

**RESOLUTION NO. \_\_\_\_\_**

**A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF MILPITAS, CALIFORNIA,  
APPROVING SPECIFIC PLAN AMENDMENT NO. ST08-0001 (AMENDMENTS TO THE  
MIDTOWN SPECIFIC PLAN) AND GENERAL PLAN AMENDMENT GP08-0003  
(AMENDMENT TO THE GENERAL PLAN MAP)**

**WHEREAS**, in 2002, the City Council of the City of Milpitas certified an environmental impact report (EIR) for and formally adopted the planning document known as the Midtown Specific Plan in accordance with the California Environmental Quality Act (CEQA) and other provisions of California law; and

**WHEREAS**, in 2008, the City Council certified an EIR for and formally adopted the planning document known as the Transit Area Specific Plan in accordance with the California Environmental Quality Act (CEQA) and other provisions of California law and

**WHEREAS**, in the adoption of the Transit Area Specific Plan, the scope of the Midtown Specific Plan was reduced by removing some of the areas designated therein and placing them within the planning provisions of the Transit Area Specific Plan; and

**WHEREAS**, City Staff now wishes to make minor changes to the Milpitas Zoning Ordinance and the planning documents referenced therein in order to remove outdated references, text, and figures, clarify the location of planned transit uses, and eliminate redundancies that resulted from the adoption of the Transit Area Specific Plan and the movement of regulated areas from the provisions of the Midtown Specific Plan to the Transit Areas Specific Plan; and

**WHEREAS**, the boundary of the Midtown Specific Plan is redrawn to exclude the area now encompassed by the TASP and the industrial “island” at the southeastern edge of the plan boundary; and

**WHEREAS**, the TOD Overlay in the northern part of the Midtown Specific Plan Area is removed to clarify property development potential and avoid speculation about a future BART station; and

**WHEREAS**, on July 23, 2008, the Planning Commission held a duly noticed public hearing on the subject application, considered evidence presented by City staff and other interested parties and recommended approval of the Specific Plan Amendments to the City Council.

**NOW THEREFORE**, the City Council of the City of Milpitas hereby finds, determines and resolves as follows:

**Section 1:** The recitals set forth above are true and correct and incorporated herein by reference.

**Section 2:** The proposed amendments to the Milpitas Midtown Specific Plan are exempt from CEQA pursuant to: (a) CEQA Guideline 15162, since all potentially significant effects have been adequately analyzed in the earlier EIR’s and other environmental documents for the Midtown Specific Plan, the Transit Area Specific Plan, and zoning code provisions adopted thereto, pursuant to applicable legal standards, and/or have been avoided or mitigated pursuant to those earlier environmental documents and (b) CEQA Guideline 15061(b)(3), since there is not possibility that the proposed amendments could have a significant effect on the environment; and

**Section 3:** The amendments are consistent with the City of Milpitas General Plan because no new land uses or policies have been introduced and the Midtown Specific Plan continues to implement the General Plan.

**Section 4:** The amendments are consistent with the City of Milpitas Zoning Ordinance because no changes to zoning designations have been introduced and the changes to the development standards are intended to be consistent with the Zoning Ordinance and the recently adopted Transit Area Specific Plan.

**Section 5:** The amendments are consistent with the recently adopted Transit Area Specific Plan and internally consistent with the Midtown Specific Plan.

**Section 6:** The proposed General Plan Map amendment will bring the map into consistency with the Midtown Specific Plan and Zoning Map.

**BE IT FURTHER RESOLVED** that the City Council of the City of Milpitas hereby approves Specific Plan Amendment No. ST08-0001, Midtown Specific Plan Amendment, and General Plan Amendment GP08-0003 subject to the above Findings, and the amendments attached hereto as Exhibits 1, 2 and 3.

PASSED AND ADOPTED this \_\_\_\_ day of \_\_\_\_\_, by the following vote:

AYES:

NOES:

ABSENT:

ABSTAIN:

ATTEST:

APPROVED:

\_\_\_\_\_  
Mary Lavelle, City Clerk

\_\_\_\_\_  
Jose S. Esteves, Mayor

APPROVED AS TO FORM:

\_\_\_\_\_  
Michael J. Ogaz, City Attorney

**EXHIBIT 1**

**MIDTOWN SPECIFIC PLAN TEXT AMENDMENTS (LEGISLATIVE STYLE)  
SPECIFIC PLAN AMENDMENT NO. ST08-0001**

## 1. Introduction

### Summary

This Milpitas Midtown Specific Plan provides a new vision for an approximately ~~1,000~~850-acre area of land which is currently undergoing changes related to its growing role as a housing and employment center in Silicon Valley. Development activity over the past several years has included approval and/or construction of ~~over 1,200~~2,500 units of housing, reinvestment in the Great Mall, extension of the Santa Clara Valley Transportation Authority's (VTA's) Tasman East Light Rail Transit (LRT) line, and proposals to extend Bay Area Rapid Transit (BART) through the area as part of the San Jose extension. Rather than responding to development proposals on a site by site basis, the City of Milpitas (the City) undertook a specific plan process in order to look comprehensively at the planning area and provide a cohesive vision for the future. The purpose of the Specific Plan is to:

- Guide the development and further evolution of the Milpitas Midtown Planning Area (Midtown Area);
- Encourage development that responds to City and regional objectives, such as a compatible mixture of residential, retail, and commercial uses;
- Reflect neighborhood considerations; and
- Encourage private investment in the area.

The overall strategy in the Midtown Area is to create a mixed-use community that includes high-density, transit-oriented housing and a central community “gathering place,” while maintaining needed industrial, service, and commercial uses.

The plan is long-range in nature, intended to guide development for the next 20 years. Some land in the Midtown Area is undeveloped and readily developable over the short-term, while other parcels may be redeveloped over a longer time frame.

Since the adoption of the Midtown Specific Plan, over 1,700 residential units have been constructed, and another 600 have been approved. Overall, the Specific Plan provides for up to ~~4,860~~1,100 new dwelling units and supporting retail development, new office developments at key locations; bicycle and pedestrian trails linking the areas together and new parks to serve residential development.

The ideas and concepts of the Milpitas Midtown Specific Plan are in conformance with the Transit Village Development Planning Act of 1994.

### Project Background

The Midtown Area represents an exciting opportunity to reinvigorate the “historic” commercial and industrial core of Milpitas and bring it into the life of the city. Midtown is at a watershed point in its development; the area is located strategically within the larger Silicon Valley region, an area that has experienced tremendous growth and prosperity in the past several decades. Midtown is highly accessible; it is set between Interstate (I)-880, I-680, and Calaveras Boulevard (state route 237) and the Montague

Expressway; it is traversed by two Union Pacific Railroad lines; it includes two major east-west arterials; and ~~it will be~~ is also served by the Tasman East LRT line, ~~as well as and will be served by~~ a future BART extension to San Jose. Recent development activity in Midtown, including over 1,200,000 new housing units and reinvestment in the Great Mall to expand entertainment activities, begin to suggest new directions for the Midtown Area.

In late 1999, the City initiated a planning process for the Midtown Area, encompassing 942 acres of land in the center of the city. The original Midtown Area ~~area includes encompassed~~ many of the original elements of the city, including the historic crossroads of Milpitas at Serra Way and Main Street (formerly Milpitas-Alviso Road and Oakland-San Jose Road), two freight rail lines, and the former Ford Motor Company factory, which is now the site of the Great Mall. For many years, members of the community have voiced a desire for a more traditional “heart” or community gathering place in Milpitas. At the same time, the ~~proposed~~ extension of the Tasman East LRT line ~~will was proposed~~ to traverse the area, linking Milpitas with San Jose and other significant destinations in the South Bay. With the resolution of the urban growth boundary and the city’s outward expansion, ~~it is was~~ is an appropriate time to focus on the future of the Midtown Area.

Cities within Silicon Valley as a whole are faced with difficult choices for their future. While the region has experienced a period of incredible economic prosperity, it also experiences severe traffic congestion as tens of thousands of commuters drive to and from jobs every day. This congestion is created by the imbalance between jobs and housing in the region, and is expected to worsen in the future.

Nevertheless, there are some important opportunities. The VTA has developed some 28.4 miles of light rail with 45 stations throughout Santa Clara County, connecting job centers, neighborhoods and downtown San José. Providing new housing, particularly around the transit stations would begin to address the imbalance between jobs and housing and the resulting traffic congestion.

### **Planning Process**

During the 3-year planning process for the Midtown Area several community workshops were held as well as Planning Commission and City Council meetings. The City Council appointed a Midtown Advisory Committee comprised of two City Council members and two Planning Commissioners to guide the preparation of the Midtown Specific Plan. The Committee provided direction on all aspects of the plan as well as on the overall planning process.

During the months of January, February, and March 2000, ten community outreach meetings were held to solicit suggestions, comments and desires from the public and from community leaders of Milpitas. Five meetings were held in the Midtown Area to encourage input from Milpitas residents, property owners, and other interested parties. Meetings were also held with community leaders whose investments in the area include businesses, residential development, undeveloped property, and civic leadership. In total, over 100 individuals participated in over 25 hours of meetings.

The community outreach revealed a great deal of consensus regarding the issues and desires for the Midtown Area. On the basis of these meetings, a vision statement and a set of goals were adopted by the Planning Commission and City Council which provide the basis for the Midtown Specific Plan.

### **Amendment History**

In 2008, in response to the Midtown Specific Plan Policy 7.5, the City looked to adopt a new plan- the Transit Area Specific Plan- which encompassed the area between the Great Mall, Main Street, South Milpitas Boulevard and Montague Expressway. This plan focused on the development potential surrounding the now existing VTA light rail stations and the future Bay Area Rapid Transit (BART) station, encouraging the creation of transit oriented neighborhoods and infill development opportunities. Some of this area overlapped the Midtown Area, and with the adoption of the Transit Area Plan in June 2008, approximately 100 acres were removed from the Midtown Specific Plan.

This amendment also included the removal of an industrial area at the southeastern edge of the Midtown Specific Plan that was not encompassed by the new Transit Area Specific Plan. This area was removed from the Midtown Specific Plan because it was no longer contiguous to the remaining planning area. Furthermore, the Transit Oriented Development Overlay in the northern portion of the Midtown Specific Plan was removed. This overlay was established in conjunction with the development of a future BART station, which at the time of the amendment, was not longer in the planning stages.

### **Vision Statement**

The Milpitas Midtown Specific Plan presents a framework for growth, development and reinvestment in the city's industrial and commercial core for the next 20 years. A transition of the area into an attractive and economically vital district that accommodates a mixture of housing, shopping, employment, entertainment, and cultural and recreational activities organized within a system of landscaped boulevards, streets and pedestrian/bicycle linkages is envisioned.

A pedestrian-oriented and easily accessible mixed-use district is planned along Main Street – this area is intended to serve as a gathering place for the community as a whole. The area will be served by a viable multi-modal transportation network, including light and heavy rail transit, bus, bicycle, pedestrian and automobile systems. New land uses and activities are being planned to support all of these modes of transportation. Higher density housing is a key land use in the Midtown Area; new housing will support retail businesses, provide an “around-the-clock environment” and support transit investments being made in the area. Due to its central location and high level of transit accessibility, the Midtown Area supports a greater intensity of residential and commercial development, particularly surrounding the transit stations and along Main Street.

### **Goals**

## **Land Use**

1. Encourage a compatible mixture of residential, retail, office, service-oriented commercial and industrial uses within the Midtown Area.
2. Provide for a significant component of new housing within the area in order to: improve the vitality of the Midtown Area, address local and regional housing needs, and reinforce the use of transit.
3. Promote an intensity of development in Midtown that is appropriate to its central location.
4. Provide for a land use mix that supports major transit facilities.

## **Community Design**

1. Create an attractive district that is uniquely “Milpitas.”
2. Establish a pedestrian-oriented, mixed-use district that is focused along Main Street.
3. Provide urban open spaces (i.e., plazas, squares) that serve multiple purposes and can be used for special events.
4. Improve the character of streets within the Midtown Area

## **Circulation**

1. Improve the viability of the pedestrian, bicycle and transit systems.
2. Balance the need for traffic with livability and a pedestrian focus.

## **Implementation**

1. Identify “catalyst” development sites.
2. Identify financial resources to create a plan that is economically self-sufficient.
3. Establish the regulatory mechanisms necessary to implement the Specific Plan.

## **Purpose and Intent of the Specific Plan**

The Milpitas Midtown Specific Plan has been developed to address several issues and concerns that have arisen with respect to the Midtown Area.

This Specific Plan is intended to establish the nature, character and location of activities and development; to guide the orderly growth of Midtown; to more specifically define the nature of development and the physical framework of the area; and to provide a basis for future implementing actions, which will involve public and private investment to improve and beautify the area. The plan provides policies and guidelines as well as identifies improvements to streetscapes, infrastructure, and public open spaces.

The Specific Plan process provides the opportunity to plan for the Midtown Area more comprehensively as well as on the basis of more specific information than is possible in a general plan. While the Specific Plan provides more detailed direction for the area, it is ultimately a policy document that will shape future growth and investment in the area.

The authority for specific plans is set forth under California law (Section 65451 et. Seq.) to provide a greater level of specificity in planning a site of special interest or value to a community. As required under law, a specific plan must contain:

- (a) ...a text and diagram or diagrams which specify all of the following in detail:
- (1) The distribution, location and extent of uses of the land, including open space within the area covered by the plan.
  - (2) The proposed distribution, location and extent and intensity of major components of public and private transportation, sewerage, water drainage, solid waste disposal, energy and other essential facilities proposed to be located within the area covered by the plan and needed to support the land uses described in the plan.
  - (3) Standards and criteria by which development will proceed and standards for the conservation, development and utilization of land resources, where applicable.
  - (4) A program of implementation measures including regulations, programs, public works projects and financing measures necessary to carry out paragraphs 1, 2, and 3 above.
- (b) ...A statement of the relationship of the specific plan with the general plan.

The Milpitas Midtown Specific Plan has been organized into the following elements: Land Use, Circulation, Community Design, Utilities and Public Services, and Implementation. Each element includes background information and goals and policies for the area. Section 8.0, which follows the plan elements, provides specific requirements addressing the form and character of new development consistent with goals and policies contained in Section 5.0 – Community Design. Appendix A includes a discussion of the relationship of this Specific Plan to the General Plan.

### **Relationship to the California Environmental Quality Act**

A programmatic Environmental Impact Report (EIR), pursuant to the requirements of the California Environmental Quality Act (CEQA), has been prepared to provide an analysis of the potential impacts of this Specific Plan and to recommend appropriate mitigation measures as policies and features of the plan. The Specific Plan and the EIR were prepared in close coordination with one another; mitigation measures have been incorporated into the Specific Plan where possible.

The Specific Plan EIR assesses the implications of an assumed program of residential, commercial, and parks and open space uses. When specific development proposals are submitted to the City for development in the Midtown Area, the City will determine whether or not the environmental effects of proposed projects were addressed in the EIR. If the City finds that proposed projects would not result in any additional environmental impacts beyond those considered in the EIR, no new environmental analysis would be required.

### **Background Reports**

This Specific Plan is based on data collected in a series of background reports and technical memoranda, including:

- *Milpitas Midtown Specific Plan Community Outreach Report*, Sausedo Company, March 2000. This report provides a summary of the comments received during the community outreach meetings held in January, February and March 2000.

- *Existing Conditions Report*, EDAW and Associated Consultants, April 2000. This report provides detailed background information on the Midtown Area, including land use; market opportunities; community design considerations; circulation and infrastructure conditions, and cultural resource considerations.
- *Conceptual Plan Alternatives*, EDAW and Associated Consultants, July 2000. This report describes and evaluates three alternatives for the Midtown Area.
- [Milpitas Transit Area Specific Plan, Dyett and Bhatia, June 2008](#)
  - ☐ [This plan reflects the implementation of Policy 7.5 in the Midtown Specific Plan and subsequently modified the area of the Midtown Specific Plan.](#)

## **2. The Site and Its Context**

Milpitas is situated within the larger South San Francisco Bay Area or Silicon Valley region. Known throughout the world as the home of high technology innovation and research, Silicon Valley has grown tremendously over the past 50 years beyond its original roots in Palo Alto to include nearly 2 million people living and working in Santa Clara County, and portions of San Mateo, Alameda and Santa Cruz Counties. Located between San Jose and Fremont, Milpitas is situated adjacent to the "Golden Triangle" of San Jose, an area slated for high technology job growth. Over the next 20 years, the San Jose and Milpitas subarea of Silicon Valley is projected to capture 67% of the region's job growth.

Within this larger setting, Milpitas is a relatively new community that has experienced tremendous growth since its inception in 1954. Over the past 30 years, the population growth rate has been steady at 2% to 3% annually, resulting in a doubling of the population from 26,561 persons in 1970 to 62,698 in 2000, based on year 2000 Census data. Today, the city limits include some 13.6 square-miles of land area. Unlike many older communities in the Bay Area, Milpitas contains a strong complement of employment and retail uses as well as housing. There are approximately 1,770 acres or 2.9 square-miles in the city limits designated for industrial uses. Another estimated 350 acres of land are dedicated to regional and community retail centers supporting some 3.5 million square-feet of commercial shops.

Within Milpitas, the Midtown Area includes the original commercial and industrial core of the community, primarily commercial and industrial uses along the Main and Abel Street corridors. The area is surrounded by more recent residential and research and development (R&D) office/industrial uses.

### **Historical Overview**

The current range of land uses in the Midtown Area is reflective of its historical growth patterns. From the beginning, Midtown has always been an important regional "crossroads" due to its geographical location. Businesses that catered to travelers and thrive along heavily-traveled routes were established in the area. As early as 1855, settlers in the Calaveras Valley petitioned for a county road across the flats to Alviso. The resulting intersection—where the Alviso Road crossed Mission Road—encouraged the development of Milpitas. Businesses that catered to travelers (saloons, restaurants, blacksmiths, service stations, and hotels) and those that supplied the local population (general stores, meat markets, lumber yards) developed near the intersection of Alviso-Milpitas Road (Serra Way) and San Jose-Oakland Road (Main Street). Clustered around this nucleus of commercial and service buildings were the homes of the merchants, railway employees, and working members of the community. In the latter part of the 19th century, Milpitas emerged as a marketing center for farmers widely scattered along the plain and the hills. The Southern Pacific Railroad ran a line from Stockton to San Jose reaching Milpitas in 1869, which led to the initiation of new commercial enterprises and consolidation of Milpitas' position as an important shipping point of the rapidly growing valley. In the 1920s, construction of the San Jose branch of the Western Pacific Railroad

gave the community access to a second rail line. Up until the early 1950s, orchards and farms dotted the Milpitas landscape.

Milpitas as a whole experienced periods of rapid expansion beginning in the 1950s, and more recently, in the 1990s. In 1953, the Ford Motor Company began constructing an assembly plant south of downtown in a strip between the two railroad tracks, and the town was incorporated in the following year. Over the next two decades, Milpitas experienced such a rapid population growth, at a rate of 38% each year, that many considered it a "boom town" and it was one of the fastest growing areas in Santa Clara County. The county itself was generally recognized as one of the fastest growing areas in the state and the nation. At the time of incorporation, Milpitas covered an area of 2.9 square-miles with a population of 825. By 1964, 10 years after incorporation, the city covered an area of approximately 8.7 square-miles with a population of 16,000. Milpitas is now a vital part of Silicon Valley and a thriving community with a population of 64,000 and an area of 13.6 square-miles (City of Milpitas, 1999).

Midtown has also historically been an area with a diverse population. In the 1950s, Ford created Sunnyhills, a new neighborhood where the majority of the residents were racial or ethnic minorities. Today, Milpitas is comprised of a very diverse population, where no single racial/ethnic group is a majority. In the Midtown Area, this is reflected in the diverse range of businesses and houses of worship.

### **Property Ownership**

Property ownership patterns in the Midtown Area are complex. ~~Overall, there are approximately 384 parcels owned by 220 individuals, agencies and associations.~~ Overall patterns include small lot patterns in the older portion of Main Street (between Weller Street and Curtis Avenue) ~~to~~ with larger parcels ~~toward the south of Great Mall Parkway and Montague.~~ Very large single ownerships include Santa Clara County's Elmwood Rehabilitation Center (110 acres), and Union Pacific Corporation (118.2 acres). Several public agencies own property in the area, including Santa Clara County (Elmwood Rehabilitation Center and other parcels), the City (Senior Center, Fire Station and others), the City and County of San Francisco (Hetch Hetchy right-of-way), and the Santa Clara Valley Water District (SCVWD) (creek channels). ~~Collectively, these ownerships total 162 acres.~~

### **Transportation Context**

Midtown has excellent regional access to I-880 and I-680 via state route 237 and Tasman/Great Mall Parkway/~~Montague Expressway~~ interchanges. The area is also served by Calaveras Boulevard and Montague Expressway, an important regional thoroughfare that is maintained and operated by Santa Clara County. Main and Abel Streets, which form the center of the Midtown Area, are important north-south arterials. There are limited east-west corridors in the area, due to the two railroad lines, which cause circuitous travel patterns. Midtown is located in an area which experiences significant peak hour congestion. Congestion on I-880 causes through traffic to be diverted to key roadways in the Midtown Area, including Main and Abel Streets.

Milpitas Midtown is assuming a role as an emerging transit hub. It ~~will be~~ served by Tasman East LRT line ~~as well as BART (discussed below), and is served by~~ as well as 14 VTA bus routes, ~~and will be served by BART (discussed below), overall.~~ North Main Street is a point of connection between the VTA and Alameda-Contra Costa (AC) Transit systems.

In Midtown, there are bike lanes in place on Great Mall Parkway between I-880 and Montague Expressway; ~~and on Main Street between Weller and Montague Expressway; and along McCandless Avenue between Great Mall Parkway and Montague Expressway.~~ Sidewalks exist throughout much of the Midtown Area, but deficiencies exist along portions of Abel Street, Serra Way and Great Mall Parkway. There are also discontinuous or substandard pedestrian facilities on some streets.

### **Tasman East Light Rail Extension and Future Bart Extension**

The VTA ~~is constructing~~ has constructed a 4.8-mile LRT extension from North First Street to Hostetter Road. ~~Once completed,~~ This extension will link Milpitas to downtown San Jose and Mountain View via the Tasman East and Guadalupe LRT lines. The Tasman East LRT line ~~will include~~ includes three Milpitas stations: I-880/Milpitas, ~~and the Montague Station, both and the Great Mall/Main Street and the Montague Stations~~ which ~~are is~~ is within the Midtown Area. The Great Mall/Main Street Station ~~will include~~ includes a park and ride lot with 145 parking spaces. The Tasman East LRT line alignment generally runs along the median of Tasman Drive and Great Mall Parkway, and ~~will be~~ is elevated for approximately 7,200 feet to provide separation from the two railroad lines and the Montague Expressway. ~~Both The stations in Midtown are is~~ located along the elevated segment of the line. ~~The first phase of construction of the Tasman East LRT line (Baypointe to I-880/Milpitas Station) is currently underway and service opened in Spring 2001. The second phase of construction (including the Great Mall/Main Street and Montague Stations) is projected to open in Spring 2004.~~

In November 2000 voters in Santa Clara County voted to extend BART from Fremont to San Jose. This future extension would traverse Midtown along the eastern Union Pacific Railroad right-of-way, and provide one station at Capitol Avenue and Montague Expressway ~~in the Transit Area Specific Plan, and another in the vicinity of North Main Street.~~

### **Existing Land Use**

The Midtown Area is composed of approximately 942 acres of land near the western limits of Milpitas, generally bounded by the Union Pacific Railroad lines on the east and north; Abel Street and Elmwood Rehabilitation Center on the west; and the city limits to the south (see Figure 2.2-Existing Land Use). The area is surrounded by residential neighborhoods at the north, commercial retail and R&D industrial parks to the east; and the Pines and Summerfield residential neighborhoods and I-880, to the west. Land south of the area in San Jose is composed of residential and R&D centers.

As a whole, the dominant uses in the Midtown Area include service commercial uses, such as automobile services, building materials and storage yards and facilities ~~(21%)~~ and

R&D/industrial uses (15%). ~~Collectively these uses account for over one-third (36%) of the Midtown Area.~~ The area has a large complement of public and quasi-public uses, including publicly-owned facilities (13%), such as Elmwood Rehabilitation Center, but also privately-owned public service uses such as places of assembly, a YMCA, and childcare businesses. Transportation-related land uses, including railroad rights-of-way, and railroad sidings and streets are also found in, ~~account for another 205 acres or approximately 20% of the Midtown Area.~~ A large percentage of the area, ~~87 acres, or 8%,~~ includes vacant sites or sites that have existing buildings or uses, but appear likely to be developed in the future with a higher or more intensive use. Uses that account for a relatively small share of the area include residential (single family homes, apartments and mobile home parks) (4%), industrial (auto wrecking and truck yards) (6%) and professional offices (medical and professional) (1%). Existing land uses are **summarized in Table 2-1 and** depicted in Figure 2-2.

Overall, land uses along the Main/Abel Streets corridor are mixed, including retail, residential, public/semi-public uses, professional offices and service commercial businesses. Main Street is unusual in that it contains a great number of public and semi-public uses. Particularly noteworthy are the eight churches, representing a tremendous diversity of faiths and cultures, which are located along the street. Uses along South Main Street below Great Mall Parkway are dominated by automobile-related services, but this area is mixed as well. There is a motel, a trailer park, restaurants and a childcare center along this length of the street. Beyond Main Street, other portions of the Midtown Area tend to be more homogeneous in terms of land use. Retail uses are concentrated along the Calaveras Boulevard corridor; R&D/industrial, storage and industrial uses are concentrated in the area south of Great Mall Parkway and along Montague Expressway; and industrial uses dominate within the triangular land area created between the two railroad lines and Curtis Avenue and Sinnott Lane.

## Redevelopment Areas

Portions of Milpitas Midtown fall within ~~two an~~ existing redevelopment areas, as shown in Figure 2.3. These are described below.

### ~~The Great Mall Project Area (1993)~~

~~The Great Mall Project Area was established in 1993, and consists of approximately 140 acres of land which comprise the Great Mall (including what is now the Pare Metropolitan housing development). The redevelopment plan incorporates the City's General Plan land use designation of General Commercial for the site and sets forth a specific list of off site capital projects to be implemented in the area to improve circulation. Because this redevelopment area consisted of a single property owner, the redevelopment plan was originally implemented through an Owner Participation Agreement (OPA) between Ford Motor Land Development Corporation and the City. As land in the Great Mall project area has sold, the OPA has been made binding on all successive owners. The portion of the Midtown Area located in the redevelopment area includes two small parcels flanking Mustang Drive (Assesor Parcel Numbers (APNs) 86-24-043 and 86-24-045).~~

### **Redevelopment Project Area Number 1 (1976)**

Project Area Number 1 was established in 1976 to address the poor performance of the area due to flooding problems and inadequate public facilities, and was amended in 1979 and 1981 to include additional land area. The objectives of the redevelopment plan were to correct flood control hazards and traffic circulation and control inadequacies, and to encourage development of commercial and light industrial reuses of property within the area. Land uses anticipated for the area include: office buildings, R&D, warehousing, manufacturing, restoration and revitalization of existing architecturally significant buildings and structures. The portion of the Midtown Area located within Project Area Number 1 includes the Elmwood site and properties in the vicinity.

### **Market Trends**

A market analysis was undertaken to provide a basis for subsequent land use and development recommendations for the area. The economy of the Bay Area represents one of the strongest regional economies in the country. Employment growth in the past few years has generated significant demand for new housing. With median home prices in Santa Clara County ranging from a high of \$3,395,000 in Los Altos Hills to low of \$449,000 in Gilroy, Milpitas represents one of the more affordable alternatives in the county with median home prices at \$449,950 (California Association of Realtors, March 2001). The housing shortage in the Bay Area, the strategic location of Milpitas within Silicon Valley, and the more affordable housing alternatives within the city position Milpitas well for further residential development.

Milpitas is home to two large regional shopping centers in the area, the Great Mall and McCarthy Ranch. These centers have contributed to Milpitas becoming a net attractor of retail sales. With these large regional malls and several community and neighborhood shopping centers nearby, the Midtown Area lies in an intensely competitive shopping environment. With 2.0 million square-feet of regional shopping facilities and 1.2 million square-feet of convenience shopping facilities in the area and roughly 2,500 (est.) people living in Milpitas Midtown [and adjacent areas](#) (Montevista and Parc Metropolitan), new retail development along Main Street will not likely occur unless fueled by new housing development.

The strong economy of Silicon Valley has driven up occupancy rates at hotels in Milpitas with many hotels being fully occupied during the work week. Local hotels, however, lack large conference and meeting facilities, sending meeting planners to facilities in nearby San Jose or Fremont. With the healthy state of hotels in the area and the robust economy, there appears to be market support in Milpitas for a hotel with greater conference/meeting facilities.

Milpitas has a strong presence in the Silicon Valley R&D and warehouse markets, and a smaller presence in the industrial market. Meanwhile, the city has a limited presence in the office market. With the smaller land assemblies that are available in the Midtown Area, however, these uses are not expected to be a major influential factor. There are a number of opportunity sites located within the Midtown Area; [equating to approximately](#)

~~250 acres of land. Opportunity sites are~~ those that are either vacant or have existing buildings or uses that would be expected to be developed in the future with a higher or more intense use. Opportunity sites are shown in Figure 2.4.

- 1 Greenbelt Alliance and Silicon Valley Manufacturing Group, Housing Solutions for Silicon Valley: Housing Solutions Report. 1999.
- 2 City of Milpitas Planning Department. April 2000.
- 3 Retail acreage and square footage based on EUAW estimates. February 2000.
- 4 City of Milpitas Redevelopment Agency, Redevelopment Plan for the Great Mall Redevelopment Project. Adopted by Ordinance 192.8. November 1993.
- 5 City of Milpitas. Resolution No 21, June 1979 (adopting amendment No. 1); Resolution No 35, April 1981 (adopting amendment No. 2).
- 6 Estimated project area population is 2,525 based on 756 housing units and an average household size of 3.34 persons.

### 3. Land Use

#### Introduction

This element of the Specific Plan sets forth the types, locations and intensities of land uses to be accommodated within the Midtown Area. The program of land uses proposed for the area respond to the market opportunities described in the previous section, as well as comments and suggestions made by the public, the Planning Commission and City Council during preparation of the plan.

The Midtown Area is currently characterized by a significant amount of land that would be expected to be developed or redeveloped within the 20-year horizon of this plan. This land resource, combined with the strong market for residential and employment uses, as well as the ~~upcoming~~ availability of rail transit service in the Midtown Area creates an unprecedented opportunity to mend the fragmented urban pattern of the area. Furthermore, the Specific Plan aims at creating a community gathering place, reinforcing the use of alternative modes of transportation and developing stronger linkages between Midtown and Milpitas as a whole. The land use goals and policies included in this plan are intended to create a more pedestrian-oriented, mixed-use district along Main Street and predominantly higher density residential "transit-villages" developed around the LRT stations.

The four goals described below provide the basis for the Specific Plan.

#### **Goal I: Encourage a compatible mixture of residential, retail, office, service-oriented commercial and industrial uses within the Midtown Area.**

~~Roughly 30% of t~~The Midtown Area is comprised of land that would be expected to be developed or redeveloped over the next 20 years; this presents a significant opportunity to develop a bold vision for transforming the area to a more vibrant mixed-use district. A variety of new uses are envisioned for the area, including housing, retail, office, and open space; however, the plan recognizes that there are many viable industrial and service-oriented businesses that are established in the area, and are expected to remain. New development in the area should be compatible with existing businesses, including industrial and service-oriented uses.

#### **Goal 2: Provide for a significant component of new housing within the area in order to: improve the vitality of the Midtown Area; address local and regional housing needs; and reinforce the use of transit.**

New residential development in the Midtown Area is key to the achievement of several objectives for the city and the region as a whole. First, new residential development can add vitality to the Midtown Area by providing activity in both daytime and nighttime hours. New residents would provide a customer base for retail businesses, including a grocery store that is desired by existing residents in the Pines district. Higher density residential development within a convenient walking distance of the future transit stations will promote transit ridership, and provide an alternative to congested freeways.

### **Goal 3: Promote an intensity of development in the Midtown Area that is appropriate to its central location.**

The Midtown Area is strategically located within Milpitas and the region as whole-it is adjacent to the "Golden Triangle" employment center of North San Jose; it is between I-880 and I-680; the area ~~will soon be~~ served by the Tasman East LRT line as well as a future BART connection between Fremont and downtown San Jose. Despite this location, the Midtown Area is developed with a variety of uses, and several at very low densities, and much of the area is dedicated to surface parking areas and storage functions. New urban infill development within the Midtown Area should be of an intensity that is appropriate to a central district served by transit.

### **Goal 4: Provide for a land use mix that supports major transit facilities.**

The Midtown Area is currently a major transfer point for existing bus transit lines, and ~~very soon~~ it ~~will~~ accommodate ~~two~~ a stations along the Tasman East LRT line. In addition, Santa Clara County voters approved the extension of BART from Fremont, through Milpitas to San Jose; this would occur along the Union Pacific corridor. New development around the transit centers should provide an appropriate mix of uses and activities that reinforce these projects, which represent a significant investment of public funds, and establish transit centers that are amenable facilities with attractive connections to the surrounding urban area.

### **The Land Use Plan**

The plan designates seven land use designations that represent the overall mix of land uses envisioned for the Midtown Area. ~~Six of t~~These designations are currently found within the Milpitas General Plan. ~~One of the land use districts, the Mixed-Use District, provides for a broader mixture of land uses and activities than is currently allowed under the City's land use regulations.~~ The plan also designates a transit-oriented development (TOD) overlay zone, a quarter-mile ring around the transit stations, which provides special development standards (specifically density and parking requirements) that are tailored to the area's proximity to the transit stations. This overlay zone also overlaps parcels within the Transit Area Specific Plan.

There is also an office density bonus overlay designation, which is intended to attract Class A office development to two key sites at the threshold to the Main Street corridor. The proposed land use plan for the Midtown Area is shown in Figure 3.1.

The proposed land use designations are defined below.

### **Commercial**

#### *Mixed-Use*

This designation allows for commercial offices, retail and services, high-density residential and public and quasi-public uses. Mixed-use buildings will allow a floor area ratio (FAR) of 0.75 for non-residential uses, and 21-30 dwelling units per gross acre. The residential component is calculated separately from the non-residential component. Building floorplates that include office and retail use will generally be smaller, catering to small tenants at the street level, such as shops, restaurants, personal services and offices requiring minimal square footage. Multifamily and

single-family attached units, including upper story residential units, townhouses and flats are allowed.

#### *General Commercial*

This classification provides for a wide range of retail sales, and personal and business services accessed primarily by automobile. It includes commercial uses in which shopping may be conducted by people walking to several stores as in a center, and may include uses customarily of a single purpose character served from an adjacently parked automobile.

#### *Retail Subcenter*

This classification accommodates neighborhood shopping facilities that provide for convenience needs, such as groceries and minor hard good purchases.

### **Residential**

#### *Multifamily Very High Density*

This designation allows for new multifamily housing, or a minimum of 31 dwelling units per acre and a maximum of 40 units per gross acre. This density range would accommodate a variety of housing types, ranging from row houses and townhouses to lofts and stacked flats with structured parking.

#### *Multifamily High Density*

This classification allows for new multifamily housing which is a minimum of 12 dwelling units per gross acre and a maximum of 20 units per gross acres, or up to 40 units per gross acre with special planned unit development (PUD) approval. This density range would accommodate a variety of housing types, ranging from row houses to triplexes and fourplexes, stacked townhouses and walk-up garden apartment.

### **Industrial**

#### *Manufacturing and Warehousing*

This classification encompasses a variety of light and heavy industrial activities, such as manufacturing, packaging, processing, warehousing and distribution, and ancillary support uses.

#### *Industrial Park*

This classification accommodates research, professional, packaging and distribution facilities in a park-like setting, free from noise, odors and other such nuisances.

### **Parks and Recreation**

This classification is for land to be used for public park and recreational uses, including parks, mini-parks, trails and open space. In Midtown, the creek corridors and the Hetch Hetchy right-of-way are in this designation. In the future, land will be set aside and designated Parks/Open Space as new residential development is built. The precise location of these future parks is not known; however plan policies require park land to be provided as a part of new residential development.

### **Overlay Zones**

#### *Transit-Oriented Development*

The TOD overlay zones are applicable to land generally within a 2,000-foot (approximate one quarter mile) walk from a BART or LRT station. There ~~are two~~ is one TOD overlay zones in the Midtown Area: ~~(1) the South Midtown TOD zone, which is applicable to future residential, commercial and industrial park development around the VTA's Tasman East LRT line stations as well as a future BART station at Capitol Avenue and Montague Expressway; and (2) the North Midtown TOD zone which applies primarily to land within the mixed use and manufacturing and warehousing zones surrounding a future BART station in the vicinity of Main and Weller Streets.~~ Development within ~~these~~ this zones is subject to special requirements regarding development density, parking, mix of uses, and transit-oriented design features.

*South Midtown:* This zone overlaps into the Transit Area Specific Plan. It allows multifamily residential development at a minimum of 41 units per gross acre and a maximum of 60 units per gross acre. A parking reduction of up to 20% is allowed in this zone. New development must be designed to enhance and facilitate the pedestrian and bicycle environment, and residential and employment development must promote the VTA's EcoPass Program.

~~*North Midtown:* This area is more constrained by a finer grained development pattern, small parcels, narrower streets and adjacent lower density residential neighborhoods. This zone allows multifamily residential development at a minimum of 31 units per gross acre and a maximum of 40 units per gross acre. The development standards of the underlying Mixed-Use District are applicable in this zone. Parking requirements may be lowered up to 20% for new development. As in the South Midtown TOD Overlay Zone, new development must be designed to enhance and facilitate the pedestrian and bicycle environment, and residential and employment development must promote the VTA's EcoPass Program.~~

#### *Gateway Office*

A density bonus overlay designation is applied to areas with an underlying commercial designation and that are well suited for a "gateway" higher intensity office development at the threshold to the Main Street area. New Class A office development may be developed to an intensity of FAR 1.5. This increase in FAR is for Class A office buildings only and not for retail or other office buildings (see Policy 3.18 below). Parking must meet the requirements of the City's Zoning Ordinance.

#### ***Residential Policies***

There is a tremendous need for housing in Santa Clara County. A ~~local~~ recent study found that between 1995 and 1999, there were seven jobs created for every new housing unit. The scarcity and expense of housing has several serious implications for the region: increased commuting and congestion, decreased air quality, and greater loss of open space and environmental resources. Providing new housing within the Midtown Area not only would begin to address the tremendous demand that exists, but the transportation congestion issue as well. Recent studies conducted in the Bay Area reveal that there are significant reductions in automobile commuting when multifamily housing is located near transit stations. Finally, housing can also breathe new life into areas by bringing in people to support businesses, and creating activity during both daytime and nighttime hours.

The following sections describe the various policies that support the goals of the Specific Plan.

*Policy 3.1: Allow for up to ~~4,860~~ 1,100 new housing units in Milpitas Midtown.*

The Specific Plan greatly expands the opportunity for new housing in the Midtown Area; much of this land is in locations that are within one-half mile of the transit stations. ~~In total, the plan calls for redesignating approximately 100 acres of land for housing. This land is~~ Land designated for multifamily housing ~~ranging ranges~~ from 20 to 60 dwelling units per acre. If all of the ~~remaining~~ sites designated for housing were developed to the greatest allowable density, a maximum of approximately ~~4,860~~ 1,100 new housing units could be developed in the Midtown Area. However, it is not anticipated that all sites will be developed at their allowable maximum density.

*Policy 3.2: Provide for higher density residential development within the TOD overlay zone around Great Mall Parkway ~~and Capitol Avenue.~~*

The highest densities in the Midtown Area, up to 60 units per acre, are focused around the Great Mall/Main Street LRT ~~Station, Tasman East LRT line at Capital Avenue, and the future Capital/Montague BART Stations.~~ The intent is to purposefully reinforce the use of transit and support the investment in the system.

*Policy 3.3: Allow ground-floor office and retail uses within the South Midtown TOD overlay zone with residential development.*

Ground-floor commercial office and support retail shops and services (i.e., restaurants, cafes, exercise facilities, dry cleaners, video rental, automated teller machines) are encouraged around the transit stations, ~~particularly at Capital Avenue and Montague Expressway.~~ A mix of uses in this area would provide benefits by creating a vital day and night environment at the transit hub, as well as allowing opportunities for linking trips by foot. This, in turn, reduces the need for automobile trips. The intention of this policy is to allow a mixture of uses on the site; however, the development should remain predominantly residential (i.e., office and retail shops and services are only allowable on ground-floors).

*Policy 3.4: Establish a minimum density of 21 units per gross acre in the Mixed-Use District, 31 units per gross acre in the multifamily, very high-density area and a minimum of 41 units per gross acre around the transit stations.*

The intent of setting a minimum density is to recognize that land dedicated to housing, particularly around the transit stations, is a valuable resource which should be optimized. Higher density housing in the Midtown Area would provide many benefits to the community and the region, including curbing outward sprawl; providing needed housing for a growing workforce; and providing opportunities for using alternative means of transportation.

*Policy 3.5: Provide housing for all income levels (i.e., very low, low, moderate, and above moderate households as defined by the US Department of Housing and Urban Development) throughout the Midtown Area.*

A mixture of affordable and market-rate housing should be developed in the Midtown Area. Affordable housing within the area should be targeted to all income levels using definitions provided by the US Department of Housing and Urban Development. A number of factors will be considered, including redevelopment area requirements, proximity to transit, proposed housing types, and regional forecasts such as the Association of Bay Area Governments (ABAG's) Regional Housing Needs determinations, in determining the overall mix of affordable housing in proposed residential developments.

*Policy 3.6: Affordable housing units should be provided with new housing developments. Determine affordable unit requirements on a project-by-project basis, considering the size of the project, the location of the site, and the mix of affordable units in the Midtown Area. Allow housing developments of 12 units or less to pay a fee in lieu of providing affordable units.*

Milpitas has an excellent track record with respect to providing affordable housing. The City has typically achieved at least 20% affordable housing in recent developments and this should continue to be a goal for all new housing projects. The City will continue to work with developers to ensure that affordable housing is provided throughout the Midtown Area. Affordable unit requirements will be determined on a project-by-project basis taking into consideration affordable housing targets that have been achieved in other developments. In lieu fees will be determined through Council at a later date.

*Policy 3.7: Integrate affordable units within market-rate developments. Ensure that affordable units are architecturally integrated and indistinguishable from market-rate units.*

Affordable housing units should be well-integrated within housing developments, with the same access to parking and recreational amenities as market-rate units.

*Policy 3.8: Encourage creativity in high-density residential design. Consider housing types, such as live/work lofts, that are not currently developed in the city.*

The housing market is constantly evolving as changes in technology and lifestyle create new demands for domestic space. In recent years for example, live/work housing or lofts has evolved from a housing opportunity primarily found in urban industrial zones, to a fairly standard new housing product. Part of the growing popularity in loft housing is linked to the greater ability for people to work at home, and the desire to work in a space that is not as confined or as isolated as the extra bedroom in a conventional house or apartment. Live/work housing should be constructed in a manner that is complementary with adjacent uses. Within the life of this plan, it is anticipated that other new housing types will evolve and the plan is intended to be flexible enough to allow for them.

*Policy 3.9: Establish a "Future Study Area" on a portion of the rail yards (between Calaveras Boulevard and the Hetch Hetchy right-of-way). Maintain the current manufacturing and warehousing zoning within the Future Study Area and re-zone the area upon resolution of circulation and access issues.*

A portion of the rail yards area which is currently planned for manufacturing and warehousing uses represents an area that is attractive for new land uses in the future. Due to access constraints, specifically, the need for an additional railroad crossing, the existing manufacturing and warehousing designation should be maintained for the area. In the future, if property owners wish to pursue other uses on these properties, appropriate land uses should be determined at that time, taking into consideration the goals of the Specific Plan as well as market opportunities and constraints.

## **Mixed-Use Policies**

The overall goal for Main Street is to establish a more traditional, pedestrian-oriented gathering place which is the "heart" of Milpitas. Main Street was the historic crossroads of Milpitas, however, it developed as more of a highway thoroughfare than a downtown street. Over the past

50 years the street has gone through several periods of change that can be seen in the current mixture of uses along the street. As new retail malls were developed along the Calaveras Boulevard corridor, traditional retailers left the street, and were replaced with uses such as commercial service and auto repair, places of worship, and restaurants. The most recent uses include small-scale office uses, such as medical and business offices. The retail market in the Midtown Area is very competitive; therefore, the strategy for Main Street must rely on a mixture of other land uses to create a more vital street.

The strategy for Main Street includes both land use changes that would allow a broader mix of uses along the street, as well design guidelines and development standards (presented in Section 8.0 of this plan) which create a more comfortable pedestrian-friendly environment.

*Policy 3.10: Designate parcels along the Main Street and Abel Street corridor (as shown in Figure 3.1) mixed-use and allow a mixture of retail, office, housing, service, and public/quasi-public uses in this area.*

The Mixed-Use District provides for traditional retail services, small-scale offices, public/quasi-public uses, commercial services, and housing, as presently exists along the street. New residential uses will bring more people into the area, and help to revitalize retail businesses. Businesses legally established in the area are allowed to remain as legal conforming uses while limits are placed on proposed new service commercial and public/quasi-public uses to provide spatial separation to ensure that they do not dominate the area. (See Policies 3.14 and 3.15, and Section 8.0 of this plan for more details.)

*Policy 3.11: Encourage vertical as well as horizontal mixing of uses along Main Street. Require ground-level commercial space along Main Street between Carlo Street and Sinnott Lane, as shown in Figure 3.1.*

Development along Main Street currently includes a mixture of uses developed next to one another (i.e., horizontal mixed-use). New development is encouraged to be configured in vertical mixed-use buildings, (upper story residential uses over ground-floor commercial uses).

Ground-level commercial uses are required along Main Street between Carlo Street and Sinnott Lane. Ground-floor space should be developed as retail space (including typical design details such as retail store front windows and doorways, awnings, recesses, etc. (see Section 8.0)). Such space can be leased for offices or live/work space, but the building design preserves the potential for future retail and maintains a public face along the street.

*Policy 3.12: Encourage housing as the principal upper-level use along Main Street.*

Housing developed above ground-floor commercial office or retail uses is encouraged along Main Street.

*Policy 3.13: Adopt development standards and design guidelines for the Mixed-Use District that will create a lively pedestrian environment.*

A set of design guidelines and development standards are included within this plan (Section 8.0) to create a focus of pedestrian-scaled interest and activity along the street. These guidelines are intended to ensure that land uses, and building orientation and design reinforce a pedestrian environment.

*Policy 3.14: Limit the establishment of new quasi-public uses within the mixed-use designation in order to create a more active street environment.*

Currently there is a concentration of quasi-public uses on Main Street, which do not contribute to an active street environment. These facilities have little activity during daytime business hours, and the buildings have been designed in such a way that blank walls or parking areas are adjacent to the sidewalk. Existing uses will be allowed to remain, however, the establishment of new uses will not be allowed within a 1,000-foot radius of another quasi-public use to encourage a more diverse and lively mix of activities along Main Street.

*Policy 3.15: Allow existing legally established service businesses to remain within the area as conforming uses.*

There are several legally established service businesses, such as vehicle repair and towing companies and mini-storage, that are allowed to remain in the Mixed-Use District as legally conforming uses. These uses add to the mix of goods and services that can be obtained. In order to promote a lively mix of uses in the district, new commercial service businesses will not be allowed within a 1,000-foot radius of an existing commercial service enterprise. This standard is applicable to new uses, and not existing uses. To utilize existing buildings, property owners may change uses provided that the new uses conform to the existing zoning ordinance requirements. It is not the intent of the Specific Plan to force existing businesses out of the area. Existing uses may remain until the property owner is interested in pursuing a new use.

### **Employment and Retail Policies**

*Policy 3.16: Provide for the continuation of retail development along the Calaveras Boulevard corridor.*

The Calaveras Boulevard corridor is firmly established as the primary retail corridor in Milpitas, and the Specific Plan supports the continuation of this role.

*Policy 3.17: Encourage the development of new office/business uses along the Calaveras Boulevard corridor in order to take advantage of the area's convenient freeway access and visibility.*

The portion of the Calaveras Boulevard corridor that is within the Midtown Area (between I-880 and the railroad overcrossing) is an important community gateway and offers convenient freeway access. Over time, new office/business uses (which are allowed under current regulations) are encouraged along this corridor, in order to help and create a positive entry image for Milpitas.

*Policy 3.18: Provide a density bonus (up to FAR of 1.5) for the location of Class A office space at the gateway to the Mixed-Use District, as shown in Figure 3.1.*

The plan provides for a density bonus for Class A office at Serra Way and Abel Street at the threshold of the Main Street area. Higher density office development in this area would provide several benefits to the Midtown Area:

- A concentration of office workers in this area would support and help to revitalize existing retail businesses along Main Street and Calaveras Boulevard;
- Such a development would also serve as a "catalyst" development that would spur new reinvestment in the area; and

- A landmark structure at this location would create an attractive entry image into Main Street.

For these reasons, a density bonus allowing up to a FAR of 1.5, or a total of 700,000 square-feet, is allowed on the sites designated in Figure 3.1.

*Policy 3.19: Provide for the continuation of manufacturing and warehousing and light industrial uses in the rail yards north of Calaveras Boulevard, ~~in the McCandless Park area, and on Montague Expressway, east of the Union Pacific Railroad tracks,~~ as designated in Figure 3.1.*

The Specific Plan provides for the continuation of existing manufacturing, warehousing and light industrial uses as allowed under current land use regulations.

*Policy 3.20: Pursue the development of a retail food outlet (i.e., a grocery store or specialty food store) in the southern portion of the Midtown Area.*

A retail food store has long been desired by residents in the Pines and Summerfield Districts. The market study prepared as a part of the Specific Plan effort identified that the Pines area is clearly underserved by neighborhood shopping centers. However, there is not currently a sufficient residential population in the area to support a retail grocery store. At a minimum, 2,000 new dwelling units within an approximate 1.5 mile radius would be needed to support a traditional grocery store. New housing allowed by this plan, ~~up to 4,860 dwelling units,~~ is within a 1.5 mile radius of the Pines and Summerfield neighborhoods. Therefore, as residential units develop over time, it will become more feasible to attract a grocery store into the area.

*Policy 3.21: Designate surplus land adjacent to the Elmwood Rehabilitation Center for general commercial uses.*

Land around the Elmwood Center is recommended for general commercial use reflecting the high visibility of the parcel near I-880, adjacent to the center. The general commercial designation would provide for either retail commercial or office development on this land. Due to the prominent location of the site, well-designed, large-scale retail uses are encouraged over uses such as gas stations and fast-food restaurants. Although this site enjoys high visibility, development is constrained by access. Primary access would need to be gained via Abel Street, and secondary access, limited to right turns in and out of the site, could be developed off of Great Mall Parkway.

### **Childcare Policy**

*Policy 3.22: Encourage the provision of childcare services to support demand generated by employees and residents in the Midtown Area.*

A wide range of childcare options are encouraged in the Midtown Area. Currently, there are several childcare centers in the area. New residents and employees will create increased demand for childcare services. Opportunities for new childcare centers are especially encouraged near large housing developments, near transit stations and within new office developments.

### **Parks and Open Space Policies**

*Policy 3.23: Require public parks and open space as conceptually located in Figure 3.2. Park size, design, and layout will be determined through the development review process.*

The Specific Plan provides for a significant transition of land use from industrial and manufacturing to residential uses. With the intensification and infill of the area, it is important to provide appropriately scaled parks and open spaces to serve new residents and improve the amenity and livability of the area. One clear opportunity in Midtown is the improvement of creek trail systems as conceptually planned in the City's Trails Master Plan. The parks and open space concept for the Midtown Area uses the creek trail system to organize the larger park system. In addition, parks are used as a focal point for new residential development and also to celebrate important elements of the cultural landscape, namely the O'Toole Elms and the historic crossroads of Milpitas at Serra Way and Main Street.

*Policy 3.24: Require new residential development to provide public parks at a ratio of 3.5 acres per 1,000 persons, of which up to 1.5 acres per 1,000 persons can be developed as private or common open space.*

Public parks are an important amenity that are critical to the quality and amenity of a neighborhood or district. In the Midtown Area, where higher density residential development is proposed, they will be required to provide public parkland at a ratio of 3.5 acres per 1,000 residents. Up to 1.5 acres per 1,000 persons can be developed as usable on-site common or private open space within new residential developments. The remaining 2 acres per 1,000 must be developed as public parkland (see Section 8.0 for further details).

*Policy 3.25: Credit improved linear parks on property owned by public and quasi-public agencies (e.g., Santa Clara Valley Flood Control District) as public parks.*

Residential developers may provide for the improvement of linear parks public rights-of-way (as provided in Milpitas Trail Plan) as part of their park dedication requirement on an acre for acre basis. The City would work with developers to identify parkland needs, establish linear park areas to be improved, and establish improvement costs to be paid by the developer. The City would coordinate with the appropriate public agencies and undertake the park landscaping and improvements.

*Policy 3.26: Encourage new or expanding office and public/quasi-public uses to provide publicly accessible outdoor open space (plazas, gardens, arcades) as a part of new development. Ensure that the open spaces are linked to sidewalks or pedestrian paths.*

The park dedication requirements address residential development. However, office, public and quasi-public users also have needs for open space, and privately-owned and maintained places can add interest to the overall open space network. New or expanding office and institutional uses should be encouraged to provide publicly accessible open spaces, such as plazas, gardens, and arcades. These areas should be linked to sidewalks or pedestrian paths to ensure accessibility.

*Policy 3.27: Work to establish a minimum 8,000 square-foot civic open space and public gathering place on Main Street, preferably in the vicinity of Serra Way. Provide incentives for development of a town square.*

A public gathering place or "town square" was one of the strongly expressed desires of the public during the outreach meetings. A town square open space of a minimum of 8,000 square-feet is recommended on Main Street, to provide a public gathering place at the historic crossroads of Milpitas. There are a number of potential locations for the town square: at the terminus of Serra Way at Main Street (as conceptually illustrated in Figure 3.3); at the Main Street end of the O'Toole Elms, or on the Hetch Hetchy right-of-way. The park could be developed by the City or privately in association with the redevelopment of property. This park is intended as a public gathering place for the community as a whole, and should include trees, seating, and lighting and should be designed in a way that conveys a civic character.

Most importantly, the town square should be developed in association with adjoining development that will face the area and give it life. If it is flanked by blank walls, parking or vacant lots, it will likely become a place which attracts undesirable activities.

*Policy 3.28: Establish a minimum 2-acre park in association with the O'Toole Elm Alley. Secure a public access easement in association with the O'Toole Elms.*

The O'Toole Elms are a remnant landscape element of the O'Toole Mansion, and an interesting artifact of Milpitas' past. Because of its historical significance, a park which is a minimum of two acres in area is recommended to be developed within and around the alley. This park would be integrated within a larger development for the surrounding county-owned parcel. While the trees are currently diseased, a plan for restorative planting has been developed. A public access easement through the elms should be secured, so that the alley can be a part of Milpitas trail system.

*Policy 3.29: Designate the Hetch Hetchy right-of-way in the Midtown Area park and recreation.*

Currently, there is a lack of parks and open space in Midtown. With new residential and employment development, park demands will become greater. One of the significant available resources in the area is the Hetch Hetchy right-of-way which can be developed for park and trail uses within the heart of the Midtown Area, and integrated within new residential neighborhoods and commercial developments.

*Policy 3.30: Encourage a 10-acre site to be developed as park and recreation, located on the Elmwood site, adjacent to Penetencia Creek.*

A 10-acre parcel located adjacent to Penetencia Creek should be developed as a multi-use open space to cater to the needs of various groups of people, including the elderly, children and teenagers.

*Policy 3.31: Improve the City-owned property at Carlo and Main Street as a mini-park.*

The City-owned property at Carlo and Main Streets should be developed as a mini-park for passive uses such as sitting, reading and eating lunch. The park should be developed with landscaping, and amenities such as benches, a water fountain and a trash receptacle.

### Illustrative Plan and Development Program

The Illustrative Plan, shown in Figure 3.4, indicates how the Midtown Area could potentially build-out in conformance with the land use policies, standards and design

guidelines of the plan. It is important to emphasize that the Illustrative Plan indicates only one potential development concept, and it is likely that the actual build-out will vary from this initial projection. The plan depicts that anticipated development in the Midtown Area could result in up to 42,860 dwelling units; 720,000 square-feet of office development; 300,000 square-feet of general commercial uses; and 6050,000 square-feet of retail uses. ~~These figures are used for analyses of utility and service needs and an assessment of environmental impacts, as described in the separate Milpitas Midtown Specific Plan EIR.~~ The development program shown in Table 3.1 indicates the potential distribution of land uses within the Midtown Area by subarea.

## 4. CIRCULATION

### INTRODUCTION

Milpitas has two major interstates (I-880 and I-680) that traverse the area, as well as several regional arterials, including Calaveras Boulevard, Montague Expressway, Capitol Avenue, and Great Mall Parkway. All of these routes carry large volumes of traffic through Milpitas daily. In addition to the street and highway system, two major railroad lines bisect the city. While these transportation facilities provide excellent regional access and circulation, they also create barriers to local vehicular, pedestrian and bicycle movement, because crossings are limited.

The Midtown Planning Area is within an area that experiences severe congestion during peak hours as thousands of commuters drive to and from jobs in Santa Clara County. Current projections for growth indicate that the growing imbalance between jobs and housing will continue to worsen and commuters will face still longer delays in decades to come. One of the clear opportunities to address the problems of regional congestion is to provide more housing opportunities in urban areas and focus housing and jobs around rail transit systems. Recent studies have found that residents living within three-quarters of a mile of a transit station are five times more likely to commute by mass transit than typical commuters in other areas. Similarly, residents whose jobs are near a transit stop are, on average, 2.7 times more likely to commute by rail than the average worker. In the Bay Area, strong economic growth and worsening congestion is providing a strong impetus for commuters to switch to rail transit, as indicated by the record ridership increases on all major systems: the VTA's light rail system recorded ridership increases of 30% for the first six months of 2000; CalTrain ridership increased 20%; and Altamont Commuter Express posted a 60% gain during this period.

The opportunity to provide commuters the option of traveling by transit can be realized in Milpitas Midtown. Currently, Midtown is an important hub for bus transportation, and will soon be a significant rail transit destination as well (see Figure 4.1). The bus transit hub at Weller and Main Streets accommodates 14 VTA bus lines and is an interchange between the Santa Clara County VTA and the AC Transit systems.

The VTA's Tasman East LRT line ~~will extend~~ through Milpitas and the Midtown Area providing light rail service to San Jose and Mountain View. Transit service ~~will be running as soon as 2001 runs~~ to stops just west of the Midtown Area (I-880 and Tasman Drive), ~~and the Midtown Area (Great Mall Parkway/Main Street) and west of the Midtown Area in the Transit Area Specific Plan (Montague Expressway) by 2004.~~

In addition to the Tasman East LRT line, the use of the eastern Union Pacific Railroad corridor for BART is being studied. The passage of the 0.5-cent sales tax to fund the extension of BART from Fremont through Milpitas to San Jose and Santa Clara (among other transit projects) will initiate more detailed studies and identify specific stop locations ~~in and around~~ near the Midtown Area.

### CIRCULATION GOALS

## **Goal I: Improve the viability of the pedestrian, bicycle and transit systems.**

Currently, sidewalks do not exist in some areas; streets are very wide and difficult to cross; high traffic volumes pose obstacles to bicyclists; and the railroad tracks create a significant barrier to efficient east-west circulation. The Specific Plan places a priority on improving the viability of non-vehicular modes of travel in the Midtown Area, in order to offer greater choices to those who live, work and shop in the community.

The plan includes: sidewalks, traffic calming, streetscape improvements, pedestrian routes to transit stations, and improvements to a trail network. Connections across the barrier created by the Union Pacific Railroad tracks are being explored for pedestrians, bicyclists, and automobiles, to improve accessibility to the Main Street area and circulation throughout the city.

## **Goal 2: Balance the need for through movement with livability and pedestrian-orientation.**

Milpitas experiences high volumes of regional through traffic. In order to accommodate these demands, significant expenditures have been made to develop major automotive expressways. Despite these improvements, many intersections are congested during peak hours. In considering potential land uses and transportation improvements in the Midtown Area, the plan strikes a balance between regional traffic demands and the goals of developing a more livable area and a more pedestrian and bicycle-friendly transportation system.

### **Transit System Policies**

The role of transit will assume greater importance in Milpitas and the region as a whole, as severe traffic congestion leads commuters to seek alternatives to driving. Policies contained within the Land Use Element provide for higher density development focused around ~~the~~ future transit stations. In addition to focusing development around transit stations, it is important to provide clear and direct pedestrian connections to the stations, and accommodation for bicycles and bus services. All of these factors can help boost transit ridership by reaching commuters that live farther from the stations.

Policy 4.1: *Work with the VTA ~~and BART~~ to ensure that the transit stations are attractive facilities which accommodate pedestrians and bicyclists.*

The Specific Plan supports the Tasman East LRT stations, ~~as well as future potential BART connections through the area~~. The City has worked with transit providers to ensure that these stations are attractively designed with amenities including attractive shelters and waiting areas, lighting, landscaping, route and schedule information, bicycle parking and well-marked and appropriately lighted pedestrian routes. The City will continue its collaboration with ~~BART and~~ VTA in the future.

Policy 4.2: *Provide pedestrian connections between the transit stations and commercial, employment and residential destinations that are direct, attractive and interconnected with the larger city sidewalk and pedestrian path system.*

~~Both the Great Mall/Main Street and Capitol/Montague LRT Stations are~~ is elevated and located in the median of a major thoroughfares that carries high volumes of through traffic. ~~The future BART stations within the Midtown Area should be designed to incorporate appropriate pedestrian connections.~~ Sidewalks along these streets will be the primary means of station access for pedestrians. In these areas, sidewalks should be as wide as possible (i.e., 10 to 15 feet), and landscaped along the curbside to ameliorate, to the extent possible, the effects of traffic on pedestrians.

*Great Mall/Main Street Station:* Tree landscaping at the curb edge of streets is recommended. Light fixtures which are attractive and scaled to the pedestrian are also recommended. Where sidewalks adjoin parking areas (such as the Great Mall), the sidewalk edge should be landscaped with trees planted to create a canopy over the sidewalk.

~~*Capitol/Montague Station:* New development surrounding the Montague Station should provide direct pedestrian connections to the station. This includes connections through future developments that serve not only the needs of the area, but the community as a whole. More specifically, appropriate connections should be made between Montague Station and the city's creek trail system (see Section 8.0 for further details).~~

*Policy 4.3: Support the establishment of BART service on the Union Pacific Railroad line.*

The Specific Plan supports the efforts of the VTA and BART in developing higher levels of transit service in Santa Clara County and the region as a whole. Currently, BART, CalTrain and the VTA provide rail transit service that nearly rings the Bay Area. The remaining areas to be connected into this regional transit loop include the area between Fremont and Union City to San Jose, via Milpitas. A 0.5-cent sales tax increase was approved by the voters of Santa Clara County to fund a BART extension between Union City to San Jose. This plan supports the addition of rail transit service along the Union Pacific Railroad line.

*Policy 4.4: Ensure that parking needed for the LRT and BART stations do not displace or otherwise diminish the potential for transit oriented development.*

~~For example, the land between Montague Station and a potential BART station on the Union Pacific Railroad line is a valuable resource for housing, and should not be suboptimized by automobile parking (see Figure 4.2). Preliminary studies estimate that 1,800 spaces would be required for a BART station in conjunction with a transit-oriented development at this site. New parking should be configured either east of the station, or beneath the residential development (i.e., as additional or shared parking). Parking for the LRT station should be configured parallel to the rail line rather than as a large parking lot in order to maximize the use of land near the transit stations for housing, and to minimize the effects of a large parking area on adjacent uses.~~ Parking in a parallel configuration is typical along the CalTrain line on the San Francisco Peninsula, and provides joint use opportunities for station area parking. Approximately 90 parking spaces could be accommodated in a single bay, with 30 degree angled parking along the Union Pacific Railroad tracks, and 180 spaces could be accommodated in a double bay.

## Street System Policies

The street system in the Midtown Area is characterized by several significant regional arteries, Calaveras Boulevard, Great Mall Parkway, ~~Capitol Avenue~~, and Montague Expressway. These streets connect to the interstates and carry large volumes of traffic through the study area. Main and Abel Streets are minor arterials that also serve regional needs. During peak periods, these streets are often used as a bypass to congestion on I-880.

The concept for the street system in Midtown is to make improvements to the streets and intersections, as necessary to accommodate the flow of traffic; to improve the design of the streets to better accommodate bicyclists and pedestrians; and to develop new streets that are pedestrian-oriented in terms of scale and connectivity with the larger street system.

*Policy 4.5: Maintain an interconnected pattern of streets within the Midtown Area. More specifically, streets developed to serve new developments should be pedestrian in scale and interconnected with the existing street system (see Figure 4.3).*

In areas ~~near Montague Station, and~~ within the rail yards, there is the opportunity to create a street and block system that is pedestrian-friendly, and is interconnected with the larger street system. In these areas, blocks that are approximately 400 to 600 feet-long would create a pattern of streets that is more convenient and efficient for pedestrian movement.

~~*Policy 4.6: Close a portion of Carlo Street (between Calaveras "Loop" and Abel Street) to vehicular traffic in order to improve traffic conditions at the intersection of Abel Street and Calaveras Boulevard.*~~

~~*This segment of Carlo Street does not provide access to adjoining parcels, and closure of this street will improve intersection operations at Abel Street and Calaveras Boulevard by eliminating an awkward leg of the intersection. It can be reused as an open space with a pedestrian and bicycle link between Main and Abel Streets.*~~

*Policy 4.7: Provide a new bicycle and pedestrian-friendly street between Abel and Main Streets between Serra Way and St. John's Church.*

A new public or private street should be developed in association with new development at Serra Way and Main Street. This would create a more pedestrian-oriented block pattern within the Main Street core area. The precise location of this street should be determined in association with the development of a Precise Plan for the assembly of sites at Serra Way and Main Street (see Policy 7.6).

*Policy 4.8: Increase street capacity where feasible to accommodate vehicular demand, while maintaining reasonable pedestrian crossing distances at intersections and minimizing potential vehicle conflicts for bicyclists.*

The following improvements to the street system will be required to accommodate increased traffic demand:

- Milpitas Boulevard/Jacklin Road-Abel Street: reconfigure east-west approaches to permit east-west phasing.
- Calaveras Boulevard/Abel Street: add a second eastbound left-turn lane, second westbound left-turn lane, and separate northbound right-turn lane with overlap phase.
- South Main Street/Corning Avenue: signalization.
- Tasman Drive/Alder Drive: re-stripe northbound shared through/right-turn lane as a separate right-turn lane and provide overlap phase.
- Great Mall Parkway/Abel Street: additional northbound left-turn lane.
- ~~Montague Expressway/South Main Street: Provide overlap phase for southbound right-turn lane.~~
- ~~Montague Expressway/McCandless Drive-Trade Zone Boulevard: add third eastbound mixed-flow lane on Montague Expressway (part of future widening project).~~
- ~~Montague Expressway/Great Mall Parkway: add second northbound left-turn lane and separate northbound right-turn lane. Grade separation would be required to provide reasonable operations.~~
- ~~Montague Expressway/Milpitas Boulevard: re-stripe center left-turn lane as shared left-turn/right-turn lane.~~
- South Main Street/Carlo Street: signalization.

Additional traffic generated by new development in the Midtown Area will be required to contribute its pro-rata share of the cost of needed traffic improvements.

*Policy 4.9: Continue to require site specific traffic studies for each proposed new development that would generate more than 100 trips, in conformance with existing congestion management procedures.*

The EIR prepared for the Specific Plan will take into account the long-term "big picture" of traffic conditions based on projected development. In addition to this, each new development that generates more than 100 peak hour (a.m. or p.m.) trips will be required to complete a site specific traffic study as part of the development review process. The purpose of the traffic study is to identify more detailed project specific traffic mitigations that will be necessary.

*Policy 4.10: Consider long-term opportunities for an additional east-west vehicular crossing of the Union Pacific Railroad tracks between Calaveras Boulevard and Great Mall Parkway.*

The two Union Pacific Railroad tracks create a barrier to east-west movement through Milpitas. In the Midtown Area, there ~~are two is one~~ routes that provide east-west movement, a grade separated crossing at Calaveras Boulevard, ~~and at grade crossings at Great Mall Parkway and Montague Expressway~~. As the city matures and properties and uses change, the City should look for opportunities to provide an additional east-west street crossing of the tracks to improve overall circulation through Milpitas.

*Policy 4.11: Reconstruct Main Street to provide an appropriate subsurface base for the street (see Policies 4.16 and 5.4; and Figure 4.6).*

Main Street was formerly a regional highway – San Jose-Oakland Road. The current street section consists of asphalt over the older concrete highway. Reconstruction is needed because over the past 40 years, the street has been resurfaced several times by overlaying the existing structure with asphalt. As a result, the crown of the road is too steep for driveways and parallel parking. In addition, repeated trenching of the roadway has damaged the condition of the road surface. Differential settlement along the roadway has created many dips in the flowlines of the curbs and gutters.

Ultimately, complete reconstruction of Main Street's roadway, curb, gutters and some sidewalks will be required. Ideally, this work should be phased with other capital programs, such as streetscape improvements or extension of utilities to consolidate construction activities and minimize disruption of businesses and activities along the street.

### **Pedestrian and Bicycle System Policies**

Improving pedestrian and bicycle circulation in the Midtown Area is a key objective. Linkages within the area and between transit stations and Main Street will serve to encourage trips by foot and bicycle. While much of the roadways have sidewalks, pedestrian volumes are light. Barriers to pedestrian use include land use patterns which are more automobile-oriented in terms of scale and density, and very wide streets with fast moving traffic which is unpleasant and unsafe for pedestrians. With the development of the transit stations and new higher density housing in the area, there is the opportunity to make it more bicycle and pedestrian-friendly and thereby support the use of alternative modes of transportation.

*Policy 4.12: Add trails along the Hetch Hetchy right-of-way, through the O'Toole Elms, and a bike lane along Abel Street to the Milpitas Trail System.*

The Milpitas Trails Master Plan provides for a comprehensive network of bicycle and pedestrian trails along the city's creeks, and other rights-of-way. These trails provide a system of off- and on-road trails that provide crosstown movement and ultimately connect to the Bay Trail and the Bay Area Ridge Trail. In addition to the trails set forth in the Master Plan, this Specific Plan calls for additional trails/linear parks along the Hetch Hetchy right-of-way connecting to a grade-separated crossing (at a location to be determined) through the O'Toole Elms, and between the Penitencia Creek Trail and Montague Station. These trails are shown in Figure 4.4. Existing bike lanes on Main Street would be relocated to Abel Street. Main Street would then allow for on-street parking.

*Policy 4.13: Establish an interconnected system of sidewalks and pedestrian paths that provides safe and convenient pedestrian access between the transit stations and other destinations within the Midtown Area.*

The circulation framework associated with new development planned around the Great Mall/Main Street and Montague Stations should promote pedestrian and bicycle accessibility through an interconnected system of sidewalks and paths. More specifically, new residential and/or mixed-use development near the transit stations should be developed with a street and block system that provides through connections to the stations. Block and street patterns and

sizes should be of a pedestrian scale, rather than internally focused "mega-block" developments (see Section 8.0 and Figure 3.2 for park locations).

The Penetencia Creek Trail/Linear Park is located in the vicinity of both stations. As new development occurs around the stations, linkages through new development between the trail and stations should be made to provide an attractive bicycle and pedestrian entry (see Policy 4.14). Over the long-term, opportunities to provide a connection (on- or off-street) between the Montague Station and the Penetencia and Berryessa Creek Trails should be explored.

~~Policy 4.14: Require a public access easement between Montague Station to the Union Pacific Railroad right-of-way to provide a direct pedestrian connection between the station and the potential future BART station.~~

~~A public access easement between Montague Station to the Union Pacific Railroad right-of-way will be required in association with any new development of the adjacent land. The easement should provide for a direct linkage between the station and the right-of-way.~~

~~Policy 4.15: Require a public access easement through new developments, when necessary, to ensure that public parks and the City's trail network are accessible to the general public.~~

In the event that new developments with parks are created, public access easements will be required to ensure that new public parks in the area are accessible.

~~Policy 4.16: Implement improvements, such as bulb-outs, raised crosswalks, and other appropriate mechanisms to calm traffic and make Main Street safer for pedestrians.~~

Traffic calming techniques consist of physical changes to streets and sidewalks that help to slow down vehicles and improve conditions for pedestrians and bicyclists. Streetscape improvements such as medians, on-street parking, bulb-outs and raised and/or lighted crosswalks can slow traffic and assert the presence of pedestrians.

At the north leg of Main Street at Great Mall Parkway, there is the opportunity to build a landscaped median that would be beneficial to pedestrian traffic and create an appealing entry image to the Main Street area. Bulb-outs at intersections and raised or textured crosswalks at Curtis Avenue, Corning Avenue, Serra Way, Carlo and Weller Streets, and midblock crossings just north of St. John's and at the Hetch Hetchy right-of-way would provide calmed street crossings at approximately every 800 to 1,000 feet.

Near the senior center at Weller and Main Streets, additional measures, such as signage and flashing lights in addition to raised and/or lighted crosswalks, should be implemented to improve safety for seniors crossing the streets.

~~Policy 4.17: Provide a bicycle and pedestrian crossing at the Union Pacific Railroad tracks between Turquoise and Montague Expressway.~~

~~The Specific Plan calls for a bicycle and pedestrian crossing of the Union Pacific Railroad tracks in the vicinity of Curtis Avenue. This connection would provide a direct linkage from the eastern portion of Milpitas to Main Street, the Great Mall and the transit stations. There are several alternative routes that are under a separate study (*Bicycle/Pedestrian Overcrossing of the Union Pacific Railroad, City of Milpitas*) for this connection. It is anticipated that an alignment for the crossing will be determined as part of that study.~~

Policy 4.1816: *Provide secure and weather protected bicycle parking facilities at the transit stations and within new residential, retail and employment destinations.*

Secure and conveniently located bicycle parking facilities shall be provided at transit stations and in new residential and employment developments with parking structures. As a guideline, the number of bicycle spaces should be equivalent to at least 5% of the overall parking requirements. At large employment destinations (greater than 50,000 square-feet), showers and lockers should be provided in addition to bicycle parking. Along Main Street (between Weller Street and Curtis Avenue) bicycle racks should be placed on every block as a part of streetscape improvements, for the joint use of all nearby tenants, rather than providing bicycle parking on a business-by-business basis.

### **Parking Policies**

Policy 4.179: *Ensure that new development complies with City of Milpitas Zoning Ordinance requirements for off-street parking. Consider reductions on a case-by-case basis.*

Where it serves a public benefit, adjustments to parking standards may be considered for developments ~~that are located in the TOD overlay zone, due to the proximity of LRT~~ in the mixed-use district (see Policy 4.21). Street parking may be credited for retail uses along its frontage. Additionally, shared parking may occur for complementary uses with off-setting demand, which peak at different times.

Policy 4.2018: *Consider credit for on-street public parking directly adjacent to a retail development to meet overall development parking requirements.*

The City may credit on-street parking along the property frontage on Main Street toward the overall parking requirements for retail, restaurants, beauty parlors, and other similar neighborhood serving commercial uses. Parking along Main Street should be primarily directed toward short term retail users, and not employees of businesses which would use the parking for several hours. Therefore, meters, or other time limits on on-street parking should be implemented. This parking would remain, however, open for unrestricted use (i.e., parking is not restricted to one particular business).

Policy 4.2119: *Provide on-street parking on both sides of Main Street between Weller Street and Curtis Avenue.*

On-street parking along Main Street (between Weller Street and Curtis Avenue) is an important part of the concept for the area. A traditional retail "Main Street" is composed of buildings that

form a streetwall with active frontage (i.e., storefront windows, active uses, and entries), an attractive sidewalk environment (street trees and benches), and on-street parking. Along Main Street in Milpitas, on-street parking is recommended to be parallel (see Figure 4.5), because the right-of-way is too narrow for angled parking. The parking lane will require the relocation of bike lanes on Main Street to Abel Street, and Main Street will become a signed bicycle route.

Policy 4.2220: *Work with the VTA ~~and BART~~ to allow the shared use of park and ride and transit station parking for off-peak users. In the future, design parking facilities to be compatible with adjacent areas and to reinforce the pedestrian environment.*

The VTA operates a park and ride lot on City owned property in the vicinity of North Main Street under the Calaveras Overpass. In the future, this lot would help supplement parking supplies in the Main Street mixed-use corridor. At the Great Mall, the VTA ~~will~~ has provided a park and ride facility that ~~will~~ accommodates 150 cars. During off-peak periods, these parking facilities could be used for retail, cinema and entertainment uses which are established at the nearby retail centers that generally peak during non-commute periods. In the future, it may be desirable to provide shared parking between the transit station and residential or commercial uses within new developments.

### **Transportation Demand Management Policies**

Policy 4.2321: *Require new development within the Midtown Area to encourage the use of alternative modes of transportation through programs such as carpool parking, the VTA's EcoPass Program, shuttles to transit stations and lunchtime destinations, alternative work schedules, telecommuting, etc.*

Transportation Demand Management (TDM) refers to specific measures that are aimed at discouraging individuals from driving in favor of travel by alternative modes, including transit, walking and bicycling. TDM measures are especially effective at large employment sites where there is a high density of employees. In the Midtown Area, where there will be several options for transit service, incentives should be provided to encourage the use of these alternative modes of travel.

#### *Notes:*

- 1 Association of Bay Area Governments (ABAG). *Bay Area Futures: Where Will We Live and Work?* November 1997.
2. Bernick, Michael and Robert Cervero. "Transit Villages in the 21<sup>st</sup> Century." New York, 1996.
3. American Public Transit Association (APTA). *Transit Ridership Report*.
4. Santa Clara Valley Transportation Authority (VTA). *Bicycle Technical Guidelines, A Guide for Local Agencies in Santa Clara County*. September 1999.

## 5. COMMUNITY DESIGN

### **Introduction**

The Community Design Element addresses the character of the built environment of the Midtown Area, setting forth policies that address new development as well as the improvement of public spaces and streetscapes. A more detailed set of standards and guidelines which address the specifics of new development, such as the orientation and massing of buildings, facades and entries, roofs, and parking configuration and treatment have been developed for the Midtown Area and are included in Section 8.0.

### **Community Design Concept**

The Midtown Area is generally characterized by a lack of visual cohesiveness, a predominance of paved surfaces with sparse landscaping, and a pattern of development which is generally oriented to parking areas and is generally not hospitable to pedestrians. At the same time, Midtown is an interesting part of Milpitas that can be enhanced through high-quality development that is oriented to the pedestrian and the emerging transit function of the area.

The intent of the Community Design Element is to help guide reinvestment in the central portion of Milpitas to create an attractive, high-quality, built environment. The Specific Plan envisions new development and parking areas in Midtown configured to reinforce the City's "public realm" of sidewalks, streets, parks, and public places. New development is tied together through a system of "green" streets and boulevards, trails and open spaces. New development will be punctuated by urban open spaces and linked into the larger pedestrian and bicycle system. Gateway areas will receive special attention in terms of both architecture and landscape standards. Landmarks, such as the Milpitas Senior Center, as well as public art will be woven into the fabric of the community to create interest and cultural expression.

### **Community Design Goals**

Goal 1: Create an attractive district that is uniquely Milpitas.

The Midtown Area represents a tremendous opportunity to create an area that is uniquely Milpitas. Milpitas currently lacks a central community gathering place where residents and visitors can stroll and linger in an attractive setting; a place where community festivals can be staged; or a place that is identifiable as the "heart" of the community. Midtown is the logical location for a community focus, due to its central location and historical association as the origin and center of Milpitas.

In addition, the Midtown Area is highly visible; that is, many pass through the area en-route to other destinations, and the area includes several important community gateways. High-quality development, improved streetscapes and a more diverse mix of land uses in the Midtown Area will greatly improve the image and livability of Milpitas as a whole.

Midtown Area contains several landmarks that begin to contribute to a unique identity. These include Campbell's Comers, St. John's Church, the DeVries Home, the Senior Center, the Winsor

Blacksmith Shop, older homes in the vicinity of Sinott Lane and the O'Toole Elms. The Specific Plan maintains the architectural and landscape elements that contribute to the identity and sense of history while introducing new structures and activities that can provide a visually interesting mix of old and new in the Midtown Area.

Goal 2: Establish a pedestrian-oriented, mixed-use district that is centered on Main Street. New development along the Main and Abel Streets corridor and near the transit stations should be designed to be accessible and attractive to pedestrians. While Main Street (between Weller Street and Curtis Avenue) is developed at an appropriate scale, most of the development along the street has been oriented to the automobile and at the expense of the pedestrian. Sidewalks are interrupted by driveways; parking lots adjoin the sidewalk; and amenities such as landscaping, benches and open space are sparse. In addition, streets near the ~~future~~ transit stations are very wide, lack landscaping and generally create barriers for pedestrians. The Specific Plan promotes development and streetscape improvements that will enhance the pedestrian environment and connections throughout the Midtown Area.

Goal 3: Provide urban open spaces (i.e., plazas, squares) that serve multiple purposes and can be used for special events.

With a greater intensity of development and a diversity of uses, urban open spaces and "green linkages" (i.e., green streets and pedestrian/bicycle trails) should be developed to provide amenity and a location for city celebrations and special events. The Midtown Area is ideally suited for these types of places and activities, due to its central location within the city. The "threads" for a cohesive open space system exist—with future trails planned along the creeks, utility and railroad rights-of-way, and along Elm Alley adjacent to Fire Station Number 1.

Goal 4: Improve the character of streets within the area.

In an urban setting, streets constitute a valuable open space resource; however, they are typically designed for the single purpose of accommodating automobile movement. In Midtown Milpitas, streets can be enhanced with landscaping and amenities for pedestrians and bicyclists, and viewed as an important component of the overall open space system.

## **Development Pattern**

Policy 5.1: Establish a development pattern along Main Street and around the transit stations that is oriented to pedestrians and consistent with the Design Standards and Guidelines. More specifically, buildings should address streets, pedestrian paths, parks and open spaces, and transit stations with entries, windows, bays, balconies, and other articulated features. Parking lots should not dominate the experience along any prominent street or pedestrian route.

The current development pattern in the Midtown Area is "anti-pedestrian" with development that turns away from the street, places blank walls and fences along the street, and locates large parking areas adjacent to the sidewalk. One of the primary community design considerations for Midtown Milpitas revolves around creating a development pattern that reinforces pedestrian movement. The guidelines contained in this Specific Plan call for an orientation of buildings on the site in a way that reinforces pedestrian movement and the public realm of the city. It discourages developments that are internalized (with large, looped and gated circulation) and that

"turn their back" on the streets and sidewalks, making them dead spaces. This arrangement of development discourages pedestrian movement and generally degrades the public realm.

Pedestrian routes should be developed as an interconnected system of sidewalks and pedestrian paths, as described in Policy 4.13. Pedestrian access should not be limited to vehicle access locations; separated pedestrian access points should be provided where ever possible. Sidewalks should be separated from driveways and well-lighted with pedestrian-scaled fixtures. Policies contained in the Circulation Element (4.16-15 and 4.17) provide for traffic calming improvements along Main Street (intersection bulb-outs, special paving at crosswalks, on-street parking) which will slow traffic and make the area more attractive for pedestrian use.

**Policy 5.2:** Design buildings to create an attractive streetwall which defines and activates the street space.

The Specific Plan envisions transforming the major roadways in the Midtown Area into attractive boulevards that are comfortable for pedestrians, bicyclists, and transit patrons as well as motorists. The strategy for these streets is twofold: improve streetscape elements (landscaping, lighting, benches) and orient development to the street. Along Main Street, Great Mall Parkway, ~~Main Street, and~~ Abel Street ~~and~~ Capitol Avenue, new development will be oriented and designed to create a streetwall which conveys a sense of enclosure to the street and interest at the pedestrian level.

**Policy 5.3:** Promote high-quality private development that contributes to the visual identity and environmental quality of the Midtown Area through the application of the Development Standards and Design Guidelines.

The plan includes a separate Development Standards and Design Guidelines Chapter (Section 8.0) to provide direction to new development and more specific requirements that implement the policies of this plan. The plan ensures that new development (including new buildings, remodels and additions) is of high-quality, and reinforces the public realm which includes city streets, sidewalks, parks and pedestrian and bicycle paths. As it pertains to remodeling and minor expansions of existing buildings, the plan encourages the use of attractive, compatible façade improvements and the use of appropriate building materials.

## **Streetscape**

**Policy 5.4:** Implement a program of streetscape improvements (Sidewalks, landscaping, bike lanes, benches, lighting) along Main and Abel Streets and Great Mall Parkway.

The plan recommends the enhancement of streets, including provisions for pedestrian circulation, bike circulation, street tree landscaping, pedestrian-scaled light fixtures, benches and other amenities. Emphasis should be placed on street tree planting on Great Mall Parkway and Abel Street, to create an attractive "green boulevard" with large specimen trees planted within medians, where possible, and along the curb edges of sidewalks. Along Main Street emphasis should be placed on developing a unified streetscape design, including street trees, benches, and pedestrian-scaled lighting, sidewalk paving and traffic calming features.

In general, streets through the Midtown Area are important civic arteries, and the primary street tree should be a large canopy species planted with sufficient spacing such that at maturity, a continuous tree canopy would be created. Smaller accent trees planted in clusters which exhibit seasonal interest should be used to mark intersections or important destinations.

Recommendations for street tree species and spacing are summarized in Table 5-1. Below are recommendations for streetscape concepts for important streets in the Midtown Area.

**Main Street:** The overall idea for Main Street is to create a classic “American Main Street” environment with trees that create a canopy of green. Along Main Street between Weller Street and Curtis Avenue, an urban street tree planting with trees planted within wells with tree grates at the curb edges of sidewalks are recommended. For this street, Raywood Ash trees are recommended because of their open "lacy" habit which allows filtered sunlight and views through to ground level signs. At intersections and entry points, accent trees (Jacmond Birch) are recommend to add visual interest and emphasize important locations. Decorative pedestrian-scale light fixtures (i.e., 12-16 feet) should be used (see Street Furniture Group A in the City of Milpitas' Streetscape Master Plan).

**Abel Street:** Along Abel Street, a landscaped median and street tree planting can create a distinctive boulevard image on this important artery. London Plane Trees, a classic street tree species, are recommended for both the street and median tree plantings, which should be formal geometric planting. Along the Penetencia Creek Trail, more naturalistic planting patterns and native riparian trees are recommended (California Sycamore and Fremont Cottonwood) to create a unique character for this street. Street trees should be planted at the curb edge in a planting strip to provide amenity for pedestrians and bicyclists.

**Great Mall Parkway:** Great Mall Parkway is also a broad boulevard which should be planted with large trees along the sidewalks and in the median to create an attractive entry image for the city. A unique feature of this street is the LRT alignment which ~~will be~~ is elevated and within the median through Midtown. Along the curb edges, large round-headed trees, (Chinese Pistache, another classic street tree species) are recommended within a curbside planting strip. Flowering accent trees (Eastern Redbud, Forest Pansy) should be planted at intersections and near the LRT stations. In addition, palm trees are recommended at the LRT ~~and future BART~~ station to provide a distinctive image for these important civic destinations.

**Curtis Avenue, Corning Avenue, Serra Way and Carlo Street:** The smaller streets which connect Main and Abel Streets are recommended to be improved with street trees planted in planter strips at the curb with London Plan and Scarlett Maple Trees. This would make these smaller streets visually connected with Abel Street and further emphasize the unique character of Main Street.

**Policy 5.5:** Place street tree landscaping at the curb edges of sidewalks to improve the environment for pedestrians.

In order to improve the visual appearance and amenity of streets for pedestrians and bicyclists, street tree landscaping should be placed at the curb edges of sidewalks in planter strips or within wells (see Table 5-1 for recommendations). Along very wide boulevards where there is no on-

street parking, such as Great Mall Parkway or Abel Street, a planter strip ,with trees and lower shrub planting, mounded to create an edge between pedestrian and vehicular traffic is encouraged. Along Main Street, where there is a closer relationship between on-street parked cars, sidewalks and shop fronts, a traditional urban street tree treatment with trees planted within wells with decorative grates, is recommended.

## **Community Gateways**

Policy 5.6: Enhance the entry identity at designated gateway zones (see Figure 5.1) with special landscape treatment, monuments and/or architectural features.

At main entrances to the city and at transit stations, special landscape and/or architectural features should be implemented to define and differentiate Milpitas from adjoining development in San Jose. The general recommendations for gateway treatment in Midtown are described below.

South Main Street ~~and Capitol Avenue~~ at the City Limits: The plan recommends streetscape improvements, particularly unified street tree planting and lighting to enhance the sense of entry to the community. Entry features, such as low walls, pavillions, city signage announcing "Milpitas," and a grouping of seasonal trees, could further enhance the entry image. The guidelines encourage new development to incorporate architectural features that express a sense of entry, such as tower elements or special corner treatment.

Calaveras Boulevard: Streetscape improvements intended to improve the entry image of Calaveras Boulevard are contained in the City of Milpitas' Streetscape Master Plan. New office development at Serra Way and Calaveras Boulevard should incorporate special landscape (e.g., small plaza, open space, trees) and architectural treatment (e.g., tower elements) to convey a sense of entry.

Great Mall Parkway and Main Street: This area should be enhanced through streetscape planting and architectural features. A special median landscape treatment should be implemented at Main and Abel Streets and Great Mall Parkway. The streetscape design should reference landscape elements from the transit station design to create a cohesive appearance to the area. Distinctive architectural features (i.e., corner towers) should be incorporated into new residential development on the Abel property.

## **Landmarks and Public Art**

Policy 5.7: Encourage the rehabilitation and adaptive re-use of designated buildings or features.

The preservation of historic resources should be encouraged where ever possible. The following resources are existing buildings or landscape features in the Midtown Area identified in the City of Milpitas' Register of Cultural Resources; the City of Milpitas' Historic Sites Survey; or by the Santa Clara County Historical Heritage Commission. These resources are as follows:

Milpitas Grammar School/Senior Center, 160 North Main Street: This building was completed in

1916 and is an outstanding example of a neo-classical public building. This structure is also listed in the National Register of Historic Places.

DeVries/Smith Home, 163 North Main Street: This building was completed in 1915 and is a locally rare example of a prairie-style building. It was home to Dr. Renselaer J. Smith, the second doctor to set up practice in Milpitas. This structure served as both Dr. Smith's residence and medical office.

Winsor Blacksmith Shop, 112 North Main Street: This building was completed in the 1920s and is a locally rare surviving early false-front commercial building. The Winsor family settled in Milpitas in 1863. The blacksmith shop was built by brothers Tom and George Winsor.

St. John's Church Site and Chapel, 279 South Main Street: This is the site of the oldest church in Milpitas, originally constructed in 1870. The oldest remaining resources on this site include a small Mission-style chapel (circa 1910) and two large palm trees that were planted in 1901.

Campbell's Corners (a.k.a. Smith's Corners), 167 South Main Street: Campbell's Corner is a historic structure located at the historic crossroads of the Milpitas-Alviso Road (Calaveras Boulevard) and the San Jose-Oakland Road (now Main Street). This corner has been the site of a saloon since Milpitas was first established as a community in the mid-1800s.

Caudillo House, 280 South Main Street: The Caudillo House, built in 1899, is a locally rare example of a Queen Anne-style building.

Elm Alley, South Main Street: These elm trees once lined the entrance to a large mansion. Although the mansion is now gone, the row of trees still exist and are considered locally significant. Although these trees have resisted the destructive Dutch Elm Disease, they have become diseased through improper pruning. The trees cross both the City and County properties. The City is attempting to work with the County to prepare and implement a tree management plan.

Policy 5.8: Consider financial incentives, such as waiving City development fees and establishing a historical building preservation fund, to assist property owners who wish to pursue an historically accurate restoration of their building. Ensure that building restorations receiving City support meet standards of architectural integrity.

The City may consider providing financial incentives to property owners through mechanisms such as waiving fees, or establishing a historical building preservation fund to assist the building owners with the extraordinary costs of renovating older buildings. To receive City support, plans should be developed by a licensed architect specializing in historic buildings.

Policy 5.9: Consolidate the Milpitas Historical Commercial District into the Midtown Specific Plan; replace the architectural design guidelines with the design guidelines included within this plan.

The Milpitas Historical Commercial District was designated in 1975 along with the City's

Architectural Guidelines and Standards specifying an "Early California" theme. The district boundaries are: the Union Pacific Railroad (former Southern Pacific Railroad) rail lines on the east; Weller Street on the north; Abel Street on the west; and the Hetch Hetchy right-of-way on the south. This district includes several City-designated cultural resources and these resources are recognized by this Specific Plan. The architectural guidelines, however, designate a theme of "Early California" for Main Street. This theme is inappropriate for Main Street, which developed in the late nineteenth and early twentieth centuries, and not in the pre-1850 period that the theme is referencing. Rather than attempting to falsely re-create historic buildings, new development along Main Street should incorporate forms and patterns that are sympathetic to the true architectural traditions of the street, namely late nineteenth and early twentieth century commercial architecture. The Specific Plan includes guidelines which would achieve this intent.

Policy 5.10: Integrate public art, including sculpture, mosaics, murals, and decorative water features into new office, civic, public institutional, and public spaces in the Midtown Area.

Public art is an important element that can provide a sense of identity and a focus of interest within the urban environment. Public art should generally be placed in areas that are publicly accessible such as parks, building exteriors, greenways, civic or community buildings. Public art programs will be under the purview of the City's Arts Commission.

Policy 5.11: Consider adoption of a "Percent for Arts" or similar financial incentives to support art in public places.

"Percent for Arts" is a fee program that requires new development to provide public art or an in-lieu fee equivalent to 1 percent of the value of the project. This is a program that should be considered for the Midtown Area.

## 6. UTILITIES AND PUBLIC SERVICES

### **Introduction**

The Utilities and Public Services Element of the Specific Plan establishes policies for the orderly upgrading and provision of utilities and public services taking into consideration the long-term development objectives for the area. The policies provide individual property owners and the City with an overall framework of improvements that will be necessary to support projected development. Policies related to the phasing and financing of these improvements are included in the Implementation Element.

### **Water Supply and Distribution**

Potable water supply for the Midtown Area is provided by the City through its municipal water system. The City provides water service to homes, businesses and industry within the city limits, meeting the demands of approximately 65,000 residents. It buys domestic water from two sources: the San Francisco Public Utilities Commission (SFPUC), delivered through the Hetch Hetchy water system, and the SCVWD, delivered through the South Bay Aqueduct.

Water from the SFPUC is delivered primarily to residential customers east of I-680 and in the area north of Calaveras Boulevard and east of I-880. SFPUC water is also delivered to the Starlite Pines residential area. SCVWD water is delivered to industrial and commercial customers west of I-680 and south of Calaveras Boulevard, and west of I-880. In portions of the Midtown Area, water is provided by both water suppliers in parallel systems. The City also owns and operates one well within the Midtown Area which is on standby as a supplemental source of water in emergency situations for the SFPUC service area.

The City currently has a supply assurance amount from the SFPUC of approximately 9.23 million gallons per day (mgd) which equals 10,340 acre-feet (AF) per year. It is anticipated that after 2004, most of the City's projected increases in water use would be met by SCVWD. The development built, approved and anticipated under the Specific Plan would generate a total water demand of approximately 1,271.05 mgd (average daily flow) or a yearly consumption of 1,4201,166 AF of water. The net new demand would raise the total demand on the supply from SCVWD by approximately 1,025771 AF per year. The City's contract with SCVWD allows for increases in purchased water to accommodate growth.

### **Water Infrastructure**

The City's water system is currently divided into Pressure Zones 1 through 4. These designations are based upon water pressure which is maintained within each zone either by reservoirs on the hillsides or booster pumps on the valley floor. Each pressure zone is further broken down into zones based upon the water supplier. Those served by SFPUC are designated in the City's Water Master Plan as SF Zones, while those served by SCVWD are designated SC Zones. The Specific Plan is primarily within Zones 1SC and 2SC; the area north of Calaveras Boulevard is in Zone 1SF. Due to the difference in water pressure between zones, the mains within each pressure zone are interconnected, or looped, but cannot be connected to an adjacent zone with a different zone designation and water pressure without the use of a pressure reducing valve.

The Midtown Area is bisected by 78-inch and 16-inch SFPUC transmission pipelines, which become 72 and 90 inches in diameter as they flow from east to west. One of these is tapped at a metered turn-out known as the Main Street Turnout at the intersection of Ford Creek and Hammond Way, which provides water for a portion of the Midtown Area. There is also a series of mainlines distributing both SFPUC and SCVWD water, which vary in size from 4 to 24 inches in diameter. Water mains of 8 inches in diameter or greater, exist within all of the major streets within the Midtown Area.

The City adopted its Urban Water Management Plan on January 16, 2001, and is currently in the process of updating it. This process is anticipated to be completed by 2002.

### **Water Supply and Distribution Policies**

*Policy 6.1: Provide adequate water facilities to serve the needs of new development and apply water conservation techniques to help reduce overall demand.*

SCVWD calculates water demand projections for the region, including the City, in consideration of anticipated growth and variability in demand that could occur. SCVWD's upper bound projections for the City are consistent with the City's growth projections including the Specific Plan. Thus, based upon the level of safeguard provided by SCVWD's projections and the fact that the City's contract with SCVWD allows for increases in purchased water to accommodate growth, the water supply allocation that would be required by growth, including that associated with development of the Specific Plan, could be accommodated by SCVWD.

*Policy 6.2: Reduce water consumption through a program of water conservation measures, such as use of recycled water, water saving fixtures, and drought-tolerant landscaping.*

~~Currently, the~~The City's Water Conservation Program includes the provision of free low-flow showerheads and faucet aerators to all Milpitas residents; water-wise house calls; the Washer Rebate Program implemented by the SCVWD; and several commercial customer programs, including rebates for the implementation of water efficient technologies. These programs are available to all new development. The City's Water Efficient Landscape Ordinance applies to all new projects. In addition, the recycled water system will be expanded within the Midtown Area, as discussed under Policy 6.4.

*Policy 6.3: Construct necessary improvements to provide an adequate water service and fireflow capacity to serve new development.*

In addition to the water system improvements that are ~~currently~~ included within the City's Capital Improvements Program 2000-2005, the improvements to the water supply system listed below would be required to accommodate new development.

- Construction of a 12-inch water main within the Elmwood Surplus parcel (pressure Zone 1), which would loop from Abel Street westerly and southerly to tie into the 14-inch SCVWD line within Great Mall Parkway. That same system should be extended to the northern boundary of that same property to connect with the 16-inch water main in the

adjacent property. *This improvement is required before development of the Elmwood Surplus parcel can occur.*

- ~~Construction of a cross connect and pressure regulator valve within Montague Expressway at Capitol Avenue, between the 10-inch SCVWD line in Pressure Zone 1, and the adjacent 10-inch SCVWD line in Pressure Zone 2. This improvement is desirable to correct an existing system deficiency.~~

Other water system improvements which are ~~currently~~ in the Capital Improvements Program budget are as follows:

- Abel Street Water line-\$175,000
- Carlo Railroad Water Line-\$130,000
- Hanson Court Water Line-\$160,000
- Main/Hammond Water line-\$135,000
- Pectin Court Water line-\$265,000

These improvements will address ~~existing~~ system deficiencies and are not required by new development in the Midtown Area. In addition, an update to the Water Master Plan, which will confirm the capital improvement needs, is currently in progress.

### **Recycled Water**

Recycled water is currently available in Millpitas. The water is provided by the South Bay Water Recycling Program (SBWRP) and is distributed by the City through a transmission line which bisects the Midtown Area, adjacent to the Hetch Hetchy right-of-way and north of the Elmwood site. The City is extending recycled water mainlines in and around the Great Mall. Additionally, the City is extending recycled water to the Town Center Industrial Park, McCandless Industrial Park and to north Milpitas. During 2000, it is anticipated that approximately 600 AF of recycled water were used in the city. This use is anticipated to stabilize around 2010, when the city is expected to use approximately 1,100 AF of recycled water.

*Policy 6.4: Continue to require new residential, commercial and industrial development south of the Hetch Hetchy right-of-way to install recycled water lines with other utilities serving the site. Require conversion of landscape irrigation to recycled water as soon as available. Use recycled water to irrigate landscaping associated with street landscaping and the creek trail system as feasible.*

~~Current~~ City policy is to require new commercial/industrial users within reasonable proximity of existing recycled water mainlines to use recycled water for landscape irrigation. ~~The southern portion of the Midtown Area, where most of the development is anticipated to occur, will be near existing or planned recycled water lines. Therefore, the Specific Plan requires that new development in this area (i.e., Elmwood Center south, see Figure 6.2) provide recycled waterlines within new development, and convert to recycled water for irrigation as soon as feasible.~~ This water can be used for landscape irrigation on common areas in a development parcel as well as within street corridors and parks.

### **Sanitary Sewer**

## Sanitary Sewer Discharge and Treatment

Sanitary sewer discharge from the City is conveyed through a City-owned and –maintained forcemain to the regional San Jose/Santa Clara Water Pollution Control Plant (WPCP) for treatment. The City's current contract with the City of San Jose allows for the discharge of 12.5 mgd average peak week, dry weather flow.

The summer of 2000 dry weather flow rate for the City was measured to be 9.24 mgd. This is the most recent reported effluent discharge rate to the WPCP. Based upon an analysis of development that has occurred within the City since this measurement was made and development projects were approved, but not yet built or occupied, the total average dry weather peak week wastewater flows to the WPCP is estimated to be approximately 10.23 mgd, representing approximately 82% of the City's existing wastewater treatment capacity.

## Projected Demand

Based on the development built and forecasted in the Midtown Area, the Specific Plan would generate a sanitary sewer discharge of approximately +0.87 mgd ADDWF. This results in a net increase of .37.24 mgd compared to Milpitas Sewer/Water Master Plan levels. This increase, combined with the discharge from other developments that are either developed or approved would be equivalent to +0.24+10.09 mgd ADDWF. This discharge is within the 12.5 mgd ADDWF maximum discharge allowed by existing agreements with the WPCP.

~~A cumulative growth analysis of planning level data indicate that the build-out wastewater discharge is likely to be 12.9 mgd.~~ The City is currently updating the Sewer/Water Master Plan to verify build-out projections. The City would need to secure additional capacity if the Master Plan determines that discharge will exceed 12.5 mgd.

## Sanitary Sewer Infrastructure

The City provides sanitary sewer collection service to the entire area within the municipal boundaries. The collection system within the Midtown Area is comprised of a network of pipes ranging in size from 8 to 54 inches in diameter. The major collectors primarily flow north in South Main Street and Abel Street to a trunk line in Marylinn Drive, which conveys flows westerly to a City pump station, which then pumps the effluent to the WPC. High flows from the area are diverted into an overflow sewer (called the Southwest Bypass) which runs westerly between the golf driving range and the Elmwood site.

## Sanitary Sewer Policies

Policy 6.5: *Provide for the sanitary sewage needs of existing and future development.*

Sewage collection is provided by the City. The WPCP provides primary, secondary, and tertiary treatment of wastewater. ~~The City's estimated sanitary sewer discharge into the WPCP, based on current development patterns plus additional effluent from the development allowed if the Specific Plan is approved, would exceed the City's current contract by 0.4 mgd.~~

The City must demonstrate that adequate treatment capacity is available or purchasable prior to issuing planning or building permits. Developers must demonstrate adequate capacity in the

conveyance system exists. If a deficiency is identified, the developer must install necessary improvements to handle the wastewater discharge.

*Policy 6.6: Provide necessary improvements to the wastewater collection system to serve new development within the Midtown Area.*

Implementation of the Specific Plan would require the extension of some existing sewer mains to serve selected sites without mains within their public street frontages (see Figure 6.3). These main extensions would include the infrastructure improvements listed below.

- Construction of a 15-inch sanitary sewer cross connection within Curtis Avenue, between the manhole in Main Street and the manhole in Abel Street.
- Construction of an 8-inch sanitary sewer cross connection between the two mains in Main Street, at its intersection with Carlo Street.
- Construction of an 8-inch sanitary sewer within Railroad Avenue, northerly across Wrigley Creek, to the northerly terminus of Railroad Court.
- Extend the 8-inch sanitary sewer within Serra Way easterly of Calaveras Boulevard, 400 feet to the east.
- Extend the 8-inch main within Sinnott Lane to serve the northerly portion of the rail yards site.
- Extend the existing 8-inch sanitary sewer in South Abel Street to serve the Abel and Berrueta sites.

These improvements are in addition to those already planned and funded through the Capital Improvements Program. Other wastewater system improvements which are currently in the budget are as follows:

- Parallel forcemain to the WPCP, currently under construction. *Parallel is needed to meet wet weather build-out flow.*

### **Storm Drainage**

The City owns and maintains a network of underground pipes which drain into creeks which flow through the city to convey storm water runoff to San Francisco Bay. The system also includes lagoons and pump stations owned and operated by the City. Within the Midtown Area, the streets are improved with curbs and gutters which collect and channel the runoff into underground storm drain systems. These systems then convey the runoff directly into the creeks through pipes ranging in size from 18 to 60 inches in diameter. The creeks within the Midtown Area are Berryessa, ~~and Lower Penitencia and Wrigley Ford Creeks.~~ The first two The two creeks are owned and maintained by SCVWD. ~~Wrigley Ford Creek is owned and maintained by the City.~~

About one-third of the Midtown Area is within Federal Emergency Management Agency (FEMA) designated flood zones A, AO-1 and AO-2. These are typically low-lying areas, which are subject to ponding during the 100-year event, when local creeks overflow their banks.

### **Projected Demand**

The land uses included in the Specific Plan would result in a reduction of runoff flows when compared to the land uses planned through the existing General Plan. This can be attributed to the lower runoff volume that would be experienced with high-density residential development when compared to commercial, office and industrial uses. It is estimated that the difference in discharge between the General Plan and the Specific Plan would be approximately 25%. The adoption and implementation of the Specific Plan would not require construction of any additional stormwater system trunk facilities.

Nuisance flooding currently occurs when rainfall runoff exceeds the capacity of local storm drainage facilities and when major creeks and channels overflow due to limited capacity in relation to flood flows. These conditions can be expected to continue with implementation of the Specific Plan.

The correction of existing deficiencies within the system would reduce local ponding and eliminate nuisance flooding. In order to eliminate the localized flooding problem, the channels of the major creeks which drain the greater Milpitas area would need to be improved.

### **Storm Drainage Policies**

*Policy 6.7: Provide storm drainage infrastructure to adequately serve new development and meet City standards.*

*Policy 6.8: Encourage creativity in design of new development in order to reduce stormwater runoff, increase percolation, and improve water quality.*

Design features that increase the amount of permeable surfaces in streets and parking areas, detain runoff, reduces contaminants, increase percolation and improve water quality.

*Policy 6.9: Provide necessary improvements to the storm drainage system to serve new development within the Midtown Area.*

Below is a list of improvements identified in the City's Storm Drainage Master Plan that will benefit the implementation of the Specific Plan.

- ~~• Construct a 24-inch storm drain from Watson Court to the existing storm drain system in Montague Expressway.~~
- ~~• Construct a parallel 48-inch culvert in Wrigley Creek under Montague Expressway.~~
- ~~• Widen the existing creek channel of Wrigley Creek north of Montague Expressway and construct a concrete U-shaped channel liner.~~
- ~~• Construct a parallel 24-inch culvert in Wrigley Creek under the Union Pacific Railroad tracks.~~
- Construct a parallel 30-inch line from the sag in Sinnott Lane to a new outfall in Ford Creek.
- Replace the existing 2.5 by 4-foot arched CMP culverts with a 60-inch diameter culvert on Ford Creek under Railroad Avenue.
- Construct a parallel 72-inch diameter CMP on Ford Creek under Calaveras Boulevard.

- Widen the existing creek channel of Ford Creek north of Calaveras Boulevard to the north terminus of Railroad Court.
- Replace the existing 30-inch storm drain pipe within Tarob Court with a 36-inch pipe and outfall into Lower Penitencia Creek.
- Construct a 30 to 42-inch pipe system along Abel Street, north of Calaveras Boulevard to drain into Lower Penitencia Creek.

## **Electrical, Gas and Telephone**

### **Electricity**

Pacific Gas and Electric Company (PG&E) provides electrical service to the Midtown Area. PG&E transmits electrical power through its 115/21 kilovolt (kV) Montague Substation located east of I-880 on Montague Expressway and its 115/21/12 kv Milpitas Substation located on Milpitas Boulevard, north of Montague Expressway. Both of the substations are at the southern end of the Midtown Area. The northern portion of the area is served by the Dixon Landing Substation. The primary circuits are 21 kv and mostly located underground except in two places along Main Street, ~~and along Montague Expressway and East Capitol Avenue~~, which are still served by overhead wire.

The existing substation capacity is adequate for the various estimated loads based on land usage. New circuits requiring substructures and cabling should be installed when development occurs.

Proposed development within the Midtown Area is not anticipated to result in a significant increase in electrical demand. In addition, this plan supports incorporating energy conserving devices in new developments to support conservation.

### **Natural Gas**

PG&E also provides natural gas service to the Midtown Area. Two 20-inch transmission lines within Capitol Expressway connect with 8-inch, 6-inch, and smaller mains to provide natural gas to the area. The distribution to existing customers is via 2-inch and 1.5-inch lines. Natural gas service can be provided to new land uses. In some areas, existing mains will need to be extended to provide gas supply to new development.

### **Telecommunications**

American Telephone and Telegraph (AT&T) and Pacific Bell Corporation (Pac Bell) provide local telephone, cable TV and internet services to the Midtown Area via overhead and underground facilities. Other service providers have expressed interest in serving Milpitas as well.

#### *City of Milpitas Fiber Ring System*

In November of 1995, the City adopted a Master Telecommunications Plan, prepared by the firm Media Connections Group. The objectives of the plan were to develop an internal information and communications system based on a fiber optic network connecting all major City facilities. In addition to recommendations regarding the City's internal network, the plan recommended developing a ring structure for the fiber network which would provide redundancy and fault

tolerance. The City's network will support voice, data, and video service as well as connectivity for an internal telephone system, which is not dependent upon the local telephone provider.

To date, the major City facilities, including Civic Center, Fire Station Number 1, Public Works and Police Department facilities, are connected on the City's fiber ring. The Senior Center, Fire Stations Number 3 and 4, and a Police Department substation will be connected into the system soon.

#### Electrical, Gas and Telecommunications Policies

*Policy 6.10: Require project developers to coordinate with the appropriate service providers to provide electrical, gas and telecommunications services to new development.*

*Policy 6.11: Incorporate energy saving devices into new development in order to promote energy conservation.*

Pursuant to Title 24 of the California Code of Regulations (Energy Conservation Standards), residential development throughout the Midtown Area will be required to meet specified energy performance budgets based on local climate conditions and building types. In addition, the California Subdivision Map Act requires the design of new development to consider opportunities for passive or natural heating or cooling opportunities.

*Policy 6.11: Require the undergrounding of new utilities.*

PG&E projects that adequate capacity exists for electricity and natural gas service to development proposed as a part of the Specific Plan. Project developers will be required to provide necessary facilities to serve new developments.

*Policy 6.13: Require the undergrounding of new utilities.*

Currently, City ordinances require electrical and telephone lines to be placed underground when land is subdivided. In Midtown, all new electrical and telephone communications lines, both on- and off-site will be required to be placed underground as a part of subdivisions and/or new developments. Undergrounding of the utility lines along Main Street will be undertaken as a part of streetscape improvements.

*Policy 6.14: Prioritize the undergrounding of existing above ground facilities within the Midtown Area for the use of PG&E Rural 20 money. Consider using other financial resources to complete the undergrounding of utilities, as necessary.*

*Policy 6.15: Underground the utilities in conjunction with the reconstruction of Main Street.*

*Policy 6.16: Install vacant conduit for telecommunications within new developments. Install underground facilities as part of trench utilities as a part of project construction, to the extent feasible.*

Due to the burgeoning market for telecommunications services for home and business use, cable providers and internet services providers are constantly constructing new trenches. Development activities are not coordinated between service providers, often when one construction activity ends, another one starts, causing undue disruption. When new development will require extensions of utilities and new streets, vacant conduits should be installed to provide adequate provision for technology infrastructure, and to avoid the cost and disruption of separate, uncoordinated construction activities.

### **Solid Waste**

Refuse from the city is disposed of at the Newby Island Landfill, operated by BFI and located on Dixon Landing Road in San Jose. It is a Class III landfill, with an estimated life-span of approximately 20 years. The incremental growth anticipated by the Specific Plan would not substantially shorten this life-span as it is consistent with the growth that has been anticipated by BFI in their life-span projections. This is particularly true in consideration of the waste reduction and recycling programs implemented by the City. Thus, the solid waste disposal needs of the Midtown Area would be accommodated for the foreseeable future.

### **Solid Waste Policies**

*Policy 6.17: Implement existing recycling programs in the Midtown Area.*

In order to reduce the amount of solid waste generated in the Midtown Area, the City will continue to promote its existing recycling programs for residential and commercial users.

*Policy 6.18: Promote recycling of construction and demolition debris.*

Much of the Midtown Area consists of built-up urban land. New development will most likely involve demolition of existing buildings and paved areas which, if approached in a conventional manner, will result in the generation of significant waste. However, many common building materials are recyclable, such as asphalt, drywall, wood carpeting and asphalt shingles. As part of the demolition process, project developers should prepare a demolition plan that maximizes efforts to recycle materials.

### **Fire and Emergency Services**

#### **Fire Services**

The Milpitas Fire Department provides fire protection and suppression services to the Midtown Area. The department is also responsible for emergency medical services (EMS); rescue services; hazardous and toxic materials emergency response; coordination of city wide disaster response efforts; enforcement of fire and life safety codes; enforcement of state and federal hazardous materials regulations; and investigation of fire causes, arson and other emergency events.

The Midtown Area is served by the recently rebuilt Fire Station Number 1, located at 25 West Curtis Avenue (corner of South Main Street). The Insurance Service Office's rating for the City of Milpitas is Class 3 on a scale of 1 to 10 (1 representing the best fire protection and 10 representing the worst).

The emergency response time goal of the Fire Department is to deploy one engine to the scene of an emergency within 4 minutes, as set forth in the City's General Plan. The Department's average response time to all calls is 3.7 to 3.9 minutes. Because Fire Station Number 1 is within the Midtown Area, the fire call response time is approximately 1 to 2 minutes. However, a first alarm structure fire would require Fire Stations 3 and 4; response times would be 2 to 3 minutes longer (under ideal traffic and weather conditions) for these calls. The City also receives mutual fire aid from other municipalities under the Santa Clara County Mutual aid Plan and Bay Area Intercounty Fire Mutual Aid Plan for Local Resources. The San Jose, Santa Clara, Sunnyvale, Mountain View, Palo Alto and Santa Clara County Fire Departments and/or the Fremont Fire Department provide mutual aid to Milpitas in emergencies.

### **Emergency Medical Services**

The City currently shares EMS with a private medical response company, American Medical Response (AMR). The City provides engine-based, non-transport paramedic service as part of a comprehensive integrated county EMS system. Medical emergency calls receive response from the Fire Department, which provides one paramedic and two emergency medical technicians in conjunction with an AMR transport unit, which responds in an ambulance with one paramedic and one technician. Existing paramedic facilities within the Midtown Area are located at Fire Station Number 1. Emergency treatment facilities receiving patients from the Midtown Area include two private hospitals, Regional Medical Center of San Jose (formerly Alexian Brother's) and the San Jose Medical Center, as well as the county facility, the Santa Clara Valley Medical Health and Hospital System. All of these facilities are located to the south in San Jose. There are no hospitals in Milpitas. The closest of these facilities to the Midtown Area is the Regional Medical Center of San Jose on McKee Road between US 101 and I-680.

### **Projected Demand**

Additional fire and emergency services would be required as a result of implementation of the Specific Plan. These services would come in the form of additional personnel required to respond to emergency situations. The higher density multifamily residential units envisioned under the Specific Plan would typically require more firefighting equipment and more firefighters in the event of an emergency than typical single-family detached development. The Milpitas Fire Department would be able to handle incidents within six story buildings, such as those envisioned under the Specific Plan, given the department's current inventory of firefighting equipment. New multi-story buildings would be required by the department to have a number of built-in fire protections, such as sprinklers, smoke and fire detectors and alarms, smoke-proof stairwells, and standpipes. In addition, any incident beyond the capabilities of the department would also trigger a mutual aid response from Santa Clara, Fremont, and Alameda Counties.

An initial projection by the Milpitas Fire Department estimates that the Specific Plan would result in an increased staffing demand of two persons per day at Fire Station Number 1. Every available Fire Code resource will be brought to bear in the planning, design and construction and approval phase of the project. This will ensure maximum deployment of the latest technology in building fire protection, non-combustible building components and emergency access/egress systems are incorporated into the higher density, intense, mixed-use of the Midtown Area. This strategy will significantly lessen the demand for additional personnel and equipment to respond

to fires and medical emergencies. However, increased staffing demands will likely grow incrementally over the 20-year development of this plan resulting in a larger compliment of personnel for both engine and truck companies located at Fire Station Number 1. In addition, life-safety inspections may increase due to the number of new developments required to have Fire Code permits for regulated activities (e.g., apartments, restaurants, etc.).

### **Police Services**

The City Police Department provides police services to the Midtown Area. Services are provided from one central station, located at 1275 North Milpitas Boulevard in Milpitas. Police protection is provided via four or five “beats” depending on the level of staffing and particular time of day. The Midtown Area is within Beat 1 and 6. Beat 1 is the primary beat for all areas within the Midtown Area; Beat 6 is a substation facility located within the Great Mall.

### **Projected Demand**

Additional police services would be required to serve the increased population resulting from implementation of the Specific Plan. To maintain the desired police service ratios, the Police Department would need an additional ~~20~~11 officers to adequately serve a projected population increase of ~~13,1007,693~~ (~~4,8602,860~~ dwelling units at 2.69 persons per unit (build, approved and anticipated units)) additional residents. This demand would not occur at once, but would grow incrementally over the projected 20-year planning period. The department will continue to add sworn officers on an as-needed basis to provide adequate public safety in Milpitas, including in the Midtown Area, should the levels of development anticipated by the Specific Plan be approved. However, the addition of several sworn officers and their related equipment (e.g., police cars) would not necessitate the construction of additional facilities, though there is some likelihood that the department would expand the substation facility to accommodate additional staffing for Midtown, as well as the city as a whole.

### **Fire and Emergency Services Policies**

*Policy 6.19: Ensure that adequate Fire, Police and Emergency Services are in place to serve new development in Midtown.*

Development of the Specific Plan will create additional demands on Milpitas fire, police and emergency service personnel. Personnel will be required incrementally as new development is approved.

### **Public Schools**

The Midtown Area is located within the boundaries of the Milpitas Unified School District (MUSD), the Berryessa Union School District and the East Side Union High School District. The majority of the Midtown Area is within the MUSD. The MUSD is a K-12 district serving the majority of the city, adjacent unincorporated portions of Santa Clara County, and a small area of San Jose. Berryessa is K-8 and East Side Union is 9-12, and these two districts serve the properties south of Montague Expressway. Berryessa has 10 elementary and 13 middle schools, and East Side Union has 11 high schools.

### **School Enrollments**

As of September 6, 2000, the MUSD's total enrollment was 9,493 students, including: 5,129 elementary school students (K-6); 1,435 middle school students (7-8); and 2,854 high school students (9-12). The MUSD's existing facilities include nine elementary schools, two middle schools, one high school, and one alternative school. There are no MUSD schools in the Midtown Area. Students currently living in the area are enrolled in the three closest MUSD elementary schools (Sinnott, Spangler, and Zanker), Rancho Milpitas and Russell junior high schools, and Milpitas High School. The Berryessa Union School District's enrollment was 8,436 in June 2001, and the East Side District's enrollment was approximately 24,200.

### **Projected Demand**

The MUSD anticipates that it will have adequate capacity to absorb the additional students generated from the Midtown Area over the next 20 years if the developer fee structure remains in place. The MUSD report recommends that it monitor its own enrollment at the six schools (Spangler, Sinnott, Zanker, Rancho Junior High, and Milpitas High School) and use of developer fees to construct additional portable classrooms or relocatable (portable) classrooms at the various school site(s) to adequately absorb the additional students.

### **Public Schools Policies**

*Policy 6.20: Coordinate with the school districts in planning for adequate public school facilities.*

The City will continue to coordinate with the school districts as new residential development is proposed. Under current procedures, development proposals are referred to the districts for review. At the time building permits are issued, developers must pay impact fees to the district. These fees in turn will be used to build the necessary facilities to accommodate additional pupils.

Notes:

1 Census 2000.

2 Personal communication, Mr. Darryl Wong, Principal Civil Engineer, City of Milpitas, October 10, 2000.

3 John Carollo Engineers 1994a

4 Personal communication, Mr. Darryl Wong, Principal Civil Engineer, City of Milpitas, October 10, 2000.

5 City of Milpitas Water Conservation Programs, 2000.

6. This is the average dry weather peak week flow that was reported to the treatment plant in the summer of 1999, during the Wastewater Treatment Plants peak period. This is the volume that the City of San Jose tracks to ensure that the effluent does not exceed the City of Milpitas' permitted effluent discharge of 12.5 mgd ADDWF.

7 Mr. Randolph Shipes, Deputy Director, Environmental Services Division, City of San Jose, personal communication, November 29, 2000.

8. PG&E, November 2000.

9 City of Milpitas, Master Telecommunications Plan, 1995.

10 PG&E, November 2001.

11 Leigh Ann Anders, Environmental Safety and Human Resources, BFI, personal communication, August 29, 2000.

12 Personal communication, Fire Chief Wisberger, October 3, 2000.

13 Chief Weisberger, op. cit.

14 Personal communication, David Rossetto, Commander, Milpitas Police Department ,  
September 20, 2000.

15 Personal communication, Karl Black MUSD, September 6, 2000.

## 7. IMPLEMENTATION

### Introduction

This section provides implementation policies related to regulatory changes financing of new public improvements and other actions recommended to implement the Specific Plan. The first part of this section discusses policies related to regulatory provisions and review procedures. The second part addresses the phasing and financing of capital improvements necessary to support new development; and the final part discusses implementation programs for the Midtown Area. Taken collectively, these policies form an action plan for the Midtown Area.

The Specific Plan is a long-term, 20-year plan, that provides direction for new development in the area. It cannot be reasonably expected to be implemented through the actions of industry alone. It is important to view implementation of the plan as a public-private partnership between the City's Redevelopment Agency (RDA) and the property owners and developers that will undertake new development projects in the Midtown Area.

The Specific Plan is consistent with, and implements the goals and policies of, the Milpitas General Plan. A more specific discussion of consistency between the two documents can be found in Appendix A-Relationship to the General Plan.

### Implementation Goals

#### Goal I: Identify "catalyst" development sites.

There are ~~four~~three key sites within the Midtown Area, because of their sizes and locations, that hold the potential to set the 'tone' for the area and encourage further redevelopment and reinvestment. Two of these are near-term opportunities- the Abel property at Great Mall Parkway and Abel and Main Streets, and the county-owned site at Abel and Curtis Streets. These two large, undeveloped sites could have a significant near-term influence on the Midtown Area if they are developed with attractive new residential projects. The ~~two~~ other longer term catalyst opportunities for the Midtown Area ~~are~~is the potential redevelopment of ~~the Montague/Capitol Expressways TOD site adjacent to the proposed BART station at Montague Expressway, and~~ the eastern portion of the Serra Shopping Center with new office uses.

#### Goal 2: Identify financial resources to create a plan that is financially self-sufficient to the extent feasible.

Over the long-term, the plan should be financially self-sufficient; that is, it should generate adequate revenue to cover the costs of public investment in the area. Implementation of the plan will be a mix of public and private investment. Public funds should be used to eliminate blight and have the potential to stimulate private investment.

#### Goal 3: Establish the regulatory mechanisms necessary to implement the Specific Plan.

The Specific Plan will require a number of regulatory mechanisms for implementation. These include the following: changes to the General Plan and zoning regulations; expansion of existing

or adoption of a new redevelopment project area; adoption of new design review guidelines and procedures. These mechanisms are described further in this element.

### Regulatory and Review Policies

~~Policy 7.1: Form a new redevelopment project area or expand Area #1 to include a larger portion of the Midtown Area, as shown in Figure 7.1.~~

~~Formation of a new redevelopment project area or expansion of Area #1 will provide the financial and regulatory tools necessary to implement the Specific Plan. The Midtown Area may meet the criteria for physical and economic blight, as required by state statutes. An evaluation needs to be undertaken to determine whether it is more feasible to form a new redevelopment project area, or amend the existing Area #1. That decision will be determined based upon the existence of blight (as defined under the Health and Safety Code), financial feasibility, and the need to amend the existing project area for orderly planning and development.~~

Policy 7.21: Enforce the Development Standards and Design Guidelines (see Section 8.0 of this plan) to ensure that new development is of a high-quality and consistent with Specific Plan objectives.

The Specific Plan sets forth a comprehensive set of Development Standards and Design Guidelines that are intended to ensure that new development is of high-quality, and is oriented and designed to reinforce the public realm of the Midtown Area, specifically the streets, pathways, parks and transit stations.

Policy 7.32: Proposed plans shall undergo a supplemental architectural review for new office and high-density residential and other appropriate development to ensure high-quality development. The applicant will bear the cost of such a review.

In order to ensure that new development is of a high-quality and is consistent with the intent of the Specific Plan, review will be conducted on proposed development plans in the Midtown Area. This is a procedure that the City currently undertakes for new development proposals. The final decision on design review will rest with the final decision making body.

Policy 7.43: Encourage aggregation of parcels along Main Street ~~and within the Capitol/Montague residential area~~ in order to meet the needs of higher intensity commercial and residential development.

Parcel sizes within the Main Street area are very small. Effective new development in this area would be facilitated by an aggregation of smaller parcels into larger parcels that allow for better overall site plans than could be achieved by piecemeal development of individual parcels.

Policy 7.54: Require the preparation of a coordinated development plan (Precise Plan) for several parcels when development is proposed on the following sites, as designated in Figure 7.2.

Coordinated development plans would be required for the following parcels:

- Serra Way and Main Street

## Capitol Avenue High-Density Residential Zones

The intent of this policy is to coordinate development over several parcels, so that each individual development contributes to a coherent overall site plan for a larger area. When a project developer located in one of the areas shown in Figure 7.2 approaches the City regarding future development, a site plan for the overall area will be required. Issues to be addressed at the Precise Plan level include: coordination of circulation and access; placement and configuration of parking; and building orientation. Opportunities for coordinating parcel access (i.e., sharing driveways and minimizing curbcuts) are a key issue along Main Street. ~~Providing a coherent development pattern and an interconnected street pattern is a key concern in the Montague/Capitol residential area.~~

### Development and Financing Strategy

The following outlines a development, improvement, and financing strategy for implementing the Specific Plan. In preparing this implementation strategy, the following principles were used:

- Implementation of the Specific Plan should be strategic with respect to fostering high quality development, fiscal sustainability, and balanced community and economic development and public benefit;
- Public monies and resources should be focused to leverage the highest amount of private investment and public benefit; and
- Allocation of capital improvement costs should reflect the relative benefits received by project beneficiaries.

### Development Strategy

The Specific Plan identifies a projected development program consisting of new residential and commercial development, which is summarized as follows:

- 42,860 units of townhome, condominium, and apartment development;
- 362,351,000 square-feet of retail space; and
- 720,000 square-feet of office space.

Of this program 800 dwelling units and 300,000 square-feet of retail space are located within the existing redevelopment project Area #1 (see Redevelopment Areas Map).

### Capital Projects and Implementation Programs

A series of public and private projects are required to implement the proposed development program. These projects include public street and utility improvements, development of additional public amenities (e.g., parks), and administration of improvement programs (e.g., façade improvement programs). These costs are summarized below.

Estimates represent planning level costs and should be refined as more engineering and design studies are completed.

The assumptions for capital projects and implementation programs are described below.

**Public Street and Utility Upgrades:** This category includes upgrading streets and utilities as necessary to accommodate new development (improvements listed on pages 4-7 for streets, 6-4 for water, 6-7 for sewer, and 6-9 for stormwater). The costs for utilities include those necessary to serve a parcel as well as overall needed upgrades. Improvements that are directly tied to new development may be funded by developers through fees and exactions or through redevelopment funds. Private development alone cannot finance the required improvements to public streets and utility upgrades. Improvements that are necessary to improve existing substandard conditions would be a redevelopment cost.

**Public Amenity Program:** This cost category includes streetscape improvements (i.e., landscaping, benches and lighting), bicycle and pedestrian system improvements, and parks within the Midtown Area.

**Streetscape Improvements:** These improvements are recommended for Main and Abel Streets (including sidestreets: Curtis Avenue, Corning Avenue, Serra Way), and Great Mall Parkway. Improvements for Calaveras Boulevard were developed as part of the City's Streetscape Master Plan. Streetscape improvements will improve the image and amenity of the area for existing and future businesses. These streets are heavily-traveled, highly visible thoroughfares that are gateways to the community; streetscape enhancements will improve both the project area and the city as a whole. The cost estimates for Calaveras Boulevard improvements comes directly from the Streetscape Master Plan (Calaveras West) and is included in the 1999-2002 Capital Improvement Program. Using cost factors included in the Streetscape Master Plan, planning level estimates of streetscape costs for Main and Abel Streets and Great Mall Parkway have been developed.

**Bicycle and Pedestrian Improvements:** This includes improvements to the Penitencia Creek Trail as well as a future potential east-west bicycle/pedestrian connection over the Union Pacific Railroad tracks. Improvement of the Penitencia Creek Trail will provide a significant recreational and open space amenity for the Midtown Area, as well as the city as a whole. The rail tracks bike pedestrian crossing is under review as part of a separate study (Bicycle/Pedestrian Overcrossing of the Union Pacific Railroad Tracks, City of Milpitas). A preliminary estimate for the structure is \$5.0 million with the public share of the total cost estimated at \$2.5 million. This project clearly has a citywide benefit.

**Parks:** This category includes the approximately 15 acres of public park land in new residential areas of Midtown. With the exception of the Town Square Park in the vicinity of Serra Way and Main Street, parks are anticipated to be dedicated and improved by residential developers. Town Square Park, as a citywide amenity, is assumed to be a joint public/private effort.

**Administrative Programs:** Additional City services would assist in the implementation of the Specific Plan. Three areas for additional/expanded programs are recommended and are discussed below

- Site Assembly Program. Monies the RDA may use to assist in the assembly of parcels or to implement public objectives (i.e., affordable housing). There are several "soft" sites that could benefit by assembling parcels to create a larger development project. Sites

along Main Street and around the Montague Transit Stations appear to be prime candidates for some assembly. ~~These areas are not, however, within the City's Redevelopment Districts.~~

- Facade Enhancement. Programs to enhance the street face of existing buildings.
- Marketing. City programs to target and attract desirable businesses/development to Midtown Area.

Policy 7.65: Allow new development to be phased as permitted by market conditions and by the availability of supporting infrastructure.

It is anticipated that new development in Midtown will proceed as market conditions and property owner interest dictate, and will occur over a time period of 10 to 15 years. There are no requirements for parcels to be developed in any particular order so long as supporting infrastructure is available to accommodate new development.

Policy 7.76: Establish contractual and/or financial mechanisms to ensure the equitable financial participation of project developers in the construction of infrastructure and public facilities, as appropriate.

In some areas it may be desirable to establish contractual or financial mechanisms such as reimbursement agreements, owner participation agreements and disposition and development agreements, development fees or assessment districts to provide the financial mechanisms to fund or maintain improvements that serve or benefit several property owners. A summary of the most likely financial tools is found in Appendix C.

Policy 7.87: Use available housing set aside funds to assist in the provision of affordable rental and ownership housing within market-rate projects when necessary. Leverage funds to maximize affordability.

Under California law, a portion of tax increment monies must be set aside for housing which is affordable to very low, low, and moderate income households. These funds will be utilized for affordable units within new market-rate housing developments in the Midtown Area. It is desirable to create both affordable rental and ownership housing. Funds for affordable housing should be leveraged to attract other funds/programs to lower housing costs, such as money from state housing programs.

~~The RDA has spent approximately \$58 million on affordable housing programs and projects, as of the end of fiscal year 2000/2001. This includes direct project expenditures, loans and grants for affordable housing, program management, and debt service expenses. As of the end of 2000/2001 fiscal year, RDA's expenditures exceeded 20% of tax increment revenues by approximately \$4.4 million. This means that the agency is not required to make additional set aside housing expenditures until the balance that has been advanced has been re-paid. At that point the agency will resume making annual deposits to its housing set aside fund to fund affordable housing projects and programs.~~

Policy 7.98: Establish an in-lieu fee program for affordable housing in compliance with Policy

3.6. Determine the in-lieu fee on a project-by-project basis in order to reflect the most current market changes in the cost of providing housing units.

Policy 3.6 requires affordable housing units to be provided with new housing developments. The affordable unit requirements will be determined on a project-by-project basis, considering the size of the project, the location of the site, and the mix of affordable units in the Midtown Area. Housing developments of 12 units or less may be allowed to pay a fee in-lieu of providing affordable units. In-lieu fees will be determined through Council at a later date.

| Policy 7.~~409~~: Pursue funding from government sponsored grant programs for transit and pedestrian realm improvements.

Additional sources of funding for capital projects will be pursued through many grant programs. For example, improvements to the pedestrian and bicycle system, such as improvement of the creek trails and the pedestrian and bicycle overcrossing, may be candidates for Transportation Equity Act for the 21st Century (TEA-21) funding. TEA-21 funds are applicable to a wide range of transportation related projects and typically require a local match.

| Policy 7.~~410~~: Consider using a portion of the State Park Bond 2000 (Proposition 12) Funds toward developing the creek trail system.

In March 2000, California voters approved the Safe Neighborhood Parks, Clean Water, Clean Air and Coastal Protection Act of 2000 (Proposition 12) which provided \$824 million for local assistance grants. Local grants included within the bill are disbursed both on a per-capita basis as well as on a competitive basis.

In addition to the per-capita grants, Proposition 12 also provides for competitive grants in a number of areas including development of trails. Applications for these competitive grants will be staggered throughout the 2001/02 fiscal year. The grant program will be administered by the State Department of Parks and Recreation.

| Policy 7.~~42112~~: Provide incentives to developers to develop the Main Street Town Square.

There are two approaches to implementing the Town Square: RDA will purchase land and develop the square; or the land will be developed as part of a development project. The RDA will consider appropriate incentives, such as density bonuses, waiver of fees/affordable housing requirements and/or funds, to developers in order to provide a Town Square on Main Street.

| Policy 7.~~4312~~: Prepare construction documents and integrate streetscape design and construction programs for Midtown streets into the Capital Improvement Program.

Streetscape improvement programs will contribute greatly to a new image and identity for the Midtown Area, as well as to a more amenable pedestrian environment. Conceptual plans have been developed and placed within the Capital Improvement Program for West Calaveras

Boulevard through the ~~recently~~-adopted City of Milpitas Streetscape Master Plan. ~~Landscaping improvements for Great Mall Parkway will be developed as a part of the LRT project.~~ Plans

should be prepared for the following streets:

- Main Street (including Carlo Street, Serra Way, Corning Avenue);
- Abel Street; and
- East Curtis Avenue.

These improvements should be integrated into the overall Capital Improvements Program as soon as feasible.

| Policy 7.4413: Phase streetscape construction on Main and Abel Streets to minimize disruption along the streets.

Streetscape improvements should be developed in phases to minimize disruption. At a minimum, the Abel Street bike lanes, if not the entire program of streetscape improvements, must be completed prior to the Main Street improvements.

| Policy 7.4514: Establish a public outreach and information program for streetscape improvements along Main and Abel Streets.

There will be some disruption to businesses during the street construction period. Public outreach and information programs for Milpitas residents and business owners which promote the street improvements and provide information regarding the progress of construction should be undertaken. Outreach efforts could include news articles, block meetings with business and property owners, neighborhood meetings, attractive signage and/or banners promoting streetscape improvements, construction reports and updates posted on the City's website.

| Policy 7.4615: Establish programs to achieve the goals of beautification and economic development.

Beautification and economic development programs can be provided to improve the appearance of eligible buildings and the area. Such efforts include:

- Undergrounding overhead utilities;
- Sign abatement;
- Banners; and
- Establish a Business Improvement District (BID).

In addition, the facade enhancement program should be designed to have a relatively short life, to encourage eligible building owners to participate in the near-term, and create an impact in the early years of the Specific Plan's implementation.

| Policy 7.4716: Place a priority on recruiting a food store in the southern portion of the Midtown Area.

In the Milpitas North/San Jose market area there are a total of 11 supermarkets-these include two Ranch 99 Markets, Lion Food Center, Ocean Market, two Albertson's, two PW Supermarkets,

one Safeway, one Save Mart, and one Nob Hill Foods. These markets are clustered along Calaveras Boulevard and northeast of I-680; and along Hostetter and south, leaving the southern portion of the Midtown Area (~~generally from Curtis Way to Montague Expressway~~) lacking a full-size grocery store. This deficiency has been felt primarily by the Pines Neighborhood, which has expressed the desire for a store within the area. A market study conducted at the outset of the planning process concluded that at least an additional 2,000 housing units would be necessary (within a 1-1.5-mile radius of the Pines Neighborhood) in order to provide market support for a grocery store.

The strategy to attract a food store to the area is threefold:

- Encourage new housing in the area;
- Actively recruit potential retailers; and
- Consider incentives to attract a retailer.

| Policy 7.~~48~~17: Work with the Santa Clara Valley Water District and the San Francisco Public Utilities Commission to improve creek trails and open space for the Penetencia and Berryessa Creek Corridors, and the Hetch Hetchy right-of-way.

In 1997, the City adopted the Milpitas Trails Master Plan, which provided a blueprint for a comprehensive network of trails, the majority of which follow creeks, rail corridors, and utility rights-of-way that traverse the city. SCVWD and the SFPUC have policies that permit recreational use of their properties, provided that the agencies enter into a joint use agreement. The Specific Plan utilizes the creek trail system as a key component of Midtown's park and open space network, and allows residential developers to improve the trail network to meet park dedication requirements.

When residential development is proposed in the Midtown Area, the developer should work with the City to identify an overall plan for meeting park dedication requirements. Depending on the size of the residential development, this will include some combination of on-site parks and creek trails. When improvement of the creek trails are proposed, a trail segment will be identified in consultation with City staff. Cost estimates for trail improvement and landscaping will be prepared and verified by City staff (see the Milpitas Trails Master Plan for more specific design guidance). Developers will pay for the improvements, and the City will coordinate with the appropriate agencies (i.e., SCVWD or SFPUC) and construct improvements.

| Policy 7.~~49~~18: Establish a Midtown park fee account.

A separate account will be established for park in-lieu fees collected from developments in Midtown in order to ensure that the fees go toward improving and maintaining parks and open space in the Midtown Area.

#### Notes

1 City of Milpitas. *Milpitas Trails Master Plan*. June 1997: p.9

## 8. DEVELOPMENT STANDARDS AND DESIGN GUIDELINES

### PURPOSE

The purpose of the Development Standards and Design Guidelines is to guide future development in the Midtown Area to be consistent with the vision and goals for the area as detailed in the Specific Plan. These standards describe and illustrate building and landscape designs that are appropriate for the Midtown Area. They establish the criteria used by the City in reviewing proposed development. They are intended to encourage high quality design and development, creativity and innovation in Midtown Milpitas.

The guidelines included herein indicate the minimum requirements, and in some cases, developers may be required to provide more than the minimum in order to meet the stated intent of the Specific Plan.

### USE OF STANDARDS & GUIDELINES

This section contains both mandatory regulations in the form of development standards and interpretive design guidelines, which allow some level of discretion in achieving the established objectives. The words "shall" and "will" indicate a mandatory requirement. The word "should" means that an action is required unless a determination is made that the intent of the guideline is satisfied by other means. Words such as "encouraged" or "may" are advisory and are provided as guidelines for development. In general, the word "shall" is used in the Development Standards. The Design Guidelines include the word "should" indicating a mandatory guideline.

The Specific Plan introduces two new General Plan and Zoning designations-these include the multifamily very high density (R4) and the mixed-use district (MXD). In addition, the Specific Plan also proposes includes two overlay zones over the underlying zoning and land use designations. These overlay zones include the TOD overlay zone that overlaps from the Transit Area Specific Plan and the Gateway Office overlay zone. Combining these overlay districts with the two proposed General Plan and zoning designations results in five new categories, listed below.

These designations include:

<b>General Plan</b>	<b>Zoning</b>
Multifamily Very High Density	R4
Mixed-Use District	MXD
<u>Mixed-Use with a TOD Overlay Zone</u>	<u>MXD-TOD</u>
Multifamily Very High Density with a TOD Overlay Zone	R4-TOD
Gateway Office Overlay Zone	C2-OO

The Specific Plan includes the Gateway Office overlay zone designation on two specific sites with an underlying commercial land use designation with the purpose of attracting Class A office buildings. There are existing land use and zoning designations in the Midtown Area (such as C1,

C2, M1, M2, MP etc.). Since no zoning ordinance changes are proposed to the existing land use and zoning designations in the Midtown Area, standards and regulations for those areas are not included in this section. For regulations and policies for existing land use and zoning designations, please refer to the City's General Plan and Zoning Ordinance. However, the design guidelines included herein are applicable to both the existing and proposed land use and zoning designations.

## **FORMAT**

A development standards matrix summarizing the standards is included at the end of this section.

The design guidelines are discussed under the following headings:

### **A. Site Planning**

1. Street Pattern
2. Site Configuration and Design
3. Parking Areas
4. Treatment of Garage Frontage in Residential and Mixed-Use Buildings
5. Service Areas in Non-Residential Projects

### **B. Building Design**

1. Building Orientation
2. Building Massing and Articulation
3. Fenestrations
4. Building Materials
5. Building Colors
6. Roof Design

### **C. Open Space and Landscaping**

1. Landscaping
2. Accessway and Drive Isle Landscaping
3. General Planting Guidelines
4. Signage
5. Lighting

### **D. Design Guidelines by Building Type**

1. Mixed-Use Buildings
2. Multifamily Residential
3. Large Floor Plate or Big Box Retail
4. Office Buildings
5. Class A Office Building
6. Civic, Public and Quasi-Public Buildings
7. Light Industrial/Industrial Park
8. Parking Structures

### **E. Design Guidelines for Specific Projects**

1. Town Square
2. Transit Stations
3. South Main Street Residential Development

## RELATIONSHIP TO OTHER DOCUMENTS

The City is amending its General Plan and Zoning Regulations concurrently with the adoption of the Specific Plan, in order to ensure consistency with the plan, including the Development Standards and Design Guidelines. Should a conflict between these Guidelines and Standards and the Milpitas Zoning Code or Sign Ordinance arise, the standards contained within this section shall govern. All other sections of the Milpitas Municipal Code shall prevail over the Design Guidelines and Standards. This section, like the entire Specific Plan, may be modified only with the approval of the City Council, through a formal Specific Plan modification process.

## REVIEW PROCESS

All projects proposed within the Midtown Area are subject to a ~~Site and Architectural Review~~ Site Development Permit (SDP), ~~(S-Zone Review)~~, in accordance with ~~Chapter 42 of~~ the City's Zoning Ordinance. In addition to the usual ~~S-Zone~~ SDP process of reviewing projects for conformance with the City's General Plan and Zoning Ordinance, projects shall have to demonstrate compliance with the Specific Plan-including the Development Standards and Design Guidelines. No ~~S-Zone~~ SDP approval shall be issued by the City without the decision making body making the following finding:

"The proposed project conforms to the intent and the specific requirements of the Midtown Specific Plan, including the Development Standards and Design Guidelines."

Exceptions to the standards may be approved by the Planning Commission upon review of a use permit, in accordance with the requirements of ~~Chapter 57 of~~ the Zoning Code. This process may not be used to vary from the density requirements, allowable uses or public and private park land requirements contained within the standards or the Zoning Code. In addition to the required finding under Chapter 57, the Planning Commission must be able to make the following two additional findings:

"The deviation from the Midtown Specific Plan Standard meets the design intent identified within the Specific Plan and does not detract from the overall architectural, landscaping and site planning integrity of the proposed development."

"The deviation from the Midtown Specific Plan Standard allows for a public benefit not otherwise obtainable through the strict application of the Design Standard."

The City is consciously choosing to apply the use permit process rather than the variance process when allowing exceptions to the Design Standards in order to allow for the maximum flexibility in meeting the intent of the Specific Plan.

### 1.0 Density

Density refers to the amount of development that is permitted in the various zoning districts. For residential uses, the density is measured as dwelling units per gross acre. For non-residential uses, the density is defined by the FAR. An FAR is the ratio of the total building area to the gross site area. For mixed-use buildings, the density refers to the residential component of the project, while a separate FAR is included for the commercial component of the project. In the mixed-use district, density and FAR are calculated independently.

The densities for the various zoning designations are as follows:

- a. R4 (Multifamily Very High Density)
  - 31 dwelling units per gross acre (minimum)
  - 40 dwelling units per gross acre (maximum)
  - For parcels less than 20,000 square feet, minimum number of residential units may be reduced with approval of the Planning Commission.
  
- b. MXD
  - 21 dwelling units per gross acre (minimum)
  - 30 dwelling units per gross acre (maximum)
  - For parcels less than 20,000 square feet, minimum number of residential units maybe reduced with approval of the Planning Commission.
  - FAR: 0.75

~~e.MXD TOD (Mixed Use District with a TOD Overlay Zone)~~

- ~~• 31 dwelling units per gross acre (minimum)~~
- ~~• 40 dwelling units per gross acre (maximum)~~
- ~~• FAR 1.0~~

~~d.c.R4-TOD (Multifamily Very High Density with a TOD Overlay Zone)~~

- ~~• 41 dwelling units per gross acre (minimum)~~
- ~~• 60 dwelling units per gross acre (maximum)~~
- ~~• FAR: 0.50~~

~~e.d.C2-OO (Gateway Office Overlay Zone)~~

- ~~• FAR: 1.5 for Class A office buildings~~
- ~~2.0 Maximum Building Height~~

## 2.0 Maximum Building Height

- a. R4 (Multifamily Very High Density)
  - 4 stories and 60 feet, including special architectural elements such as towers and spires.
  
- b. MXD (Mixed-Use District)
  - 3 stories and 45 feet, including special architectural features such as towers or corner elements up to 55 feet.

~~e.MXD TOD (Mixed Use District with a TOD Overlay Zone)~~

- ~~4 stories and 60 feet, including special architectural elements such as towers and spires.~~

d.c. R4-TOD (Multifamily Very High Density with a TOD Overlay Zone)

- 5 stories and 75 feet, including special architectural elements such as towers and spires.

e.d. C2-OO (Gateway Office Overlay Zone)

- 6 stories and 85 feet. A conditional use permit may be approved by the Planning Commission for buildings that exceed this standard up to 8 stories and not more than 115 feet in height for exceptional architecture and aesthetic merit.

### 3.0 Building Setbacks

Building setbacks indicate the distance between the outer edge of the building facade and the property line, or edge of sidewalk or curbs. Also included within the category of setbacks is the concept of build-to lines. A build-to line is generally used in urban areas, (such as Main Street) to define locations where buildings must be built within a certain distance of the public right-of-way. A build-to line ensures that the various buildings along the street create a defined building edge, which helps create a comfortable pedestrian setting along the sidewalk. Where build-to lines are required, a minimum of 60% of the street facing building facade should be located on the build-to line. All public sidewalks shall have a minimum width of 10 feet from the edge of the curb, except for the Core Main Street area (as shown in Figure 3.1), where the sidewalks shall have a minimum width of 15 feet.

*a. R4 (Multifamily Very High Density)*

1. Front Setbacks:

A minimum of 8 feet and a maximum of 15 feet from back of sidewalk. The sidewalk shall either be based on the existing sidewalk or an assumed 10-foot wide sidewalk, whichever is wider.

Within the 10-foot sidewalk shall be street trees.

- Porches and stairs may project up to 6 feet into the minimum setback provided they are incorporated into an integrated landscape concept where the majority of the setback area is reserved for landscaping.
- Parking is prohibited in the front setback.
- Setbacks shall be attractively landscaped with low hedges, flowering shrubs and specimen trees planted in the same configuration as the street trees to create a pedestrian colonnade along the sidewalk.

2. Side and Rear Yard Setbacks:

10 foot minimum.

- Setback areas shall be landscaped but may also be occupied by residential accessory buildings, or drive aisles.
- Balconies, bay windows, and awnings may project up to 6 feet into the setbacks.
- Street side yards shall be treated the same as front setbacks.

*b. MXD (Mixed-Use District)*

1. Front Build-To Line/Setbacks:

*For buildings along the Ground Level Commercial portion of Main Street (as identified on Figure 3.1):* Front setback shall be a build-to line 15 feet from the edge of the curb. Within the 15 feet sidewalk shall be street trees.

*All other areas:* A minimum setback of 8 feet and a maximum of 15 feet from the back of sidewalks. The sidewalk shall either be based on the existing sidewalk or an assumed 10-foot wide sidewalk, whichever is wider. Within the 10-foot sidewalk shall be street trees.

- A building's first floor may be recessed from the front setback for the purposes of an arcade, or a small gathering/dining or special entry area. The arcade should have a minimum height of 8 feet, a minimum width of 8 feet.
- The frontyard setback may be reduced for mixed-use developments where it can be demonstrated that such a change is compatible with adjacent properties and would enhance the streetscape environment.
- Recessed areas may have maximum depth of 10 feet, and may not exceed 40% of the building's street facing elevation.
- An entry door area up to 9 feet wide may be recessed up to 4 feet from the back of the sidewalk.
- Balconies, bay windows, porches, stoops and awnings may project into the setbacks provided at least 60% of the required setback area is landscaping.
- Trellises, canopies and fabric awnings may project up to 5 feet into front setbacks and public rights-of-way, provided they are not less than 8 feet above sidewalk.
- All buildings must face onto the street they front upon.
- All required front setback areas shall be landscaped or paved to allow for outdoor seating or street furniture.
- Setbacks shall be well landscaped with low hedges, flowering shrubs and trees that create diversity and interest along the streets.

## **2. Side and Rear Yard Setbacks:**

- In the ground level commercial area, no interior side yard setback required.
- 10 feet from the side and rear yard property lines.
- Setback areas shall be landscaped but may also be occupied by residential accessory buildings or drive aisles.
- To mitigate the effects of adjacent service commercial or light industrial uses, increased setbacks and other measures, such as a solid, 6 foot fence or masonry wall, shall be considered by the Planning Commission during the review process.
- Streetside setback shall be treated same as front setback.

### *c. C2-00 (Gateway Office Overlay Zone)*

#### **1. Front Setback:**

- A minimum setback of 0 feet and a maximum of 10 feet from back of sidewalk.
- The main entrance shall face the street.
- The building shall be parallel to the street.

## 4.0 Off-Street Parking

### *a. R4 (Multifamily Very High Density)*

Multiple family dwellings shall include the following ratios of parking:

[INSERT TABLE]

- Parking is prohibited in the front setback and should be at the rear of the buildings.
- Shared driveways shall be considered wherever possible to minimize curbcuts.
- Carports shall be integrated with the character and materials of the building architecture and landscaping.
- A single carport shall not be more than 8 stalls wide.
- Carports shall be separated from one another with a 4-foot-wide (minimum interior dimension) landscaped island, planted with a tree.
- Tandem parking in garages is allowed.

### *b. MXD (Mixed-Use District)*

The parking ratios for buildings in the mixed-use district are as follows:

[INSERT TABLE]

- On-street parking adjacent to the building's street frontage may be counted toward a development's overall parking requirement.
- Parking is prohibited in the front setback and should be at the rear of the buildings.
- Shared driveways shall be considered where ever possible to minimize curbcuts.
- Tandem parking may be allowed with a Conditional Use Permit.

### *c. TOD (Mixed-Use District with a TOD Overlay Zone)*

- ~~Parking requirements, as listed in the MXD (Mixed-Use District), will be reduced by 20% of the total required parking.~~
- ~~The northern TOD, may only apply this reduction once a decision on the location and the viability of the northern BART station has been made by the City Council.~~

## 5.0 Parks & Open Space

The Specific Plan envisions three kinds of open spaces within the Midtown Area. Public parks are community open spaces that are publicly-accessible and meant for use (e.g. Town Square, Transit Green, pedestrian and bicycle trails). Common open spaces are those that are incorporated into a housing development. These spaces could include private park areas with uses such as swimming pools, tot-lots, club houses, exercise rooms, large lawn areas for playing and tennis courts. Common open space also includes landscaped areas that create the environment within the development. Private open space includes patios and balconies.

### *a. Park Requirements*

- Developments in all areas of Midtown shall provide public and private park space at a ratio of 3.5 acres per 1,000 population.
- Up to 1.5 of the 3.5 acres of park space required may be provided as private park space, the remainder shall be public park space.
- All public parks shall be publicly-accessible.
- Parks shall be evenly dispersed through the development with a goal of providing a park or open space in close proximity to the residential units.
- Private park space should be configured to be usable for recreational purposes by residents of the housing development.

*b Open Space*

- For developments in the R4 District at least 25% of the site shall be open space (exclusive of parking lots and roadways).
- For developments in the R4, a minimum of 200 square feet of usable open space per unit (may include an on-site private park or a public park).
- In the MXD, ~~MXD-TOD~~, and R4-TOD, open space requirements are to the approval of the Planning Commission.

**6.0 Utilities**

*a. Utilities*

- Utilities shall be placed in underground or subsurface conduits.
- All mechanical equipment, ground transformers, and meters shall be located to minimize visual impacts, particularly from public views, and shall be adequately screened with planting, berms or with an enclosure.
- Roof-mounted mechanical equipment shall be concealed from ground-level views through a roof design that is architecturally integrated with the building, such as equipment wells and parapets.
- Public utility distribution meters, vaults, and similar installations shall be consolidated in a single area whenever possible and located away from highly visible areas such as street corners and public open spaces. Their locations shall be coordinated with lighting and street trees to minimize impacts to street landscaping.
- Equipment and its enclosures shall be adequately screened with landscaping and blend with surroundings.

*b. Backflow Preventors*

- Backflow preventors shall be located within landscaped setback areas and painted black or dark green to minimize visual appearance.
- Where no landscaped setback areas exist, backflow preventors shall be incorporated into the front of buildings to minimize visual obtrusiveness into sidewalks and pedestrian promenades.
- Exterior mounted utility equipment should be painted to blend with its surroundings.

*c. Trash/Recycling Enclosures*

- Larger refuse and recycling containers used by the multifamily and mixed-use buildings

shall not be visible from a public or private street. Such containers shall be stored either within the parking facility of the building or within a vehicular accessway with appropriate

- screening.
- Trash receptacle pads shall be integrated within the design of the residential lanes.
- All enclosure walls shall incorporate the building materials and colors to match the architecture of the building, additionally, they shall include appropriate landscaping for screening.

#### **d. Telecommunication Facilities**

- All antennas for cellular and telecommunication uses shall be building facade or roofmounted and screened appropriately. The smallest available antennas shall be used in the Midtown Area.
- On Main Street, the cellular antennas shall be "stealth" facilities.

### **7.0 Minimum Spatial Requirements for Quasi-Public and Other Specified Uses**

In the Mixed Use District, there is a concentration of quasi-public uses and businesses related to vehicles and industrial services. These types of uses have limited daytime activity and do not contribute to an active street environment. Therefore, in order to promote a lively mix of uses in the Mixed Use District, the following spatial distance requirements shall apply to new uses.

#### *a. Quasi-Public Uses*

The following quasi-public uses may be permitted in the Mixed Use District with approval of a Conditional Use Permit and provided they are not located within 1,000 feet of another quasi-public use listed below:

1. Places of assembly, including but not limited to auditoriums, banquet halls, fraternal or union hall, churches and religious institutions.
2. Hospitals or sanitariums.
3. Private elementary, middle or high schools.
4. Vocational schools, if not found objectionable due to noise, odor, vibration, or other similar health, safety or welfare basis.

#### *b. Other Specified Uses*

The following uses may be permitted in the Mixed Use District with approval of a Conditional Use Permit and provided they are not located within 1,000 feet of the same type of use or any use listed below:

1. Vehicle service uses, including but not limited to: gasoline service stations, car washes, tire shops, towing without vehicle storage, and vehicle repair shops of all kinds, glass, upholstery, etc. Entrances to the service bays shall not be open to the street but shall be designed to face the rear or interior side property line.
2. Cabinet or carpenter shops if conducted in a completely enclosed building.
3. Janitorial services and window cleaning services.
4. Local transportation service facilities (e.g. taxi, parcel service, ambulance, armored car, van

storage and auto rental).

5. Pawnshops.

6. Plumbing or sheet metal shops.

7. Sign shops, if conducted wholly within completely enclosed buildings.

The provisions relating to the location of quasi-public uses and the above specified uses shall not apply to any lawful uses existing or approved prior to May 2, 2002, except that such uses shall not be allowed to expand beyond the legal parcel area they occupied on May 2, 2002, plus any parcel adjacent to the parcel occupied on May 2, 2002.

## **8.0 TOD OVERLAY ZONES**

Development within the TOD overlay Zones shall conform to the Development Standards for the underlying zoning district, unless otherwise noted in this section.

Development within the TOD overlay zones shall incorporate measures that would encourage the use of transit, walking and cycling. For this reason transit service retail is allowed in the R4-TOD district. Additionally, developments within the TOD district shall include, but not be limited to, the following:

- Adherence to the Design Guidelines of this plan which provide direct and attractive pedestrian connections between residential and commercial uses and transit stations, and the organization of buildings to reinforce the transit stations and pedestrian routes;
- Incorporation of retail support shops and services, within the R4-TOD district could include: restaurants, cafes, exercise facilities, dry-cleaners, daycare, video rental, automated teller machines, and other services that residents and employees use on a frequent basis. ~~These same uses are encouraged for the MXD-TOD as well;~~
- Participation in the VTA's EcoPass Project or similar programs;
- Provision of bicycle facilities and showers (new office and employment uses);
- Drive-thru windows shall not be permitted; and
- Parking reductions shall be granted as discussed in Section 4.0.

## **9.0 Gateway Office Overlay Zone**

Development within the Gateway Office overlay zones shall incorporate measures to ensure an attractive, landmark-quality entry image to Milpitas, and encourage the use of alternative modes of transportation.

## **DESIGN GUIDELINES**

The Design Guidelines include both general design guidelines and specific standards to guide future development within the Midtown Area. The guidelines are intended to guide phased development over a 20-year period. The Design Guidelines include both mandatory standards and interpretive design guidelines. The word "should" means that an action is required unless a determination is made that the intent of the guideline is satisfied by other means. Please note that these guidelines are minimum requirements, and developers may be required to provide

additional amenities to meet the goals of the Specific Plan.

## **A. SITE PLANNING**

### **1. Street Pattern**

- a. The street pattern in the Multifamily Residential District should maximize connectivity through the district for both autos and pedestrians.
- b. North of the Penetencia Creek corridor, Great Mall Parkway/~~Capitol Avenue together~~ represents the primary “spine” and streets should run parallel and perpendicular to it.
- c. South of the creek, the primary orientation should be north-south.
- d. In the vicinity of Curtis Avenue, streets should orient to the grid created by Curtis Avenue, Main and Abel Streets.
- e. Block lengths should not exceed 400 feet between streets and should have some form of publicly-accessible pathway at least every 200 feet. This may take the form of a pedestrian accessway or a vehicular accessway with walkways.

### **2. Site Configuration and Design**

- a. Residential buildings should reinforce streets and pedestrian connections to the transit station(s) by being oriented toward the streets.
- b. Aggregation of parcels on Main and Abel Streets to create larger building sites and to reduce curbcuts is encouraged.
- c. Building facades should include street-facing entries, windows, special corner treatment, and other articulation.
- d. To mitigate the effects of adjacent service commercial or light industrial uses, increased setbacks and other measures, such as a solid 6 foot fence or masonry wall, should be considered.
- e. Primary vehicular access to all developments should be from curbcuts or accessways providing a direct connection to the street.
- f. Access drives to parking facilities should be shared wherever feasible in order to reduce curbcuts and potential conflicts with pedestrians.
- g. Street-facing surface parking lots are highly discouraged.
- h. At-grade garages for lower density residential development (i.e., rowhouses, townhouses) should be organized in well-landscaped auto mews and parking courts leading to individual garages.
- i. Security gates are prohibited in all areas of Midtown.

### **3. Parking Areas**

- a. Off-street parking facilities should have limited visibility (primarily entrances) from streets and accessways.
- b. Parking areas should be convenient yet not detract from the pedestrian nature of the area.
- c. Parking should generally be below grade or encapsulated within buildings to reduce the visual impact. Where not feasible, surface parking lots should be located primarily behind buildings.

- d. Surface parking areas should be well landscaped with trees planted in a regular configuration.
- e. In surface parking lots, trees should be installed at a ratio of one tree per three parking stalls for the perimeter of the parking lot, and one tree per six spaces for the interior of the parking lot.
- f. Where parking layouts exceeds two rows in depth, parking should be aligned in the direction of pedestrian movement, and pedestrian island walkways should be provided within the planted area.
- g. All landscape areas should be protected with planter curbs a minimum of 6-inches high.
- h. All perimeter setback areas should be landscaped. A screening shrub hedge (up to 6 feet high) should be planted along the property line between parcels.
- i. Parking areas within the Mixed-Use Districts should be designed in such a way to provide for a comfortable pedestrian experience.
- j. Broadleaf, deciduous trees should be used in parking lots to provide adequate shade in summer but allow sunlight to penetrate through in winter.
- k. Trees should be set into a tree grate or landscaped median that is a minimum of 4 feet-wide (internal dimensions) and well protected by tree guards or other mechanisms.
- l. The use of permeable paving or alternative materials to reduce surface runoff is strongly encouraged as a surface material for parking stalls.
- m. Within each residential units/cluster of units, an adequate amount of bicycle parking stalls should be provided.
- n. Bicycle parking should generally be secured and weather protected.

#### **4. Treatment of Garage Frontage in Residential and Mixed-Use Projects**

- a. For multifamily projects, service alleys or auto courts should incorporate design features to improve the appearance of the alley or autocourt.
- b. Landscaping between garages, such as vines on trellises, potted plants, or shrubs or small trees should be planted between every unit.
- c. The parking podium for multifamily buildings should be a minimum of 5 feet above grade and should be screened with stoops, stairs, ornamental screens and landscaping.
- d. Vehicular entries to garages should be from the sides or rear of buildings and not from the primary street frontage to camouflage the garage from the streets, reduce pedestrian and vehicle conflicts, and present a more attractive primary street frontage.
- e. For projects which include multiple podium buildings, shared driveways should be provided when feasible.
- f. Parking garages accessed from the front of buildings is discouraged. However, if parking is accommodated in individual unit garages that are accessed in the front of the building, the presence of the garage should be minimized by setting the garage back at least 4 feet behind the building entry.
- g. For mews residential or live/work residential units, parking may be accommodated within small surface parking area (i.e., no more than 20 spaces) or in "tuck under" garages beneath buildings.

#### **5. Service Areas in Non-Residential Projects**

- a. All loading areas should be located at the rear or sides of buildings.
- b. Loading areas should generally not be more than 30 feet from the building's primary service entrance. They should not occupy more than 20 feet of the buildings' rear facades.
- c. For commercial buildings, where there is no alternative, loading may occur through the front door.

## **B. BUILDING DESIGN**

### **1. Building Orientation**

- a. Buildings should maintain a strong relationship to the street with primary building entrances oriented toward the street. Building mass should be parallel or on axis with adjacent streets.
- b. Mews residential or live/work buildings should be oriented toward the street with windows, balconies, terraces oriented to the primary street as well as internal mews.

### **2. Building Massing and Articulation**

- a. All exterior wall of a building should be articulated with a consistent style and materials.
- b. In no case should any façade consist of a blank wall.
- c. Buildings should be well articulated by changes in roof heights and vertical planes to reduce the appearance of bulk and create interesting building silhouettes.
- d. All building facades should have well-defined base consisting of , but not limited to: thicker walls; richly textured materials (i.e. tile or masonry treatments); and a recognizable “top” consisting of, but not be limited to: cornice treatments; roof overhangs with brackets; stepped parapets; richly textured materials (i.e. tile or masonry treatments); and/or differently-colored materials.
- e. Building entries should be emphasized with special architectural and landscape treatment. In order to create visual interest on the other sides of buildings, secondary entrances should be treated in a similar manner.
- f. Balconies may be integrated with porches or entry features.
- g. Where units and houses face the public street, the use of balconies is encourage for multi-family units.
- h. Upper story setbacks are encouraged especially for multifamily buildings. These setbacks should be a minimum of 6 feet or more.

### **3. Fenestrations**

- a. In mixed-use buildings, the windows should be designed to reflect the uses within, such as store front windows at the street level and smaller windows for residential areas.
- b. Window and window frames should be set in the wall to provide a reveal (i.e., they should not be flush with the exterior face of wall).
- c. Windows should be vinyl clad, or high-quality vinyl.
- d. Window frames with high-quality metallic finishes may be allowed if found consistent with the proposed architectural vocabulary.

- e. Multi-panel windows are strongly encouraged in residential and mixed-use buildings.
- f. Snap-in plastic mullions are prohibited on street-facing facades and strongly discouraged on other facades.
- g. Window glazing should be clear or “Special E;” reflective or tinted glazing is prohibited.
- h. In multifamily and mixed-use projects, the windows visible from a street or courtyard, including those on all the facades of the building that front onto public or private streets or accessways, should have appropriately articulated header, jamb, and sill details to match the aesthetic of the building.
- i. In general, all windows in a residential building should have a height greater than or equal to their width, preferably with classical proportions (e.g. 2:1, 3:2, and 4:3).
- j. In residential units with narrow side yards, side elevation windows should be placed offset from those of the adjacent unit, or use obscure glass as appropriate in order to ensure privacy.
- k. Bars and security grills on windows and doors are prohibited.
- l. Doorways should be clearly identified with change in material, change in plane, or with architectural elements such as a canopy, where appropriate.

#### **4. Building Materials**

- a. All materials used should be of high-quality and properly installed
- b. Materials selected should convey a sense of durability and permanence over any sort of architectural theme.
- c. Woodboard siding, wood shingles, tile, stucco, and/or masonry should be used. Scored plywood, such as T-111, vinyl, and aluminum siding are not allowed. If other simulated materials are used, they should be of a quality, color, and application that demonstrate a convincing realism.
- d. The primary exterior finish, whether wood or stucco, should be used on all facades of a unit or building, false-fronts are not allowed (i.e., if the front facade is primarily wood, the other facades should be wood, not stucco).
- e. Material changes should not occur at external corners, but may occur at interior corners as a return at least 6 feet from the external corners or other logical terminations.
- f. Roof materials should complement the materials and colors of the facades and provide texture or relief.
- g. Glass curtain walls and other highly reflective building materials are considered inappropriate for building walls.

#### **5. Building Colors**

- a. The body of the building or field colors should generally be more muted and light in tone. Accents, window frames, details of cornice lines etc., should be richer tones.
- b. Roofs should be mid- to dark-toned in color and complement the color of the building facade.
- c. Bright primary colors and pastels are not appropriate.
- d. Where rain gutters and down-spouts are not integrated into the exterior walls, their color should blend with adjacent surfaces.

## **6. Roof Design**

- a. Roofs that have a relatively shallow pitch and deep eaves are encouraged.
- b. Buildings should have either hipped or gabled roofs with a slope no less than 4:12 and no greater than 8:12 or flat roof with an articulated parapet.
- c. Mansard-style roofs and roofs with slopes steeper than 8:12 are discouraged.
- d. Eaves (both roof and porch) should generally be no less than 18 inches-deep.

## **C. LANDSCAPING, SIGNAGE, & LIGHTING**

### **1. Landscaping**

- a. The developers of townhouses should provide base landscaping within the front and side setbacks. This would include areas of turf/native grasses, shrubbery, at least one tree per housing unit for widths up to 30 feet, two trees for widths up to 50 feet, a walkway consisting of unit pavers, and a water efficient irrigation system.
- b. The developers of multifamily and mixed-use buildings should provide full landscaping.

### **2. Accessway and Drive Aisle Landscaping**

- a. Pedestrian walkways should be heavily landscaped providing a buffer between the path and the adjacent residential units.
- b. Unit pavers provide an attractive level of detail, and should be used at key gathering areas or intersections of paths.
- c. Vehicular accessways should be landscaped similar to adjacent streets, with tree spacing typically 20 to 30 feet on center (depending on the species used).
- d. Where the side yard space between residential buildings abuts a drive aisle, a 6-foot-wide planter should be provided with a street tree and ground cover.
- e. At the end of a residential drive aisles, a 6-foot wide planting bed should be installed and be significantly planted to provide a green terminus.

### **3. General Planting Guidelines**

- a. The guidelines below will help ensure a healthy, attractive, and sustainable residential landscape.
  - Native and drought-tolerant plant materials are strongly encouraged. Where recycled water is or will be available, use plant species tolerant of the water source.
  - Mulched planting beds are encouraged to be utilized as a replacement for turf areas. Mulches cover and cool soil, minimize evaporation, reduce weed growth and slow erosion. Acceptable organic mulches include bark chips, wood grinding (from non-infected wood sources), or leaves. Sheet plastic in planting areas should not be used.
  - For efficient water use, irrigate turf areas separately from other plantings. Landscape plantings should be grouped according to similar water needs.
  - Trees, shrubs, flowers and ground covers can be watered efficiently by an automatic system with low volume drip, spray, or bubbler emitters.

#### 4. Signage

- a. A coordinated signage plan should be included for all multi-tenant buildings.
- b. Freestanding signs are discouraged, except at a single major site entry.
- c. Animated, moving, flashing, blinking, reflecting and revolving signs are prohibited.
- d. Cabinet signs are prohibited.
- e. All signs should be designed to complement the architectural style and setting of the structure or use it is adjacent to. Building wall and fascia signs should be compatible with the predominant visual elements of the building.
- f. Signs should be an integral part of the design of the storefronts in mixed-use buildings.
- g. The size of signs and sign letters should be proportional to the space they are located in, with the letters typically between 6 and 16-inches high.
- h. Sign letters and materials should be professionally designed and fabricated.  
Primary signs should contain only the name of the business and/or its logo.
- j. Signs should be constructed using high-quality materials such as metal, stone, wood.
- k. Exposed conduit and tubing is prohibited. All transformers and other equipment should be concealed.
- l. Projecting signs mounted perpendicular to the facade of the building should be located at least 8 feet above the sidewalk. The outside edge should be no more than 5 feet from the face of the building
- m. Window signs should not exceed 15% of the window area. Signs should not obstruct visibility into and out of the window.
- n. Window signs may include one "open" or "closed" sign less than 2 square-feet.
- o. While bilingual signs are allowed, the size of English lettering should be at least equal to the size of letters of another language.

#### 5. Lighting

- a. Lights should be designed and placed to direct lighting to appropriate surfaces and minimize glare into adjacent areas.
- b. The light source used in outdoor lighting should provide a white light for better color representation and to create a more pedestrian-friendly environment.
- c. Low pressure sodium lamps are prohibited.
- d. To reinforce the pedestrian character of the area, light standards along sidewalks should not exceed 12 to 16 feet in height.
- e. The use of uplighting to accent interesting architectural features or landscaping is encouraged.

### **D. DESIGN GUIDELINES BY BUILDING TYPE**

#### 1. Mixed-Use Buildings

- a. Mixed-use buildings, which contain a vertical combination of residential and commercial uses within a single building, are encouraged in the Midtown Area.

- b. The mix of uses in vertical mixed-use structures should be carefully chosen and located for maximum compatibility and mutual benefit, as follows:
  - Retail uses should be generally limited to the ground-floor spaces along the street and prominent pedestrian promenade frontages;
  - Commercial uses within mixed-use projects should best serve the surrounding neighborhood and/or promote pedestrian traffic or public transit. Such uses may include, but are not limited to; childcare centers, cafes, dry cleaners, automated teller machines, video rentals, small groceries, newsstands, etc.; and
  - Commercial hours of operation should not conflict with adjacent residential uses.
- c. The primary facades of all buildings in the Mixed-Use District should face the street.
- d. Mixed-use buildings should have a building form that blends with the residential buildings that surround them.
- e. The ground-level should achieve maximum transparency, avoiding areas of blank walls.
- f. Ground-floor commercial uses should have an architectural design similar to traditional street front businesses, with large storefront windows, and easily accessible, clearly defined entries.
- g. The ground-floor area facing the street should be designed for retail use with taller floor to ceiling heights with a minimum height of 14 feet.
- h. Mixed-use buildings should be developed, with a rhythm in keeping with the desired pedestrian scale and character. Commercial (retail and office) bays should be between 20 and 40 feet.
- i. Variations in floor level, facades such as shallow recesses at entries, or arcades are encouraged, for they create the appearance of several smaller buildings and shops, rather than a single, large and monotonous building.
- j. Primary facades should be built parallel to the street.
- k. All commercial uses should have their primary entrances oriented toward the street, and entrances should be spaced no more than 50 feet apart.
- l. Blank walls should not occupy over 30% of the principal frontage, and a section of blank wall should not exceed 20 linear feet without being interrupted by a window or entry.
- m. Windows should encompass a minimum of 50% of a building's primary facade and a minimum of 30% of other building facades in order to create visual interest on all sides of the building.
- n. Ground-floor elevations should vary no more than 2 feet from sidewalk level.
- p. The primary entry(s) for commercial establishments and the entrances to the second floor residential units should be within the primary facade, and should be visible and accessible directly from a public street.
- q. In order to create visual interest on the other sides of buildings, secondary entrances should be treated in a similar manner as the main entry (although to a suitably lesser degree).
- r. The use of awnings is encouraged to provide shelter and shade along the sidewalk. Awnings should be no wider than a single storefront or architectural bay (whichever is narrower).
- s. Upper floors should have smaller window openings punched into solid walls.
- t. Upper floor residential uses should be detailed with porches, bay windows, dormer windows, and/or balconies.
- u. Curtain walls are prohibited.

## **2. Multifamily Residential**

- a. Multifamily buildings should be well articulated to break up the building mass. Variations in floor level, facades, roof styles, architectural details, and finishes that break up the appearance of large buildings should be employed.
- b. Street-facing facades of residential buildings should include stoops, porches, recessed windows, bay windows, and balconies in order to provide visual interest.
- c. Ground-floor units of multifamily residential units facing the street should be accessed directly from the street.
- d. The first floor should be no more than 5 feet above the sidewalk elevation.
- f. Porches, bays and balconies are required along street facades and may extend into the setback area, Porches are required along at least 30% of the ground level of each unit.

## **3. Large Floorplate or Big-Box Retail**

- a. Although big-box retail uses are primarily automobile-oriented, they should be designed to accommodate pedestrian and bicycle traffic as well, given the nearby locations of transit and higher density residential development.
- b. Building entries should be articulated with taller elements and with elements such as canopies.
- c. Buildings located at gateway intersections should include corner vertical elements to emphasize entries.
- d. Entries may orient to parking areas, but continuous sidewalks should be provided from the primary street directly to the doorway.
- e. A continuous arcade is strongly encouraged along the front facade.
- f. Building facades should be articulated with a combination of windows, entries and bays.
- g. Street-facing blank walls are strongly discouraged. Where they cannot be avoided, a permanent trellis should be planted with vines or other architectural and landscape design elements should be incorporated into the building design to reduce the visual impact of the blank wall.
- h. A small plaza is encouraged at the building entry to visually define the feature.

## **4. Office Buildings**

- a. Street- and plaza-facing facades should be lined with windows.
- b. Blank walls should not occupy over 30% of the principal frontage, and a section of blank wall should not exceed 20 linear feet without being interrupted by a window or entry.
- c. Vertical building elements should be used to break up what may otherwise be a horizontal architectural composition.
- d. Elements such as awnings, arcades, porches, or porticos should be incorporated along the street facing facades.

### *Class A Office Buildings*

Class A office buildings are defined as high-quality office buildings with amenities that typically attract rents in the top 25% bracket.

- a. The base of the building facing the street should be designed to include retail uses (or service commercial uses).
- b. The floor to ceiling height of the first floor should be greater than the floor to ceiling heights of the upper floors and should generally be between 14 and 16 feet.
- c. The building form should incorporate a distinguishable base, a middle and a top.
- d. The architectural materials and designs should be of high-quality.
- e. The building base should be articulated either with a change in materials, color and finishes, fenestration pattern and size, and an emphasized building entrance or arcade.
- f. Quality materials that are durable and provide a sense of permanence should be used throughout the building.
- g. Additional accent materials such as tile insets or natural stone should be used at the base of the building to provide added texture, color and visual interest at the pedestrian level.
- h. Building entries should be clearly defined and designed to be clearly identifiable from the street.
- i. Rain gutters, scuppers and other drainage devices should be incorporated into the structure of the building.
- j. Development within the Gateway Office overlay zones must incorporate measures to ensure an attractive, landmark quality entry image to Milpitas, and encourage the use of alternative modes of transportation.

## **6. Civic, Public and Quasi-Public Buildings**

- a. Primary building entries should be oriented toward the street, with attractive pedestrian walkways to the sidewalk.
- b. Street- and plaza-facing facades should be lined with windows.
- c. Public buildings should have a prominent building entrance defined by architectural and landscape features, such as tower elements, canopies, columns, recesses, plazas and landscaped open space.

## **7. Light Industrial/Industrial Park**

- a. New office/industrial buildings should be oriented toward the street, with parking areas located to the side and behind buildings.
- b. A direct pedestrian connection between the street and sidewalk and the building entry or entry plaza is required.
- c. The primary building entry should face the street and should be clearly defined with special massing and landscape treatment to make it stand apart from the rest of the building.
- d. Buildings should be comprised of bold simple forms with highly articulated exterior planes and openings to provide an interplay of shadow and light and create a visual interest.
- e. The building should be sited and designed to reinforce the street edge or corner, where appropriate.
- f. The building mass should be broken up with arcades, balconies, and terraces to avoid a monotonous appearance,

- g. The use of architectural features, such as porticos, canopies, or arcades, special roof treatment and/or landscape treatment, such as entry plazas or courtyards should be used to create an easily identifiable entry.
- h. The use of industrial materials and accent features is encouraged to animate building facades and entries. These features may include: window canopies; cornice projections; tension cables to support entry canopies or trellises; structural pilasters or columns; fin walls which project from entries of window groupings; window mullions; and/or mechanical screens,
- i. When located to the side of buildings, parking should generally not consume more than 30% of the street frontage.

## 8. Parking Structures

- a. To the extent feasible, parking structures should be located away from prominent pedestrian streets.
- b. Parking structures should be designed in keeping with the character of the primary buildings on or near the site.
- c. Parking structure facades should be designed as compatible visual extensions of other multistory buildings.
- d. If feasible, active ground-level commercial uses railings should be incorporated into parking structures along the sidewalk.
- e. Auto entries should be located in a manner that minimizes pedestrian/auto conflicts.
- f. Openings should be carefully composed within the building wall to appear as well proportioned windows rather than continuous open strips.
- g. Variation in the dimension and proportion of openings and in the horizontal and vertical planes of the façade should be provided to create visual interest and to reduce the mass of the parking structure.
- h. Decorative screen and trellis elements of durable, high-quality materials are encouraged to provide variation and interest on the façade.
- i. Building detail such as ornamental metal hand railings should be used to create human scale and interest.
- j. Entries and stairwells within parking structures should be located adjacent to public street and designed to be visually open, to promote a feeling of security and comfort.
- k. Stair towers should be designed as identity elements.

## E. DESIGN GUIDELINES FOR SPECIFIC PROJECTS

The Specific Plan envisions several areas within the Midtown Area as being "special" places such as the proposed Town Square and the ~~southern multi-modal~~ transit stations. Another area that is envisioned to have a unique development pattern within the Midtown Area is the residential development along South Main Street. The guidelines below address each of the three areas.

### I. Town Square

- a. The minimum size for the Town Square should be 8,000 square-feet with the minimum

- frontage on Main Street 75 feet.
- b. The Town Square should provide opportunities for public gathering. This would include landscape features such as:
    - A turf grass lawn;
    - A hard-surfaced area;
    - Raised landscaped features (planters) designed for informal seating;
    - A seating area shaded by a grouping of flowering trees; and
    - Moveable and permanent seating and tables both public and/or cafe/restaurant.
  - c. The Town Square should have its primary frontage onto Main Street and be publicly-accessible throughout the day.
  - d. Surrounding buildings should have entries, windows, and seating areas facing the town square.
  - e. Sidewalks and planting strips along the street are considered to be part of the square perimeter and both the character of the square and the established identity of the street as a whole should inform their design (i.e. tree and plant selection, paving, dimensions, etc.).
  - f. The square should have a civic quality of landscape design and not appear as part of a development project.
  - g. The Town Square should be designed to provide the user with a year-round choice as to seating preferences by providing a balance of shade and sun-exposed areas. Some areas may be protected by gazebos or other overhead structures to protect users from seasonal rains.

## ~~2. Southern Transit Station~~

- ~~a. The proposed Capitol/Montague LRT Station should be conveniently accessible and designed to be an attractive neighborhood element.~~
- ~~b. Strong pedestrian connections should be developed between the station and adjacent neighborhoods, the trail system, parking structures and surface parking lots.~~
- ~~c. The pedestrian connections should be developed with broad (i.e., minimum 15-foot-wide) tree-lined sidewalks with pedestrian scaled (i.e., 12 to 16 feet high) light fixtures.~~
- ~~d. The majority of parking for the proposed BART facility should be located east of the station, while a residential transit village should be located west of the station.~~

~~The transit promenade refers to the future development that will be organized around the Capitol LRT Station and future BART station.~~

- ~~f. The promenade should be developed as a clearly recognizable and attractive transit node and small-gathering area.~~
- ~~g. The promenade should have convenient and attractive pedestrian linkages between neighborhoods and the transit stops and should include a small green or plaza.~~
- ~~h. Where feasible, the promenade should be bounded by mixed-use buildings offering goods and services to commuters and residents such as a cafe, dry cleaners, video store, banks, child day care or automated teller machine in order to establish the transit area as a neighborhood activity center.~~
- ~~i. Where the promenade passes through a mixed-use area, it should offer easy access to~~

~~shops and the transit green.~~

- ~~j. Where it passes residential buildings or rail tracks, buffer planting should be installed. Buffer planting near residences will offer privacy, while buffer planting near rail lines will create a more attractive walking environment.~~

### **3. South Main Residential Development**

- a. Existing properties along South Main Street (south of Great Mall Parkway) are encouraged to be aggregated to support the desired development patterns as described in the Specific Plan.
- b. In this area, it is not possible to develop typical street and block patterns, due to the configuration of land adjacent to the railroad corridor. These areas should be arranged in a mews configuration, which provides an internal focus, as well as a street orientation.
- c. Mews should be well-landscaped and display the character of a small urban street. Where feasible, planter beds with trees or potted plants should be located between garage doors and adjacent to porches.
- d. Off-street parking should to be provided within individual garages and along the mews.
- e. A visual connection between the mews and South Main Street should be at the access points from the street.

**EXHIBIT 2**

**MIDTOWN SPECIFIC PLAN TABLE AND FIGURE DRAFT AMENDMENTS  
SPECIFIC PLAN AMENDMENT NO. ST08-0001**

## TABLE OF CONTENTS

FIGURE 1.1: AERIAL VIEW OF MIDTOWN MILPITAS

FIGURE 2.2: EXISTING USES

FIGURE 2.4: OPPORTUNITY AND OTHER SITES

FIGURE 2.3: REDEVELOPMENT AREAS

FIGURE 3.2: CONCEPTUAL PARKS AND OPEN SPACE

FIGURE 4.1: TRANSIT PLAN

FIGURE 4.3: STREET SYSTEM

FIGURE 4.4: BICYCLE AND PEDESTRIAN TRIAL

FIGURE 5.1: COMMUNITY GATEWAYS

FIGURE 6.1: WATER SYSTEM PLAN

FIGURE 6.2: RECYCLED WATER SYSTEM PLAN

FIGURE 6.3: SANITARY SEWER SYSTEM PLAN

FIGURE 6.4: STORM DRAINAGE SYSTEM PLAN

FIGURE 7.2: PRECISE PLAN AREAS

MIDTOWN MILPITAS SPECIFIC PLAN



Figure 1.1: Aerial View of Midtown Milpitas

# MIDTOWN MILPITAS SPECIFIC PLAN

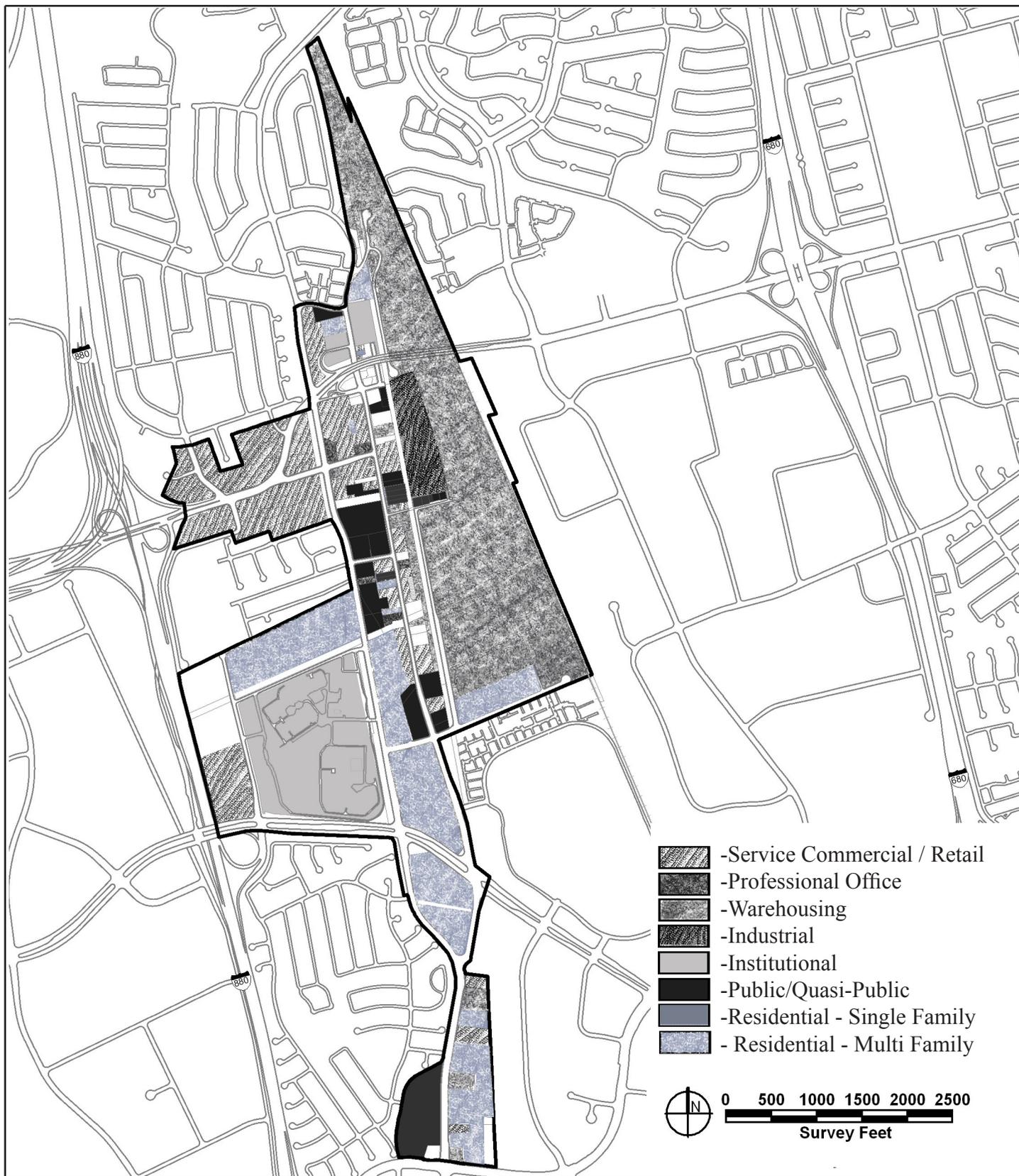


Figure 2.2: Existing Uses

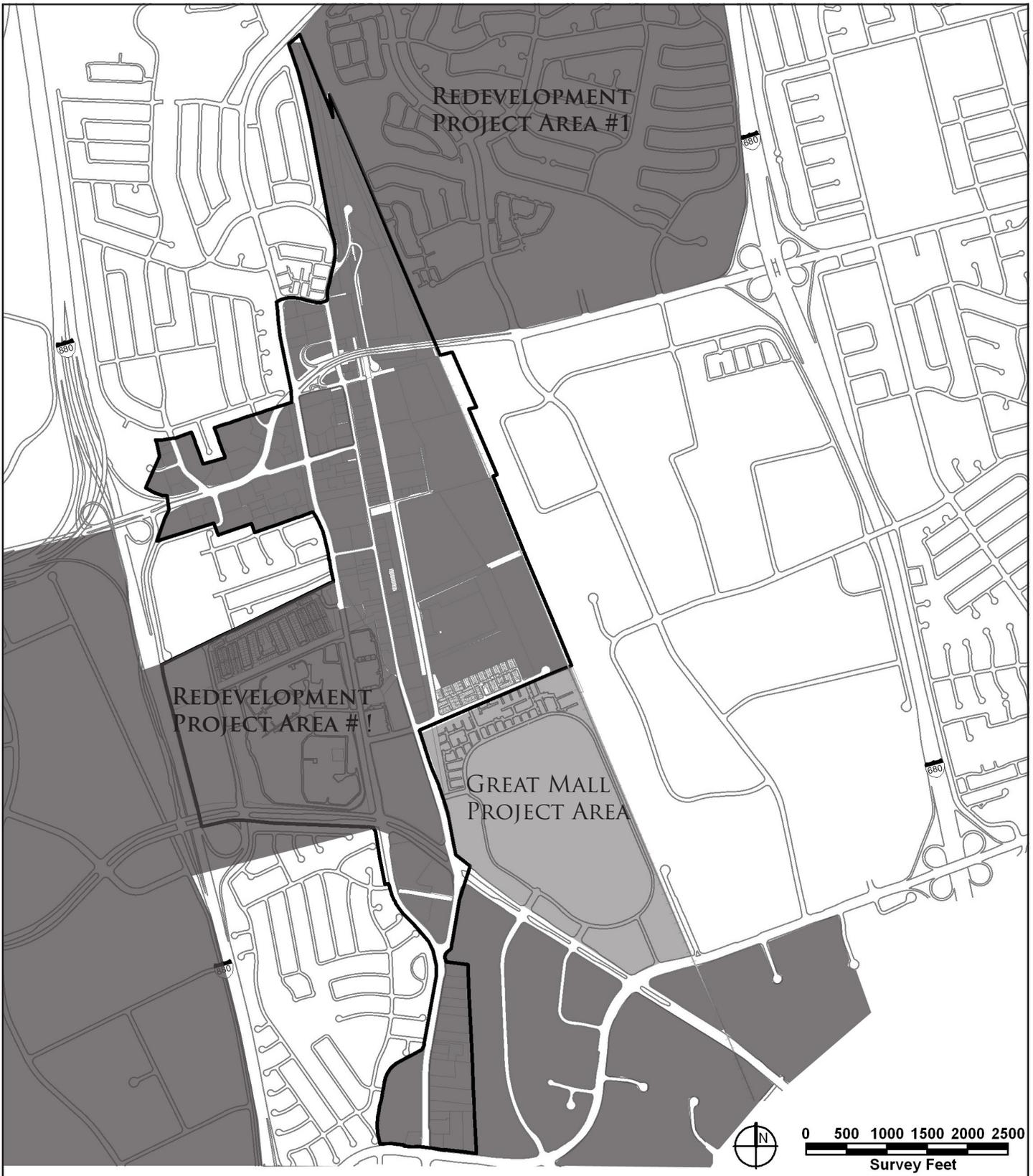


Figure 2.3: Redevelopment Areas

# MIDTOWN MILPITAS SPECIFIC PLAN

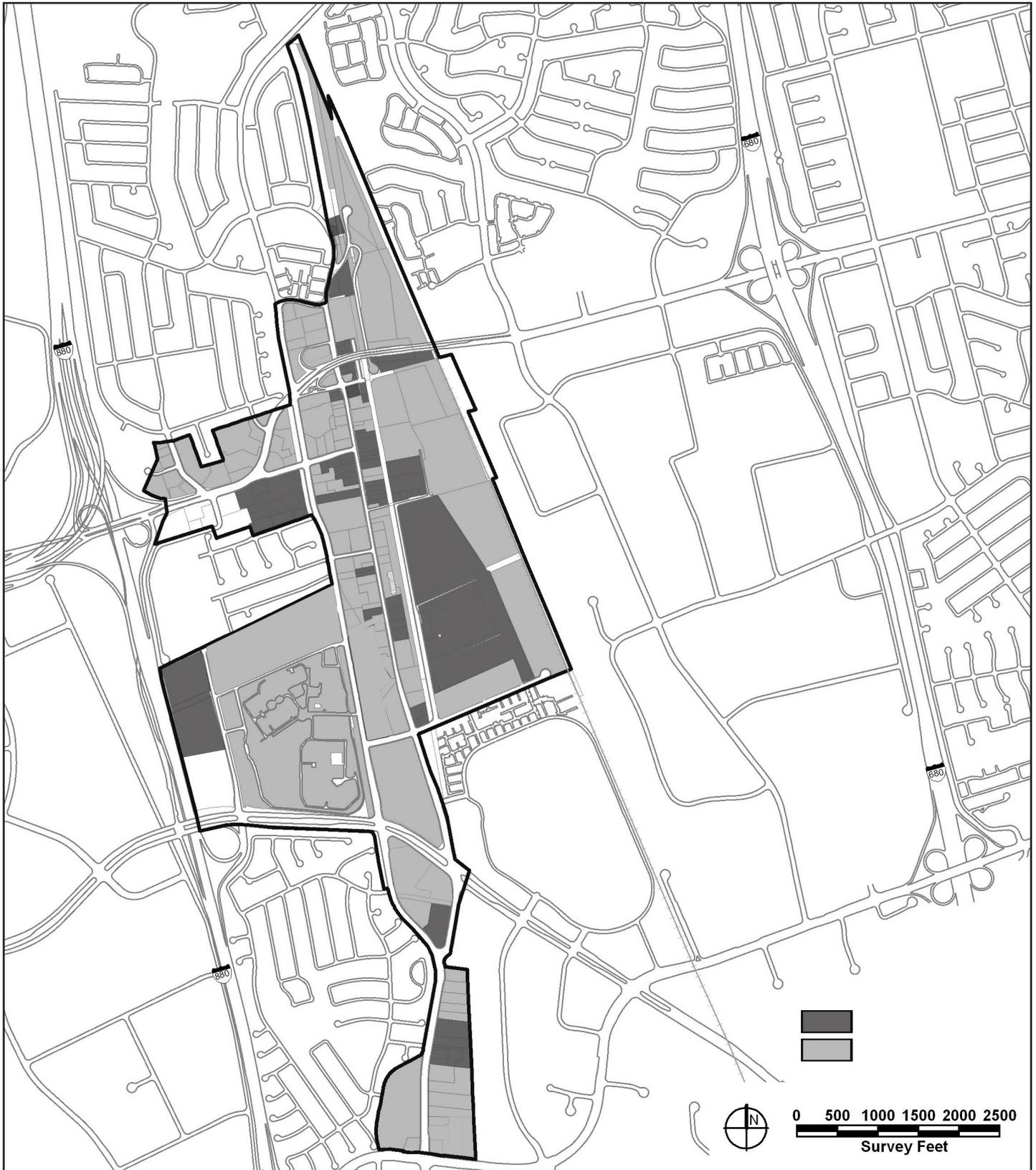


Figure 2.4: Opportunity and Other Sites

# MIDTOWN MILPITAS SPECIFIC PLAN

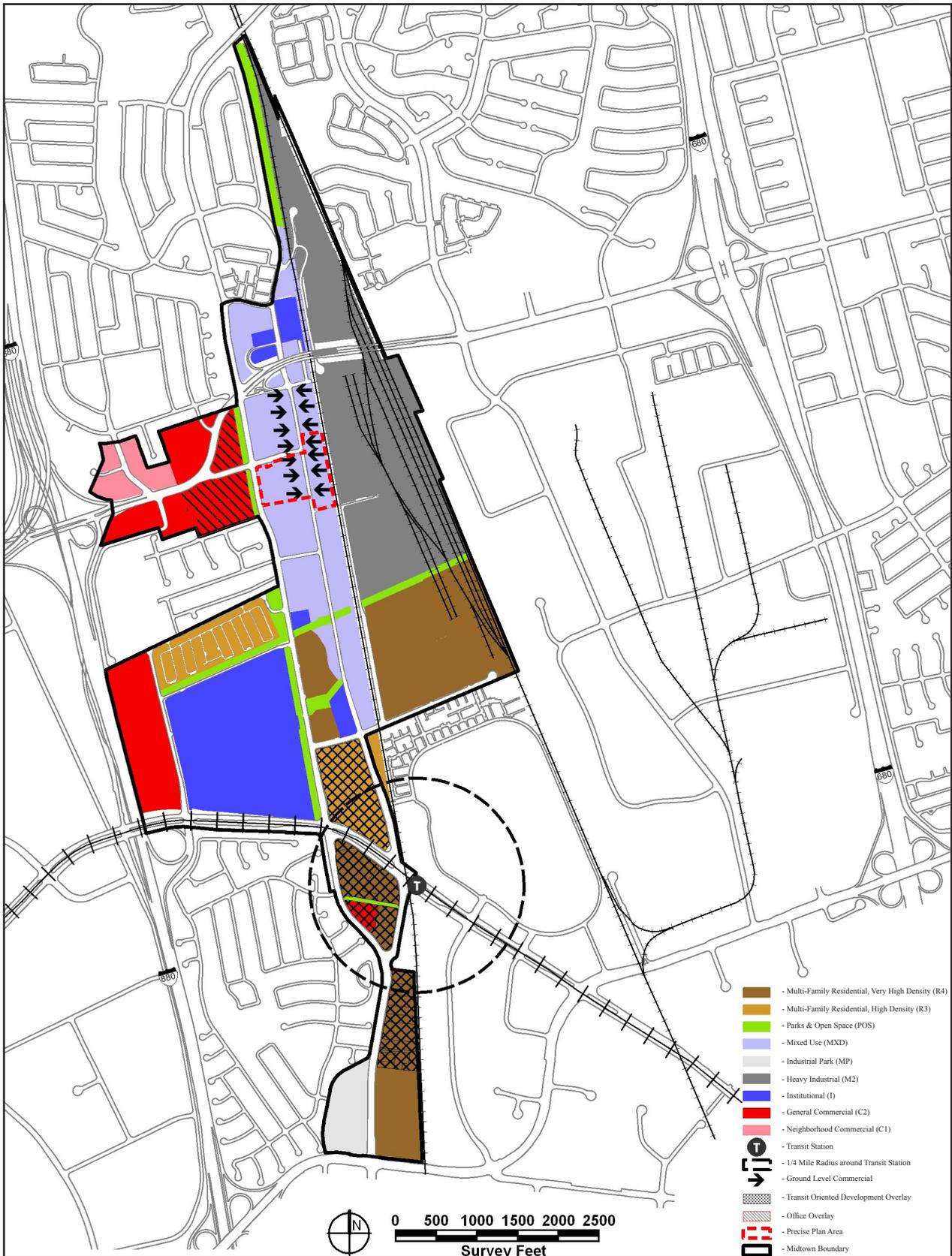


Figure 3.1: Land Use Plan

# MIDTOWN MILPITAS SPECIFIC PLAN

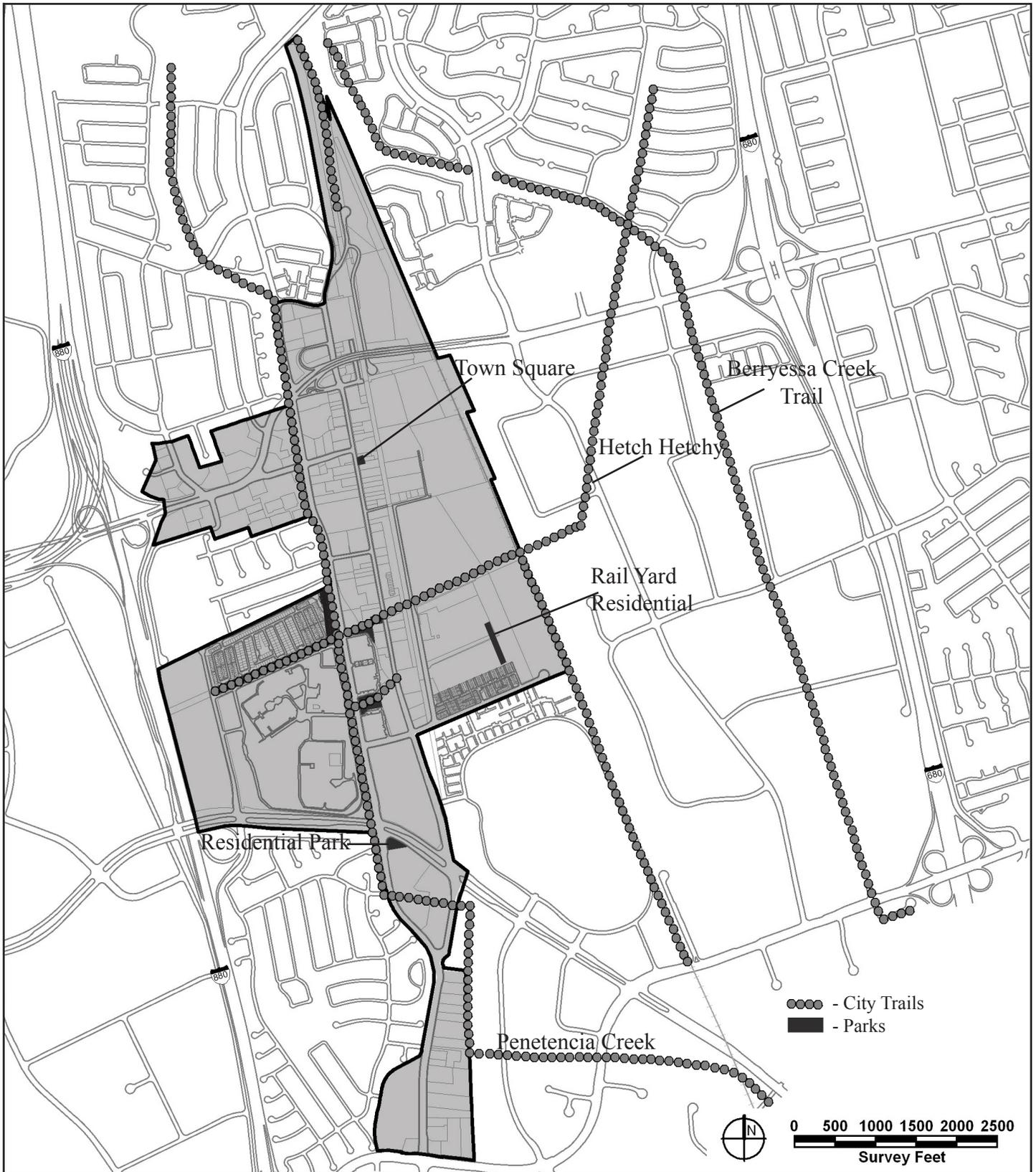


Figure 3.2: Conceptual Parks and Open Space

# MIDTOWN MILPITAS SPECIFIC PLAN

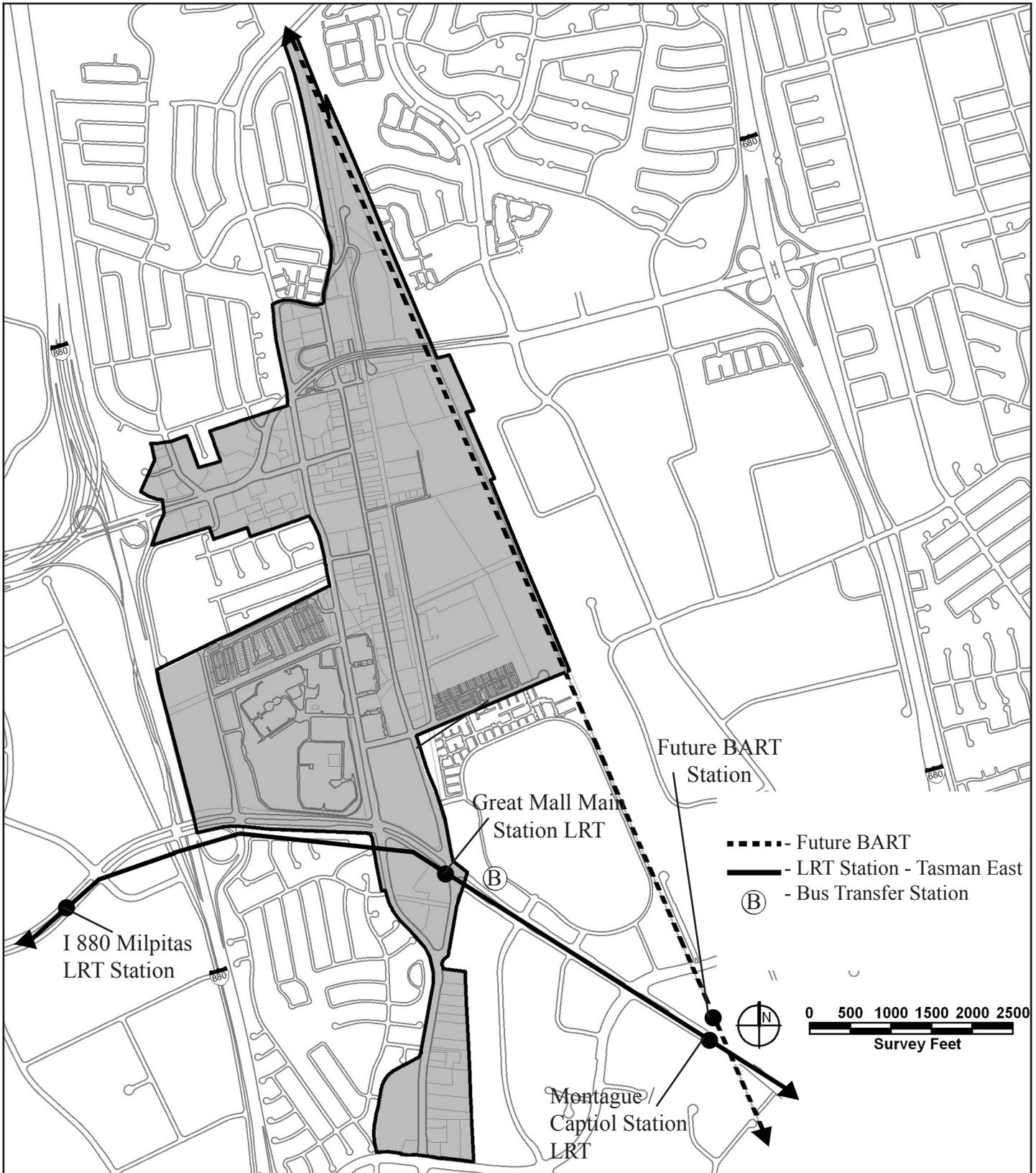


Figure 4.1: Transit Plan

# MIDTOWN MILPITAS SPECIFIC PLAN

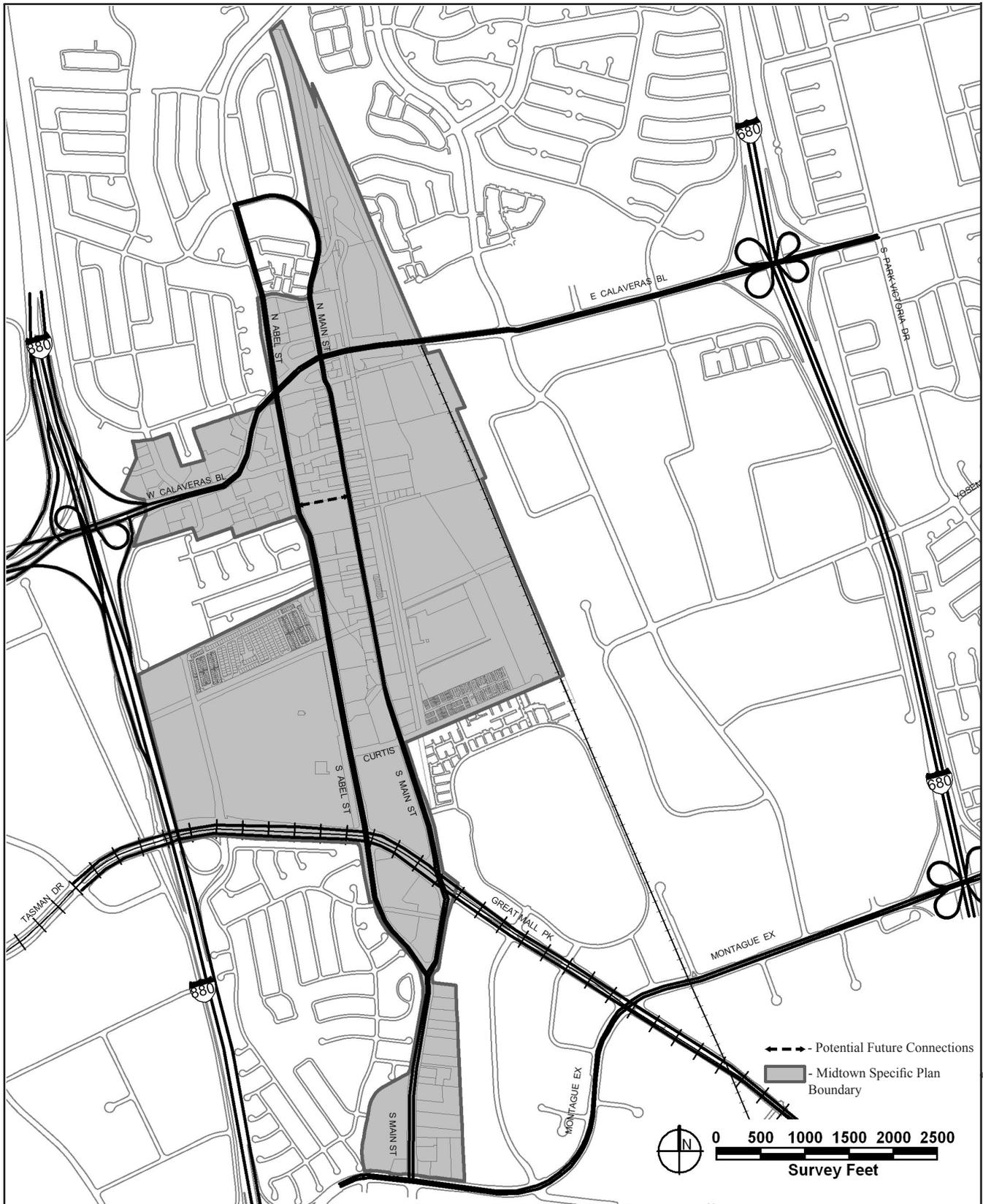


Figure 4.3: Street System

# MIDTOWN MILPITAS SPECIFIC PLAN

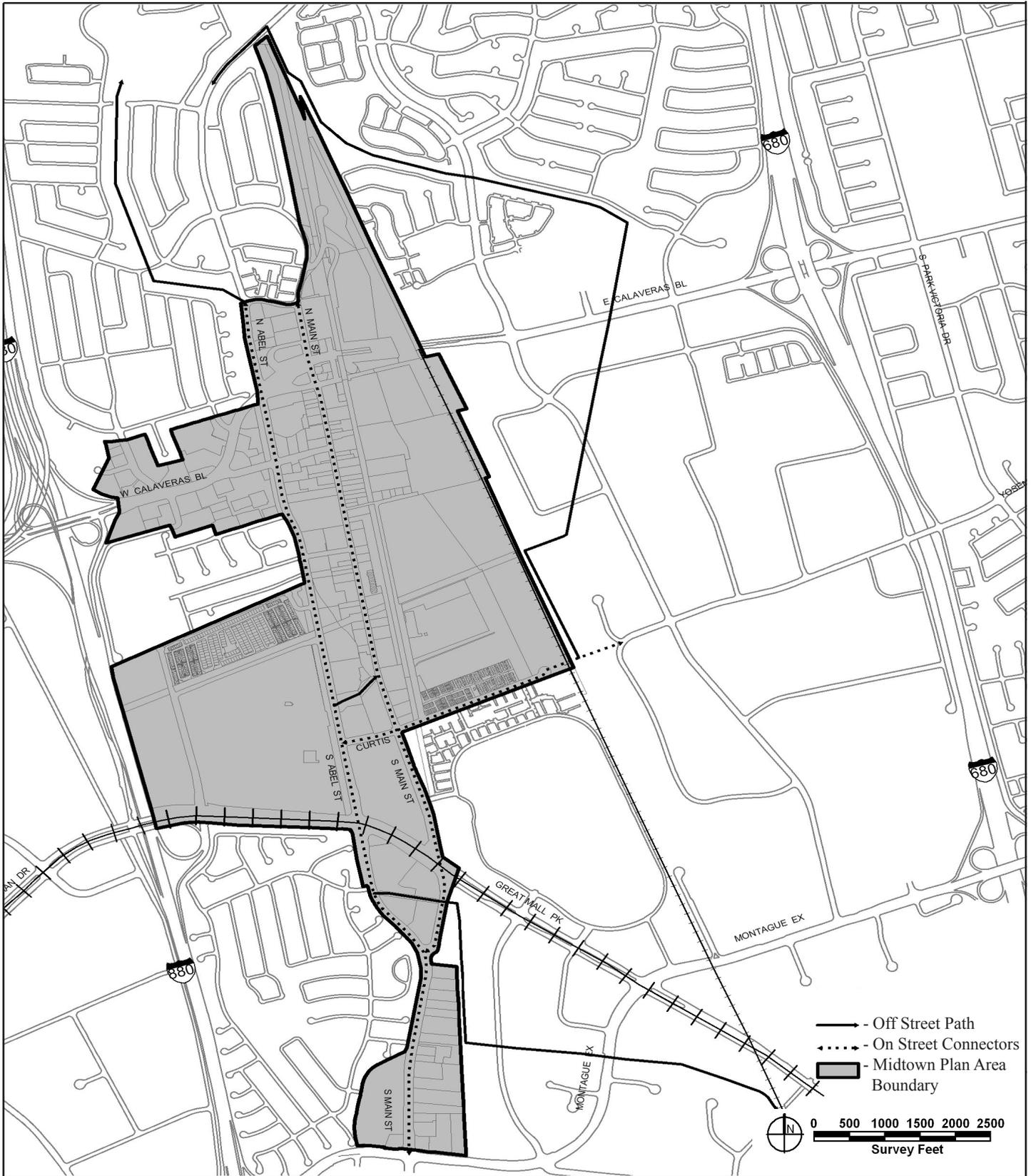


Figure 4.4: Bicycle and Pedestrian Trail

# MIDTOWN MILPITAS SPECIFIC PLAN

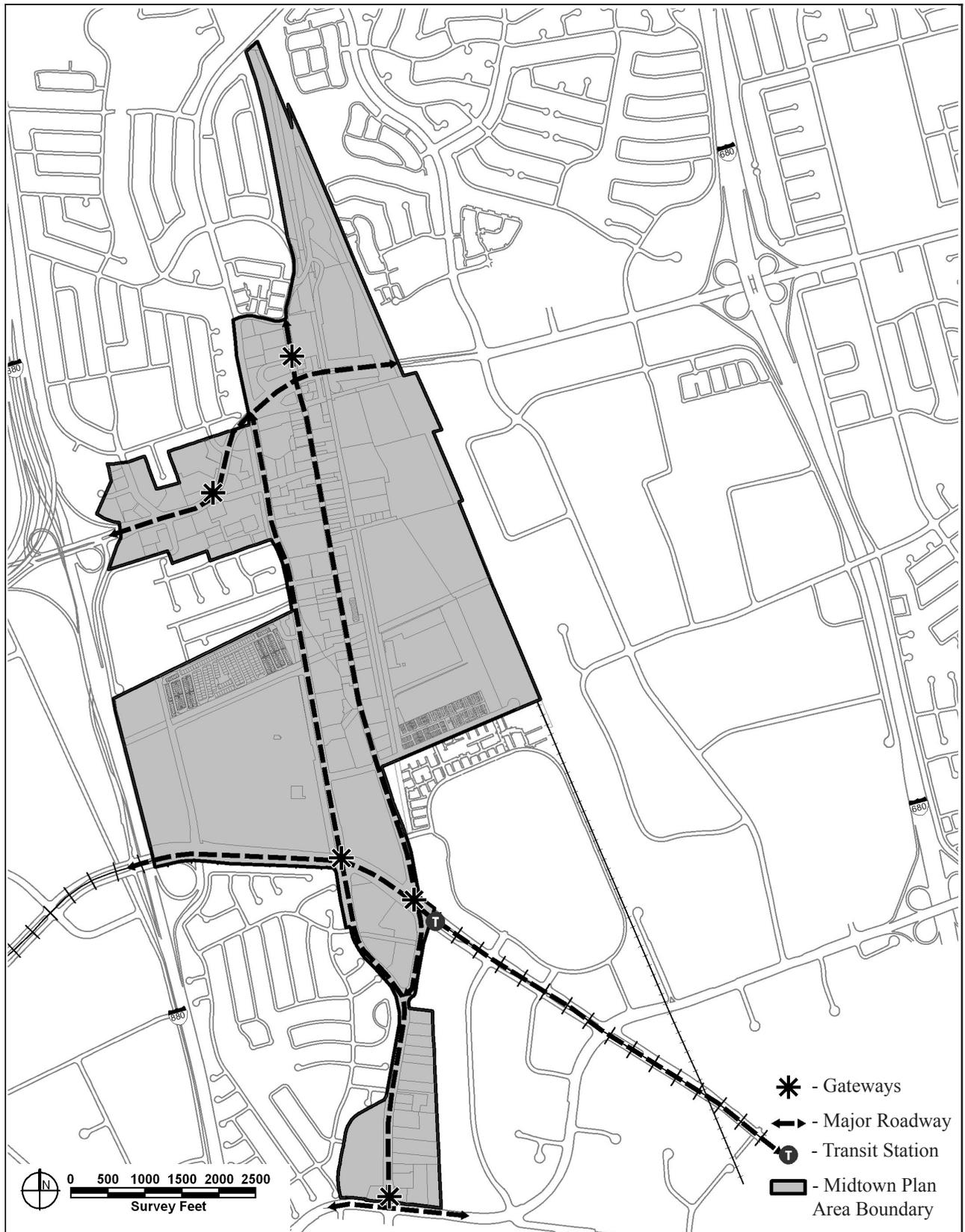


Figure 5.1: Community Gateways

# MIDTOWN MILPITAS SPECIFIC PLAN

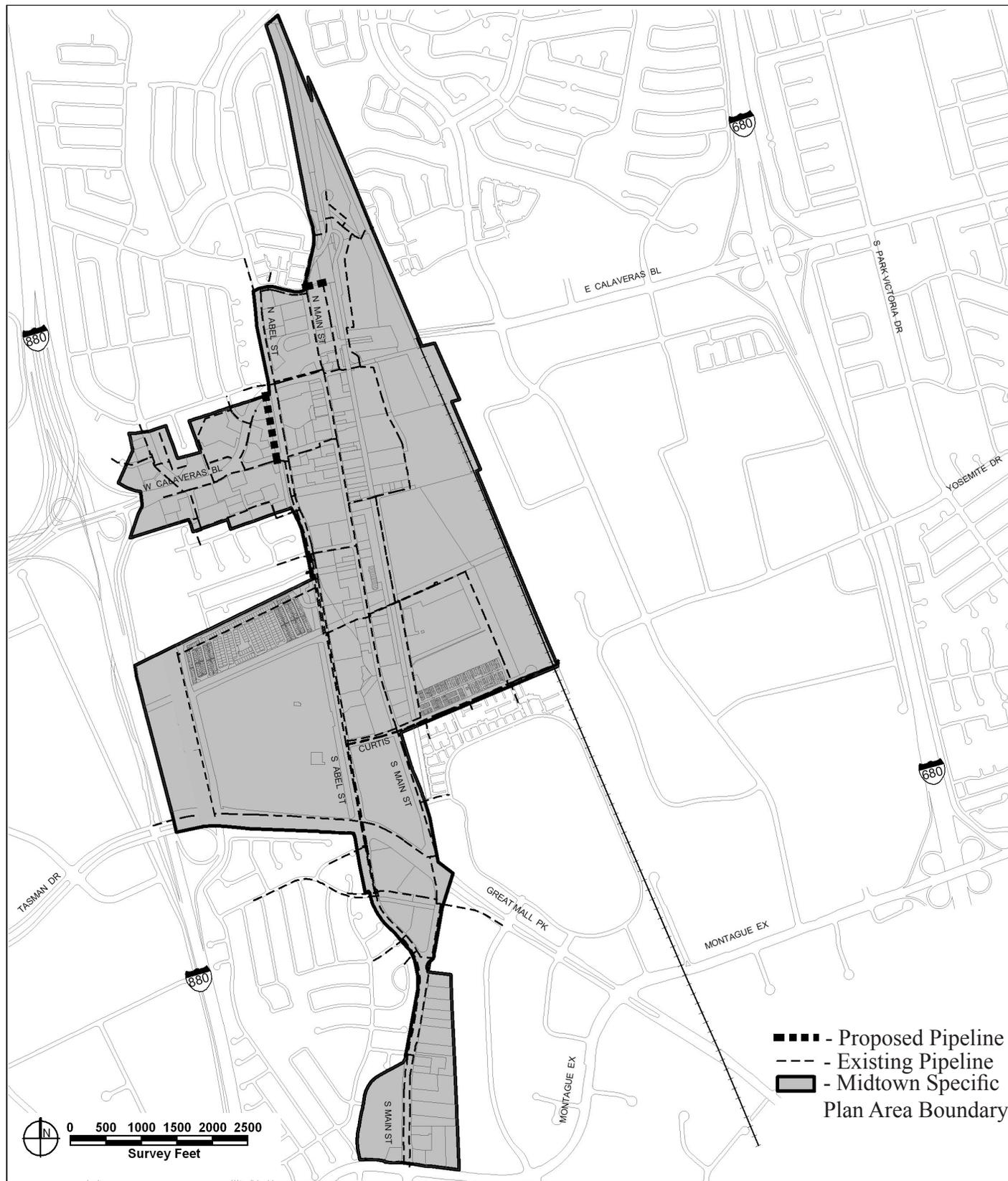


Figure 6.1: Water System Plan

# MIDTOWN MILPITAS SPECIFIC PLAN

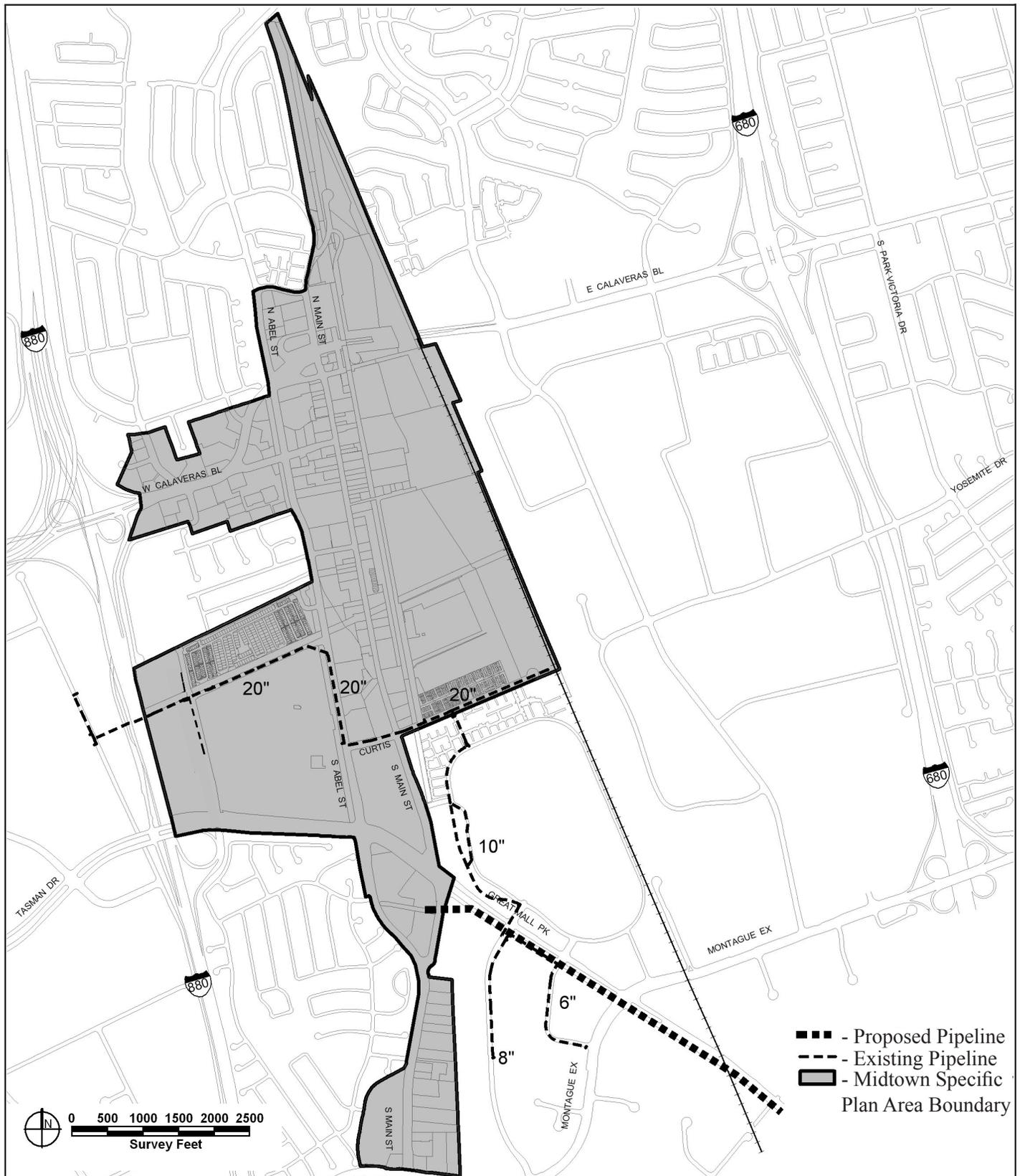


Figure 6.2: Recycled Water System Plan



# MIDTOWN MILPITAS SPECIFIC PLAN

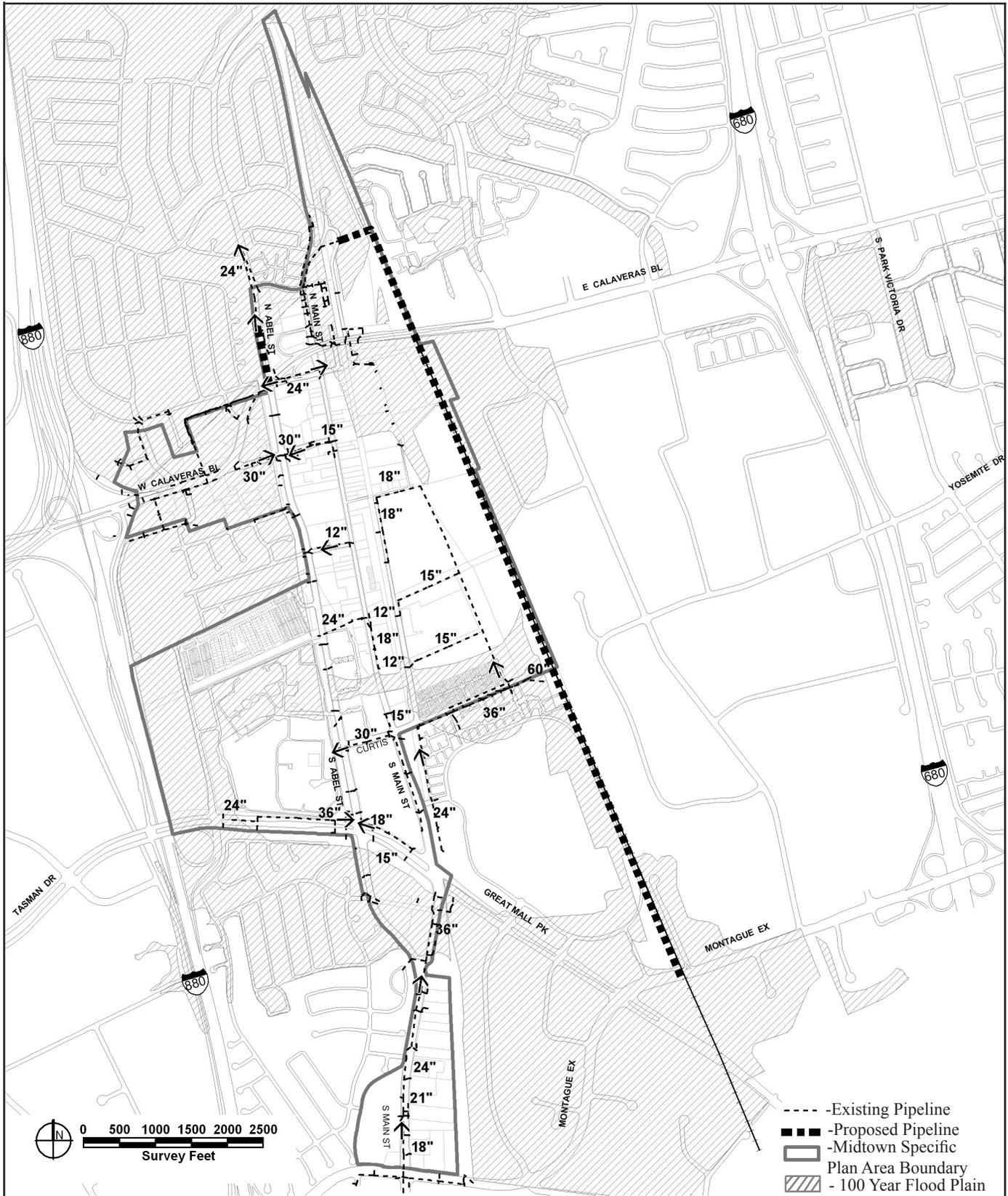


Figure 6.4: Storm Drainage System Plan

# MIDTOWN MILPITAS SPECIFIC PLAN

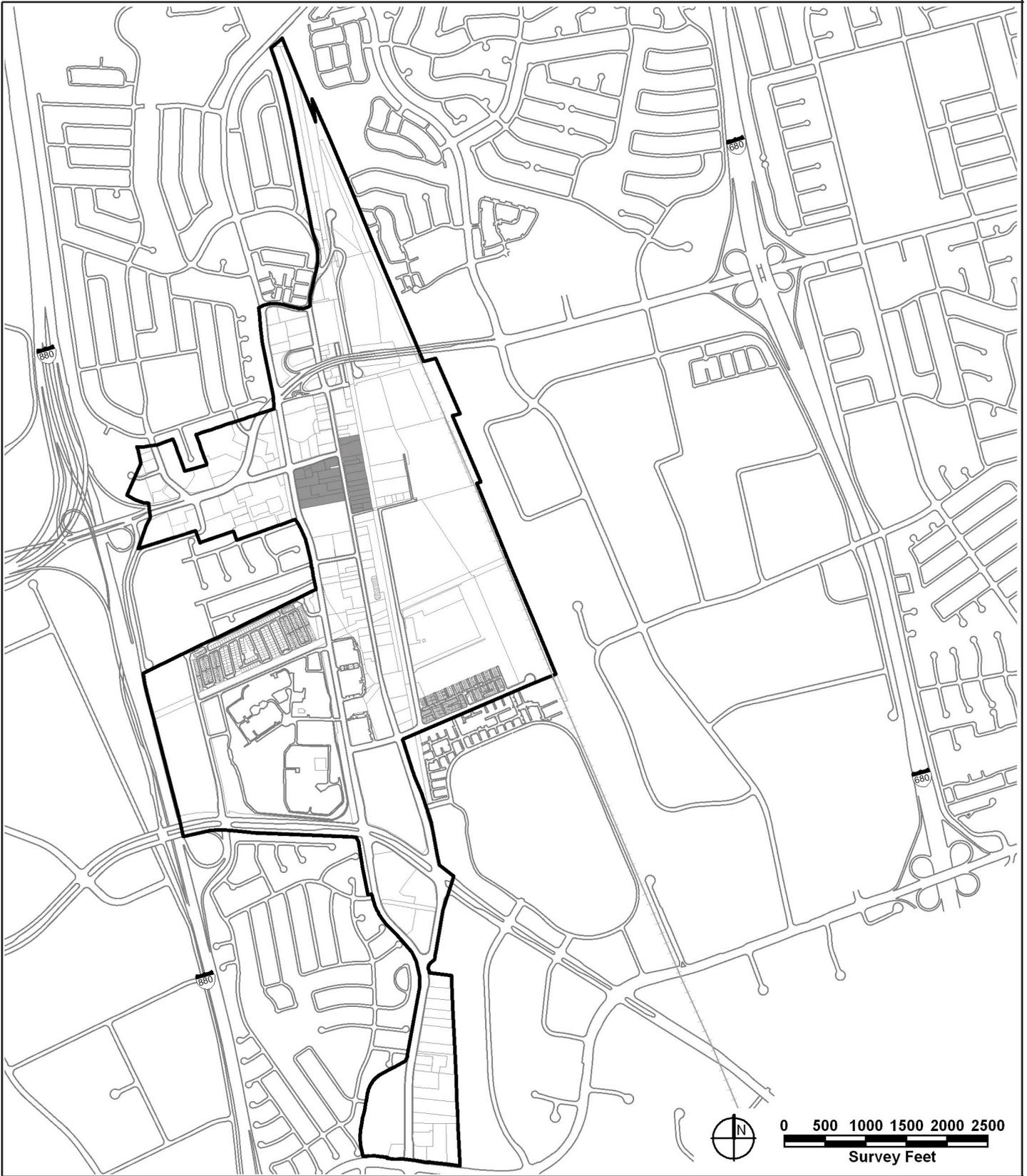


Figure 7.2: Precise Plan Areas

Table 2.1

Summary of Existing Land Use (2002)

Land Use	Acres	Percent of Total Use
Service Commercial	195.2	21
R&D/Light Industrial	141.8	15
Public/Quasi-Public	123.4	13
Residential	60.8	6
Industrial	67.4	7
Retail	39.5	4
Professional Office	8.4	1
Undeveloped/Vacant	101.9	11
Subtotal	738.4	78
Railroad Rights-of-Way and Sidings	41.6	4
Streets	162.9	17
Total	942.9	100

Table 3.1

Illustrative Development Program

Area		Residential (dwelling units)	Retail/Dining (gross square feet)	Office (gross square feet)	General Commercial Hwy. Retail (gross square feet)	Parks and Open Space (acres)
Calaveras Area		---	---	700,000	---	---
Upper Main Street		300	19,000	20,000	---	4
Elmwood Center					300,000	10
Rail Yards		880				4
South Main/Abel		1,680	32,000	---	---	3
<del>McCandless Park</del>		<del>---</del>	<del>---</del>	<del>---</del>	<del>---</del>	<del>---</del>
<del>Montague/Capitol</del>		<del>2,000</del>	<del>10,000</del>			<del>5</del>
Creek Trails						23
<b>TOTAL Midtown Area</b>		<b><u>4,860</u></b> <b><u>2,860</u></b>	<b><u>61,000</u></b> <b><u>51,000</u></b>	<b>720,000</b>	<b>300,000</b>	<b><u>48</u></b> <b><u>43</u></b>

Table 7.1

Estimated Improvement Costs (2002)

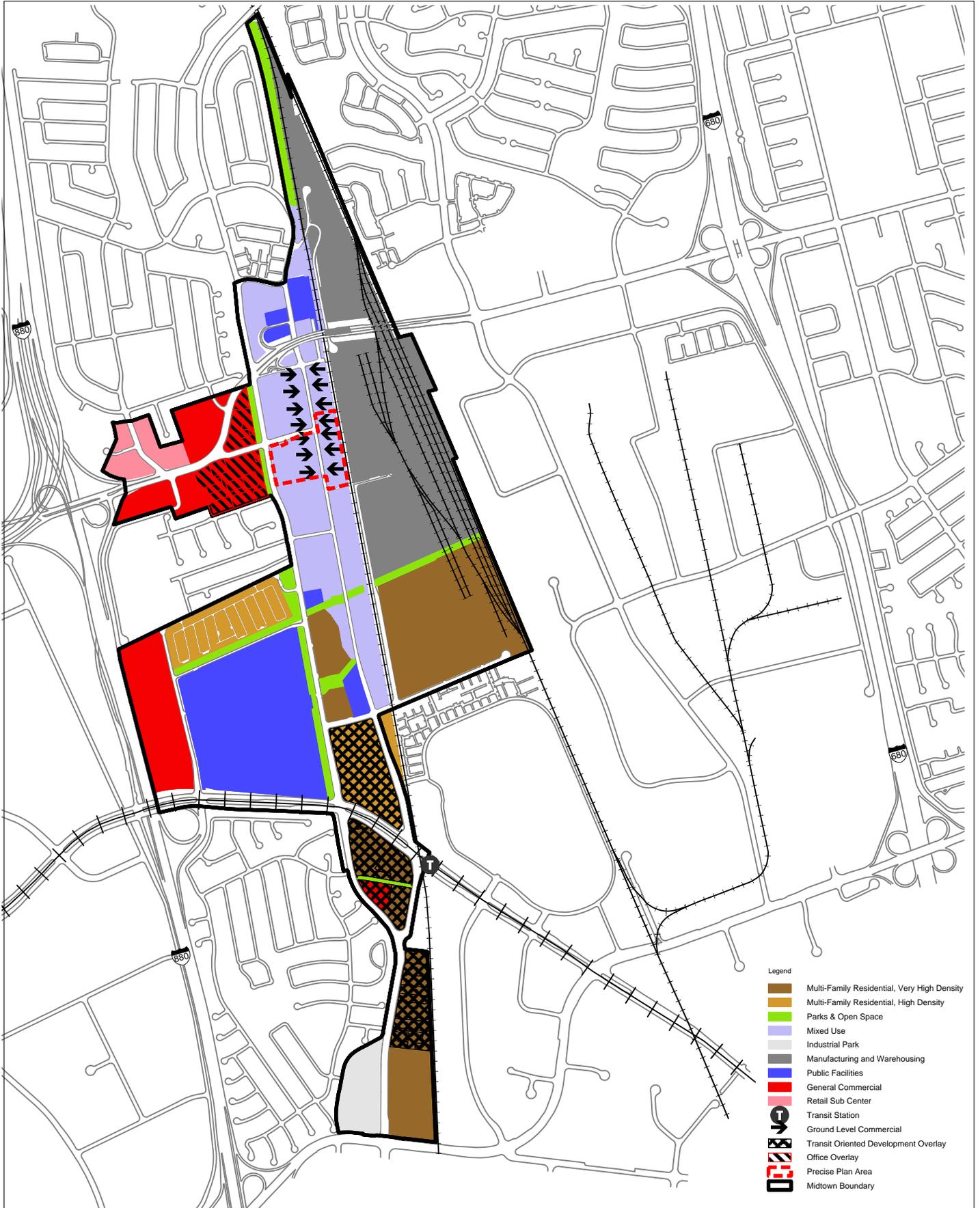
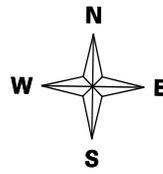
<b>Improvement</b>	<b>Total Cost</b>
<b>Public Street and Utility Upgrades</b>	
Sewer	\$ 1,028,000
Water	\$ 3,416,500
Recycled Water	\$ 301,500
Storm Drainage	\$ 1,553,500
Street Improvements	\$ 18,475,000
<b>Public Amenity Program</b>	
Streetscape Improvements	\$ 7,873,500
Bicycle and Pedestrian Improvements	\$ 6,601,000
Parks	\$ 12,449,500
Administrative Program	
Site Assembly Program	\$ 25,000,000
Façade Enhancement	\$ 2,587,000
Marketing	\$ 1,725,000
<b>TOTAL</b>	<b>\$ 80,011,000</b>

**EXHIBIT 3**

**GENERAL PLAN MAP  
GENERAL PLAN AMENDMENT NO. GP08-0003**



**City of Milpitas**  
**Midtown Specific Plan**  
**General Plan Map Amendment**  
**Exhibit 3**  
**July 2008**



- Legend
- Multi-Family Residential, Very High Density
  - Multi-Family Residential, High Density
  - Parks & Open Space
  - Mixed Use
  - Industrial Park
  - Manufacturing and Warehousing
  - Public Facilities
  - General Commercial
  - Retail Sub Center
  - Transit Station
  - Ground Level Commercial
  - Transit Oriented Development Overlay
  - Office Overlay
  - Precise Plan Area
  - Midtown Boundary