City Council: to approve the proposed Work Plan for the Lawrence Station Area Plan (Attachment A); to approve the proposed schedule for the Lawrence Station Area Plan (Attachment B); and to direct the City Manager to continue pursuing additional grant opportunities, as they become available. Comm. Sulser seconded the motion.

Comm. Rowe said reading the report brought back a lot of memories of when the Planning Commission previously looked at this issue, adding that it looks like staff is doing a great job at stretching the dollars.

Comm. Sulser said he is excited to see this study going forward and he hopes a higher-density, transit-oriented development near the Lawrence Station Area will come to pass.

ACTION: Comm. Rowe made a motion on 2009-0454 to recommend to City Council: to approve the proposed Work Plan for Lawrence Station Area Plan (Attachment A); to approve the proposed schedule for Lawrence Station Area Plan (Attachment B); and to direct the City Manager to continue pursuing additional grant opportunities, as they become available. Comm. Sulser seconded. Motion carried 6-0, with Vice Chair Travis absent.

APPEAL OPTIONS: This recommendation will be forwarded on to City Council and is scheduled to be considered at the April 27, 2010 City Council meeting.