



**Draft for Planning Commission review  
on February 11, 2013**

**Council Date: February 26, 2013**

**SUBJECT: 2012-8003 Lawrence Station Area Plan Phase 2, Discussion and Possible Action to Select Land Use Alternative and Circulation Framework**

**REPORT IN BRIEF**

The goal of the Lawrence Station Area Plan (LSAP) is to make better use of an existing Caltrain stop and improve circulation in the area for all modes of travel and provide easier access to the station. The following goals have been identified as part of past work on the LSAP, and recently by the Citizen Advisory Group (CAG):

- Increase ridership by adding more jobs and residents in the area;
- Improve circulation to the station and in the area in general;
- Provide transit-oriented development;
- Ensure quality development.

The first step in working towards completing the LSAP is to determine a “recommended alternative” to use as the project description in the completion of the plan and environmental review.

Staff is recommending the City Council select for further study a flexible mixed use land use plan and proposed circulation framework for Phase 2 of the LSAP (see Attachment A for description of the Flexible Mixed Use framework). Once Council selects the study alternative, the actual station area plan and environmental review will be completed. It is expected the project will return to the Council in May 2014.

**BACKGROUND**

Work on the LSAP has occurred in three specific efforts. The first effort was to adopt the Work Plan, which the Council did in 2010. The second effort (called Phase 1) was completed with the assistance of a VTA grant for \$150,000. The Planning Commission voted unanimously to accept the Phase 1 plan for LSAP, and on November 1, 2011, the City Council unanimously accepted the plan. Phase 1 laid the groundwork for completion of the station area plan by including three potential land use alternatives, circulation in the area, and parking options for the study area. The Phase 1 document can be viewed at the project web site: [LawrenceStationinSunnyvale.org](http://LawrenceStationinSunnyvale.org).

The third and final effort is Phase 2, which will complete the actual station area plan and environmental review. Phase 2 is being completed with the assistance of a \$450,000 grant from MTC.

In June, a City Council sub-committee selected a seven-member citizen advisory group (CAG- see Attachment B for list of members) to help guide completion of Phase 2. Work began on Phase 2 in August 2012. The CAG has met three times to consider the preferred land use alternative. A community outreach meeting was held in October with over 20 members of the community attending. Meetings were also held with two major property owners/businesses located in the area (Intuitive Surgical and Costco).

An important element of the effort is the coordination with other agencies. A Technical Advisory Group (TAG) made up with representatives from agencies such as the City of Santa Clara, Santa Clara County, VTA, Bay Area Air Quality Management District, MTC, ABAG, consultants and staff has met several times to discuss coordination of the plan elements. Sunnyvale staff is also working closely with the City of Santa Clara staff to ensure they understand our efforts, and take the LSAP into consideration through their planning processes for the properties in Santa Clara.

### **EXISTING POLICY**

**GOAL LT-1: Coordinated Regional Planning** - *Protect and sustain a high quality of life in Sunnyvale by participating in coordinated land use and transportation planning in the region.*

**Policy LT -1.3** Promote integrated and coordinated local land use and transportation planning.

**Policy LT -1.1** Advocate the City's interests to regional agencies that make land use and transportation system decisions that affect Sunnyvale.

**Policy LT -1.7** Contribute to efforts to minimize region-wide average trip length and single-occupant vehicle trips.

**GOAL LT-2: An Attractive Community** - *Preserve and enhance an attractive community, with a positive image and a sense of place that consists of distinctive neighborhoods, pockets of interest and human-scale development.*

**Policy LT -2.1** 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.

## **DISCUSSION**

### **Overview of Area**

The LSAP study area is the area within a half-mile radius of the Caltrain station, and can easily be divided into quadrants, with the southeast quadrant being located in the City of Santa Clara (see map in Attachment C). The following is a brief overview of the areas of the plan in the City of Sunnyvale:

- Northwest and northeast quadrants: This area is zoned M-S, Industrial and Service and has a General Plan designation of Industrial. The area mainly includes one and two-story tilt-up industrial buildings used with R&D uses, including many properties owned and operated by Intuitive Surgical. The area also includes Costco and an industrial condominium project. The City of Santa Clara is located north of Kifer Road, which includes the Texas Instruments (formally Texas Instruments) property.
- Southwest quadrant: Includes several commercial properties close to the station and several existing residential neighborhoods further away. All existing non-residential uses are located on properties that include the ITR zoning designation (Industrial to Residential). The intent of this zoning is to allow easier transition from an industrial/commercial use to residential. The Peninsula Building Material/Calstone property (16.2 acres) takes up a large portion of this area. As a result of the ITR zoning, it is currently contemplated that the area transition to medium-density residential uses.

One of the key elements of the plan, and currently the most challenging aspect of the area, is the circulation pattern in the station area. The existing road system makes it difficult to find the station, limits transit operations to the Caltrain station, makes it difficult for pedestrians and bicyclists to cross the tracks, and has limited safe bicycling options.

The circulation framework would be more completely studied as the plan develops, and as further coordination occurs with the other agencies.

### **Approach to LSAP Phase 2 preparation**

The CAG selected mixed use as the preferred alternative at their first meeting. Based on the input of the CAG, three mixed-use options were prepared and presented to the community for their comments. Two of the options follow typical zoning practice where properties have specific land use designations (e.g. residential, commercial, industrial). The third alternative (“flexible mixed use”) provides either residential or employment-based uses based on market demand and City guidelines. This is the alternative that the CAG unanimously supported.

A decision on the recommended alternative does not represent final approval of a plan, but provides a basis for future analysis and early input from Council on the vision for the area.

### **Guiding Principles**

Guiding principles were created by the CAG, TAG and Sunnyvale staff to synthesize the work and for use in determining the recommended alternative, as well as to provide a road map for future decisions. The CAG-recommended flexible mixed use land use alternative was developed in concert with the formulation of the Guiding Principles. These principles will be further refined and expanded in future meetings with the CAG. They will also be supported by the Mixed Use Development Toolkit, which will define design guidelines and development standards. The Guiding Principles have been incorporated into the draft Framework in Attachment A.

### **Features of Recommended Alternative**

In determining a recommended alternative, several considerations were considered by the CAG, including:

1. Land use designations should increase the development potential for sites near the station;
2. Addition of housing to area needed to meet MTC expectations as part of the grant and also helps Sunnyvale meet the Regional Housing Needs Assessment numbers;
3. Provide opportunities for existing companies to grow and stay in area.

In order to understand how the recommended alternative differs from current zoning, the following table details the difference between what development the existing zoning allows versus what could be considered as part of the LSAP:

	<b>Existing</b>	<b>Max allowed by current GP</b>	<b>Recommended Alternative <sup>(7)</sup></b>
Industrial, office, R&D, commercial	1.46 mil	2.34 mil <sup>(1)</sup>	3.18 mil <sup>(3)</sup>
Residential	1,200	1,800 <sup>(2)</sup>	3,300 <sup>(4)</sup>
Jobs	3,300	4700	6400
Jobs/Housing ratio	2.7 <sup>(5)</sup>	2.6 <sup>(6)</sup>	1.9 <sup>(6)</sup>
<p>(1) All MS-zoned properties built out at 35% FAR (excluding ITR-zoned properties)            (2) Residential units equal the existing ITR area at 27 units per acre plus existing units            (3) Assumes 50% new build-out- results in 50% of existing plus allowed under LSAP            (4) Existing residential plus 2,100 new units            (5) Based on business license information for number of jobs in LSAP area (3,300 jobs)            (6) Using one employee per 500 sq ft            (7) See Attachment D, pages 15 and 16 for densities assumed for the recommended alternative</p>			

As can be seen, the existing General Plan and zoning already allows an increase of residential uses in the area. The biggest differences between existing zoning and the recommended alternative options are that residential units would not be limited to the south side of the tracks and that all uses could expand due to higher density than currently allowed. Additionally, while potential opportunities for residential development would expand, the potential jobs and building space for office and R&D development would also increase due to raising the allowable floor area ratio (FAR).

As part of the implementation of the LSAP, the plan would allow existing businesses to continue as legal uses with the right to maintain their business operations and expand as necessary. This is an important element to the plan to ensure that existing, successful businesses can maintain their operations while other properties redevelop as the market changes. The increased densities allowed in the plan could provide future opportunities for existing companies to increase their densities when they need more space rather than have to leave the area.

#### Flexible Mixed Use Designation

The CAG felt the flexible mixed-use alternative provides development options that allow redevelopment to occur as the market changes and provides a mix of uses near the station. Once the mixed-use alternative was chosen, the CAG gave further consideration on the flexible land use designation. Issues considered included:

- What type of use should be located near the station?
- What type of mixed use should be provided?
- Where should each use be located?
- How would the uses be integrated?
- How many residential units would be allowed?
- How many employment uses would be allowed?
- Where should commercial/retail uses be located?
- How does the level of intensity of development change as you move away from the station?

The concept for the flexible mixed use alternative as recommended by the CAG is outlined in Attachment A. Many of the details will be established as the Phase 2 work progresses. Key recommendations are as follows:

1. Flexible mixed use that allows residential, office and retail uses to be located adjacent to each other;
2. Provide 24-hour activity in the station area by including both employment and residential uses;
3. Provide a retail component and transit plaza/open space adjacent to the station;

4. Protect the trees along Sonora Court and transform the street to one with retail, dining and other options that enhance the station environment;
5. Provide a node of higher intensity employment within a 1/8 mile radius of the station;
6. Allow higher intensity options throughout the plan area to create more flexibility;
7. Allow areas of higher density in the area between the 1/4 and 1/2 mile radius for projects that meet specific bonus density allowances, or through the use of a development reserve (similar to Moffett Park);
8. Build on existing ITR zoning for properties south of the tracks by allowing higher density residential uses, mixed uses and retail;
9. Improve access to the station for vehicles, pedestrians and bicycles and promote a walkable station area.

This plan would result in higher-density development in the LSAP area with the ultimate mix of uses determined more by the market than typical zoning regulations. This approach could allow the area to redevelop faster and address the concern about the slow implementation of the LSAP, thereby bringing better circulation, and bicycling and pedestrian opportunities to the area more quickly. While the CAG endorsed a flexible plan, they also recognize the need for implementation guidelines to ensure a proper balance of employment and housing uses and ensure that desired urban form goals are met. That work will constitute a large focus of the future work on the plan.

### **Next Steps**

Once a determination has been made by the Council on the recommended alternative, work will begin in earnest on the actual plan, Toolkit and environmental review. It is expected that another community meeting will be held in the summer, the first draft of the LSAP will be reviewed by the CAG in the fall 2013, the EIR will be issued in early 2014, and hearings held in the spring of 2014.

Other factors that will be considered as part of the plan include:

- Transportation impacts including the County concept for depressing Lawrence Expressway;
- Water and sewer service;
- School impacts;
- Contaminated soil in the area;
- Effects of train electrification;
- Open space, including possible future trails in the area;
- Financing options;
- Recommended General Plan and Zoning designations.

A study as large and encompassing as LSAP also addresses regional concerns and issues, including:

- Greenhouse gas impacts;
- Promoting infill development and minimizing urban sprawl and the need for commutes from outlying areas;
- Promoting more use of existing transit options;
- Jobs and housing balance;
- Conformance with principles of regional Sustainable Communities Strategy.

Although the LSAP cannot resolve the entire City's jobs/housing balance concerns, it could provide an appropriate balance of housing and employment in the Lawrence Station area. To do so would require residential components be included in the plan. If the plan provides for a majority of employment uses, it may not be able to meet an acceptable balance of jobs and housing. Conversely, if the plan emphasizes too much residential, opportunities would be lost for transit oriented employment uses.

### **FISCAL IMPACT**

Funding for the Lawrence Station Area Planning effort is through the MTC FOCUS grant for \$450,000 that was awarded to the project in 2011. The LSAP Citizen Advisory Group has minimal expenses other than additional time for staff support and expanded outreach.

### **PUBLIC CONTACT**

Public Contact was made through posting of the Planning Commission agenda on the City's official-notice bulletin board, on the City's Web site, and the availability of the agenda and report in the Office of the City Clerk. Notices were also e-mailed to a list of community members that requested to be informed about the issue.

Staff also met with representatives from Costco and Intuitive Surgical to describe the plan and how it could affect their operations and future plans. In addition, staff has made several presentations to community and business groups to provide an understanding of the proposed plan and how their involvement can help shape the plan (see Attachment D for copies of correspondence received for this project, including a letter from Costco).

A joint study session was held on January 15, 2013, including a majority of members of the CAG, to provide a chance for question and comments about the plan (see Attachment E for the joint study session presentation).

## **ALTERNATIVES**

1. Accept the Flexible Mixed Use alternative and circulation and open space framework for LSAP as outlined in Attachment A as the recommended alternative to include in future plan preparation and environmental review preparation.
2. Accept the alternative and frameworks with modifications to Attachment A.
3. Do not accept the alternative and framework for the LSAP and provide further direction to the CAG.

## **RECOMMENDATION**

Staff recommends Alternative 1.

The flexible mixed use land use plan, circulation framework and open space concepts were products of the CAG, and supported by the public at a community meeting in October. The flexible mixed use plan provides the best opportunity for the station area to develop into a vibrant, successful neighborhood with 24-hour activity with the mix of employment and residential uses, retail and open space near the station, taking advantage of Sonora Court's tree lined street. The plan respects existing uses and allows for redevelopment as opportunities arise. The improved circulation pattern for the area will increase ridership, improve access for all modes of transportation, and provide better opportunities for existing and future residents and employees of the area to take advantage of the Caltrain station.

Reviewed by:

Hanson Hom, Director, Community Development  
Reviewed by: Trudi Ryan, Planning Officer  
Prepared by: Andrew Miner, Principal Planner

Approved by:

Gary M. Luebbers  
City Manager

## **Attachments**

- A. Flexible Mixed Use Framework
- B. CAG members
- C. Map of LSAP
- D. Correspondence
- E. Joint Study Session Presentation

**Lawrence Station Area Plan- Phase 2  
Framework for the Flexible Mixed Use Plan**

**Land Use:**

A. Existing and Future Uses:

1. Protects the existing residential uses south of the tracks.
2. Allows existing businesses to continue as legal uses with the right to maintain their business operations and expand as necessary.
3. Allow transition to higher density transit supportive uses as opportunities arise through turnover of businesses or property ownership.
4. Incorporate land use flexibility to respond to variable market conditions, while promoting a blend of employment, residential and retail uses.

B. Mix and Type of Uses:

1. Achieve the desired balance of employment and residential uses by adopting appropriate development guidelines and implementation tools.
2. Prepare clear design and land use policies to ensure the proper mix of uses are established.
3. Allows residential, office and retail uses to be located adjacent to each other.
4. Include both employment and residential uses in the area in order to provide 24-hour activity in the station area.
5. Encourage a mix of housing types, including ownership, rental, affordable and senior housing.
6. Provide a retail component and transit plaza/open space adjacent to the station.
7. Protect and take advantage of the trees along Sonora Court by transforming the street to one with retail, dining and other options that enhance the station environment.

C. Densities:

1. The area within 1/8 mile of the station will include higher intensity employment uses.
2. The area between within 1/4 mile of the station will allow higher density development for office and residential as part of the zoning and LSAP.
3. The area outside the 1/4 mile radius would transition to lower densities for office/R&D and residential as part of the zoning and LSAP.
4. Development in the plan area would allow increased densities based on incentives or through the use of a development reserve (similar to

Moffett Park) within the maximum development potential for the Lawrence Station area.

5. Build on existing ITR zoning for properties south of the tracks by allowing higher density residential uses, mixed uses and retail.

D. Design Features:

1. Adopt a toolkit for mixed use to ensure design compatibility and a good integration of uses.
2. Create a distinctive “Sense-of-Place” for the station area through quality building design and enhanced streetscape features.
3. Require sustainable development (e.g. green building, energy and water conservation, stormwater management, carbon neutral, zero waste, etc.).
4. Mitigate noise issues through site planning and building design.
5. Provide a land use pattern that will promote an active and safe environment.
6. Provide amenities and services for existing and new neighborhoods.

E. Land Use Map:

1. The land use map on page 4 of this attachment shall serve as preliminary land use guide for future development of the plan.

**Circulation**

1. Improve the overall circulation throughout the LSAP area by creating a new “complete streets” circulation plan for all modes of travel, with emphasis on walkability.
2. Elements of the circulation plan includes:
  - a. A loop road extending from Central Expressway on the west side of the plan area, down to the tracks, along the tracks and then back to Central Expressway at the east side of the plan area.
  - b. A “grid” concept for the area north of the tracks and more north/south connectors to increase automobile, bicycling and pedestrian access to the station.
  - c. Consideration of existing property lines and businesses needs in determining the alignment of the future street network.
  - d. Better access across Lawrence Expressway between Kifer Road and Reed Avenue.
  - e. Improved access to the station on the south of the tracks by adding access along both sides of Lawrence Expressway.
  - f. Integration with City-wide bicycle master plan.
  - g. Pedestrian/bicycle rail crossings under the tracks at the east and west sides of the plan area.

3. Redesign Kifer Road by reducing the width and adding bike lanes and center divider to give the street a more neighborhood feel and to improve bicycle access along the road.
4. Work with VTA and area companies to improve transit and van pool access to the station, with an enhanced transit plaza at the station for drop offs and pick-ups.
5. Provide shared parking in the station area with future developments.
6. Work with the County of Santa Clara on the study of depressing Lawrence Expressway between Kifer Road and Reed/Monroe.
7. The circulation and bicycle maps on pages 5 and 6 of this attachment shall serve as the preliminary circulation plan for future development of the plan.

### **Parking**

1. Adopt reduced parking standards and other options for the station area that reflect the potential for higher transit use while ensuring that adjacent neighborhoods will not be impacted.
2. Promote flexible shared parking and aggressive transportation demand management programs to reduce the amount of required parking.
3. Promote underground or structured parking to reduce the amount of surface parking.

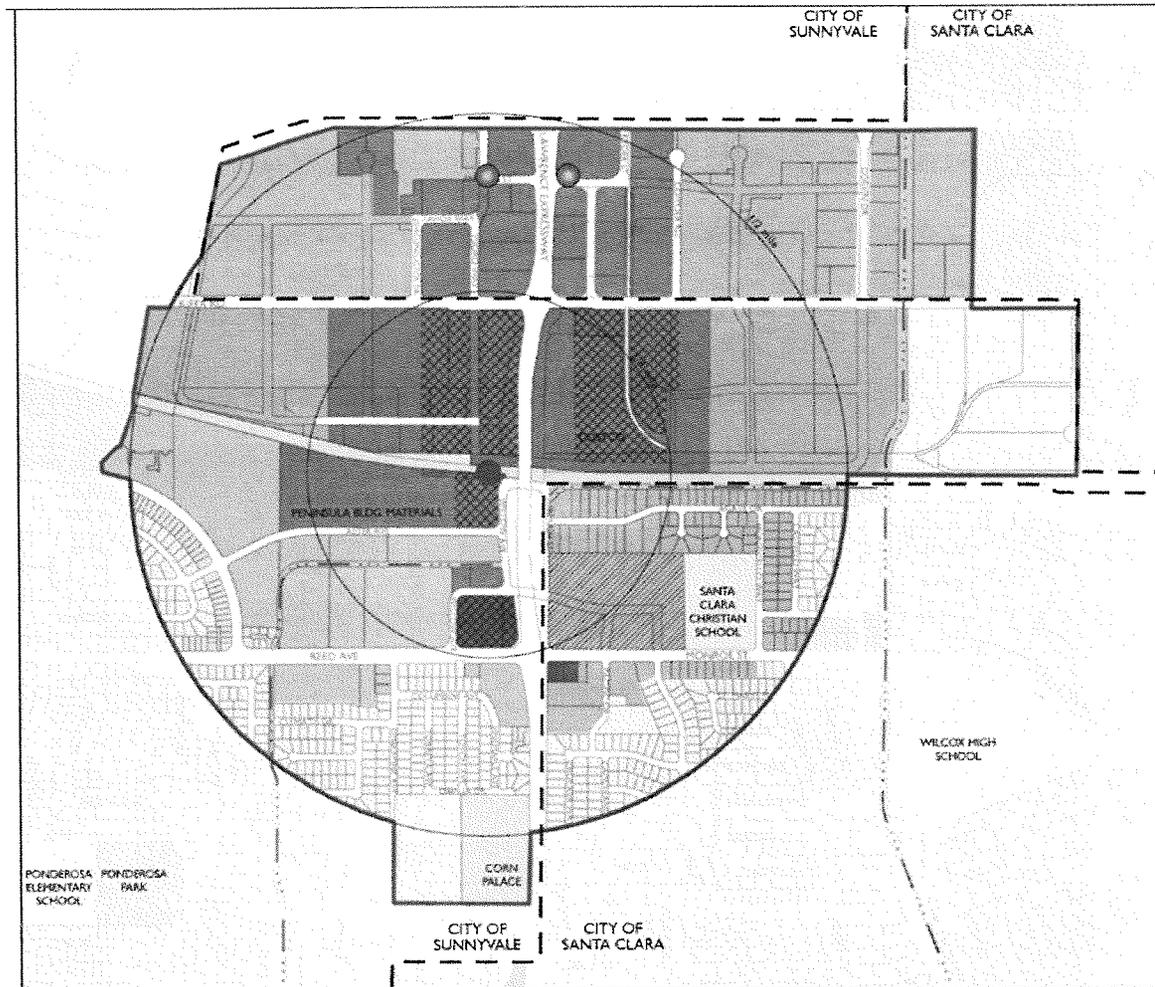
### **Open Space and Community Infrastructure**

1. Provide open space opportunities in each quadrant of the plan area based on current city open space requirements.
2. Pursue trail opportunities along the El Camino Real channel and Calabazas Creek.
3. Include area school districts in creation of plan to ensure adequate school capacity for future growth.
4. Plan for infrastructure (roads, parks, utilities) to keep pace with development, including identifying possible financing methods.
5. The open space map on page 7 of this attachment shall serve as the preliminary open space concept for future development of the plan.

# Flexible Mixed-Use – Recommended Alternative

## Key Components

- Nodes of employment within a 1/8 mile radius
- Higher intensity within 1/4 mile radius
- Increased density allowances or bonuses within 1/2 mile radius



### LEGEND

- STUDY AREA BOUNDARY
- - - SUNNYVALE / SANTA CLARA BORDER
- DRAINAGE CHANNEL / CALABAZAS CREEK
- LAWRENCE CALTRAIN STATION

- SANTA CLARA EXISTING & GENERAL PLAN LAND USE
- MEDIUM DENSITY RESIDENTIAL
  - HIGH DENSITY RESIDENTIAL
  - REGIONAL MIXED USE

- SUNNYVALE EXISTING LAND USE
- LOW DENSITY RESIDENTIAL
  - LOW-MEDIUM DENSITY RESIDENTIAL
  - MEDIUM DENSITY RESIDENTIAL
  - INDUSTRIAL & SERVICE
  - EXISTING PUBLIC PARKS
  - EXISTING SCHOOLS AND OTHER CIVIC USES

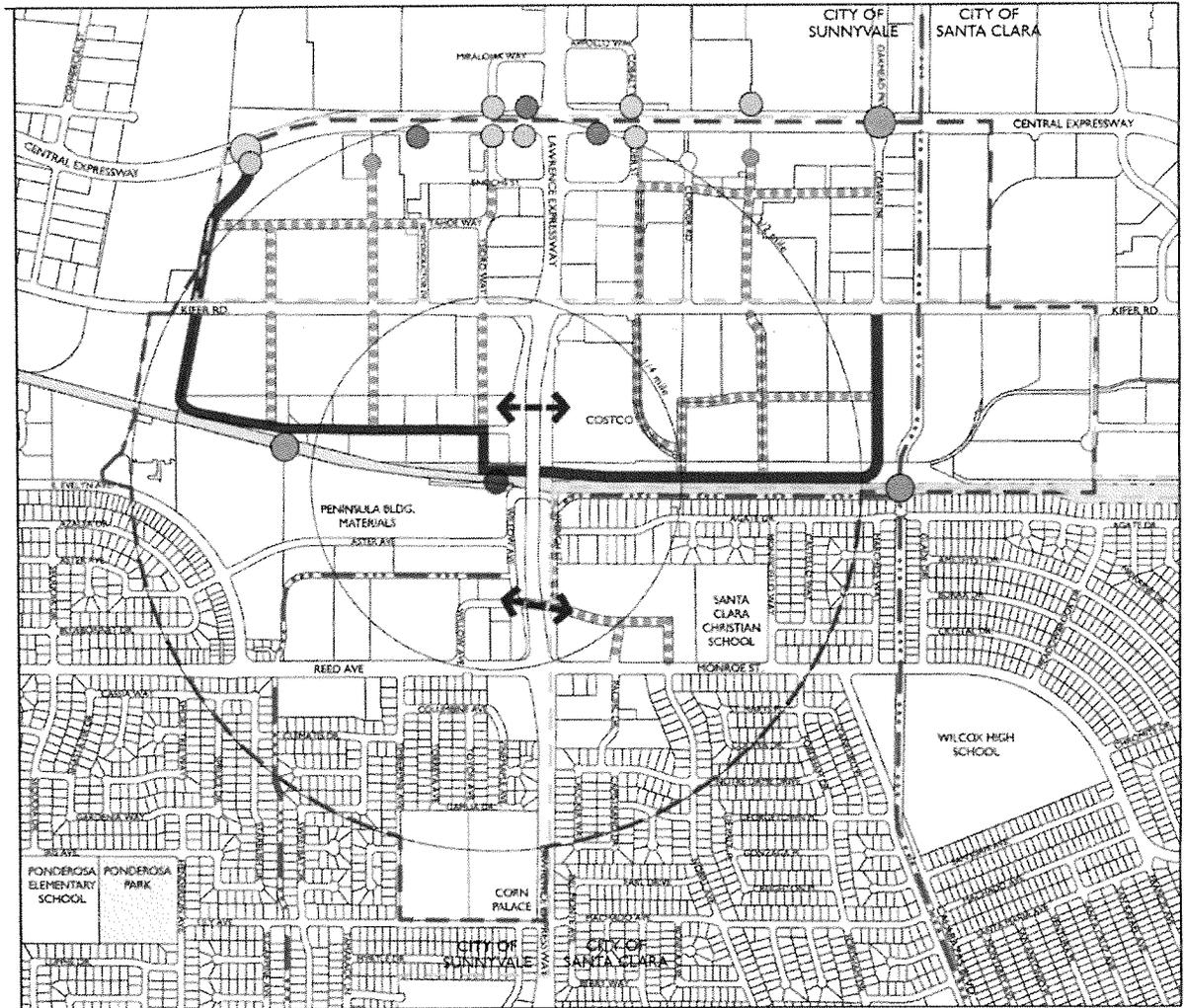
- SUNNYVALE PROPOSED LAND USE
- RESIDENTIAL TRANSIT CORE
  - OFFICE/R&D TRANSIT CORE
  - INDUSTRIAL INTENSIFICATION
  - MIXED USE TRANSIT SUPPORTING
  - MIXED USE TRANSIT CORE
  - OFFICE/RETAIL
  - RETAIL MIXED USE (STREET FRONTING RETAIL)

# Circulation Framework

- Autos
- Pedestrians/bicycles

## LEGEND

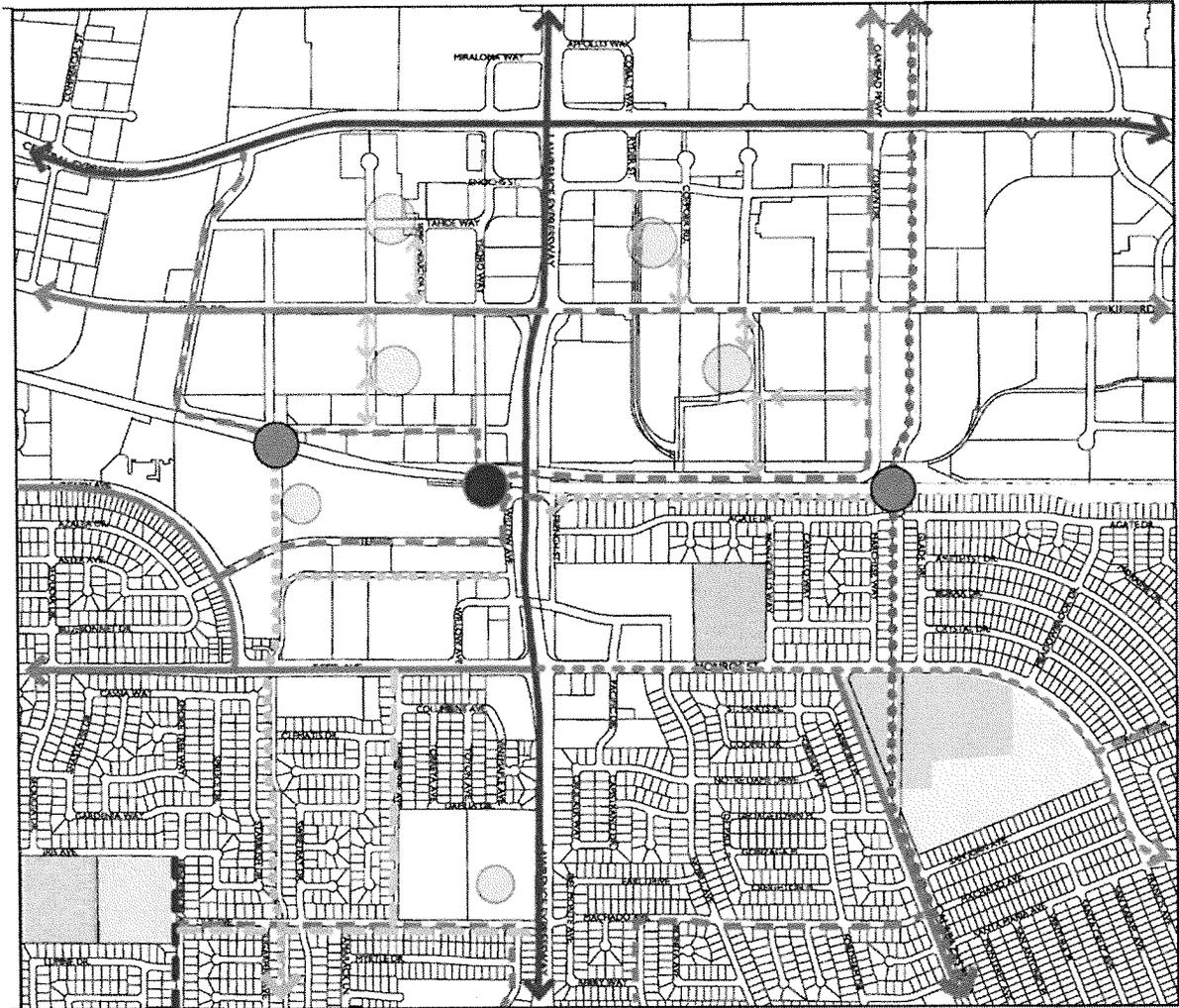
- — STUDY AREA BOUNDARY
- CITY BOUNDARY
- - - DRAINAGE CHANNEL / CALABAZAS CREEK
- LAWRENCE CALTRAIN STATION
- █ PRIMARY LOOP
- ● ● ● INTERNAL CIRCULATION
- ↔ EAST-WEST UNDERPASS
- EXISTING RIGHT IN/RIGHT OUT
- EXISTING FULL ACCESS
- EXISTING RIGHT OUT ONLY
- PROPOSED FULL ACCESS
- PROPOSED PED/BIKE RAIL CROSSING



# Proposed Bicycle Circulation

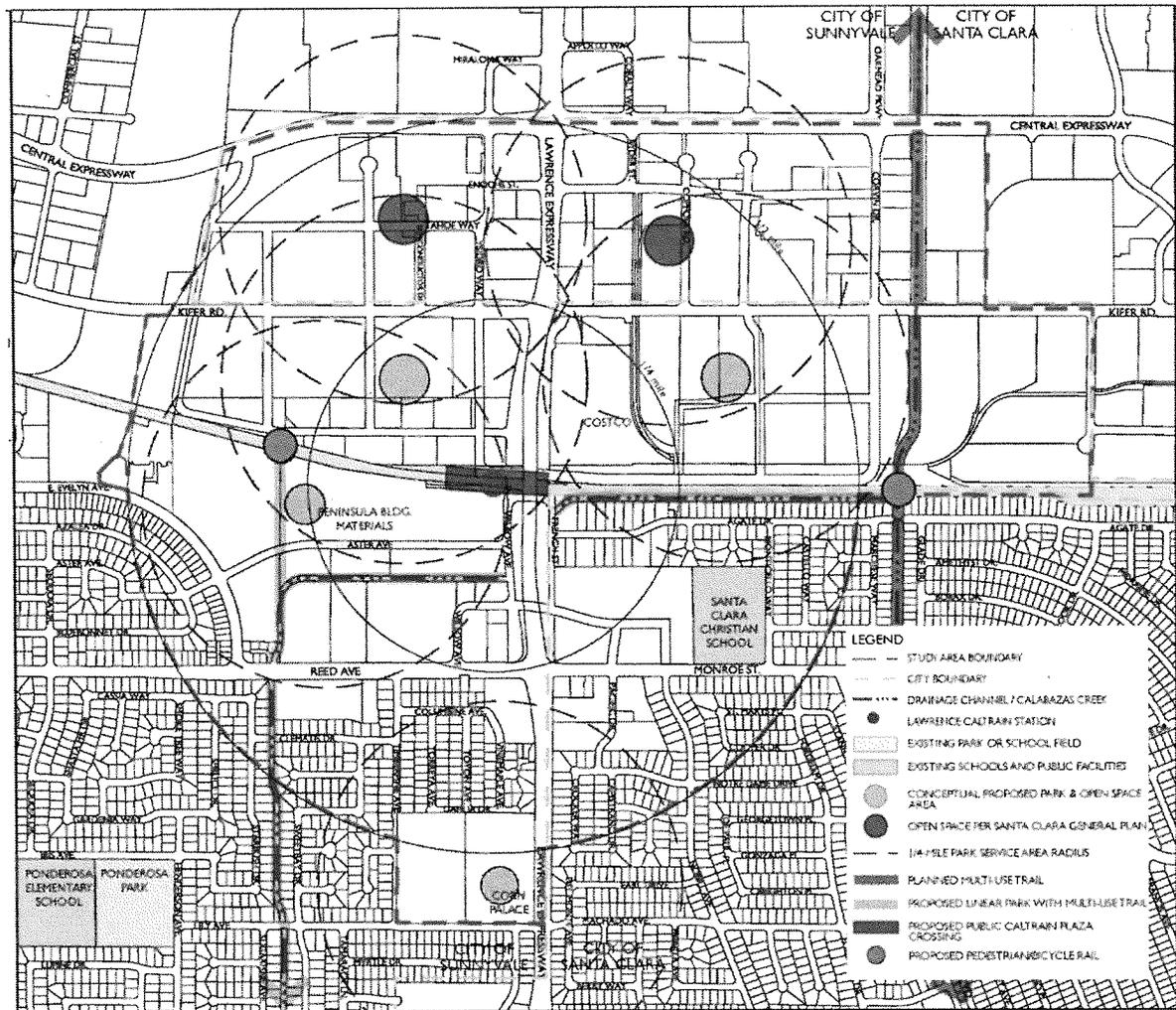
- Improved bike facilities
- Connections to future open space
- Improved connectivity east/west and north/south
- Access to station

-  EXISTING PARK OR SCHOOL FIELD
-  EXISTING SCHOOL
-  CONCEPTUAL PARK & OPEN SPACE AREA
-  PLANNED CLASS I MULTI-USE TRAIL
-  PROPOSED CLASS I MULTI-USE TRAIL
-  EXISTING CLASS II BICYCLE LANE
-  PLANNED CLASS II BICYCLE LANE
-  PROPOSED CLASS II BICYCLE LANE
-  EXISTING ADVANCED BICYCLE ROUTE
-  EXISTING BEGINNER ON-STREET ROUTE
-  EXISTING INTERMEDIATE ON-STREET ROUTE
-  PED/BICYCLE CONNECTION TO OPEN SPACE
-  PROPOSED PED/BICYCLE RAIL CROSSING
-  EXISTING PED/BICYCLE RAIL CROSSING



# Open Space

- Green dots indicate general need for future open space
- 5 acres per 1000 new population



## **Appointee**

Mike Kim, Chair

Sue Harrison, Vice Chair

Russell Melton

Gustav Larsson

Younil Jeong

Adam Morey

Mark Cushman

Saket Gadia

Lois Smallwood

## **CAG Alternates**

Ron Aoyama

## **CAG Category**

Business/Property Owner representative

Sustainability Commission

Planning Commission

Planning Commission

Housing and Human Services Commission

Business/Property Owner representative

Study Area Resident

Study Area Resident

At-Large

Study Area Resident



Lawrence Station Area Plan Location Map

December 10, 2012

Ms. Connie Verceles  
Economic Development Manager  
City of Sunnyvale  
456 West Olive Avenue  
Sunnyvale, CA 94086

RE: Lawrence Station Area Plan Sunnyvale, CA

Dear Ms. Verceles,

It was a pleasure meeting with you to learn more about the City of Sunnyvale's planning efforts related to the Lawrence Station Area Plan (Plan). As you are aware Costco Wholesale has been a Sunnyvale community member since July, 1986. We are committed to the viability of our neighborhood and surrounding community and welcome the opportunity to participate in the City's planning process.

We understand City staff is preparing three land use plan alternatives for presentation to the Planning Commission and City Council in early 2013. The preferred land use concept at this time consists primarily of a mixed-use design encouraging multi-story buildings and residential units above ground floor retail and commercial. It also emphasizes improved vehicular and pedestrian circulation to enhance the use of Caltrans's Lawrence Station located immediately south of our Sunnyvale warehouse. The improved circulation facilities include new Right-of-Way bisecting our property.

Costco intends to continue to operate their existing warehouse at its current location for the foreseeable future. And while staff indicated that existing business would have the flexibility to continue to operate, expand, or modify their uses without implementation of the new regulations we have some concerns. A high intensity zone that would promote the use of multiple parking decks and multi-story buildings is inconsistent with Costco's long term use and vision of the property. Our business model is based on a single level sales floor. There are many factors that have been considered in making this decision including: how our members shop, how we restock our facility, the products and packaging that we carry, our distribution facility and supply chain. Decisions on each of these factors and more have been made to ensure that everything can be done in the most efficient and economical manner possible with the desire being to provide the greatest value to our members possible. The result is a single level warehouse and parking field.

Some examples of how a single story facility, both the building and the site, are critical to Costco's operation are as follows:

- Large heavy carts are not compatible with multi floor stores or multi floor parking structures with ramps. For safety and convenience of our members we limit the gradient of our parking areas. A parking deck would require our members to push heavy carts up and down long ramps. All major stocking is done while our warehouse is not open to members for their safety. The multi-story concept would require elevators to move product from floor to floor for stocking. This adds additional time and cost to the operation of our business while limiting our member's access to the warehouse.

- Stocking of the warehouse is done with forklift that take product directly from the truck to the warehouse floor. Multi floor stores would slow down the stocking effort and add significant cost to the building and its operation.

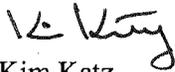
Costco's preference at this time is that our property be zoned C-3, commercial. This is consistent with our existing and planned use of the property for the next 20-30 years. We believe zoning our property this way is more appropriate for the site and would continue to serve the established neighborhood as well as the future commercial needs of the surrounding community.

Further, we strongly object to showing any future/planned rights-of-way bisecting our property. Having features like this shown on adopted City documents would very likely create confusion for Costco and future City staff at such time as we propose changes to our building and site in the future.

Again Costco appreciates the city's effort to reach out and include us in this process. We are dedicated to working with the city in this planning process.

If you have any questions please don't hesitate to contact me at (425) 427-7540.

Sincerely,  
Costco Wholesale Corporation



Kim Katz  
Director Real Estate Development

CC Mr. Andrew R. Miner, AICP, City of Sunnyvale  
Mr. John Ellingsen, Barghausen Consulting Engineers, Inc.

Mayor Spitaleri, Vice Mayor Griffith and Council:

The Lawrence Station Area brims with potential to improve the neighborhood and our city. I hope to see Lawrence Station become a complete neighborhood with mixed-use development, including a combination of residential commercial and retail, parks and other public space; a convenient street grid with priority given to the pedestrian; attractive landscaping; good bike amenities; solid public transit service, connections and amenities; a significant proportion of affordable homes; and live-work spaces. It needs to have enough density to support neighborhood-serving retail.

I'd love if Lawrence included a linear park for pedestrians and cyclists along the channel to connect the Area to the rest of the City. I hope some of the open space in the station area is devoted to a community garden, which could help knit the neighborhood together. And I hope that at least some of the remaining corn palace land can be purchased and set aside as open space for the neighborhood.

Most of the above ideas are standard best practice in new station areas. I hope Sunnyvale goes farther. I hope our plan results in a truly distinctive place that ***plans for the most advanced and forward-looking environmental practices because I bet by the time Lawrence is actually built out, practices that now appear advanced will be the norm, required if we want this place to be competitive (as with the green building standards at Moffett Park)***. For example,

- I hope the buildings that will be built at Lawrence Station are ***zero net carbon or better***. I hope the neighborhood as a whole is carbon neutral, implying the need for clean power generation.
- I hope the station area is ***"plumbed" for district heating***.
- I hope ***all storm water stays in the Station Area*** using green roofs, permeable pavement, bioswales and water catchment and storage.
- I hope the ***energy-efficient streetlights minimize light pollution***.
- I hope there are ample trees, green walls, and green roofs to ***minimize the heat island effect***.

Such a station area would be a plus for the existing neighbors, a credit to the City, an aid to Caltrain ridership, a gift to future residents and businesses, and a benefit to the natural world. It would then fulfill its potential.

Make no small plans.

Sincerely,  
Barbara Fukumoto



Loma Prieta Chapter serving San Mateo, Santa Clara & San Benito Counties

January 14, 2013

Members of Sunnyvale City Council and Planning Commission  
City of Sunnyvale Via e-mail

**Re: Lawrence Station Area Plan – phase II – Joint Study Session**

Dear Sunnyvale Council members and Planning Commission Members,

*The Sierra Club Loma Prieta Chapter supports grouping new homes, jobs and services near transit. **Transportation** accounts for approximately 50% of greenhouse gas emissions in the Bay Area and reducing transportation demand is the most significant opportunity for our cities to meet California’s climate change goals, specifically **AB32 and SB375**.*

The Sierra Club has developed guidelines for evaluating Station Area Plans (SAP).

We focus on five issues:

1. **Compact Development** to use valuable land more efficiently at a major transit hub
2. **Community and Economic Benefits** to assure a vibrant neighborhood with a sense of identity
3. **Pedestrian Priority** as the primary mode of transportation within the SAP
4. **Transportation Plan** to provide realistic options for people and decrease automobile usage
5. **Energy / Resource Efficiency** targets for buildings and streets to meet high sustainability goals

Sunnyvale is using an exemplary participatory process generating community feedback in developing Lawrence Station Area Plan (LSAP). We offer the following input for your consideration:

<p><b>1. Jobs-Housing balance</b><sup>i</sup> <i>Describe the goal of how the Lawrence Station area plan will address the jobs - housing balance</i></p>	<p>It is increasingly clear that the bigger shortage is not of jobs but of housing. A goal should be clearly defined and a target should be identified and included in the plan. The EIR should study the impact of the ultimate potential build-out.</p>
<p><b>2. Land Use</b> <i>Compact development with <b>Mixed Use</b> provides 24/7 activity to create a vibrant livable community</i></p> <p><i>Transfer of Development Rights would provide flexibility as would Basic (by right) FAR/DUA<sup>ii</sup> coupled with a Maximum FAR/DUA</i></p>	<p><b>We strongly urge you to implement a plan that allows MIXED USE in the entire ½ mile radius</b> around the train station. Every attempt should be made to include a diversity of uses and users.</p> <p>The area closest to the train station (possibly designated for Commercial use) should have NO parking in the buildings so that auto traffic is not drawn into this pedestrian zone closest to the station. Satellite public parking<sup>iii</sup> should be provided for this area using “in-lieu” parking fees.</p>
<p><b>3. Pedestrian Connectivity</b> <i>This is the <b>single most critical element</b> for success. Planning at every phase should start with pedestrian convenience.</i></p>	<p>The tracks present an impassable barrier for pedestrians between north and south – physically and psychologically. There is only one passageway, at the station, and it is not an easy or an aesthetic experience. A bike bridge is a very lengthy and undesirable connection for</p>

*A Pedestrian Master Plan showing pedestrian network and time taken to walk certain distances should be an early design criteria in LSAP*



*Pedestrian-bike passageway under train tracks – Palo Alto*

pedestrians as it is even longer than a tunnel.

**Attractive passageways under track:** Landscaped, easy, safe, highly visible and attractive passageways under the tracks at an interval of every block, if possible, would help stitch the two sides together.

**Shortcuts to reduce walking** is a primary strategy to keep people from using their cars.

**Park once and walk:** For people who drive to the area, parking once and being able to walk fast and easily to take care of all tasks will keep traffic down.

**Use pedestrian LOS:** Make walking more convenient and faster

- Reduced width at all crosswalks make it faster to walk
- Mid-block crosswalks at any block longer than 200'<sup>iv</sup>
- Automatically activated crosswalk signals at high pedestrian traffic areas
- Create psychology of pedestrian environment with wide crosswalks, wide sidewalks, pedestrian street furniture like potted plants, no curbs, special road surfaces to slow traffic

**6. Classify each street in LSAP**

*Pedestrian Priority  
 Mixed Traffic or  
 Auto Priority*

*Maximum speed in LSAP to be 25mph. Eliminate auto "level-of-service" in the LSAP in favor of pedestrian priority*

*Include bike connectivity when designing every street*

A new street grid is being introduced to improve connectivity.

Streets should be clearly classified into at least these three categories

- **Pedestrian Priority** (sometimes known as Main Street), with traffic moving very slowly – **5 to 15mph**. Pedestrian priority streets can be closed off on weekends for farmers markets and for events to create pedestrian malls
- **Mixed Traffic** with max speed of **15mph** - as fatalities increase exponentially above that speed
- **Auto Priority** for thru streets with traffic at **25mph** max.

**Bicycle network** should be provided throughout the LSAP with convenient bike parking given high priority. This will extend the convenience of non-auto access beyond the LSAP.

**Level of Service (LOS) should be eliminated** in the LSAP so that pedestrian crosswalks and reduced traffic speeds can be prioritized (see Redwood City Downtown Precise Plan which eliminates LOS)

**3. A Sense of Place**

*The unique features of the area can help to create a sense of place*

Three really unique features that LSAP already has are

- Sonora Court's unique tree lined street
- The potential for a leafy green trail along the flood canal
- Peninsula Building Material site's potential

Linking these three areas will immediately create a unique sense of place.

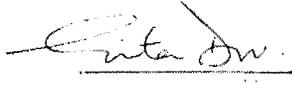
Sonora Court and the Peninsula Building materials site present an opportunity to link the two sides in the early phases of construction with pedestrian links.

The north-south retail corridor should be tightly linked to the housing south of the tracks, or it will not be really accessible to these residents.

<p><b>4. Open Space</b> <i>A usable signature open space should serve multiple uses</i></p>	<p>The added residents and worker population both need open recreation space. The open space should be usable rather than a visual amenity, beautiful and safe. Both a green park and a public plaza could be considered, and closing off streets to make pedestrian malls can help extend the space. <i>Redwood City has a central public square that is used for events but also closes off streets all around the square to extend the pedestrian-only zone as needed.</i></p>
<p><b>5. Affordable housing goal</b> <i>Workforce housing should be required for any zoning change the city controls or grants</i></p>	<p>LSAP should establish goals for affordable workforce housing and ensure that this is a high priority. Transit Oriented Development and affordable housing have a symbiotic relationship - residents of moderate and low-income households tend to support public transit the most and car ownership is lower than average.</p>
<p><b>9. Bicycle Master Plan</b> <i>Commuters will use bicycles for up to about 5 miles. This is important because this is the hardest group to get out of their cars.</i></p>	<p>The LSAP bike master plan should be carefully connected to a wider bicycle network, as <b>people will commute as far as 5 miles by bike</b> if bike commuting is fast and safe. Bike boulevards<sup>v</sup> provide safe speedy commuting.</p>
<p><b>10. Reduced parking</b> <i>This is critical to the success of a station area plan. Over-parking undermines a TOD and creates Transit-Adjacent Development with traffic congestion</i></p> <p><i>Include a Transportation Management Association or Community Benefits District to share costs among multiple employers and residential developments</i></p>	<p>We strongly recommend the consideration of all strategies: <u>Unbundled parking</u> - combined with a Residential Permit parking program as needed to protect existing residential neighbors. Construction cost savings should be used to reduce rents. <u>Paid parking</u>, Congestion priced parking and Shared parking <u>Robust shuttle service</u> <u>Improved transit</u> options and transit passes <u>Bike lanes</u> designed for speed, safety and connectivity for a 5 mile radius <u>Attractive pedestrian experience</u> so people are pleased to walk <u>Senior housing</u> which needs fewer cars <u>Affordable Housing</u> where households often have one or no car</p>
<p><b>11. Complete Streets</b> <i>Build this into the LSAP from the earliest phases. Set measurable goals for each mode of travel for success.</i></p>	<p>Establish a baseline for each mode of travel as part of LSAP and set 1 year, 5 year and 10 year goals that can be measured. Not measuring often leads to failure, as there is no feedback loop for changing strategies if needed.</p>
<p><b>12. EIR should study the cumulative impacts of the full build out</b></p>	<p>Since infrastructure cannot be changed later, the cumulative impacts should be examined at the outset and used for making the final decisions. Will the proposed LSAP meet climate action plan goals?</p>

Thank you for the opportunity to provide input into this important design effort for the City of Sunnyvale. We look forward to continued involvement in the Lawrence Station Area Plan.

Respectfully submitted:



Gita Dev  
Sustainable Land Use Committee  
Sierra Club, Loma Prieta Chapter

Cc Michael J Ferreira, Executive Committee, Sierra Club Loma Prieta Chapter  
Bonnie McClure, Chair, Sustainable Land-Use Committee  
Megan Fluke, Conservation Program manager  
Gladwyn DeSouza, Chair, Transportation Committee  
Barbara Fukumoto, Sunnyvale Cool Cities

Endnotes:

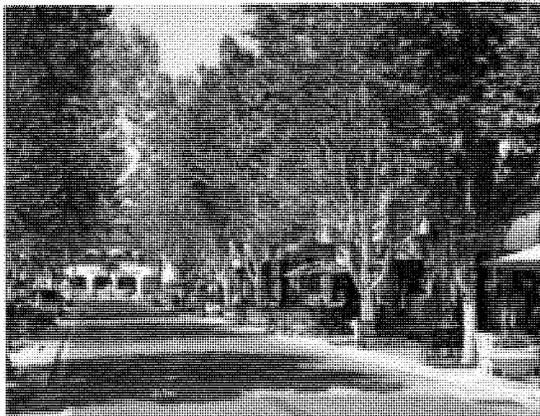
<sup>i</sup> **Healthy jobs /housing balance** - The California Department of Finance considers a 1.5 jobs-to-housing unit ratio to be healthy. Any ratio above 1.5 Jobs/housing unit signifies there is insufficient number of housing units to meet the needs of the local workforce. The EIR for the precise plan will specify the anticipated jobs growth and the anticipated number of residential units generated by the precise plan.

<sup>ii</sup> **FAR/DUA:** Floor Area Ratio and Dwelling Units per Acre are both zoning terms

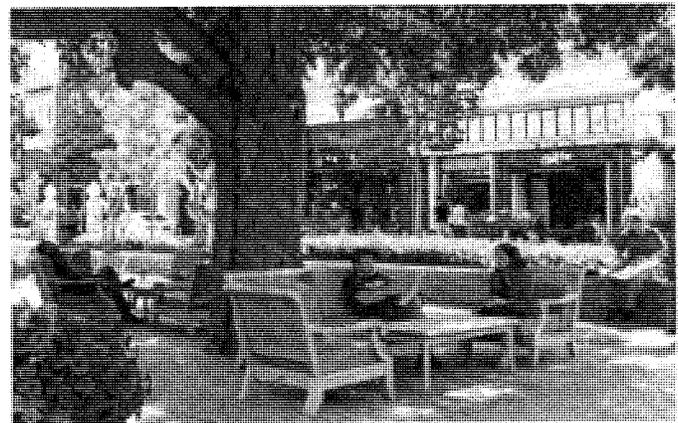
<sup>iii</sup> **Satellite parking:** The city should plan to provide public parking and use California's parking cash-out program. State law requires certain employers who provide subsidized parking for their employees to offer a cash allowance in lieu of a parking space. This law is called the parking cash-out program. The intent of the law is to reduce vehicle commute trips and emissions by offering employees the option of "cashing out" their subsidized parking space and taking transit, biking, walking or carpooling to work. In a study, "cashing out" reduced total vehicle emissions for commuting by 12 percent

<sup>iv</sup> **Mid-block crosswalks and passageways:** This is because walking around a 400' block is well over a quarter of a mile. Therefore, mid block pathways are critical for pedestrian convenience in getting around (e.g. the pedestrian "paseos" on Castro Street in Mountain View are mid-block shortcuts connected with mid-block crosswalks)

<sup>v</sup> **Bike Boulevards:** Palo Alto has a very convenient bike boulevard from the downtown station, along the tracks and thru a residential neighborhood on Park Blvd with no thru auto traffic.



*A Sense of Place  
Sonora Court could have slow traffic and wide sidewalks  
with its attractive shaded tree-lined street*



*Pedestrian Priority in Santana Row—slow traffic, pedestrian street  
furniture, wide mid-block crosswalks with no curb . A farmers market  
closes off streets on weekends, night-time open air music*

# LAWRENCE STATION AREA PLAN Phase Two

City Council and Planning Commission Study Session

January 15, 2013



### **Study Session Objectives**

- Review recommended land use plan
- Review conceptual circulation framework
- Preliminary direction to CAG and staff

## **Purpose of Plan**

- Increase ridership
- Improve circulation
- Provide transit-oriented development
- Ensure quality development

## **Phase One – Development of 3 land use alternatives**

- Existing conditions analysis

## **Phase Two - Development of preferred alternative**

- Technical analysis
- EIR
- Plan adoption

## **August 2012 LSAP CAG**

- Phase I - 3 alternatives
- Mixed Use preferred

## **October 2012 Community Outreach (25)**

- Flexible Mixed Use preferred

## **September 2012 CAG**

- Site tour of area
- Meeting held at Art Institute
- Discussion of land use, circulation and open space

## **November/December Outreach to Key Businesses (2)**

## **November 2012 LSAP CAG**

- Recommended alternative selected
- Three alternatives to review
- Mixed-use alternative chosen
- Flexible mixed-use best mixed-use option

## **Appointee**

Mike Kim, Chair

Sue Harrison, Vice Chair

Russell Melton

Gustav Larsson

Younil Jeong

Adam Morey

Mark Cushman

Saket Gadia

Lois Smallwood

## **CAG Category**

Business/Property Owner representative

Sustainability Commission

Planning Commission

Planning Commission

Housing and Human Services Commission

Business/Property Owner representative

Study Area Resident

Study Area Resident

At-Large

## **CAG Alternates**

Ron Aoyama

Study Area Resident

- Role of CAG
- Approach to Task
- Unanimous support

## **Land Use**

- Existing and future uses
- Mix and types of uses
- Densities
- Design features

## **Circulation and Parking**

- “Complete Streets”
- Automobile traffic
- Other modes
- Parking

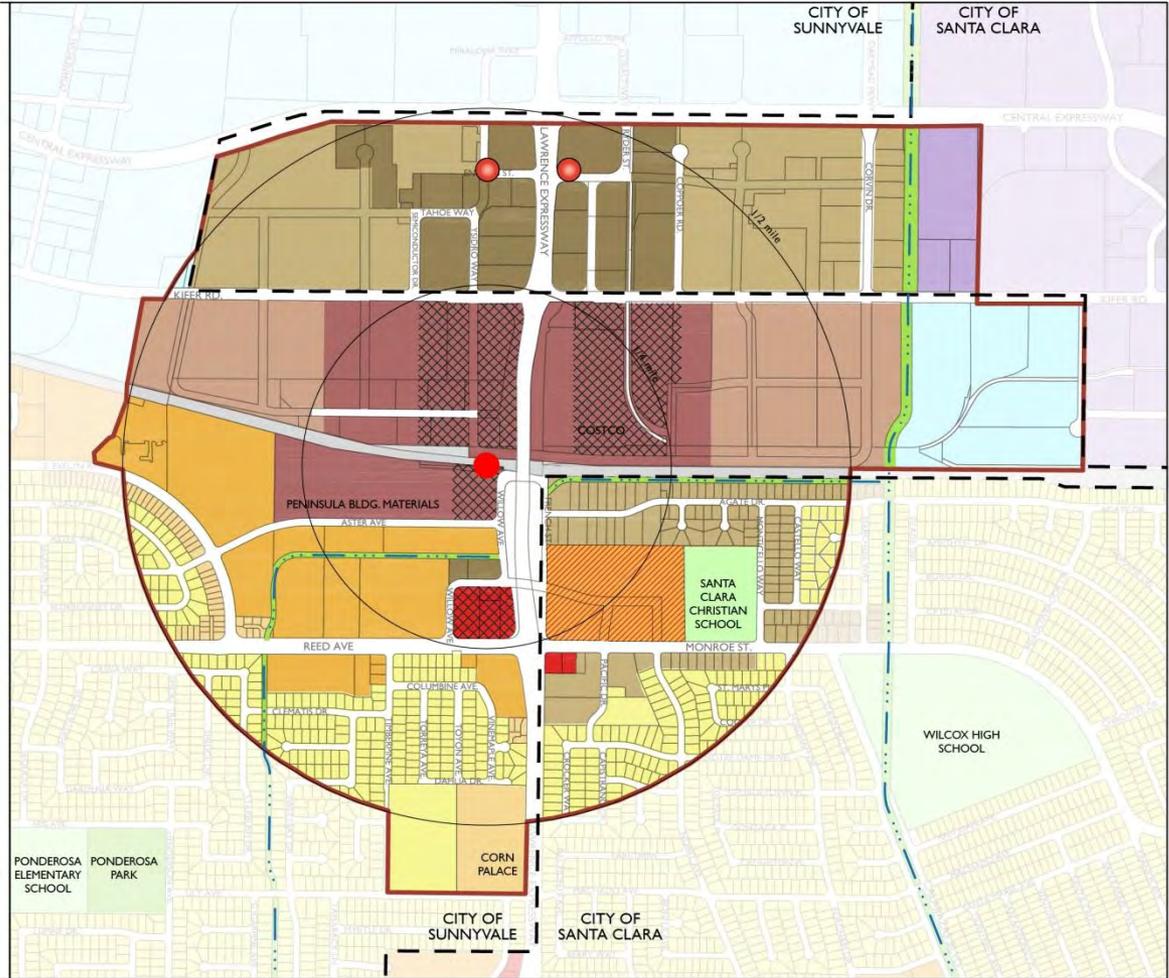
### **Open Space and Community Infrastructure**

- New and sufficient open space
- School capacity
- Infrastructure planning

# Flexible Mixed-Use – Recommended Alternative

## Key Components

- Nodes of employment within a 1/8 mile radius
- Higher intensity within 1/4 mile radius
- Increased density allowances or bonuses within 1/2 mile radius



LEGEND		SUNNYVALE EXISTING LAND USE	SUNNYVALE PROPOSED LAND USE
	STUDY AREA BOUNDARY		
	SUNNYVALE / SANTA CLARA BORDER		
	DRAINAGE CHANNEL / CALABAZAS CREEK		
	LAWRENCE CALTRAIN STATION		
	SANTA CLARA EXISTING & GENERAL PLAN LAND USE		
	MEDIUM DENSITY RESIDENTIAL		
	HIGH DENSITY RESIDENTIAL		
	REGIONAL MIXED USE		

# Land Use Comparables



# Land Use Comparables

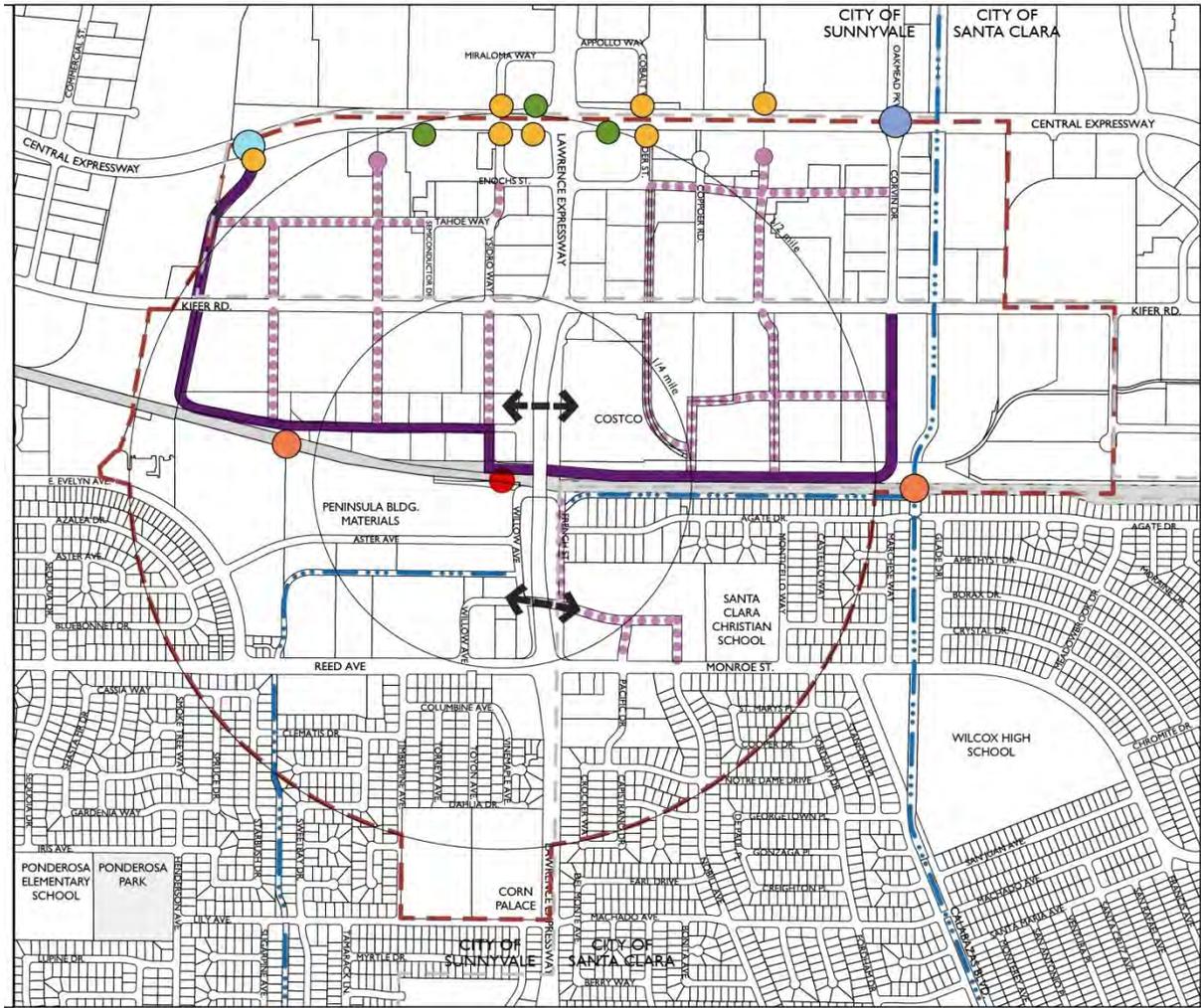


# Circulation Framework

- Autos
- Pedestrians/bicycles

**LEGEND**

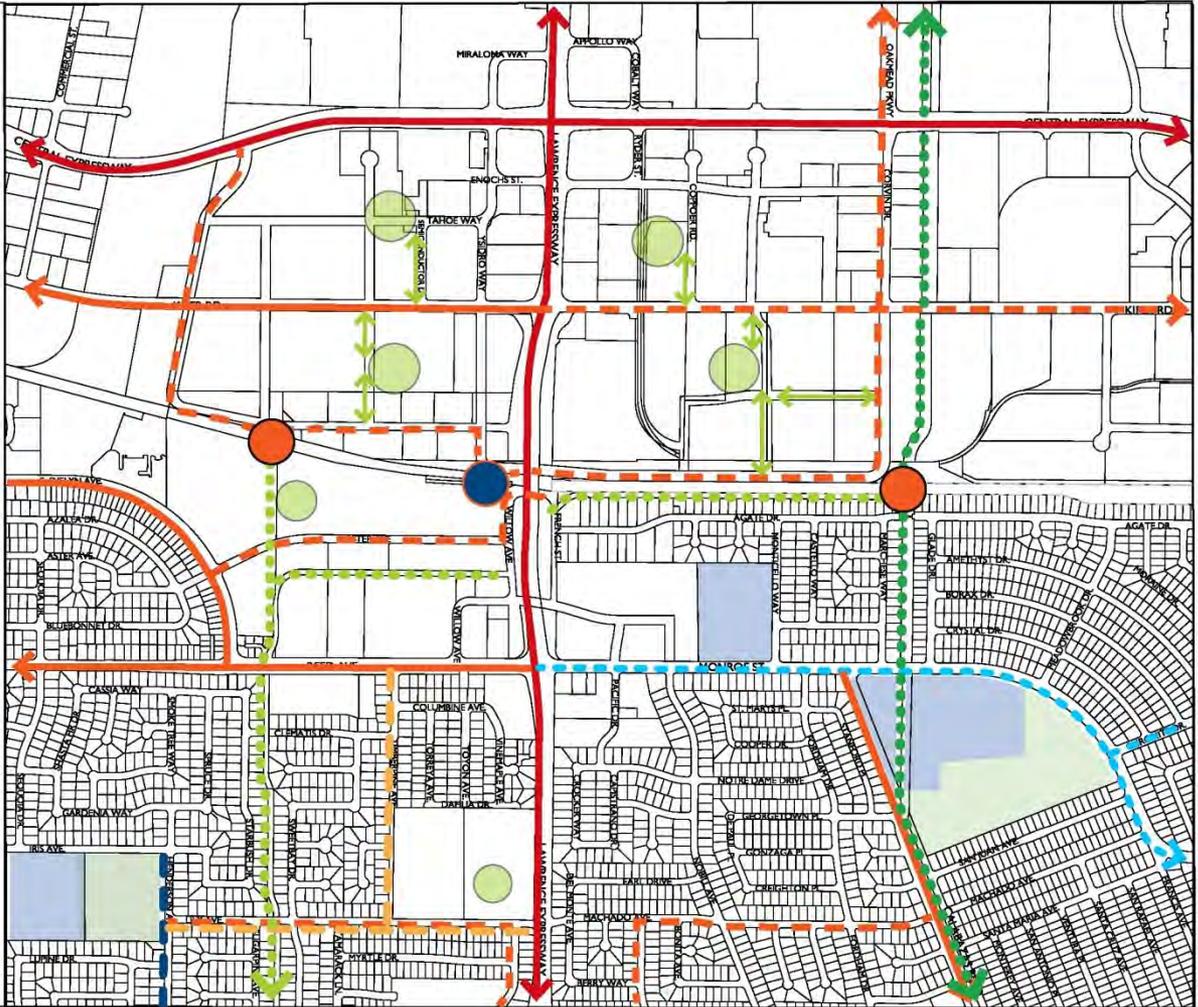
- STUDY AREA BOUNDARY
- CITY BOUNDARY
- DRAINAGE CHANNEL / CALABAZAS CREEK
- LAWRENCE CALTRAIN STATION
- PRIMARY LOOP
- INTERNAL CIRCULATION
- EAST-WEST UNDERPASS
- EXISTING RIGHT IN/RIGHT OUT
- EXISTING FULL ACCESS
- EXISTING RIGHT OUT ONLY
- PROPOSED FULL ACCESS
- PROPOSED PED/BIKE RAIL CROSSING



# Proposed Bicycle Circulation

- Improved bike facilities
- Connections to future open space
- Improved connectivity east/west and north/south
- Access to station

- EXISTING PARK OR SCHOOL FIELD
- EXISTING SCHOOL
- CONCEPTUAL PARK & OPEN SPACE AREA
- PLANNED CLASS I MULTI-USE TRAIL
- PROPOSED CLASS I MULTI-USE TRAIL
- EXISTING CLASS II BICYCLE LANE
- PLANNED CLASS II BICYCLE LANE
- PROPOSED CLASS II BICYCLE LANE
- EXISTING ADVANCED BICYCLE ROUTE
- EXISTING BEGINNER ON-STREET ROUTE
- EXISTING INTERMEDIATE ON-STREET ROUTE
- PED/BICYCLE CONNECTION TO OPEN SPACE
- PROPOSED PED/BICYCLE RAIL CROSSING
- EXISTING PED/BICYCLE RAIL CROSSING



	<b>Recommended Alternative</b>
<b>Office/R&amp;D</b>	<b>1.2 – 1.85 million sf</b> (zero existing)
<b>Industrial</b>	<b>600,000 sf</b> ( <i>existing</i> )
<b>New Jobs</b>	<b>2,400 – 3,700</b> new jobs
<b>Dwelling Units</b>	<b>1,200 – 2,100 units</b> (+1,200 existing)

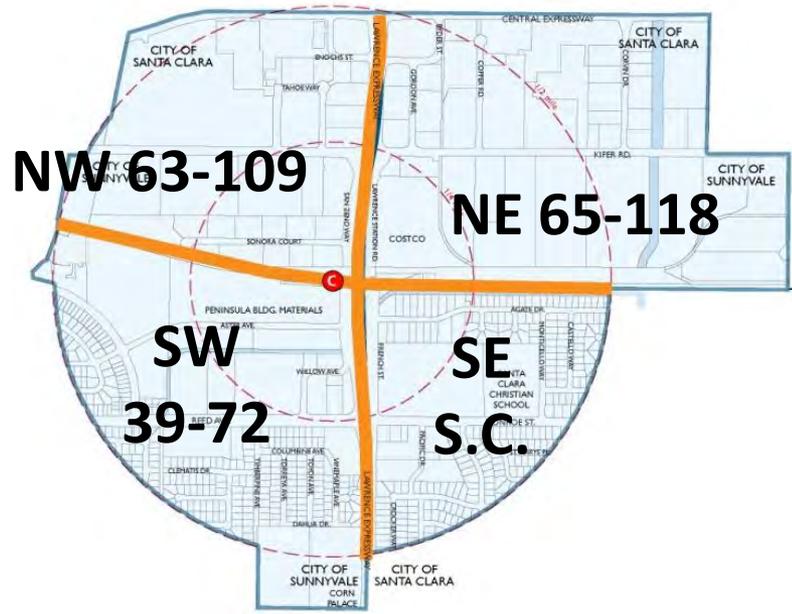
## Jobs/Housing

	Housing Units	Industrial, Office, Commercial (mill. sf)	Jobs	Jobs/Housing ratio
<b>Current General Plan</b>	66,570	55.5	109,901	1.65
<b>Horizon 2035</b>	72,160	63.1	132,000	1.83
<b>Flexible Mixed-Use<sup>1</sup></b>	1,200-2,100 <sup>3</sup>	1.2 – 1.85 <sup>2</sup>	2,400–3,700	2.0 – 1.76

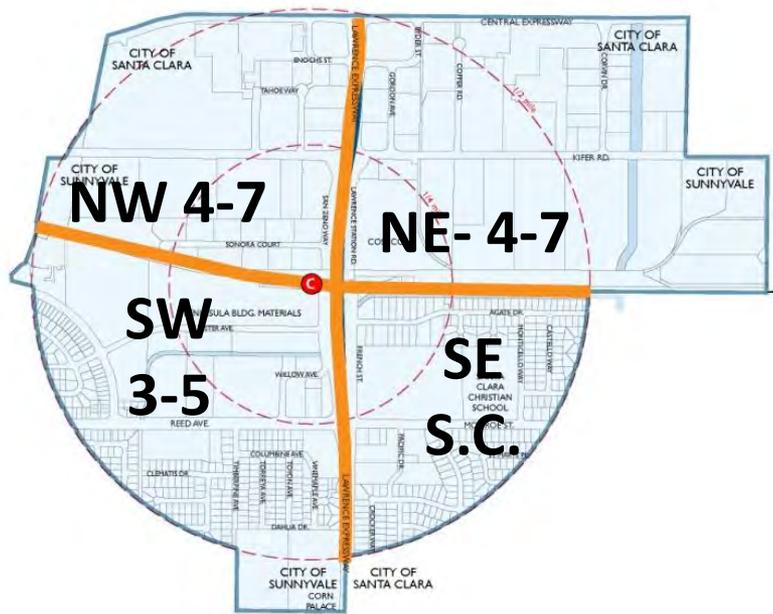
Notes:

1. Numbers indicate 50% of total build-out
2. Existing industrial square footage and jobs not included in alternatives
3. Existing dwelling units not included in alternatives

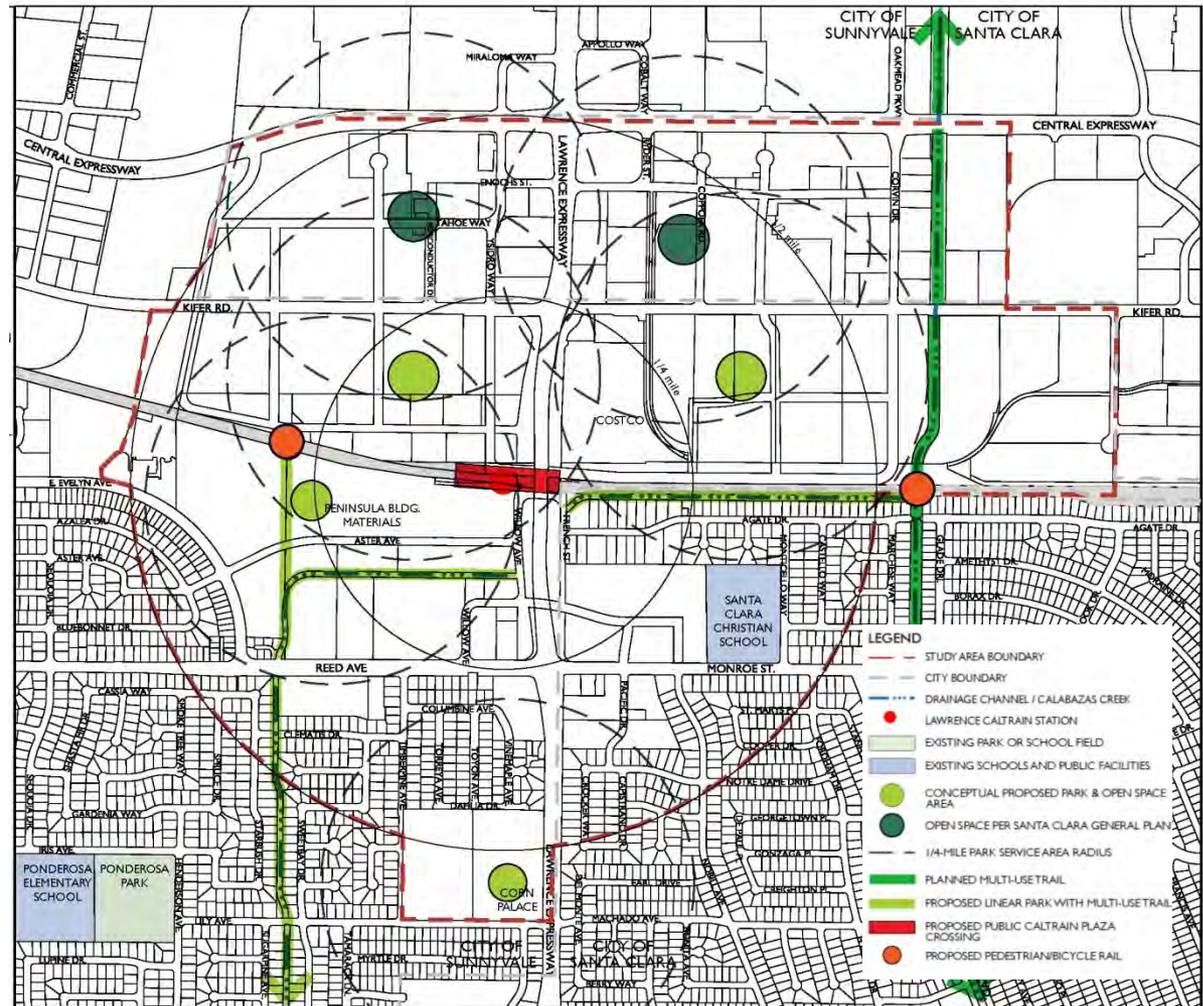
Students



Parks and Open Space



- Green dots indicate general need for future open space
- 5 acres per 1000 new population



## **February 11 – Planning Commission Hearing**

## **February 26 – City Council Hearing**

### **March – Begin preparation of:**

- Planning and Design Toolkit
- Urban Design and Streetscape
- Affordable Housing and Anti-displacement Strategy
- Implementation and Infrastructure

### **Summer 2013 – begin preparation of:**

- Draft Station Area Plan
- EIR

### **Input**

- Citizens Advisory Group (CAG)
- Technical Advisory Group (TAG)
- Community
- BPAC, Sustainability, Housing, PC

# QUESTIONS AND DISCUSSION

1. Feedback on recommended land use alternative and circulation framework
2. Is the recommended alternative missing any key elements?
3. Is the recommended alternative going in the right direction?
4. Other issues?



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