4. LAND USE

This EIR chapter describes the existing mix of commercial and residential land uses in and around the project area, applicable City of Sunnyvale land use policies and regulations, the potential effects of the Downtown Improvement Plan Update on these land use characteristics (based on the year 2020 growth assumptions outlined in Chapter 3, Project Description), and mitigation measures warranted to address identified significant adverse land use impacts.

4.1 SETTING

4.1.1 Regional and Local Context

The City of Sunnyvale is located at the southwest end of San Francisco Bay and is part of a continuous band of urban development surrounding the Bay. The city occupies approximately 24 square miles and is bounded on the west by the cities of Mountain View and Los Altos and by Moffett Federal Air Field, on the south by the city of Cupertino, on the east by the cities of Santa Clara and San Jose, and on the north by tidal lands and San Francisco Bay. The city is essentially flat, sloping 300 feet to sea level at the Bay. Located near the core of the high technology region known as "Silicon Valley," Sunnyvale is almost completely developed with retail, commercial, residential, and industrial uses.

Over its approximately 150-year history, Sunnyvale has transformed from a small agrarian community into a 132,000-person city. The first wave of Sunnyvale development grew outward from the city's original downtown, which is now the designated Murphy Avenue Heritage District. Central area growth in Sunnyvale continued around Murphy Avenue and along the City's transportation corridors. Substantial change to the city's downtown land use characteristics occurred during the 1960s as urban renewal efforts took place, and much of the original town center area north of Washington Avenue was razed. In 1978, the Town Center Mall complex was completed, displacing the original Sunnyvale City hall site in the city center.[1] These more drastic land use changes occurred alongside continued commercial development along the major roadway corridors of the downtown core. The Murphy Station Landmark District and the city's railway stop are now the only remaining remnants of the city's original town center.

[1]Paraphrased from *The City of Sunnyvale Downtown Design Plan*, City of Sunnyvale, August 2002.

4.1.2 Existing Project Area Land Uses and Districts

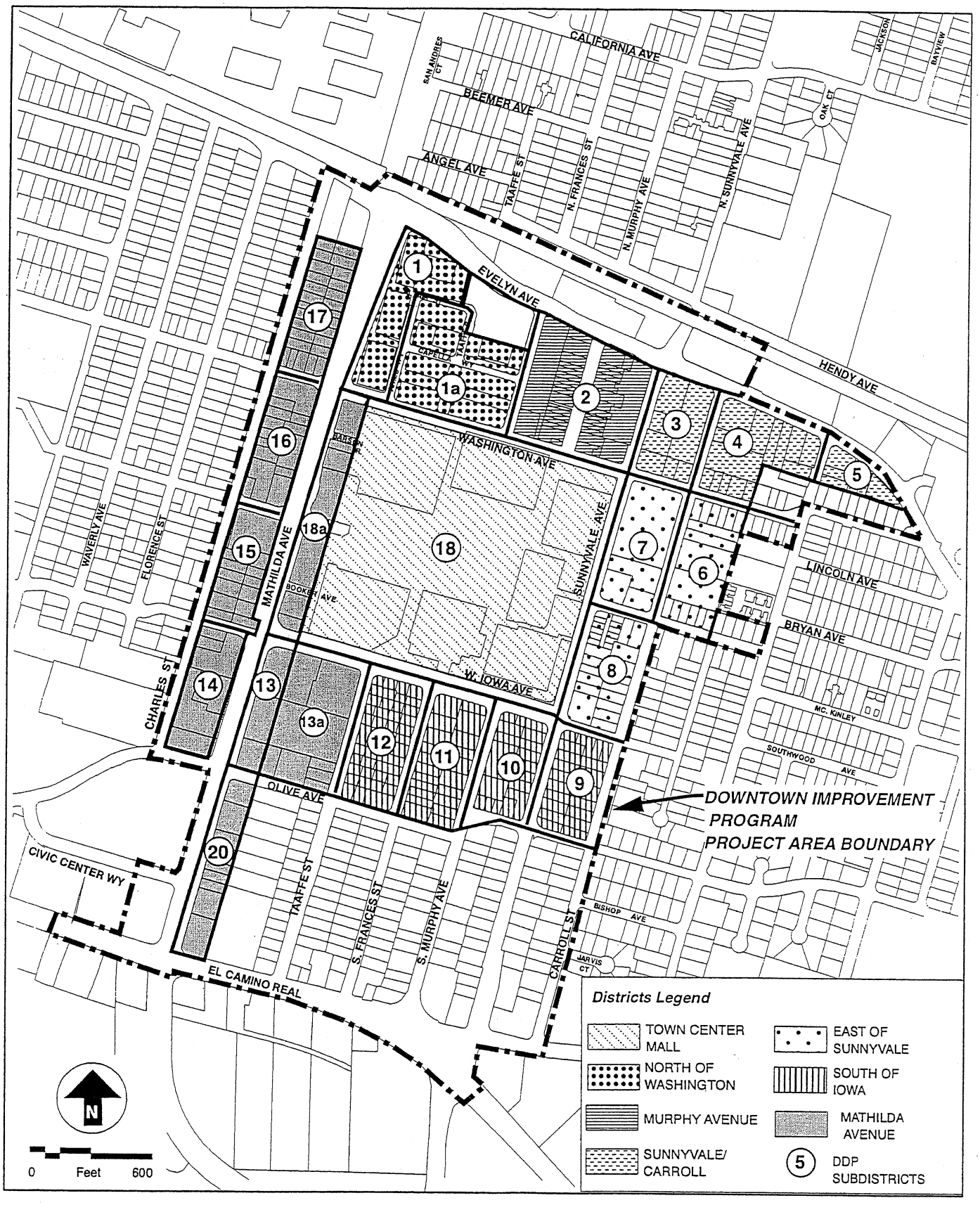
The complex land use pattern of the downtown core is now made up of a combination of newer commercial and multi-family residential uses alongside older established single-family neighborhoods and designated historic residential and commercial areas (see Figure 3.2 in Chapter 3 herein for an aerial photograph of the proposed approximately 150-acre Downtown Improvement Program Update area).

The existing project area land use mix includes high-, medium-, low-medium-, and low-density residential, office, general commercial, auto-oriented commercial, transportation, and retail uses. The 1993 Downtown Specific Plan has identified seven distinct land use "districts" for urban policy formulation purposes. These districts include: Town Center Mall district, the Murphy Avenue Heritage District, and the North of Washington, Mathilda Avenue, Sunnyvale/Carroll, East of Sunnyvale, and South of Iowa districts. The seven districts have been further divided by the 1993 Downtown Specific Plan into one or more numbered subdistricts 1 through 20 , which primarily correspond to Sunnyvale Zoning Code districts and designations. This same district and subdistrict breakdown is used as the framework for the (April 2002) *Downtown Urban Design Plan* recommendations. The seven land use districts and associated subdistricts are illustrated by Figure 4.1 and described below.

(a) Town Center Mall District. The Town Center Mall district (subdistrict 18 on Figure 4.1) is generally bounded by Washington Avenue to the north, Sunnyvale Avenue to the east, Iowa Avenue to the south, and Mathilda Avenue to the west. The Town Center Mall, which was completed in 1978 and now forms the geographical and retail center of downtown Sunnyvale, has suffered from underutilization and is currently proposed for renovation. Because of the mall's large size and central location, the April 2002 *Downtown Design Plan* describes this district as a barrier to maintaining continuity in the downtown street system and consistency in downtown human scale.

The mall currently contains approximately 711,000 square feet of retail uses, and is served by a two-level parking structure and by surface parking. Once the currently proposed renovations are completed, the mall will contain an additional 60,000 sq. ft. of retail space, 187,000 additional square feet of entertainment space (comprised of an entertainment center and 20-screen theater) and a new parking structure.

(b) North of Washington District. The North of Washington Avenue district includes subdistricts 1 and 1a, as delineated in the 1990 Downtown Specific Plan and current *Downtown Design Plan*, as well as the Evelyn Avenue Plaza (not numbered). This district is currently comprised of a mix of commercial and open space uses. The new approximately 5.8 acre, five- to six-story, 460,000-square-foot Mozart office and retail mixed use development, which fronts on Mathilda, is located within subdistrict 1. Immediately north of the Town Center Mall on the opposite side of Washington Avenue, is the six-building Town and Country Village



SOURCE: City of Sunnyvale

Figure 4.1

PROJECT AREA DISTRICTS

commercial complex and a small mixed-use commercial and residential 20-unit multi-family complex is under construction (subdistrict 1a).

(c) Murphy Avenue District. This district includes the City-designated Murphy Avenue Station Landmark District (subdistrict 2 on Figure 4.1). The district contains a variety of specialty shops, commercial services, entertainment uses, and restaurants. The Sunnyvale train station and CalTrain railroad corridor are located north of Evelyn Avenue (not numbered in the *Downtown Design Plan*). Murphy Avenue, the city's original downtown main street, is located immediately east of the Town and Country Village site (subdistrict 1a).

(d) Sunnyvale/Carroll District. The Sunnyvale/Carroll District is located north of Washington Avenue and east of Sunnyvale Avenue. This district is comprised of residential and service-retail uses. Subdistricts 3, 4, and 5 are comprised of low-density residential uses. The area north of Evelyn Avenue (not numbered in the *Downtown Design Plan*) is comprised of a newer, high- and medium-density, multi-family, multi-story, housing development (Villa del Sol).

(e) East of Sunnyvale Avenue District. The east of Sunnyvale Avenue district is located south of Washington Avenue and north of West Iowa Avenue (subdistricts 6, 7, and 8), and is comprised of a mix of parking, service, and retail uses, as well as low- and medium-density residential uses, including the Plaza de las Flores multi-family complex.

(f) South of Iowa Avenue District. The South of Iowa Avenue district includes the low density residential area comprised of subdistricts 9 through 12, as well as the five block Sunnyvale Downtown Redevelopment Plan area south of subdistricts 9 through 12, which includes the Taaffe/Frances Heritage Housing District. The South of Iowa Avenue district is bordered by commercial uses along El Camino Real immediately south of residential and office uses along Sunnyvale Avenue.

(g) Mathilda Avenue District. This district, also known as the Mathilda Avenue corridor, is located south of Washington Avenue and includes subdistricts 13 through 17 and 20. The corridor district is currently comprised of a mix of older, auto-oriented service commercial uses (offices, banks, real estate, restaurants, and business strip commercial uses), interspersed with surface parking, older single-family and duplex residences, and vacant parcels (subdistricts 14 through 17), as well as other community serving office and service commercial uses (subdistricts 13 and 20).

4.1.3 Adjacent and Surrounding Land Uses

Existing land uses surrounding the project area are described below:

To the North: Areas immediately north of the project area on the opposite side of the CalTrain tracks include industrial uses in the area north of Hendy Avenue and west of Mathilda Avenue, and low- and medium-density residential uses in the area north of Hendy Avenue and east of Mathilda Avenue.

To the West: Land uses to the west of the project area--i.e., west of Charles Street--are almost entirely single family residential. The area west of Mathilda and south of Olive Avenue includes the Sunnyvale Civic Center.

To the East: Existing land uses to the east of the project area are comprised mainly of low-density, low-rise, single-family houses along Carroll Street and West McKinley Avenue. A few newer multi-family, medium-density residential developments are also located in this area.

To the South: Immediately south of the project area, on the southeastern corner of El Camino Real and Mathilda Avenue, is the recently constructed Olson Cherry Orchard mixed-use development, which includes 71,600 square feet of retail uses as well as 300 residential units in a four-story, multi-family complex. The remainder of the area south of the project area and El Camino Real is comprised of commercial and office land uses.

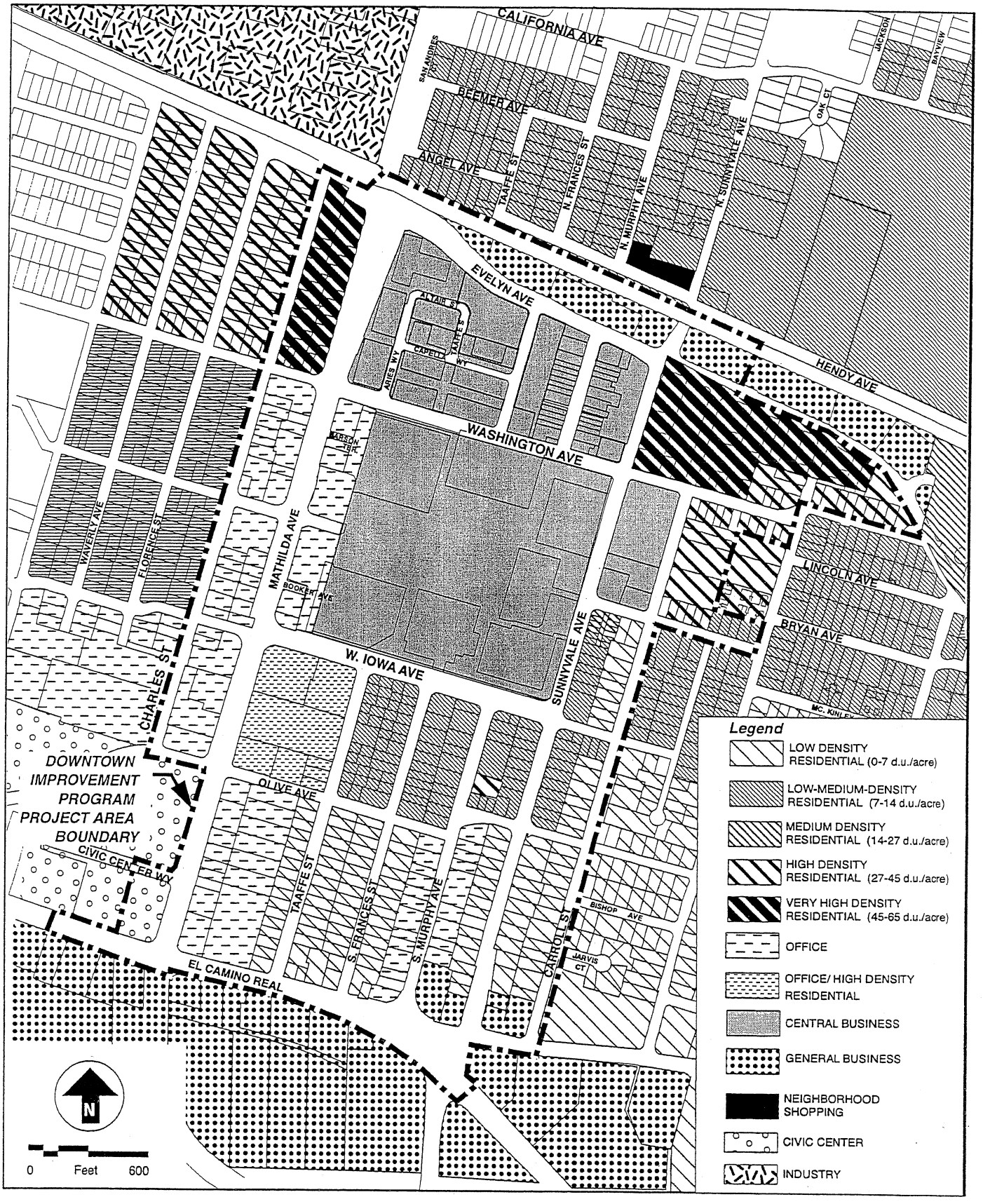
4.2 PERTINENT PLANS AND POLICIES

Currently adopted City of Sunnyvale planning documents that control land use in the project area include the City of Sunnyvale General Plan, Sunnyvale Downtown Specific Plan, Sunnyvale Municipal Code (Zoning Code), Sunnyvale Downtown Redevelopment Plan, and Moffett Federal Air Field Airport Land Use Plan. Each of these officially-adopted planning documents includes one or more land use policy maps and associated land use policies and standards that currently guide downtown development. The *Downtown Design Plan* includes proposed land use and development standard revisions which are intended to supplement, promote, and update the basic objectives and policies of these existing policy documents, especially the 1993 Downtown Specific Plan.

Existing land use designations and policies pertinent to consideration of the land use impacts of the proposed Downtown Improvement Program Update are identified below.

4.2.1 City of Sunnyvale General Plan

(a) General Plan Land Use Map. The City of Sunnyvale General Plan *Land Use and Transportation Element*, as most recently adopted in 1997, sets forth a number of land use designations for the project area, as illustrated on Figure 4.2. The current General Plan designations include *Central Business*, a designation that includes the Town Center Mall, the Town and Country Village site, the Mozart development project, and the Murphy Station Landmark District. This designation is intended to provide for shopping, services, and entertainment activities that are regional in scope. Other General Plan land use designations within the project area include the full range of adopted residential density categories (*Low-, Low-Medium, Medium-, High- and Very High-Density Residential*), as well as *Office* (along Mathilda Avenue and S. Murphy Avenue), a mixed use *Office/High Density Residential* designation, *Civic Center,* and *General Business* (along Evelyn Avenue and El Camino Real).



SOURCE: City of Sunnyvale

Figure 4.2

EXISTING SUNNYVALE GENERAL PLAN DESIGNATIONS

(b) Pertinent General Plan Land Use Policies. The City of Sunnyvale General Plan *Land Use and Transportation Element* narrative includes the following policy and action statements relevant to consideration of the land use impacts associated with the proposed Downtown Improvement Program Update:

- *Promote integrated and coordinated local land use and transportation planning.* (Policy R1.3, p. 153)
- *Support alternative transportation services such as light rail, buses, and commuter rail, through appropriate land use planning.* (Policy R1.10.2, p. 156)
- *Encourage mixed uses near transit centers.* (Policy R1.10.3, p. 156)
- *Recognize that the City is composed of residential, industrial, and commercial neighborhoods, each with its own individual character; and allow change consistent with reinforcing positive neighborhood values.* (Policy C1.1, p. 158)
- *Require appropriate buffers, edges, and transition areas between dissimilar neighborhood land uses.* (Action Statement C1.1.3, p. 158)
- *Encourage nodes of interest and activity, ... well planned development, mixed use projects, and other desirable uses, locations, and physical attractions.* (Policy C1.2, p. 159)
- *Study the use of density, floor area limits, parking management, peak-hour allocations, and other techniques to maintain or achieve acceptable levels of service on existing roadways.* (Action Statement C3.1.6, p. 163)
- *Support land uses that increase the likelihood of travel mode split.* (Action Statement C3.5.3, p. 165)
- *Promote downtown as a unique place that is interesting and accessible to the whole City and the region.* (Action Statement C1.2.1, p. 159)
- *Encourage development of diversified building forms and intensities.* (Action Statement C1.2.2, p. 159)
- *Maintain a diversity of commercial enterprises and industrial uses to sustain and bolster the local economy.* (Policy C4.1, p. 167)
- *Promote commercial uses that respond to the current and future retail service needs of the community.* (Action Statement C4.1.2, p. 167)

- *Create a strong, identifiable central business district that provides regional and Citywide shopping opportunities.* (Action Statement C4.1.4, p. 167)

- *Protect the integrity of the City's neighborhoods, whether residential, industrial or commercial.* (Policy N1.1, p. 170)

- *Limit the intrusion of incompatible uses and inappropriate development into City neighborhoods.* (Action Statement N1.1.1, p. 170)

- *Use density to transition between land use, and to buffer between sensitive uses and less compatible uses.* (Action Statement N1.1.3, p. 170)

- *Anticipate and avoid whenever practical the incompatibility that can arise between dissimilar uses.* (Action Statement N1.1.4, p. 170)

- *Require new development to be compatible with the neighborhood, adjacent land uses, and the transportation system.* (Policy N1.2, p. 171)

- *Integrate new development and redevelopment into existing neighborhoods.* (Action Statement N1.2.1, p. 171)

- *Develop specific area plans to guide change in neighborhoods that need special attention.* (Action Statement N1.2.3, p. 171)

- *Support a full spectrum of conveniently located commercial, public, and quasi-public uses that add to the positive image of the City.* (Policy N1.3, p. 171)

- *Preserve and enhance the high quality character of residential neighborhoods.* (Policy N1.4, p. 172)

- *Site higher density residential development in areas to provide transitions between dissimilar neighborhoods and where impacts on adjacent land uses and the transportation system are minimal.* (Action Statement N1.4.2, p. 172)

- *Locate commercial uses where traffic can be accommodated, especially during peak periods (e.g., lunch time and commute times).* (Action Statement N1.10.1, p. 174)

- *Permit more intense commercial and office development in the downtown, given its central location and accessibility to transit.* (Policy N1.12, p. 175)

- *Use the Downtown Specific Plan to facilitate the redevelopment of downtown.* (Action Statement N1.12.1, p. 175)

- *Promote an attractive and functional commercial environment.* (Policy N1.13, p. 175)

- *Discourage commercial uses and designs that result in a boxy appearance.* (Action Statement N1.13.1, p. 175)

- *Support convenient neighborhood commercial services that reduce automobile dependency and contribute positively to neighborhood character.* (Action Statement N1.13.2, p. 175)

- *Provide opportunities for and encourage neighborhood-serving commercial services in each residential neighborhood.* (Action Statement N1.13.3, p. 175)

- *Encourage the maintenance and revitalization of shopping centers.* (Action Statement N1.13.4, p. 175)

In addition, the General Plan *Community Development Element, Housing and Community Revitalization Sub-Element* (adopted 2002) contains the following policies and action statements pertinent to consideration of the project's land use impacts:

- *Maintain a supply of residential land for new housing construction.* (Policy A.1, p. 65)

- *Maintain the High-Density Residential category that permits up to 48 units/acre in the Downtown Specific Plan area.* (Policy A.1.c, p. 65)

- *Study increasing the density of residential areas near transit stops and along major transportation corridors in conjunction with regional transportation plans.* (Policy A.1.d, p. 65)

- *All new residential developments should build at least 75 percent of permitted zoning density.* (Policy A.2, p. 65)

- *Maintain provisions of the zoning code that permit housing to be constructed in commercial districts after planning review.* (Policy A.3.a, p. 66)

- *Continue to permit and encourage a mix of residential and job-producing land uses, as long as there is neighborhood compatibility and no unavoidable environmental impacts.* (Policy B.3, p. 67)

- *Implement provisions of the Downtown Specific Plan (DSP) to require housing in mixed use areas.* (Policy B.3.a, p. 67)

- *Continue efforts to balance the need for additional housing with other community values, such as preserving the character of established neighborhoods, high quality design, and promoting a sense of identity in each neighborhood.* (Policy C.1, p. 68)

In addition, the General Plan *Seismic Safety and Safety Sub-Element* of the *Community Development Element* (adopted 1993) contains the following pertinent policy regarding land use decisions in areas affected by aviation at Moffett Federal Air Field:

- *Aviation: Make planning decisions that establish and/or maintain a safe mix of aviation and land use for the areas affected by Moffett Field.* (Policy 2.4A.4)

4.2.2 Sunnyvale Downtown Specific Plan

The Sunnyvale Downtown Specific Plan, adopted 1993, builds upon and implements the General Plan policies for the downtown by providing a more detailed set of downtown development guidelines and standards. The Downtown Specific Plan divides its designated Specific Plan area into a number of planning subdistricts, as described in section 4.1.2 herein, which correspond to existing designated zoning district boundaries. A map of the existing Sunnyvale Downtown Specific Plan district, subdistrict, and corresponding land use designations is shown on Figure 4.3.

Adopted Downtown Specific Plan policies pertinent to consideration of the proposed project land use impacts include the following:

- *Establish the downtown as the cultural, retail, financial, and entertainment center of the community, complemented by employment, housing, and transit opportunities.* (Goal G.GEN-1, p. 2)

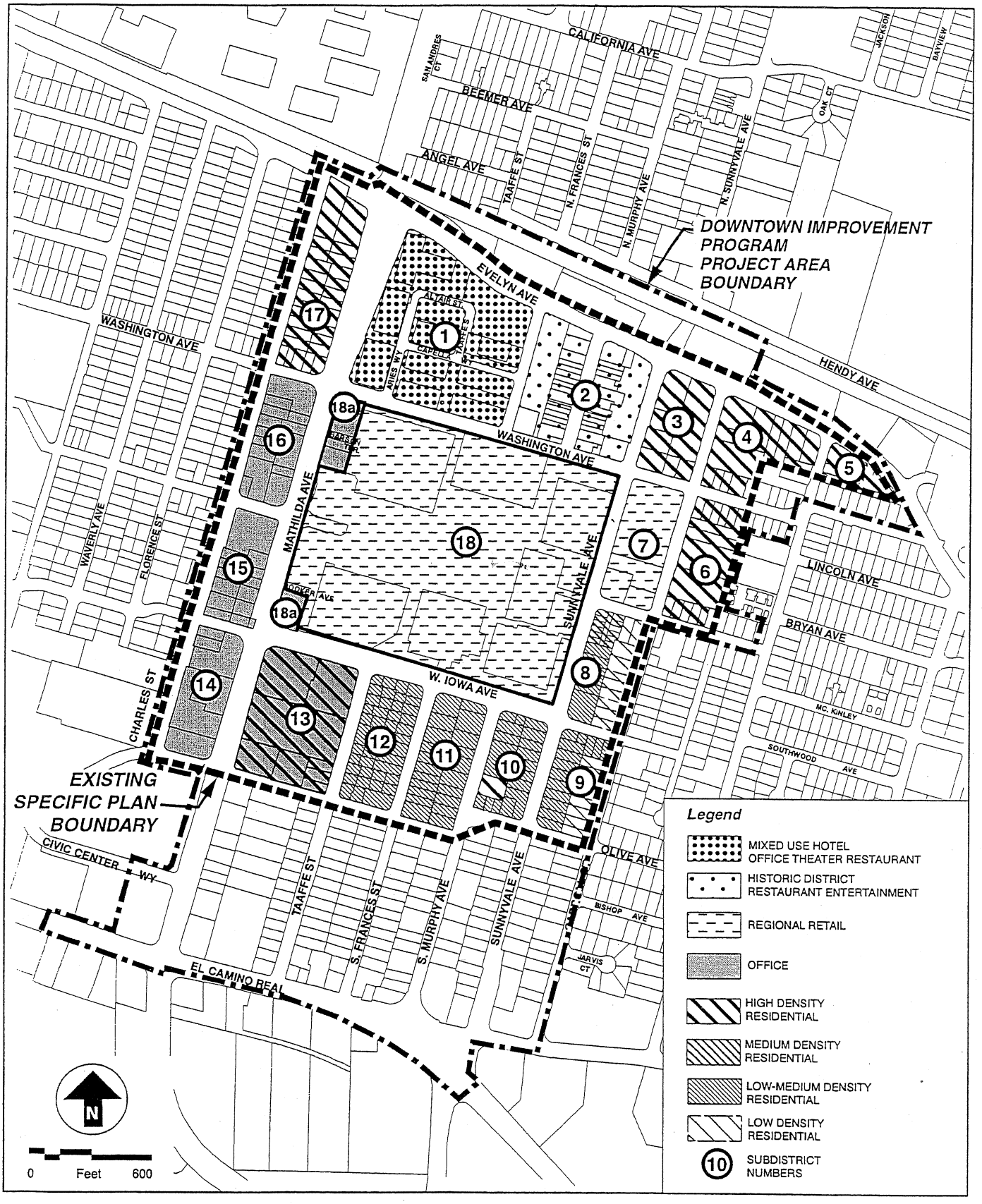
- *Provide for intensification of commercial and residential uses in certain districts of the downtown while maintaining the character and density of single-family neighborhoods surrounding the downtown.* (Goal G.LUC-1, p. 2)

- *Locate high-density residential land uses near the SPRR and Evelyn Avenue, providing for conversion of service commercial and retail uses to high-density residential.* (Policy P.LUC-1, p.2)

- *Concentrate office commercial uses in the Mathilda Avenue Corridor and within the North of Washington District.* (Policy P.LUC-2, p. 2)

- *Maintain medium- and low-density residential uses south of Iowa Avenue and in the block bounded by Sunnyvale Avenue, McKinley Avenue, Carroll Street, and Iowa Avenue.* (Policy P.LUC-3, p. 2)

- *Reinforce shopping, dining, and entertainment uses in the downtown by expanding retail, theater, and restaurant uses in the North of Washington District, Murphy Avenue Heritage District, and the Sunnyvale Town Center Mall.* (Policy P.LUC-4, p. 2)



SOURCE: City of Sunnyvale

Figure 4.3

SUNNYVALE DOWNTOWN SPECIFIC PLAN EXISTING LAND USE DESIGNATIONS

- *Increase vertical mixed use opportunities with ground floor retail and office uses with upper floor residential use, except on Murphy Avenue.* (Policy P.LUC-5, p. 4)

- *Encourage retail uses within or along the train station area and along the pedestrian pathway (e.g., Main Plaza and Village Green) in the North of Washington District.* (Policy P.LUC-7, p. 4)

- *Provide for planned development zoning for mixed use office, retail residential, hotel, and cultural facilities in the North of Washington District.* (Policy P.LUC-9, p. 4)

- *Reinforce the use of mass transit by locating high-density residential and commercial uses near transit stations.* (Goal G.LUC-4, p. 5)

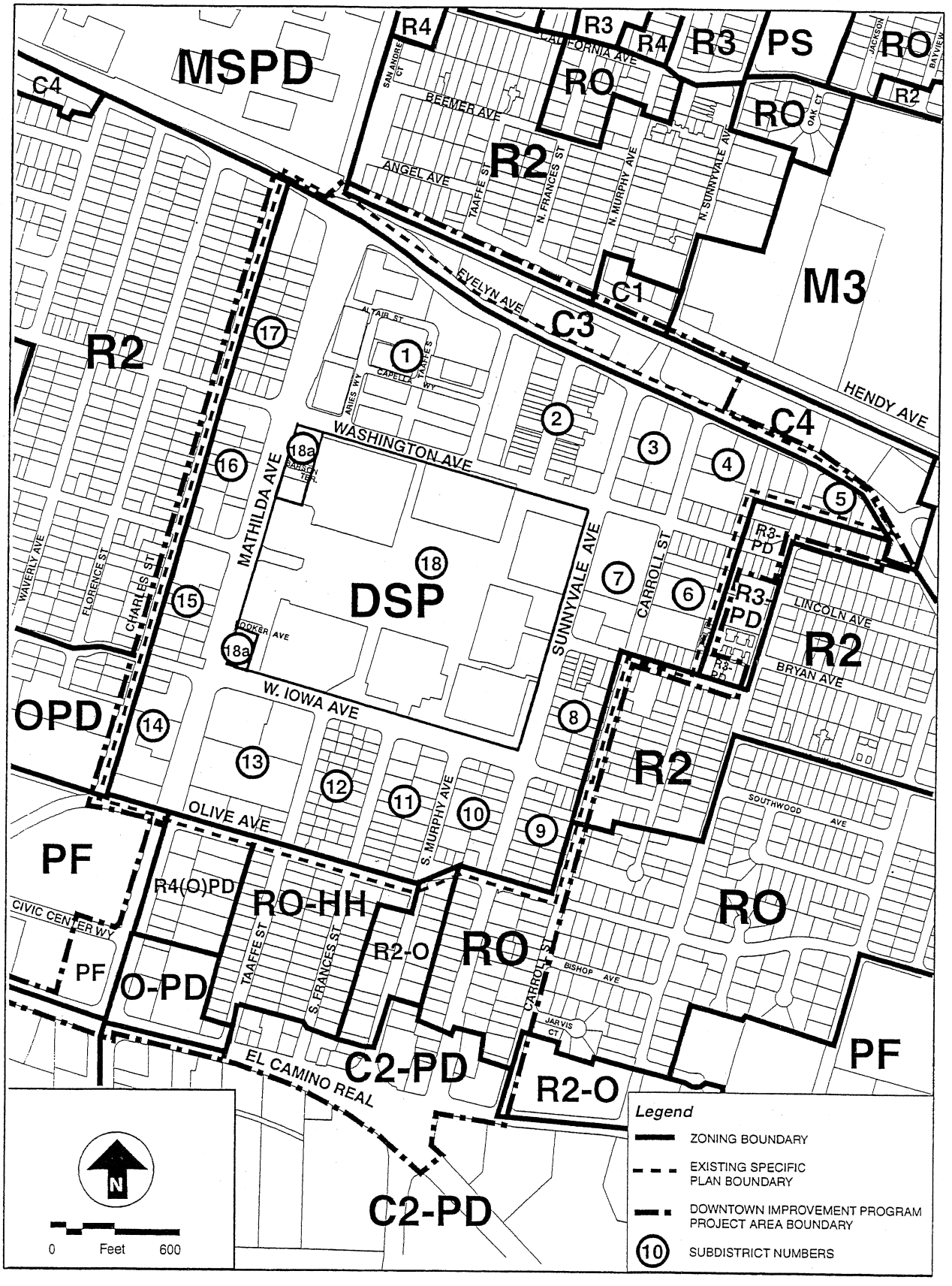
- *Increase the diversity of residential and commercial development in the downtown to reinforce a unique, vibrant urban environment.* (Goal G.LUC-5, p. 5)

- *Promote Sunnyvale's image by maintaining, enhancing, and creating physical features which distinguish Sunnyvale from surrounding communities and by preserving historic buildings, special districts, and residential neighborhoods which make the downtown unique.* (Goal G.UD-1, p. 5)

4.2.3 Sunnyvale Zoning Code

The Sunnyvale Zoning Code (Sunnyvale Municipal Code Title 19) includes a Downtown Specific Plan District designation (Municipal Code Section 19.28), which is divided into subdistricts 1 through 18. Each subdistrict is associated with a specific zoning designation, including: Mixed Use: Hotel/Office/Restaurant (subdistrict 1), Commercial Historic: Retail Restaurant (subdistrict 2), Regional Retail (subdistricts 18, 18b), Office (subdistricts 14-16, 18a), Office/High Density Residential (subdistrict 13), High Density Residential (subdistricts 3-6, 10a, 17), Medium Density Residential (subdistrict 8a), Low Medium Density Residential (subdistricts 8-12), Low Density Residential (subdistrict 8b, 9a), and Regional Retail/ High Density Residential (subdistrict 7). These associated zoning designations are shown on Figure 4.4

The Specific Plan specifies architectural and urban design guidelines, site development standards and planned public parks and other facilities for each subdistrict which are meant to be implemented through zoning and subdivision regulations, development standards, design guidelines, public and private improvements, and an economic development strategy. The Sunnyvale Zoning Code (Sunnyvale Municipal Code, Section 19.28.030) incorporates these Specific Plan policies and standards for each of the various numbered Specific Plan subdistricts by reference. The Zoning Code does not include any additional policies relevant to the proposed project site.



SOURCE: City of Sunnyvale

Figure 4.4

SUNNYVALE ZONING MAP

4.2.4 Sunnyvale Downtown Redevelopment Plan

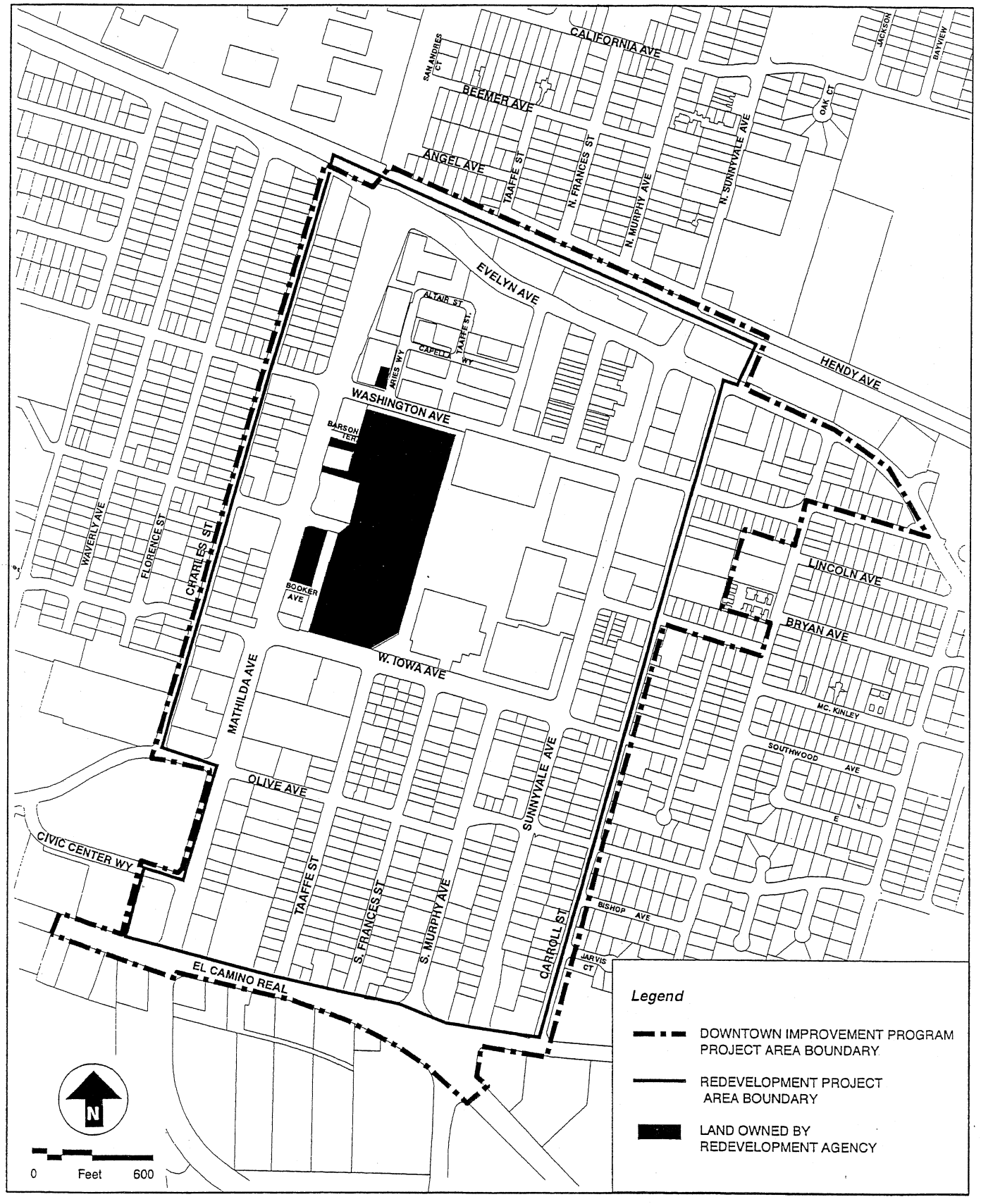
The Sunnyvale Downtown Redevelopment Plan, adopted by the Sunnyvale City Council in 1975 and amended in 1986 (First Amendment) and 1993 (Second Amendment), provides for the economic redevelopment aspects of the City's Downtown Improvement Program through its authorization of tax increment financing, land assembly, clearance, reconstruction, rehabilitation, and conservation, as authorized under the California Community Redevelopment Law. As required by California Community Redevelopment Law, the Redevelopment Plan incorporates by reference the land use policies and requirements of the Sunnyvale General Plan and associated Downtown Specific Plan and Zoning Code. A map showing the existing adopted Redevelopment Plan area in relation to the overall Downtown Improvement Program project area is shown on Figure 4.5.

A Third Amendment to the existing Downtown Redevelopment Plan is now being proposed as a component of the Downtown Improvement Program Update in order to: (a) achieve required consistency with the Downtown Specific Plan, General Plan, and zoning amendment components of the Update; (b) extend the Redevelopment Plan's financial limits; (c) renew the Redevelopment Agency's eminent domain authority over non-residential property for another 12 years; and (d) better facilitate overall the Downtown Improvement Program Update objectives. The proposed Redevelopment Plan amendments are described in more detail in section 3.9 of this EIR (Proposed Amendments to the Sunnyvale Downtown Redevelopment Plan).

4.2.5 Moffett Federal Air Field Airport Land Use Plan

The project area is located southeast and over two miles from the Moffett Federal Air Field. The Moffett Federal Air Field "instrument approach area" begins at an elevation of 250 feet above mean sea level, which is higher than any of the building height limit increases proposed in the April 2002 *Downtown Design Plan*. The project area is also not within the Air Installation Compatible Use Zone (AICUZ)/Accident Potential Zone for Moffett Field as defined by the U.S. Department of Defense in its Moffett Federal Air Field Airport Land Use Plan.[1]

[1]City of Sunnyvale, *City of Sunnyvale Downtown Design Plan*, August 2002, p. 13.



SOURCE: City of Sunnyvale

Figure 4.5
CENTRAL CORE
REDEVELOPMENT PLAN BOUNDARY

4.3 IMPACTS AND MITIGATION MEASURES

4.3.1 Significance Criteria

Based on Appendix G of the CEQA Guidelines[1] and common standards of land use compatibility, the proposed Sunnyvale Downtown Improvement Program Update would be considered in this EIR to have a *significant* adverse land use impact if it would:

(a) Conflict with any applicable land use plan, policy or regulation of an agency with jurisdiction over the project adopted for the purpose of avoiding or mitigating an environmental effect (i.e., if it would be inconsistent with any City of Sunnyvale General Plan, Sunnyvale Downtown Specific Plan, Sunnyvale Zoning Ordinance, or Moffett Federal Air Field Land Use Plan provisions described in section 4.2 above);

(b) Disrupt or divide the physical arrangement of the community; or

(c) Be incompatible with existing land use in the vicinity.

4.3.2 Proposed Land Use Changes

(a) Land Use Changes Proposed in the Downtown Design Plan. As explained in sections 3.3 (Basic Project Objectives), 3.4 (Overview of Project Components), and 3.5 (Downtown Design Plan Recommendations) of this EIR, the land use and development standard revisions recommended in the April 2002 *Downtown Design Plan* represent the base component of the overall Downtown Improvement Program Update. The *Downtown Design Plan* recommendations would change or refine the subdistrict land use designations for each of the land use districts and subdistricts originally established in the 1993 Downtown Specific Plan, as summarized in Table 3.1 (Downtown Improvement Program Update: Proposed Land Use Changes). The *Downtown Design Plan*-proposed land use designation revisions and refinements would change the buildout potential of the 1993 Sunnyvale Downtown Specific Plan as indicated in Table 3.2 of this EIR (Downtown Area Development Capacity: Existing vs. Proposed Downtown Improvement Program).

Similar to the 1993 Downtown Specific Plan, the April 2002 *Downtown Design Plan* describes each of the seven districts as having distinct characteristics and development potentials. However, as shown in Tables 3.1 and 3.2, the *Downtown Design Plan* recommends substantial revision to the various planning district and subdistrict land use designation and development allowances. According to the Design Plan text, recommended the revisions have been formulated to promote improved realization of downtown housing, retail, and office opportunities through more mixed use and increased development intensity along the principal central area travel/transit corridors.

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[1] CEQA Guidelines, 2002. Appendix G, Items IX(a) and (b).

(b) Land Use Changes Proposed Outside the Downtown Design Plan Study Area. In addition to the areas which are within the *Downtown Design Plan* boundary, the proposed Downtown Improvement Program Update includes two areas which are outside the Design Plan study boundary, including: (1) the so-called "eastern adjacent sites" which have been added by City staff to the improvement program area subsequent to City Council approval in concept of the April 2002 Design Plan; and (2) portions of the adopted Downtown Redevelopment Plan boundary which extend south of Olive Avenue (the "South of Olive" area) (see Figure 3.4 in chapter 3 herein).

(c) Land Use Changes by Subareas. The land use changes proposed under the Downtown Improvement Program Update for each of these subareas are described below:

(1) Town Center Mall District (subdistrict 18). To improve the relationship of the external Mall edges to adjacent retail streets and maximize the existing Mall's potential for increased regional retail draw, the *Downtown Design Plan* recommends provision of retail sites along Washington Avenue and along a proposed extension of Murphy Avenue adjacent to the Mall, in addition to the currently planned expansion of mall regional retail, cinema, and entertainment uses. The *Design Plan* also recommends enhancing the existing Mall's outdoor gardens by removing public area roofs, creating more internal connections, and creating a larger, enhanced food court.

(2) North of Washington District (subdistricts 1 and 1a). The *Design Plan* identifies this district, together with the Murphy Avenue Heritage District (below), as the central place of the downtown. The *Design Plan* states that this district provides an important opportunity for mixed-use development in the downtown, including potential live-work uses. As shown in Table 3.1 in Chapter 3 herein, new land use and zoning designations are proposed by the Design Plan for subdistrict 1a to allow for high-density residential development (i.e., zoning code densities from 60 to 120 d.u./acre.

(3) Murphy Avenue District (subdistrict 2 plus the railroad corridor). This area includes the General Plan-designated Murphy Station Landmark District, the City's historic main street, and contains the greatest existing concentration of restaurants and entertainment activities in the downtown. No change in the current Downtown Specific Plan land use designation for this district (Retail/Restaurant/Entertainment) is proposed (see Table 3.1). *Downtown Design Plan* recommendations for this district are limited to maintenance of entertainment uses and modest increases to restaurant, retail, and second floor office uses.

(4) Sunnyvale/Carroll District (subdistricts 3, 4 and 5 plus unnumbered multi-family residential). The *Design Plan* promotes the transformation of the Sunnyvale/Carroll district from a predominantly service commercial and low-density residential to a predominantly high-density mixed use residential precinct. The Design Plan calls for a continuation of high-density residential and retail designations development near the CalTrain station (subdistricts 4 and 5)

in order to support mass transit and downtown shopping. Regional and local-serving retail use (such as a grocery store) and a parking structure are recommended in subdistrict 3.

(5) East of Sunnyvale District (subdistricts 6, 7 and 8). The East of Sunnyvale District is currently comprised of retail, service and residential uses. *Downtown Design Plan* recommendations for this district include reinforcing high- and low-medium density residential uses. Few land use changes are proposed.

(6) South of Iowa District (subdistricts 9, 10, 11 and 12). The *Downtown Design Plan* promotes the continuation of predominantly low, low-medium and medium-density dwelling units in this district, which separates the Taaffe/Frances Heritage Housing District (to the south of subdistricts 11 and 12) from the Town Center Mall District. This adjacent area is specifically planned for single-family residential uses in keeping with the character and density of adjacent Taaffe/Frances Heritage Housing District. No zoning designation changes are proposed in this district.

(7) Mathilda Avenue District (subdistricts 13, 13a, 14, 15, 16, 17, 18a and 20). The *Design Plan* recommends substantial change and intensification in this Mathilda Avenue corridor district, which constitutes the downtown's primary thoroughfare and vehicular entryway. The Design Plan describes an important opportunity along this corridor for creation of a more distinctive and "positive" downtown identity for visitors and residents. The *Design Plan* recommends creation of new mixed-use development along this corridor, and to achieve this, proposes new zoning designations for this district which would allow for intensive office development up to 100 feet in building height (five to six stories) along the eastern side of Mathilda (subdistricts 13, 18a and 20), and high density residential zoning designations along the western side of Mathilda (subdistricts 14 through 17) which would allow densities from 36 to 60 d.u./acre.

(8) South of Olive Area. As previously explained, the existing Redevelopment Plan boundary, which is part of the proposed overall Downtown Improvement Program Update area, includes some "overlapping" areas not included within the *Design Plan* study boundary (see Figure 3.3); specifically, existing residential areas in the South of Olive Avenue area. The proposed Update, including the proposed Redevelopment Plan amendments, does not include for any specific land use changes in this area.

(9) Eastern Adjacent Sites. The "eastern adjacent sites" (see Figure 3.3) are proposed for General Plan and Zoning amendments to provide for a reduction in permissible residential densities, with the intent to provide an improved (reduced) density transition into existing residential neighborhoods east of the downtown.

4.3.3 Impact Assessment Growth Assumptions

As explained in greater detail in Chapter 3, Project Description, section 3.10 (Corresponding Changes in Downtown Development Capacity), this EIR for the proposed Downtown

Improvement Program Update analyzes the potential environmental impacts associated with the "Total Growth Increment from Existing" listed in Table 3.2 (rather than the "Net Change in Buildout Capacity")--i.e., the EIR evaluates and describes the impacts of up to approximately 1,670 total additional residential units, approximately 116,640 total additional square feet of retail/restaurant/entertainment floor area, approximately 942,640 total additional square feet of office floor area (including the recently completed 450,000-square-foot Mozart Development), approximately 12,240 total additional square feet of public facility (civic center) floor area, and approximately 155 fewer hotel rooms.

4.3.4 Impacts and Mitigation Measures

Impact 4-1: Project Conflicts with Existing General Plan Policies Adopted for the Purpose of Avoiding or Mitigating Environmental Effects. Under the proposed amendments to the Downtown Specific Plan, Sunnyvale General Plan, Sunnyvale Zoning Code, and Downtown Redevelopment Plan, future downtown development would continue to be subject to unchanged City General Plan policies and zoning controls formulated for the purpose of avoiding or reducing environmental effects. Nevertheless, impact analysis findings in this EIR indicate that the land use changes and associated future growth scenario facilitated by the amendment actions could result in significant impacts on the environment, including:

- significant adverse aesthetic impacts (Impacts 5-1 and 5-2);
- significant adverse transportation impacts (Impacts 7-1 through 7-4);
- significant adverse noise impacts (Impacts 9-1 and 9-2);
- significant adverse air quality impacts (Impacts 10-1 and 10-2);
- significant adverse water quality impacts (Impact 11-1);
- significant adverse geotechnical impacts (Impact 12-1); and
- significant adverse cultural and historic resources impacts (Impacts 15-1 and 15-2).

These potential effects, if not mitigated, would be inconsistent with a number of City of Sunnyvale General Plan policies adopted for the purpose of avoiding or mitigating an environmental effect (see sections 5.2, 7.2, 9.2, 10.2, 11.2, 12.2, and 15.2 of this EIR), and therefore would constitute a ***significant adverse land use impact*** [see criterion (a) under subsection 4.3.1, "Significance Criteria," above].

Mitigation 4-1: Implement all mitigations identified in sections 5 through 15 of this EIR. Implementation of these mitigations will ensure that none of the proposed project actions, including the proposed amendments to the Downtown Specific Plan, General Plan, Zoning Code, and Downtown Redevelopment Plan, will result in effects which are inconsistent with City of Sunnyvale General Plan policies adopted to avoid or mitigate environmental effects, thereby reducing this impact to a ***less-than-significant level***, with the following exception:

- the anticipated growth scenario and associated traffic increases would result in a *significant* long-term regional air emissions impact (*Impact 10-2*) that could be substantially reduced through implementation of the vehicle trip reduction measures identified in this EIR, but not to less-than-significant levels, and therefore would represent a ***significant unavoidable impact***.

Impacts on the Physical Arrangement of the Community. The analyses and findings in this EIR chapter indicate that future development activity under the proposed project (the Downtown Improvement Program Update) would not substantially disrupt or divide the physical arrangement of the community [see criterion (b) under subsection 4.3.1, "Significance Criteria," above]. Project-facilitated development increments listed in Table 3.2 would occur as central area infill, with no substantial change in established community-wide land use patterns. Encouragement of such central area infill activity would have significant beneficial land use effects in revitalizing the City's historic central area; in facilitating development where services and infrastructure can be most efficiently provided by promoting higher residential densities near or within an existing shopping, service, employment and public transportation center; and by promoting compact, transit-accessible, pedestrian-oriented, mixed-use development patterns and land reuse. These Downtown Improvement Program Update buildout scenario characteristics epitomize the principles of "smart growth," and would represent ***significant beneficial environmental effects.***

Mitigation: No significant adverse impact identified; no mitigation required.

Adverse Land Use Compatibility Impacts. The potential for adverse land use compatibility impacts associated with the proposed project (the proposed Downtown Improvement Program Update) and anticipated project-facilitated growth scenario has been evaluated on a "district" and "subdistrict" basis. Based on this detailed, district-specific evaluation, it has been determined that any adverse land use compatibility impacts of the proposed project and project-facilitated land use changes would be ***less-than-significant.*** The district-specific evaluations leading to this conclusion are described below.

Assuming the "worst-case" environmental scenario of full buildout of the project area to the maximum development envelopes recommended by the *Downtown Design Plan*, the proposed project would result in the following subdistrict land use compatibility impacts:

(a) Town Center Mall District. The Town Center Mall is currently planned to undergo renovation. Beyond those existing renovation plans, the Design Plan does not call for substantial additional change in Town Center Mall District land use characteristics, except to recommend provision of retail uses along and oriented to Washington Avenue, and the proposed extension of Murphy Avenue adjacent to the mall. These project-facilitated land use refinements would serve to better integrate the mall with surrounding central area land uses, representing a *beneficial* land use compatibility impact.

(b) North of Washington. The North of Washington district (subdistricts 1 and 1a) includes the new Mozart development (subdistrict 1), whose land use character in terms of use (office), intensity and height (five to six stories), would be extended by the Design Plan along the east side of Mathilda south of Washington to El Camino Real [see district (g) discussion which follows]. The Design Plan also calls for mixed retail and high density residential use ("Mid Rise High Density Housing") and "Residential over Commercial" zoning designations within subdistrict 1a, with maximum residential densities of 60 to 120 du/ac (Design Plan page 53) and maximum building heights of 100 feet/eight stories (Design Plan page 55). These land use changes would be generally compatible with the adjacent Mozart development in subdistrict 1 (five-to-six-story office up to 106 feet high) and retail/grocery uses in subdistrict 3 (part of the Sunnyvale/Carroll District), with *less-than-significant* adverse land use compatibility impacts.

(c) Murphy Avenue District. Project-facilitated development activity in this district (subdistrict 2), which includes the existing Murphy Station Landmark District, would be limited to maintenance of existing entertainment uses and modest increases in restaurant, retail, and second floor retail uses, with no change in existing adopted land use or building height allowances. The proposed project would therefore have *no significant* adverse land use compatibility impacts.

(d) Sunnyvale/Carroll District. Project-facilitated development activity in this district (subdistricts 3, 4, and 5) would tend to transform this area from a service commercial and mixed-density residential district to a higher-density mixed residential and retail precinct. The Design Plan proposes that subdistrict 3 be designated for future service retail use, specifically including a specialty grocery store, and construction of one of four new downtown parking structures (Design Plan page 66). The zoning designation for subdistrict 3 would change from "Very High-Density Residential" (48 du/ac maximum) to a designation allowing service retail, specialty grocery and district parking uses. The proposed parking structure would include four levels (three levels above grade). The zoning designation for the Washington Avenue frontage in subdistrict 4 would change from "Very High-Density Residential" (48 du/ac maximum) to "Medium-Density Residential" (24 du/ac), specifically allowing development of townhomes, along the Washington Street frontage (Design Plan page 66). The zoning designation for

subdistrict 5 would remain unchanged (High Density Residential, 45 units/acre), allowing for development of similar townhouses on the Washington Street frontage. Zoning Code-specific height limits throughout the district would be reduced from 50 feet (four stories) to 40 feet (three stories).

The project-related changes in development allowances would represent a reduction in intensity from what is currently permitted under the adopted 1993 Downtown Specific Plan, but an increase in land use intensity over the low-, medium- and high-density multi-family developments that exist in the area now. However, the changes would result in *less-than-significant* land use compatibility impacts internally and on existing single-family residential frontages on the opposite (south) side of Washington Avenue.

(e) East of Sunnyvale Avenue. Project-facilitated development activity in this district (subdistricts 6, 7 and 8), which currently includes a mix of parking, services, retail, and low- and medium-density residential uses, but is predominantly residential in character, would maintain and reinforce the existing multifamily character of the area, but would reduce the allowable residential density in portions of subdistrict 6 that front on McKinley Avenue and Washington Avenue, opposite existing single-family residential development. To achieve these objectives, the Design Plan calls for a change in the zoning designation for the portion of subdistrict 6 along Washington Avenue and McKinley Avenue from Very High-Density Residential (48 du/ac) to Medium-Density Residential (24 du/ac), specifically providing for development of single-family townhomes, and a reduction in the Zoning Code-specified height limitation in subdistrict 6 from 50 feet (4 stories) to 40 feet (three stories). The existing height limits of 50 feet (four stories) and 30 feet (two stories) would remain unchanged for subdistricts 7 and 8, respectively.

These project related changes in development allowances would represent an overall reduction from what is currently permitted under the adopted 1993 Downtown Specific Plan, but an increase in intensity over the mix of parking, service, retail, and low- and medium-density retail uses that exist there now. However, the changes would result in *less-than-significant* land use compatibility impacts internally and on existing single-family frontages on the opposite sides of McKinley Avenue and Washington Avenue.

(f) South of Iowa Avenue. The South of Iowa Avenue District (subdistricts 9, 10, 11 and 12) is currently comprised of low-density residential uses, plus a modest amount of service/retail and a small, high-density residential parcel (in subdistrict 10). The district is located between the Taaffe/Frances Heritage Housing District and the Town Center Mall District. As explained in the draft Design Plan (page 70), this district is an important land use buffer area, providing a transition between the intensive, high mass Town Center Mall land uses and the singe-family Heritage Housing District located between Olive Avenue and El Camino Real. The Design Plan proposes no changes to existing Downtown Specific Plan land use allowances for this area (Low-Medium Density Residential zoning designation @ 12 du/ac maximum, except for eastern edge of subdistrict 9 where the zoning designation is Low Density Residential @ 7 du/ac; maximum building height limit of 30 feet/two stories). As a result, project-facilitated

future development in this area would be expected to maintain the existing predominantly low-to-medium density residential character of the District, with no significant adverse effect on its important land use transition role--i.e., a *less-than-significant* adverse land use compatibility impact.

(g) Mathilda Avenue District. The project would facilitate substantial increases in development intensity along the Mathilda Avenue corridor (subdistricts 13, 14 through 17, 18a and 20). Assuming the "worst case" environmental scenario of full buildout to the maximum development envelope recommended by the Design Plan, the current mixed pattern of lower-intensity, generally auto-oriented commercial uses (one- to two-story offices, banks, real estate, restaurant, and business strip commercial along the western side of Mathilda between Evelyn Avenue and Olive Avenue and along the eastern side of Mathilda between Washington Avenue and El Camino Real, with current maximum building height limitations from 30 feet (two-stories) to 50 feet (three stories), would eventually be largely displaced by a more intensive mix of residential and retail development on the western side of Mathilda, with building heights of 30 feet (two stories) to 50 feet (4 stories), and by a particularly intensive, high-coverage, high-mass office corridor along the eastern side of Mathilda, with building heights up to 100 feet or six stories. Such land use intensification, although substantial, would be expected to have a *less than significant* adverse land use compatibility impacts for the following reasons:

- for the eastern side of Mathilda, adjacent lands to the east of the corridor--i.e., lands in adjacent subdistricts 1, 18b, 13a and 20--are all in existing or planned retail, office, or associated parking uses which would be generally compatible with the new office uses;

- also for the eastern side of Mathilda, the Design Plan calls for a subdistrict 13a zoning designation of "Office/Residential" mixed use "with a residential scale and density compatible with the neighborhood on south Taaffe Street" (Design Plan page 30), including a "medium" residential density zoning limitation of up to 35 du/acre (Design Plan page 77) and a reduced building height limitation of 30 feet/two stories (Design Plan page 55) along the Taaffe Street frontage;

- for the western side of Mathilda, the proposed Design Plan provides for an appropriate transition in land use, building scale intensity and height by:

  (1) establishing new zoning designations and development standards for west side subdistricts 14, 15, 16 and 17 which permit mixed use, residential-retail development with maximum residential densities of 36 to 60 du/acre, above ground floor retail, and a building height maximum of 30 feet (two stories);

  (2) specifically changing the zoning designation for west side subdistricts 14 through 16 from "Office" to mixed "Retail and Residential," with maximum residential densities of 36 to 60 du/ac.;

(3) specifically changing the land use designation for west side subdistrict 17 from "Very High-Residential" (up to 48 du/ac) to "Low/Medium Density Residential" (up to 14 du/ac);

(4) maintaining the existing Downtown Specific Plan building height limitations of 30 feet (two stories) for subdistricts 14 through 16;

(5) reducing the permitted maximum building height for subdistrict 17 from 50 feet (four stories) to 30 feet (two stories);

(6) promoting "a scale and density on the Charles Avenue frontage compatible with the neighborhood on Charles Avenue" (Design Plan, page 30); and

(7) specifically calling for a townhouse frontage and building height limitation of 30 feet (two stories) with front yards and individual entries, along the east side of Charles Avenue (Design Plan pages 55 and 75).

(h) Conclusion. Based on the district-specific evaluations described in subsections (a) through (g) above, any adverse land use compatibility impacts of the proposed project (the Downtown Improvement Program Update) and project-facilitated 2020 growth scenario would be ***less-than-significant***.

Mitigation. No significant adverse land use compatibility impact has been identified; no mitigation is necessary.

Beneficial Land Use Compatibility Impacts. The Redevelopment Plan amendments component of the Downtown Improvement Program Update project would provide for continuation and expansion of tax increment-financed infrastructure improvements, building rehabilitation assistance, and other redevelopment activities to eliminate blight. As a result, the number of existing incompatible nuisance-prone land uses in the project area would be expected to continue to decrease as rehabilitation or replacement with more compatible commercial, residential or mixed-use development occurs. This effect would represent a ***beneficial*** land use compatibility impact of the project.

Mitigation. No significant adverse land use compatibility impact has been identified; no mitigation is required.

Growth-Inducing Impacts. Growth inducement associated with the increased development allowances and increased economic activity and investment facilitated by the project would be an inherent impact (i.e., a goal) of the proposed Downtown Improvement Program Update. Because this project-facilitated development would be limited to central area infill, the primary growth-inducing impacts of the project would be confined within the boundaries of the project

area. To a lesser degree, secondary growth-inducing impacts (the "multiplier" effect) could also be expected in portions of the city and subregion outside the project area boundary. Most of this primary and secondary growth inducement would be expected to occur in a manner consistent with the City of Sunnyvale General Plan and other adopted local General Plans.

Such growth-inducing land use impacts of the project would occur in the form of future individual development proposals and associated applications. With the exception of CEQA-exempt projects, any such future individual development proposals would require routine local review of associated development applications, including CEQA-mandated development-specific environmental review, to ensure that any adverse environmental impacts are adequately addressed. These existing requirements and procedures would be expected to reduce the environmental impacts of such secondary growth-inducement associated with the project to ***less-than-significant levels***, except where specific statements of overriding consideration are adopted.

Mitigation. No significant adverse growth-inducing impact has been identified; no mitigation is required.

Cumulative Land Use Impacts. In addition to the land use intensification (the "project-facilitated growth scenario") that would be anticipated in the project area and the associated secondary development increases described above, other development unrelated to the Downtown Improvement Program Update would continue to occur elsewhere in the City of Sunnyvale and Santa Clara County. Such cumulative development would be expected to be consistent with adopted general and specific plans for these areas, but still may contribute to various types of adverse cumulative, community-wide and region-wide environmental impacts--i.e., transportation, air quality, etc.

These cumulative land use changes are largely promulgated by existing City of Sunnyvale General Plan policies and the policies of other adopted General Plans in the County, and their associated cumulative impacts have been adequately considered in the preparation and adoption of these General Plans and the locally-certified General Plan EIRs.

Mitigation. No significant additional cumulative land use impacts have been identified; no mitigation is required.

Impacts on Aviation Activity. As noted in subsection 4.2.2(e) above, the project area is located southeast and over two miles from the Moffett Federal Air Field. Project-facilitated development within the proposed project area would be limited in height by the Design Plan-proposed Downtown Specific Plan and Zoning Code amendments to a maximum of 100 feet high--i.e., six to eight stories (Design Plan page 55). The recently completed Mozart development includes building heights of up to 106 feet--i.e., five-to-six stories (Design Plan

page 60). Assuming the project site is located at 113 feet Mean Sea Level (msl)[1], the maximum height of project-facilitated elements would be 213 feet, a height that would not intrude into the Moffett Field "instrument approach area," which begins at 250 feet msl. Project impacts on aviation activity would therefore be ***less-than-significant***.

Mitigation. No significant impacts on aviation activity have been identified; no mitigation is required.

[1]Wagstaff and Associates, 1999. Town Center Mall Modifications Project EIR, p. 4-19.