

MEMORANDUM

Department of Planning and Neighborhood Services



To: Honorable Mayor and Council members
From: Sheldon S. Ah Sing, Senior Planner
Through: Tom Williams, City Manager
Subject: **Technical Analysis and Work Plan for General Plan Updates**
Date: August 21, 2012

Background

The City has recently seen a significant interest among property owners and developers seeking the rezone of areas currently designated for industrial or commercial uses in the Milpitas Zoning Code to residential uses. Such interest comes after several significant conversions that have already been approved by the City Council such as Fairfield residential project on Murphy Ranch Road, the Landmark Tower project at the former Billings Chevrolet site, and the Los Coches Avenue Rezone on the north side of Los Coches from Sinclair Frontage Road to Topaz Street.

In response to this, issue, the City began a temporary moratorium on February 7, 2012. The moratorium allowed staff to begin assessing and inventorying infrastructure and utility supplies available in the event of continued rezoning, review the projected jobs to housing balance, fiscal and economic impacts, school impacts, and to also prepare, if necessary, amendments to the Zoning Code, the General Plan, and/or Specific Plans. The moratorium is necessary to study unwarranted impacts upon public health and safety such as the placement of housing adjacent to potential exposure to vibration, noise, toxic and chemical releases associated with day to day operations of industrial uses; the potential to have inadequate emergency response access and access to basic commercial services. The study also needed to address the affects of a potentially weakened job to housing balance and its affects on attracting quality job generating companies to the City.

The City Council adopted Urgency Ordinance No. 38.804 extending the moratorium on certain land use conversions for four months and 15 days, which would expire on August 5, 2012.

Any zoning code or other amendments may potentially require CEQA analysis, which needs to be accounted for in the project timeframe. Staff completed analysis of the infrastructure and utility supplies and this report summarizes all of the issues and provides recommendations.

Areas of Study

The areas of study include “Utilities and Solid Waste Capacity”, “Traffic”, “Affordable Housing”, “Fiscal/Economic Impacts”, “Land Use Compatibility”, “Schools”, and “General Plan Update Fee”.

Utilities and Solid Waste Capacity

Water

The Engineering Division finds that the City has adequate water supply and flow to serve additional residential units. The City has approximately 0.4 million gallons per day (mgd) of unused capacity from SFPUC and the City does not have a contractual cap or limit on SCVWD supply. The City will need to complete water supply assessments for any development exceeding 500 dwelling units regardless of the zoning (pursuant to State law), but this does not present a cap or limit. The City has already completed the water supply assessment for the development within the Transit Area Specific Plan. The Midtown Specific Plan predated the current law.

Recommendation:

Monitor capacity annually to ensure sufficient supplies.

Sewer

The City's consultant, RMC evaluated the City's sewer capacity needs projection with the recent rezoning approvals and they found that the City will still have about 0.4 mgd excess sewer capacity. This would roughly allow for at least an additional 2,000 moderate to high density dwelling units, not factoring in the allowance for the lost commercial/industrial use (credits to capacity).

Recommendation:

Monitor capacity annually to ensure sufficient supplies.

Solid Waste

Garbage does not have a capacity or volume limit and is not impacted by zoning.

Traffic

The following is a qualitative analysis of potential new traffic trips generated by land use developments not conforming to General Plan and Specific Plans Policies have on the City's transportation system.

The City's General Plan and Specific Plans (adopted plans) establish Transportation Policies for the movement of people, goods, and vehicles through the City based on adopted land and development use assumptions. As part of these adopted plans development processes, the City's transportation system was studied to assess future traffic operations, identify potential deficiencies, and address transportation infrastructure needs based on the approved land and development use assumptions.

Utilizing these adopted plans' policies and findings, long range transportation infrastructure projects are identified and funding mechanisms are established for implementation of transportation infrastructure improvements to mitigate traffic impacts by the horizon year.

If land use designations change significantly from adopted plans, total new trips from non-conforming land use projects may result in unanticipated deficiencies in new areas of the city. Consequently, this may create significant transportation infrastructure needs that are not planned for and could result in considerable time lag before resultant deficiencies can be mitigated.

This analysis focuses on critical locations in the city where roadways and intersections are currently operating unacceptably. These locations have been identified by recently completed traffic impact analysis and Citywide Signal Timing Project to be deficient. Without mitigations, these locations are anticipated to continue to operate unacceptably with a steady traffic increase assumption.

The following are deficient roadways and intersections that are currently operating unacceptably (LOS F) during one or more peak hour periods:

1. Dixon Landing Road from N. Milpitas Blvd to Milmont Ave

2. I880 southbound ramps/Tasman Dr
3. SR237 EB ramps/McCarthy Blvd
4. **Calaveras Blvd from Abbott Street to Milpitas Blvd**
5. **Montague Expressway within city limits**

The City Council approved a development traffic impact fee for the implementation of Calaveras Blvd Widening Project; thus, Calaveras Boulevard deficiency is expected to be mitigated by 2035.

Santa Clara County Roads and Airports have already programmed the Montague Expressway Widening Project, so the Montague Expressway deficiency is also expected to be mitigated by 2035.

Traffic mitigations for the remaining deficient roadways and intersections would likely require roadway capacity improvements to bring them to acceptable level of service. This would entail right-of-way acquisitions and/or modifications to freeway overcrossing structures. There currently is no funding or project identified to collect funding and implement capacity improvements at these locations.

The following map highlights approximate areas where new projects would directly attribute new traffic trips that exacerbate unacceptable traffic conditions at the above unmitigated locations. Although areas outside of these approximated areas could contribute new traffic trips to the deficient areas, they would be expected to cause less than significant impacts.



There may be additional transportation elements that will fall into unacceptable level of service in 2035 horizon year based on Metropolitan Transportation Commission (MTC) 2035 traffic forecast model. However, accuracy of MTC's 2035 traffic volume projection would require additional validations, especially in areas where City land use decisions greatly influence outcomes. Identifying all deficient transportation elements based on the projected traffic volume growth would require an extensive quantitative study effort that is not included in this analysis.

Recommendation:

Include intersections that may have foreseeable impacts in the City's Capital Improvement Projects Program, so that the City collects funds either from Milpitas development or adjacent jurisdiction's developments (such as projects in Fremont or San Jose) through the CEQA process.

Affordable Housing

The State requires that Cities make provisions for affordable housing. The City's General Plan and implementing documents include a goal to provide affordable housing.

Recommendation:

With the loss of the Redevelopment Agency and the ability to set aside tax increment revenue, the City should consider alternative ways to achieve affordable housing goals. Milpitas will continue to work with residential developers on providing affordable housing opportunities. Development Agreements, support of Low Income Housing Tax Credits Program, Department of Housing and Community Development (HCD) grants and loans and limited financial support from Milpitas Housing Authority are opportunities, which should be explored to further support affordable housing.

Fiscal/economic impacts

With the loss of the Redevelopment Agency and the ability to raise revenue through increment taxation, the City should consider negotiating with developers when development proposals are made. Specifically, development agreements should be considered when land use changes are proposed in certain situations.

Recommendations:

Add the following policies to the City's General Plan:

1. When considering land use conversions from commercial or industrial lands to residential, the City should contemplate substantial economic benefit through negotiable development agreements with contributions towards the Economic Development Corporation to spur economic development. (NEW)
2. When considering development proposals that are consistent with the underlying land use designation, evaluate opportunities for infrastructure improvements that would benefit the proposed project as well as the adjacent development that would lessen the burden on the overall tax base. (NEW)

Land Use Compatibility

Staff conducted research on how other cities have addressed a similar issue of land use compatibility where land use conversions have occurred and perceived as an issue. While the City already practices some of these recommended policies, actually having a General Plan policy will strengthen the City's position when making findings. Land use compatibility for the purposes of this discussion is broken down into three separate categories: "Designation Compatibility", "Fiscally Sustainable Land Use" and "Fiscally Beneficial Land Use". The following are suggested policies to be included in the General Plan:

Designation Compatibility

The City should consider policies that look at the overall land use plan spatially and behaviorally, taking into account overall characteristics such as business operators' and residents' preferences and ensuring that the two are not inconsistent.

Recommendations:

Add the following policies to the City's General Plan:

1. Prohibit encroachment of incompatible uses into industrial lands, and prohibit non-industrial uses which would result in the imposition of additional operational restrictions and/or mitigation requirements on industrial users due to land use incompatibility issues. **(NEW)**
2. When new uses are proposed in proximity to existing industrial uses, incorporate conditions upon the new use to minimize its negative impacts on existing nearby land uses and to promote the health and safety of individuals at the new development site. **(Already doing through zoning, but strengthens position with new policy)**
3. Encourage supportive and compatible commercial and office uses in industrial areas designated for those uses. In areas reserved for industrial uses, only limited ancillary and incidental commercial uses, such as small eating establishments, may be permitted when such are of a scale and design providing support only to the needs of businesses and their employees in the immediate industrial area. **(Already doing zoning, but strengthens position with new policy)**
4. Monitor the City's jobs/housing balance and provide the City Council with an annual update. **(NEW)**
5. Maintain an inventory of industrial lands and periodically assess the condition, type, and amount of industrial land available to meet projected demands. **(New)**
6. Prohibit social organization uses within industrial areas. Consider these uses in other areas in the City. **(Already doing with zoning, but strengthens position with new policy)**

Fiscally Sustainable Land Use

Besides land use compatibility, the City should consider fiscal sustainability in its land use decisions. The following suggest policies that may be added to the General Plan.

The city should make land use decisions that improve the City's fiscal condition. Manage the City's future growth in an orderly, planned manner that is consistent with the City's ability to provide efficient and economical public services, to maximize the use of existing and proposed public facilities, and to achieve equitable sharing of the cost of such services and facilities.

Recommendations:

Add the following policies to the City's General Plan:

1. Consider long-term planning and strong land use policy in managing the City's fiscal position. **(NEW)**
2. Promote land use policy and implementation actions that improve the City's fiscal sustainability. Maintain or enhance the City's projected total net revenue through amendments made to the General Plan. Discourage proposed re-zonings or other discretionary land use actions that could significantly diminish revenue to the City or significantly increase the City's service costs to the City without offsetting increases in revenue. **(NEW)**

Fiscally Beneficial Land Use

The City should consider a long term approach to managing its income/job generating lands and the impacts of development on public services.

Recommendations:

Add the following policies to the City's General Plan:

1. Maintain and expand the total amount of land with industrial designations. Do not add overlays or other designations that would allow non-industrial, employment uses within industrially designated areas. **(NEW)**
2. Consider conversion from one employment land use to another, where the conversion would retain or expand employment capacity and revenue generation, particular for intensification on-site if the proposed conversion would result in a net increase in revenue generation. **(NEW)**
3. Emphasize mixed-use development to the extent feasible, to achieve service efficiencies from compact development patterns and to maximize job development and commercial opportunities near residential development. **(Already doing, but strengthens position)**
4. When reviewing major land use or policy changes, consider the availability of police and fire protection, parks and recreation and library services to the affected area as well as the potential impacts of the project on existing service levels. **(Already doing on case by case basis, but strengthens position with new policy)**
5. Use the design review process to consider and weigh the long term maintenance, resource needs, and costs of the design of private streets and other private infrastructure improvements. **(Already doing on case by case basis, but strengthens position with new policy)**
6. Land use conversions from employment/sales tax generation properties to residential shall only be considered once there is 80% buildout in the Midtown and Transit Area Specific Plans. **(NEW)**

Schools

According to the City's General Plan an additional 992 students are expected to enroll in the district (between 2009 and 2019) as a result of the General Plan buildout, resulting in a total of 10,879 students by 2035.

Based on the two General Plan amendment projects currently in process an additional 20 students would be projected to enroll in the school district. The approval of these two projects will not cause a near term capacity issue for the district.

However, the school districts constantly evaluate their capacities and project enrollments. According to the Milpitas Unified School District (May 2012), the District has a total capacity of 10,891 students. The District identifies that 9,967 students are currently enrolled in the district. They project by 2021 that 11,025 students will be enrolled, which exceeds the current capacity.

Senate Bill 50 enacted in 1998 imposes limitations on the power of cities and counties to require mitigation of school facilities impacts as a condition of approving new development. SB 50 provides authority for three different levels of fees for school districts. Education Code Section 17620 provides the basic authority for school districts to levy fees against construction for the purpose of funding construction or reconstruction of school facilities, subject to limits set forth in Government Code Section 65995. According to *Government Code* Section 65996, the development fees authorized by SB 50 are

deemed to be “full and complete school facilities mitigation.” In summary, it is the responsibility of the school district to set the school impact fees within the limits of the law and to collect the fee.

Recommendation:

No action needed.

Complete streets

With the passage of Assembly Bill 1358 (AB1358) “The Complete Streets Act”, California requires that any city substantively amending the circulation element of their General Plan, “modify the circulation element for a balanced, multimodal transportation network that meets the needs of all users of streets, roads, and highways, defined to include motorists, pedestrians, bicyclists, children, persons with disabilities, seniors, movers of commercial goods, and users of public transportation, in a manner that is suitable to the rural, suburban, or urban context of the general plan.” This bill imposes a state-mandated local program.

In addition, the City has a Priority Development Area (PDA). PDAs are locally-identified, infill development opportunity areas within existing communities. They are generally areas of at least 100 acres where there is local commitment to developing more housing along with amenities and services to meet the day-to-day needs of residents in a pedestrian-friendly environment served by transit. To be eligible to become a PDA, an area had to be within an existing community, near existing or planned fixed transit or served by comparable bus service, and planned for more housing. Designation of PDAs in the Bay Area expresses the region's priorities for growth and informs regional agencies which jurisdictions want and need assistance. This assistance comes in the way of financial grants. One of the requirements to receiving grants is having the City’s implement “complete streets” within their general plan prior to October.

When the City’s Transit Area Specific Plan was adopted in 2008 (predating the Complete Streets Act), the circulation element of the General Plan was amended to include policies similar to those in the complete streets act.

Recommendation:

Amend the City’s General Plan Circulation Element to include the State’s Office of Planning Research guidelines for complete streets, which would represent minor changes to the general plan. The changes include recognizing the General Plan’s relationship with the Complete Streets Act; the revising of certain policies; and the addition of new policies to support the Act.

General Plan Update Fee

The City’s General Plan has not been comprehensively updated since the mid-1990s. State law requires that a City’s General Plan be comprehensively updated from time to time. In addition, the environmental analysis documentation as required by the California Environmental Quality Act (CEQA) is outdated.

Recommendation:

A new fee is established to pay for the updating of the City’s General Plan. A survey can be done to see what other jurisdictions levy.

Timeframe

Since these recommended changes together are substantial, it is recommended that there should be some outreach to the community and the City’s Transportation and Land Use Subcommittee to achieve feedback and consensus.

It is expected that after the outreach is completed, staff can, if directed bring the amendments forward to the Planning Commission during the latter part of the year along with a Negative Declaration for a recommendation to the City Council. At the very least, the amendments to the General Plan Circulation Element for the Complete Streets Act consistency must occur as not to jeopardize future grants and funding from the MTC by January 2013.

Conclusion

The suggested recommendations bolster the City's General Plan and its response to pressures on land use conversions. In addition, the amendments to the Circulation Element allow the City to compete for regional grants supporting the City's growth vision.

Purpose

The Circulation Element designates the general location and extent of existing and proposed major thoroughfares, transportation routes--including those for bicycles and pedestrians--and other local public facilities.

Relationship to Other Elements

The Circulation Element is systematically and reciprocally correlated with the Land Use Element, which includes policies related to the physical framework for development that the circulation system is designed to serve. The trails and bikeways identified in this element are also related to the recreational plans and policies identified in the Open Space and Environmental Conservation Element. Projected noise conditions in the Noise Element are also based on the traffic analysis conducted as part of the Circulation Element.

Much of Milpitas' evolution and recent growth can be attributed to its strategic location at the narrow plain between the Diablo Range and the San Francisco Bay that connects the East Bay and the South Bay. Several major regional transportation facilities traverse the City including Interstates 680 and 880, State Route 237-Calaveras Boulevard, Montague Expressway, The Santa Clara Valley Transportation Authority (VTA) Light Rail line, the Union Pacific Railroad tracks and the future Bay Area Rapid Transit (BART) commuter rail line. These major routes serve as major regional thoroughfares; however also act as barriers for local access.

Milpitas accommodates significant regional traffic as commuters from the East Bay and Central Valley travel to employment centers in Milpitas and Santa Clara County. The predominant direction of travel is south and west during the morning and east and north during the evening commute. Mean travel time to work for City residents was 22.7 minutes in 2009, compared to 23.8 minutes for County residents as a whole.

The residents' mode of transportation to work was quite similar to that of County residents as detailed in the 2009 American Community Survey 1-Year Estimates, with about 77 percent of the workers relying on the automobile as the primary mode (Table 3-1). Carpooling is slightly higher than the County average with 14 percent Milpitas residents sharing a vehicle over the County's 11 percent. A small amount of Milpitas residents travel by public transportation and about 2 percent of Milpitas residents walk or use another means of transportation which is assumed bicycling.

| | Percent of Total | |
|---|-------------------------|---------------------------|
| | Milpitas | Santa Clara County |
| Car, Truck or Van | | |
| Drove Alone | 76.7% | 75.7% |
| Carpooled | 13.8% | 11.0% |
| Public Transportation | 1.6% | 3.2% |
| Walked | 1.8% | 2.2% |
| Other Means | 2.9% | 3.5% |
| Worked at Home | 3.2% | 4.5% |
| Total Workers | 35,043 | 947,930 |
| Note: Percentages may not add to 100 because of independent rounding. | | |
| Source: 2009 American Community Survey 1-Year Estimates | | |

The Circulation Element provides a framework to guide growth of Milpitas' transportation-related infrastructure over the next 20 years. The Element is closely integrated with the Land Use Element to maintain acceptable level of service as the City grows and to plan an adequate street network to serve future development.

3.1 Relationship to Regional Programs

For a discussion of the Bay Area Air Quality Management District's programs, see Section 3.4.

A recognition of the functional relationships between transportation, land use and air quality, as well as of the need for jurisdictional cooperation, has led to a long history of legislation. In accordance with California Statute, Government Code 65088, Santa Clara County established a Congestion Management Program (CMP) to develop a comprehensive transportation improvement program among local jurisdictions that will reduce traffic congestion and improve land use decision-making and air quality. In 1991, Congress enacted the landmark Intermodal Surface Transportation Efficiency Act (ISTEA) followed by TEA-21 (expired in mid-2003) to provide a "national intermodal transportation system that is economically efficient and environmentally sound, and moves people and goods in an energy-efficient manner". This allowed state and metropolitan planning organization to take a broader view of the transportation system and its performance. In 2005, congress approved the Safe, Accountable, Flexible, and Efficient Transportation Equity Act- A Legacy for Users or SAFETEA-LU. Like its predecessors, SAFETEA-LU provided dollars to fund federal highways public transportation, highway safety and motor carrier safety program. The program promotes projects of national significance and it gives state and local transportation decision makers the financial flexibility to solve transportation problems in their communities.

The state of California has adopted two legislative mandates to guide the development of local plans and strategies:

AB 32 California Global Warming Solutions Act of 2006. This bill requires the State board to adopt regulations to require the reporting and verification of Statewide greenhouse gas emissions and to monitor and enforce compliance with this program

SB 375 2008 Transportation Planning: Travel Demand Models; Sustainable Communities Strategy; Environmental Review. This bill requires the California Transportation Commission (CTC) to maintain guidelines, as specified, for travel demand models used in the development of the regional transportation plans by metropolitan planning organizations. This bill would also require the regional transportation plan for regions of the State with a metropolitan planning organization to adopt a sustainable communities strategy, as part of its regional transportation, designed to achieve certain goals for the reduction of greenhouse gas emissions from automobiles and light trucks in a region.

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Major street improvements to meet the needs for a long-range planning horizon are identified in Section 3.3 of this Element. These projects will later be studied in greater detail and funding and implementation sources would be identified. Many of the projects are part of local and regional programs, including the City's Capital Improvement Program, the Santa Clara County

Congestion Management Program (CMP), and Regional Transportation Plans as discussed below.

[AB 1358 California Complete Streets Act of 2008. In order to fulfill the commitment to reduce greenhouse gas emissions, make the most efficient use of urban land and transportation infrastructure, and improve public health by encouraging physical activity, transportation planners must find innovative ways to reduce vehicle miles traveled \(VMT\) and to shift from short trips in the automobile to biking, walking and use of public transit. There is no singular design prescription for Complete Streets; each one is unique and responds to its community context.](#)

Regional Transportation Plan

As the designated metropolitan planning organization for the Bay Area, the Metropolitan Transportation Commission (MTC) is responsible for preparing a long range Regional Transportation Plan (RTP). With the adoption of the Regional Transportation Plan in 2009, three principles of sustainability guide the Bay Area: a prosperous and globally competitive economy, a healthy and safe environment, and equity wherein all Bay Area residents share in the benefits of a well-maintained, efficient and connected regional transportation system. These principles are benchmarks to measure the progress of the Bay Area's transportation system.

In addition, to remain eligible for federal transportation funds, a region must demonstrate that the highway and transit projects contained in its RTP will help attain and maintain federal air quality standards. Once adopted, a RTP serves as a guide for the region's Transportation Improvement Programs (TIPs) in which projects and their specific funding sources are listed.

Santa Clara County Congestion Management Program

The Santa Clara Valley Transportation Authority (VTA), in its role as the Congestion Management Agency (CMA) for Santa Clara County, is responsible for preparing and periodically updating the Valley Transportation Plan (VTP), the long range vision for transportation in the County. The VTP identifies existing and future transportation related needs, considers all modes of travel and identifies what can be completed within the anticipated available funding for projects and programs. It provides a roadmap for the planning, policy development and programming of transportation funds in Santa Clara County for the next 25 years according to State and Federal requirements. It considers all travel modes and addresses the links between transportation and land use planning, air quality, energy use and community livability. The VTP updates every 4-5 years on a cycle coinciding with the Bay Area's Regional Transportation Plan (RTP)

The Congestion Management Program (CMP) is administered by the Santa Clara Valley Transportation Authority, the County's Congestion Management Agency, which is also responsible for overseeing local agency compliance with state law. The CMP promotes an integrated approach to transportation planning decision-making and mobility in Santa Clara County by establishing traffic and transit standards, trip-reduction and travel-demand requirements, and by incorporating the transportation implications of land-use decisions in planning efforts.

Cities within the County are responsible for conformance with the adopted service level standards on the principal arterial system defined by the CMP, and for transit standards. They are also responsible for the adoption and implementation of a trip-reduction and travel-demand ordinance and for developing a program to analyze the impacts of land use decisions. Where deficiencies in the system exist, deficiency plans must be adopted and methods of correcting the deficiencies identified. If deficiencies go unmitigated, a city could lose its entitlement to a portion of its gas tax revenues.

Capital Improvements Program (CIP). The CMA maintains a CIP which includes a list of transportation facility improvements that is submitted to the MTC for inclusion in the Valley Transportation Plan 2040, (VTP 2040), or for funding from the state (Flexible Congestion Relief Funds) or from the federal Surface Transportation and the Congestion Mitigation/Air Quality programs.

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Traffic level of service (LOS) standards adopted as part of the CMP is discussed in Section 3.2 and the street network in Section 3.3.

3.2 Standards for Traffic Service

Because much of the City is built-out, the primary traffic issues in Milpitas are the feasibility of improvements and achievement of an acceptable level of service, particularly along two major commute corridors that bisect the city. Areas along the local street system not constrained by available rights-of-way are few.

Level of service (LOS) is a measure of quality of traffic service along a roadway or at an intersection. As described in Table 3-2, it ranges from A to F, with LOS A being best and LOS F being worst. LOS A, B and C indicate conditions where traffic can move relatively freely. LOS D describes conditions where delay is noticeable. LOS E indicates significant delays and traffic volumes are generally at or close to capacity. Finally, LOS F characterizes traffic flow at very slow speeds (stop-and-go), and large delays (more than one minute) with queuing at signalized intersections; in effect, traffic demand on the roadway exceeds the roadway's capacity.

CMP Level-of-Service Standards

As required by state law, the Santa Clara County CMP includes level-of-service standards for the designated CMP Roadway System as follows:

- The LOS basic standard is LOS E;
- The LOS goal for the CMP system is LOS D, however member agencies (including the City of Milpitas) are not required to conform to the goal.
- Intersections that have a baseline (1991) LOS F are grandfathered in as LOS F.
- If the baseline LOS for a CMP System facility was LOS F and the facility is not included in an approved deficiency plan, then changes to traffic conditions caused by a project shall not be allowed to increase LOS by more than the

criteria outlined in the CMP Traffic LOS Impact criteria for intersections- four or more second increase of average stopped delay for the critical movements and increase in critical volume-to-capacity ration (v/c) by 0.01 or more. In the event that the project causes CMP System facilities to worsen below baseline conditions, either a mitigation proposal to improve traffic LOS shall be provided, or an approved deficiency plan must be approved.

| Table 3-2 | | |
|--|---|---|
| Traffic Level Of Service Definitions | | |
| Level of Service (LOS) | Traffic Flow Conditions | Maximum Volume to Capacity Ratio |
| A | Describes primarily free-flow operations at average travel speeds, usually about 90 percent of the free-flow speed for the arterial class. Vehicles are completely unimpeded in their ability to maneuver within the traffic stream. Stopped delay at signalized intersections is minimal. | 0.6 |
| B | Represents reasonably unimpeded operations at average travel speeds, usually about 70 percent of the free-flow speed for the arterial class. The ability to maneuver within the traffic stream is only slightly restricted and stopped delays are not bothersome. Drivers are not generally subjected to appreciable tension. | 0.7 |
| C | Represents stable operations. However, ability to maneuver and change lanes in midblock locations may be more restricted than in LOS B, and longer queues and/or adverse signal coordination may contribute to lower average travel speeds of about 50 percent of the average free-flow speed for the arterial class. Motorists will experience an appreciable tension while driving. | 0.8 |
| D | Borders on a range on which small increases in flow may cause substantial increases in approach delay and, hence decreases in arterial speed. This may be due to adverse signal progression, inappropriate signal timing, high volumes, or some combination of these. Average travel speeds are about 40 percent of free-flow speed. | 0.9 |
| E | Characterized by significant approach delays and average travel speeds of one-third the free-flow speed or lower. Such operations are caused by some combination or adverse progression, high signal density, extensive queuing at critical intersections, and inappropriate signal timing. | 1.0 |
| F | Characterizes arterial flow at extremely low speeds, below one-third to one-quarter of the free flow speed. Intersection congestion is likely at critical signalized locations, with high approach delays resulting. Adverse progression is frequently a contributor to this condition. | >1.0 |
| Source: <i>Highway Capacity Manual</i> , 1985. | | |

Traffic Analysis

The City completed two major planning documents in order to address community needs as it relates to land use and transportation. The Midtown Specific Plan provides a new vision for the approximately 589 acre area of land in central Milpitas. This area provides for approximately 1400 units of housing, reinvestment in the Great Mall, the VTA Light Rail and the future Bay Area Rapid Transit line. Recent additions to Midtown Milpitas include the Milpitas Library, and the County's multi-regional Medical Facility. The Transit Area Specific Plan is a plan for the redevelopment of an approximately 437-acre area in the southern portion of the City that currently includes a number of industrial uses near the Great Mall shopping center. This plan proposes redevelopment of this area with 7,109 dwelling units, 993,843 square feet of office space, 340 hotel rooms and 287,075 square feet of retail space centered around the proposed Milpitas BART station and the VTA Light Rail system. Both these plans forecast traffic conditions include 2030 development, as well as the VTA estimates of land use in the year 2030 in all parts of the County outside of the City's Planning Area.

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In the Planning Area, overall employment projections based on ABAG's Projections 2009 were appropriately converted to land uses and distributed based on the Midtown and Transit Area Specific Plan designations. The model was used to produce forecasts of peak-hour traffic on the freeways, arterials and many of the collector streets in the City. Results of the traffic analysis are included in Appendix A. Major improvements needed to accommodate these anticipated traffic increases are discussed in Section 3.3.

3.3 Street Network and Classification

A hierarchy of streets will be required to provide access to future development and maintain acceptable levels of service. The circulation network in the General Plan Diagram (Figure 2-1) identifies the functional classifications of key routes. A route's design is determined by the projected traffic level on the street. The classifications and their required access standards are identified in Table 3-3. Street widths, number of lanes, and the need for on-street parking are to be tailored to individual conditions.

| Table 3-3 Street Classifications | | | |
|-------------------------------------|---|---|--|
| Street Type | Function | Access | Discussion |
| Freeway | Provides for intra- and inter- regional mobility. | Restricted to primary arterials and expressways via interchanges. | Interstates 880 and 680 and State Route 237 west of 880 are the freeways in the Planning Area. |

| Street Type | Function | Access | Discussion |
|---------------------|--|--|---|
| Expressway | Provide for movement of through-traffic. | Limited accesses to abutting properties; varies according to situation. | |
| Arterial | Collect and distribute traffic from freeways and expressways to collector streets, and vice versa. | Varies according to situation. | State Route 237 east of 880 is a signalized arterial being used as a regional freeway to freeway connector. |
| Collector | Serve as connectors between local and arterial streets and provide direct access to parcels. | <u>Driveways and/or intersecting streets</u> or collector streets should be no closer than 300 – 400 feet apart. <u>Encourage joint-use driveways.</u> | |
| Local Street | Provide access to parcels. | Access is not restricted. | Local streets constitute the largest part of the City's circulation system. |

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Major Improvements Needed

Due to regional through-traffic along sub-regional routes, such as State Route 237 and Montague Expressway, a large increase in traffic by year 2035 is anticipated. In addition, the completion of the Midtown Specific Plan and Transit Area Specific Plan, along with recent development activity has forecasted the increase of cumulative traffic. It is anticipated that segments of the following Milpitas roadways will have higher levels of traffic volume by year 2030:

- Abel Street
- Dixon Landing Road
- Main Street
- McCarthy Boulevard
- Milpitas Boulevard
- Montague Expressway
- Tasman Drive/Great Mall Parkway

Mitigation measures have been identified in order to alleviate the traffic pressure on these roadways. Major improvement projects are reviewed annually and are included in the VTP/RTP in order to be eligible for funding. Currently, these projects included are:

- Calaveras Boulevard Widening- bridge replaced between Milpitas Boulevard and Abel Street to accommodate 6 lanes and pedestrian bicycle facilities in both directions;
- Dixon Landing Road Widening- Widening from Interstate-880 to N. Milpitas Blvd from four to six lanes, including pedestrian and bicycle facilities
- Dixon Landing Road/Milpitas Boulevard Intersection [and Widening](#) Improvements.

Consistency with the Capital Improvement Program

Because of the incremental nature of development, the General Plan does not outline a schedule for the improvements to the City's street system discussed above. Projects identified in the Plan will be prioritized and included in the City's ongoing Capital Improvement Program (CIP). Modifications to the CIP are to be made as a normal part of the City's budgeting and implementation process and do not require amendment of the General Plan.

3.4 Transportation Demand Management

The term "Transportation Demand Management" (TDM) refers to measures designed to reduce peak-period auto traffic, by making more efficient use of existing transportation resources, and [expanding and](#) emphasizing [sustainable](#), non-auto alternatives. These include public transit, flexible working hours, [telecommuting](#), carpooling and vanpooling, and incentives to increase the use of these alternatives. TDM has become increasingly important in the effort to enhance mobility through efficient use of alternative modes of transportation, and in meeting federal and state air quality standards.

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A successful TDM program is an essential and important element in the continuing effort to achieve acceptable levels of traffic service based on the standards in Section 3.2. The specific objectives of TDM are to:

- Reduce peak hour traffic congestion by reducing the number of single-occupant vehicle trips associated with commuting [by providing travelers with alternate mobility choices](#);
- Reduce or delay the need for street improvements by making more efficient use of existing facilities;
- Reduce future air pollution concentrations and strive towards meeting state and federal ambient air pollution standards by reducing the number of single-occupant vehicle trips associated with commuting; and
- Reduce consumption of energy for transportation uses, thereby contributing to the national policy to increase energy self-sufficiency.

Transportation Control Measures

Under the California Clean Air Act (CCAA) of 1988, the Bay Area Air Quality Management District (BAAQMD) is required to prepare a Clean Air Plan (CAP) to achieve state standards for ozone and carbon monoxide. The Bay Area 2010 Clean Air Plan (CAP) provides a comprehensive plan to improve Bay Area air quality and protect public health. The CAP defines a control strategy that the Air District and its partners will implement to: (1) reduce emissions and decrease ambient concentrations of harmful pollutants; (2) safeguard public health by reducing exposure to air pollutants that pose the greatest health risk, with an emphasis on protecting the communities most heavily impacted by air pollution; and (3) reduce greenhouse gas (GHG) emissions to protect the climate.

The CCAA states that attainment plans should emphasize reducing emissions from transportation and area wide sources. The Act requires air districts to adopt, implement, and enforce Transportation Control Measures (TCMs). TCMs are defined in state law as “any strategy to reduce vehicle trips, vehicle use, vehicle miles traveled, vehicle idling, or traffic congestion for the purpose of reducing motor vehicle emissions.” Although cars are about 90 percent cleaner than they were 20 years ago and fleet turnover will produce the bulk of mobile source emission reductions in the future, the state plan still requires TCMs as a complementary strategy. MTC develops and updates a list of TCMs to the BAAQMD.

Transit

Only 1.6 percent of Milpitas' workforce uses public transportation to travel to work (see Table 3-1). The primary function of transit in the City is to transport residents from the City to commercial and employment centers and to other transit stations in surrounding jurisdictions. The bus transfer station and park-and-ride lot, at the Great Mall transit center acts as a hub for most of the bus lines that serve Milpitas. Frequent service (less than 30 minute headway) is offered primarily during peak hours (6 AM to 9 AM and 3 PM to 6 PM on weekdays) while headway increase to 30 minutes or more during the midday, after 6 PM and on weekends and holidays.

Bus. The VTA provides a majority of the bus service for Milpitas. Local bus routes provide service to Mountain View, Sunnyvale, Great America, southeast and east San Jose, and Evergreen College, at average headway of 15 to 30 minutes during commute hours. Service to the Fremont BART station is provided by express buses. Additionally, Alameda County (AC) Transit provides lines from Milpitas to the Fremont including the Fremont BART Station. Details on transit service are included in Appendix B.

Light Rail. The Alum Rock-Santa Teresa Line travels through Milpitas stopping at 3 locations: Montague Expressway, Great Mall Transit Center (bus transfer station) and I-880/Milpitas at Tasman Drive/Alder. Both the Great Mall Transit Center and I-880/Milpitas have park and ride facilities. The Montague Expressway stop will link with the future BART station and bus transfer center, being the first multimodal station in Santa Clara County.

Bay Area Rapid Transit. The Milpitas Station is scheduled to open in 2017 that will link the Berrysessa Station to the south in San Jose with the remainder of the BART system to the East Bay and San Francisco. BART will provide Milpitas regional transit connectivity to San Mateo, San Francisco, Alameda, and Santa Clara Counties.

3.5 Pedestrian and Bicycle Circulation

The relatively flat topography of the Valley Floor and the City's mild Mediterranean climate are conducive to walking and bicycling. Yet, few residents utilize these means of transportation for commuting. Walking and bicycling constituted only about 4.7 percent of the total trips made by City's employed residents in 2009¹ (see Table 3-1). Measures aggressively promoting and accommodating alternative mode choice should prove to increase this percentage in the future.

Many parts of the City also hold good potential for recreational biking and walking, including along Coyote Creek and within the Hillside Area. There are also additional opportunities along many of the creek channels and the Hetch-Hetchy rights-of-way.

Milpitas is crossed by two freeways and two railroad tracks; which fragment the City's circulation system, including facilities for biking and walking. In addition, many shopping centers and neighborhoods are accessed through a limited number of entrances, through which pedestrians and bicyclists must compete with the automobile for safe passage to their destination. As Milpitas is approaching build out, it is critical that bikeways and trails be addressed with each planned development and redevelopment program.

Bicycling and walking are recognized as vital forms of transportation in the Federal legislation, which calls upon the states to maximize the efficiency of the existing roadway system and to provide for intermodal transportation. Pedestrians and bicyclists are integral to the success of the intermodal system.

Bikeways

The City's existing system of bike lanes and routes support this transportation mode. The City's Bicycle Pedestrian Advisory Committee (BPAC) serves as an advisory body to the City Council on matters relating to planning, modifications and expansion of the City's Bikeway System. BPAC also promotes safety, education and awareness of bicycling and pedestrian issues.

The City has adopted a Bikeways Master Plan which includes:

- Goals, objectives, and benchmarks for bicycling
- A review of existing bicycling conditions
- Descriptions of Relevant Local and Regional Plans and Policies related to Bicycling
- An analysis of bicycling needs
- Recommended Bicycling Projects, Cost Estimates, and Priorities for implementation
- Recommended Bicycling Programs
- Funding Sources for Bicycle Projects and Programs
- Design Guidelines with best practices for implementing bikeways

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¹ 2009 American Community Survey 1-Year Estimates

| Table 3-4 | |
|--------------------------------|--|
| Bikeway Classifications | |
| Classification | Function |
| Bike Paths | Provide exclusive right-of-way for bicyclists with cross flows by motorists minimized to the extent possible. |
| Classification | Function |
| Bike Lanes | To provide preferential use of the paved area of roadway for bicyclists by establishing specific lines of demarcation between areas reserved for bicycles and motorists. |
| Bike Routes | To provide continuity of bikeway system along routes not served by Bike Lanes or Bike Paths. Bike Routes are shared facilities, either with motor vehicles on the street or with pedestrians on sidewalks. |

The VTA Bicycle Plan identifies regional bicycle routes that provide for inter-city commuting. Portions of the Milpitas Bikeway System are identified in this regional plan. The VTA Bicycle Technical Guidelines is a guide for local agencies in Santa Clara County that present standards for planning, designing, operating retrofitting, and maintaining roadways and bikeways as best practices.

Trails

Milpitas Trails Master Plan. Recognizing that an off-street trail system will enhance the quality of life within Milpitas by providing an alternative transportation system, expanding recreational opportunities and improving the environmental conditions of those trail corridors that parallel creeks, the City Council adopted the Milpitas Trails Master Plan on June 3, 1997. Several of the trail corridors identified in the Trails Master Plan will provide direct, grade-separated routes from home to work, school and shopping. The direct access and lack of street crossings provided by grade separated facilities enhances the convenience of the off-street trail system. This added convenience encourages more people to bicycle and walk. The trail system will provide access to the Town Center, the Great Mall, all of the major employment centers, numerous schools and parks and the Tasman Corridor Light Rail stations.

Approximately 35 miles of trails are identified in the Master Plan. Of these, 6 miles have been built and 29 miles are proposed, including about 4 miles of on-street connectors proposed to link together the off-street system. The majority of trails identified in the plan follow the creeks, rail corridors and utility right of ways that traverse the City. In addition, the Midtown Specific Plan promotes the development of these trails. The trails are categorized into the following four groups:

- Regional Trails are those routes identified in the Santa Clara County Trails Master Plan as having national, state or regional significance. In Milpitas these are the Coyote Creek Trail, the San Francisco Bay Trail and the Juan Bautista de Anza National Historic Trails (which share the same alignment in Milpitas), and the Bay Area Ridge Trail.
- City Trails provide north-south and east-west cross-town routes and extend beyond the City limits to Fremont and San Jose. These trails provide recreation and transportation benefits by linking neighborhoods with employment centers, shopping districts, schools, and transit facilities. City Trails include the Berryessa Creek Trail, Calera Creek Trail, Hetch-Hetchy Trail, Penitencia Creek Trail, and Wrigley Creek/Union Pacific Railroad Trail.
- Neighborhood Trails connect homes with schools and parks and provide pedestrian and bicycle access to local shops and markets. They include the Hillcrest Park/Ben Rogers Park Trail, McCarthy Ranch Jogging Trail and Par Course, Rancho Milpitas Middle School/Sinnott School Trail and the Yellowstone Park Trail.
- On-Street Connectors consist of on-street bicycle lanes and routes that link segments of the off-street trail system where no other route is available. They include Calaveras Road, Yosemite Drive and North Park Victoria Drive.

The Trails Master Plan details trail types and the specific corridors included in the plan, offers general analysis, prioritizes trail projects and provides preliminary budget estimates. The Master Plan notes that detailed trail alignment studies for each corridor will be needed as trail projects move forward towards development.

Pedestrian Support

Sidewalks and Streetscapes. In general, pedestrian support has similar infrastructure and safety needs as bikeways and trails. It should be identified that pedestrian activity (as well as the enjoyment of walking) is increased when walkway facilities are safe, comfortable and attractive for all users including children, seniors and persons with disabilities. Some of the best ways to enhance walkways are through the provision of adequate sidewalk width, lighting, buffers between the pedestrians, median islands, curb extensions, safe crossing opportunities, and ample landscaping, particularly street trees. In addition, other enhancements at signalized crossings such as adequate pedestrian crossing timing and accessible pedestrian signals near senior complexes and medical facilities further improve access for users with slower walking pace and sensory loss. Obstructions to movement should be removed to the extent feasible and planned for accordingly.

Street Trees. Street trees have soothing visual impact, provide shade and a habitat for wildlife and add to property values. However, City maintenance costs can be expected to increase as street trees grow taller, requiring additional and more difficult pruning. Sidewalk damage is one of the difficult problems in street maintenance, and one reason for the increased use of

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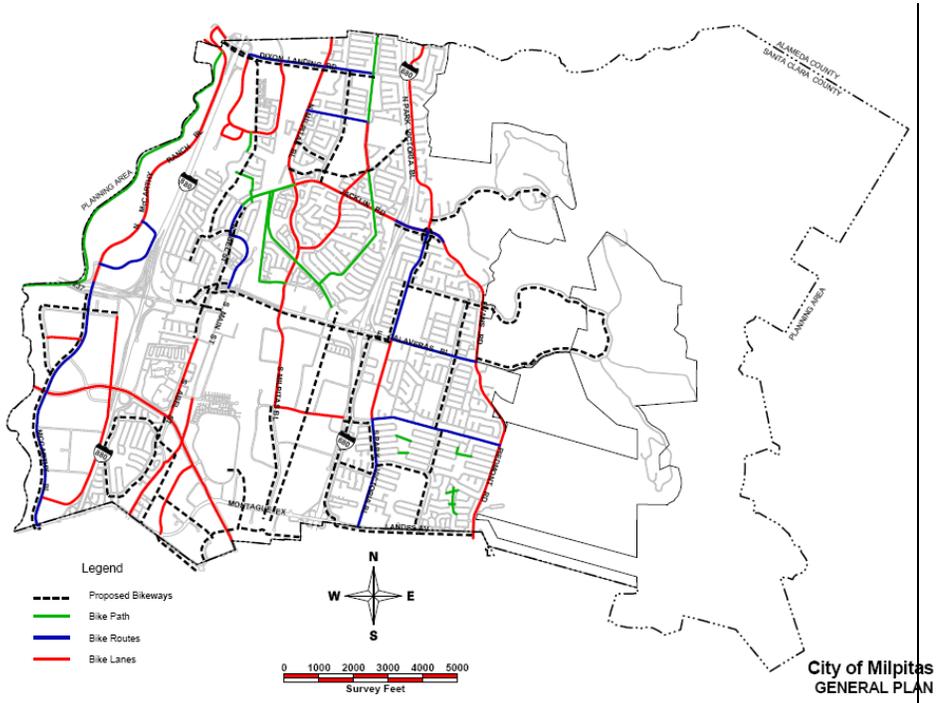
monolithic sidewalks located next to the curb, which widens the appearance of the street and reduces pedestrians' sense of safety by putting them closer to traffic.

Planning for Children. The Milpitas Suggested Routes to School program encourages parents and students to walk or bike to school by identifying obstacles, promoting safety, and suggested improvements. A strong education component is included in the program.

Planning for Seniors. Adequate pedestrian timing and accessible pedestrian signals for crossing should be in place at signalized crossings in the vicinity of senior residential complexes, civic and medical facilities to improve the pedestrian experience for senior citizens.

Planning for Persons with Disabilities. As with the measures suggested for senior citizens, adequate pedestrian timing and accessible pedestrian signals for signalized crossings should be in place where appropriate, such as civic and medical facilities. Obstructions to movement should also be removed and placed in appropriate locations during the planning stages to maximize movement for those with disabilities.

Figure 3-1 Bikeways



City of Milpitas
GENERAL PLAN

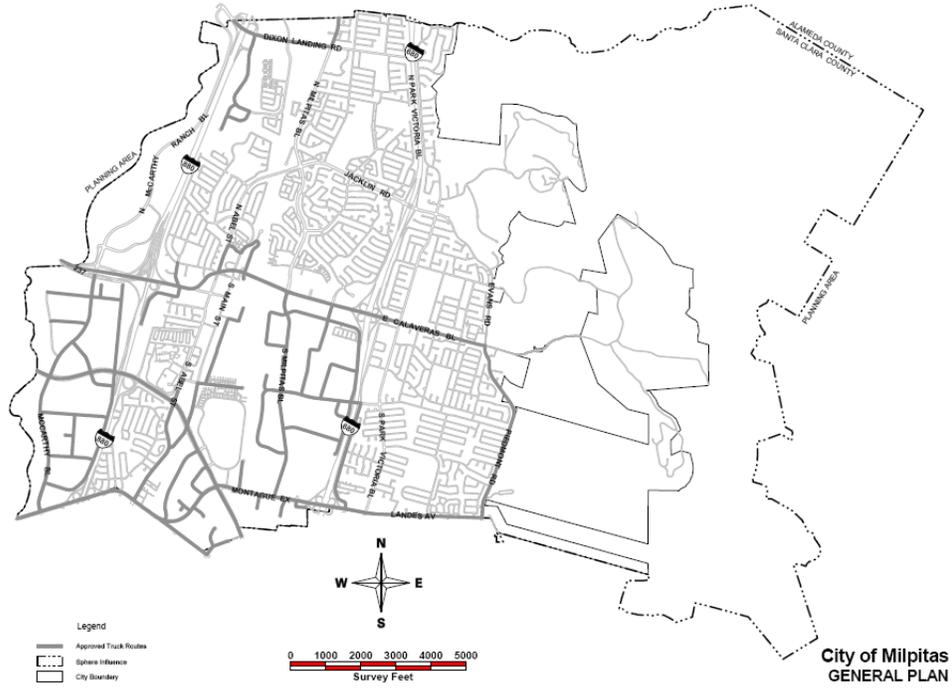
3.6 Goods Movement

Providing adequate circulation for trucks is necessary for economic development of the City by facilitating transportation of goods and products. In Milpitas, there is a four-ton weight limit restriction on all streets, except those shown on Figure 3-3. Therefore, by default, through truck traffic can only utilize the exempted ~~streets, which can be referred to as~~ “truck routes.” The routes shown in the Figure serve as primary commercial truck movements entering and leaving the City. Trucks, however, can use any street to get to and from specific delivery locations when a restricted street is on the direct path to the origin or destination and there is no other permitted facility.

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Where feasible, minimize conflicts along streets with heavy pedestrian activities by implementing parallel corridors for goods movements.

Figure 3-3 Truck Routes



3.7 Circulation Principles and Policies

a. Standards for Traffic Safety

Guiding Principles

- 3.a-G-1** Continue to utilize the City's adopted Level of Service standards in evaluating development proposals and capital improvements. *Current City LOS standards apply only to development east of I-880.*
- 3.a-G-2** Maintain acceptable service standards for all major streets and intersections.

Implementing Policies

- 3.a-I-1** Strive to maintain CMP LOS standards and goals for the CMP Roadway System in Milpitas.
- 3.a-I-2** For collectors and arterials east of Interstate 880 operating at baseline (1991) LOS F, require any development project that impacts the facility at or greater than one percent of facility capacity to implement mitigation measures to reduce the development project's impacts below the one percent level. If an identified location cannot be mitigated, measures designed to improve system-wide levels of service can be implemented. These system-wide improvement strategies will be contained in the Citywide Deficiency Plan. *Conforms to CMA requirements and existing City LOS policy.*
- 3.a-I-3** Recognize that the City's development pattern and deficiencies in the regional network have resulted in substandard service levels on certain streets where capacity cannot be increased.

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- 3.a-I-4 On streets where substandard service levels are anticipated, investigate and implement improvement projects that will enhance traffic operations.
- 3.a-I-5 Continue to monitor traffic service levels and implement Circulation Element improvements prior to deterioration in levels of service to below the stated standard.

b. Street Network and Classification Principles and Policies

Guiding Principles

- 3.b-G-1 Develop a street network integrated with the pattern of living, working and shopping areas, and which provides for safe, inviting, convenient, and efficient intermodal movement within the City and to other parts of the region.
- 3.b-G-2 Direct special consideration toward the circulation needs of a modern, convenient central business district, including adequate off-street parking.
- 3.b-G-3 Promote a street pattern that encourages industrial growth and promote livable community where all people – regardless of age, ability or mode of transportation – feel safe & welcome on the streets.
- 3.b-G-4 Use the “Major Improvements Needed” subsection as a basis for identifying, scheduling, and implementing transportation improvements as development occurs in the future.

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Implementing Policies

- 3.b-I-1 Require new development to pay its share of street and other transportation improvements based on its impacts.

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- 3.b-I-2 Require all projects that generate more than 100 peak-hour (A.M. or P.M.) [vehicle](#) trips to submit a transportation impact analysis that follows guidelines established by CMP. *This is part of the CMP requirements.*
- 3.b-I-3 As part of the Capital Improvement Program (CIP), annually update a five-year program of projects required to construct and/or update circulation facilities.
- 3.b-I-4 Continue to actively seek funding from regional, state, [federal](#), and other agencies for projects identified in Table 3-4 and others included in the City's CIP.

c. Transportation Demand Management

Guiding Principles

- 3.c-G-1 Promote measures that increase transit use [and other non-motorized travel modes](#), that lead to improved utilization of the existing transportation system.
- 3.c-G-2 Cooperate with other [private entities and public](#) agencies to promote local and regional transit serving Milpitas.

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Implementing Policy

- 3.c-I-1 Actively support regional planning efforts for the development of mass transit facilities generally along either the Union Pacific or Southern Pacific Railroad corridors.

d. Pedestrian and Bicycle Circulation Principles and Policies

Guiding Principles

- 3.d-G-1 Implement the goals, objectives, and benchmarks of the Bikeways Master plan.
- 3.d-G-2 Promote walking and bicycling for transportation and recreation purposes by providing a comprehensive system of sidewalks, bicycle lanes and routes and off-street trails that connects all parts of the City.
- 3.d-G-3 Provide adequate bicycle parking and end-of-trip support facilities for bicyclists at centers of civic, retail, recreation, education, and work activity.
- 3.d-G-4 Promote intermodal commuting options by developing connected system of streets, roads, bridges, and highways that provides continuous, efficient, safe and convenient travel for all users regardless of age or ability.
- 3.d-G-5 Encourage a mode shift to non-motorized transportation by expanding and enhancing current pedestrian and bicycle facilities to accommodate casual and experienced cyclists and pedestrians.

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Implementing Policies

- 3.d-I-1 Complete the on-street bicycle and the off-street circulation systems as depicted and described in the Bikeways and Trails Master Plans.

- 3.d-I-2** Develop connections between the off-street trail system and on-street bicycle system to fully integrate these facilities. Maximize linkages to other trail and bikeway systems to provide alternative transportation routes for pedestrians and bicyclists.
- 3.d-I-3** View all public capital improvement projects as opportunities to enhance the bicycle and pedestrian systems, and incorporate bicycle and pedestrian facilities into the design of such projects wherever feasible.
- 3.d-I-4** Encourage walking, biking and transit use by improving bicycle and pedestrian connections to transit centers, specifically the Great Mall transit centers and light rail stations and the proposed commuter/passenger rail stations.
- 3.d-I-5** Distribute the Milpitas Bicycle Map, Trail Map, bicycle safety information and other related materials at City buildings and schools, and special events.
- 3.d-I-6** Use funds from the Streets budget for bicycle and pedestrian projects as appropriate.
- 3.d-I-7** Actively pursue external grant funds for bicycle and pedestrian capital improvement projects.
- 3.d-I-8** Consider developing additional local sources of funding for trails and bikeways such as special assessment districts, nonprofit corporations and ballot initiatives.
- 3.d-I-9** Require developers to make new projects as bicycle and pedestrian “friendly” as feasible, especially through facilitating pedestrian and bicycle movements within sites and between surrounding civic, recreation, education, work, and retail centers.

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- 3.d-I-10 Encourage developer contributions toward pedestrian and bicycle capital improvement projects and end-of-trip support facilities.
- 3.d-I-10 Support Safe Routes to School Projects, including infrastructure improvements and education, as an important source for encouragement of walking and bicycling to school as well as supporting the reduction of green house gas emissions

Bikeway Policies

- 3.d-I-12 Make improvements to roads, signs, and traffic signals as needed to improve bicycle travel. *Where appropriate, bicycle actuated traffic signals, detection, loop detector stencils*
- 3.d-I-13 Discourage speed bumps and other street features that hinder bicycling on public streets and private parking lots.
- 3.d-I-14 Where appropriate, install bicycle lockers and/or racks at public parks, civic buildings and other community facilities. Ensure required amount of bicycle racks for residential, commercial and mixed use projects as required in the Milpitas Zoning Ordinance.
- 3.d-I-15 Include evaluation of bicycle facility needs in all planning applications for new developments and major remodeling or improvement projects.
- 3.d-I-16 Encourage new and existing developments to provide end-of-trip facilities such as secure bicycle parking, on-site showers and clothing storage lockers, etc.
- 3.d-I-17 Support bicycle education programs.

Trail Policies

- 3.d-I-18 Acquire adequate set backs and right of way to complete the Trails master Plan.

- 3.d-I-19** Provide and accommodate recreational and transportation use of the trail system.
- 3.d-I-20** Preserve and enhance the natural environment of the creek corridors in conjunction with each trail project.
- 3.d-I-21** Monitor proposed developments and work with applicants to design projects that preserve the integrity of the identified trail routes.
- 3.d-I-22** Consider building bridges or under-crossings across creek channels, railroad lines and roadways to facilitate bicycling and walking.
- 3.d-I-23** Use existing cul de sacs, bridges and other public improvement areas as trail access points wherever possible.
- 3.d-I-24** Use existing parks, schools and other public facilities as staging areas wherever possible.
- 3.d-I-25** Where appropriate, require new development provide public access points to the trail system and/or contribute to staging areas.
- 3.d-I-25** Encourage existing businesses to provide access to the trail system.

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Sidewalk Policies

- 3.d-I-27** Require sidewalks on both sides of the street as a condition of development approval, where appropriate with local conditions.
- 3.d-I-28** Review City street improvement standards to see if there are ways to increase walking enjoyment and safety, particularly with regards to increased sidewalk width, landscape buffers between sidewalks, streets and pedestrian lighting, and other amenities.
- 3.d-I-29** Develop a Streetscape Master Plan that

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identifies goals and policies for improving the appearance and enjoyment of public streets and sidewalks in Milpitas, particularly with regards to landscaping, street furniture and the identification of significant entryways and corridors.

3.d-I-30 Remove obstructions to facilitate pedestrian movements taking into account persons with disabilities.

Pedestrian Crossing Policies

3.d-I-31 Provide accessible pedestrian signals and appropriate signal timing to pedestrian crossings near senior residential complexes, civic and medical facilities.

3.d-I-32 Concentrate pedestrians crossing activity at a specific location to minimize their exposure to vehicular conflicts and position pedestrians to be more visible by motorists

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e. Goods Movement

Guiding Principle

- 3.e-G-1** Provide adequate circulation and off-street parking and loading facilities for trucks.

Implementing Policies

- 3.e-I-1** Restrict trucks to designated non-restricted routes.

Truck routes in the City are regulated by Section V-100.12.05 of the Municipal Code.

- 3.e-I-2** Ensure that adequate pavement depth, lane widths, bridge capacities, loading areas, and turn radii are maintained on the permitted streets.

- 3.e-I-3** Minimize conflicts with pedestrians where feasible by creating parallel corridors for truck routes.