



FINAL SUBSEQUENT ENVIRONMENTAL
IMPACT REPORT FOR THE

Gateway-Main Street Specific Plan

State Clearinghouse No. 2024070432

PREPARED FOR:

City of Milpitas
455 E. Calaveras Boulevard
Milpitas, CA 95030

ATTENTION:

Jay Lee
Planning Director

September 2025

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PREPARED FOR:



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LIST OF ABBREVIATIONS

Caltrans	California Department of Transportation
CAPCOA	California Air Pollution Control Officers Association
CCR	California Code of Regulations
CEQA	California Environmental Quality Act
City	City of Milpitas
Draft SEIR	Draft Subsequent Environmental Impact Report
Final SEIR	Final Subsequent Environmental Impact Report
GHG	greenhouse gas
I	Interstate
Specific Plan	Gateway-Main Street Specific Plan
TDM	Transportation Demand Management
VMT	vehicle miles traveled
VTA	Valley Transportation Authority

1 INTRODUCTION

This final subsequent environmental impact report (Final SEIR) has been prepared by the City of Milpitas (City), as lead agency, in accordance with the requirements of the California Environmental Quality Act (CEQA) and the State CEQA Guidelines (California Code of Regulations [CCR] Section 15132). This Final SEIR contains responses to comments received on the draft subsequent environmental impact report (Draft SEIR) for the Gateway-Main Street Specific Plan (Specific Plan). The Final SEIR consists of the Draft SEIR and this document (response to comments document), which includes comments on the Draft SEIR, responses to those comments, and revisions to the Draft SEIR.

1.1 PURPOSE AND INTENDED USES OF THIS FINAL SEIR

CEQA requires a lead agency that has prepared a Draft EIR to consult with and obtain comments from responsible and trustee agencies that have jurisdiction by law with respect to the project, and to provide the public with an opportunity to comment on the Draft EIR. The Final EIR is the mechanism for responding to these comments. This Final SEIR has been prepared to respond to comments received on the Draft SEIR, which are reproduced in this document; and to present corrections, revisions, and other clarifications and amplifications to the Draft SEIR, including project updates, made in response to these comments and as a result of the City's ongoing planning efforts. The Final SEIR will be used to support the City's decision regarding whether to approve the Specific Plan.

This Final SEIR will also be used by CEQA responsible agencies to ensure that they have met their requirements under CEQA before deciding whether to approve or permit project elements over which they have jurisdiction.

This SEIR provides a programmatic evaluation of the proposed Specific Plan. Implementation of the proposed Specific Plan (i.e., approval of future projects) could involve many responsible agencies, depending on the details of a future project.

1.2 PROJECT LOCATION

The Gateway-Main Street Specific Plan Area (Specific Plan Area) is approximately 605 acres within the City. The City, located in northern Santa Clara County, within the South San Francisco Bay Area, is situated north of San Jose and east of Santa Clara, Sunnyvale, and Mountain View along State Route 237 (Highway 237) (Figure 2-1). The City is served by three major freeways: Interstate (I)-880, I-680, State Route 237 (Highway 237)/Calaveras Boulevard, and the County-managed Montague Expressway.

1.3 PROJECT OBJECTIVES

The objectives are based on the proposed Specific Plan vision and are intended to achieve the following:

- ▶ Develop a center for the City composed of districts and neighborhoods organized around hubs of activity to improve the character of the area with high quality development, landscaping, and streetscape design.
- ▶ Integrate a mix of land uses throughout Main Street and the surrounding districts to create a walkable downtown supported by commercial retail and office uses, civic and cultural anchors, and infill residential and neighborhood service nodes.
- ▶ Improve mobility and access for infill and mixed-use development in the community, through creation of complete streets, trails and transit improvements to support a walkable and bikeable urban community.
- ▶ Create diverse and meaningful public open space that builds on the assets of its location to support new public realm streetscape improvements, urban parks, plazas, special gathering places, and connected open space

1.4 SUMMARY DESCRIPTION OF THE PROJECT

Specific plans are a land use planning tool for the further implementation of the General Plan for individual development proposals in a defined geographic area. They give local land use agencies the ability to establish land use and design regulations to create development that is consistent with site-specific physical constraints and opportunities as well as available infrastructure. All subsequent development within the boundaries of the specific plan area is subject to the requirements of the specific plan. Sections 65450 through 65457 of the California Government Code grant authority to the City for the development and adoption of specific plans.

The purpose of the proposed Specific Plan is to guide land use and development consistent with the General Plan; implement the City's economic development strategy and help facilitate investment in the Specific Plan's Focus Areas; preserve and enhance existing neighborhoods; and plan for the future transition of Urban Reserve lands. The Specific Plan identifies four focus areas: Gateway District, Crossroads District, Main Street District, and Abbot District.

The Specific Plan proposes a new project area boundary, which includes additional areas that currently have other designations in the General Plan Land Use Element and removes areas south of Great Mall Parkway that were included in the Midtown Plan. The proposed Specific Plan Land Use Framework would implement the vision for the Specific Plan focus areas through Specific Plan Zoning Districts and existing Citywide Zoning Districts.

1.5 MAJOR CONCLUSIONS OF THE ENVIRONMENTAL ANALYSIS

The Draft SEIR identified the following significant and unavoidable impacts under project and cumulative conditions:

Cultural and Tribal Cultural Resources

- ▶ Impact 3.4-1 (Cause a Substantial Adverse Change in the Significance of a Historical Resource)
- ▶ Impact 3.4-2 (Cause a Substantial Adverse Change in the Significance of Unique Archaeological Resources)
- ▶ Impact 3.4-3 (Cause a Substantial Adverse Change in the Significance of a Tribal Cultural Resource)

Transportation

- ▶ Impact 3.8-2 (Generate a Substantial Increase in Long-Term Transportation Noise Levels)

Cumulative

- ▶ Cumulative Impact 4.4.4-1 (Contribute to Cumulative Impacts to Historical Resources, Archaeological, and Tribal Cultural Resources)
- ▶ Cumulative Impact 4.4.8-2 (Contribute to Cumulative Traffic Noise Impacts)
- ▶ Cumulative Impact 4.4.11-1 (Contribute to Cumulative Impacts Related to Vehicle Miles Traveled)

1.6 CEQA PUBLIC REVIEW PROCESS

The City published the Draft SEIR for public and agency review on April 17, 2025. A 45-day public review was provided, ending on June 2, 2025. The Draft SEIR was submitted to the State Clearinghouse for distribution to reviewing agencies; posted on the Gateway-Main Street Specific Plan Project's website (<https://www.milpitasmainstreet.org/>). A notice of availability of the Draft SEIR was distributed by the City. The City extended the comment period to July 24, 2025.

As a result of these notification efforts, written and verbal comments were received from two local agencies (California Department of Transportation and Santa Clara Valley Transportation Authority) on the content of the Draft

SEIR. Chapter 3, “Responses to Comments,” identifies these commenting parties, their respective comments, and responses to these comments. None of the comments received, or the responses provided, constitute “significant new information” by CEQA standards (State CEQA Guidelines CCR Section 15088.5).

Final SEIR Appendix B includes the CEQA Findings of Fact and Statement of Overriding Considerations (findings) that have been prepared consistent with State CEQA Guidelines Section 15091 through 15093. The Milpitas City Council will be required to make these findings regarding the environmental impact conclusions of the SEIR as part of the City’s actions to adopt the Gateway-Main Street Specific Plan. These findings are based on the technical analysis and conclusions of the Draft SEIR and this Final SEIR.

1.7 ORGANIZATION OF THE FINAL SEIR

This Final SEIR is organized as follows:

Chapter 1, “Introduction,” describes the purpose of the Final SEIR, summarizes the Gateway-Main Street Specific Plan and the major conclusions of the Draft SEIR, provides an overview of the CEQA public review process, and describes the content of the Final SEIR.

Chapter 2, “Responses to Comments,” contains a list of all parties who submitted comments on the Draft SEIR during the public review period, copies of the comment letters received, and responses to the comments.

Chapter 3, “References,” identifies the documents used as sources for the analysis.

Chapter 4, “List of Preparers,” identifies the lead agency contacts as well as the preparers of this Final SEIR.

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2 RESPONSES TO COMMENTS

This chapter contains comment letters received during the public review period for the Draft Subsequent Environmental Impact Report (Draft SEIR), which concluded on July 24, 2025. In conformance with Section 15088(a) of the State CEQA Guidelines, written responses were prepared addressing comments on environmental issues received from reviewers of the Draft SEIR.

2.1 LIST OF COMMENTERS ON THE DRAFT SEIR

Table 3-1 presents the list of commenters, including the numerical designation for each comment letter received, the author of the comment letter, and the date of the comment letter.

Table 2-1 List of Commenters

Letter No.	Commenter	Date
STATE AGENCIES (S)		
S1	California Department of Transportation (Caltrans), District 4 Yunsheng Luo, District Branch Chief	June 2, 2025
LOCAL AGENCIES (L)		
L1	Santa Clara Valley Transportation Authority, Triana Crighton, Senior Transportation Planner	May 30, 2025

2.2 COMMENTS AND RESPONSES

The individual comments received on the Draft SEIR and the responses to those comments are provided below. Actual comment letters are provided in Appendix A.

2.2.1 State Agencies

Letter S1 California Department of Transportation (Caltrans, District 4)

Yunsheng Luo, District Branch Chief
June 2, 2025

Comment S1-1

Per the DEIR, this project is found to have a significant VMT impact. Please consider the following measures to mitigate the project's VMT impact.

Mitigation Strategies

Caltrans Smart Mobility Framework Guide defines a place type based on four physical elements: built form, land use, mobility options, and people. We encourage the project applicant to develop and implement an effective Transportation Demand Management (TDM) Program to reduce VMT and greenhouse gas emissions from future development in this area. TDM programs should be documented with annual monitoring reports by a TDM coordinator to demonstrate effectiveness. If the project does not achieve the VMT reduction goals, the reports should also include next steps to take to achieve those targets.

Response S1-1

Caltrans recommends that the City develop and implement an effective Transportation Demand Management (TDM) Program to reduce VMT and greenhouse gas emissions. The VMT mitigation options identified in the Draft SEIR include a commute trip reduction program (Mitigation Measure 3.11-2a). The program would include elements such as a ridesharing program, subsidized or discounted transit passes, employer-sponsored vanpool, and a guaranteed ride home program. The City of Milpitas General Plan includes implementing a Transportation Demand Management Plan as a circulation goal (Goal CIR-5). TDM is also listed as an important tool to achieve all of Caltrans' Smart Mobility 2010's performance measures of location efficiency, reliable mobility, health and safety, environmental stewardship, social equity, and robust economy.

The City has also adopted a VMT Policy, which establishes screening criteria reflecting TDM measures prioritizing density, mixed-use, and multimodal transportation. The VMT Policy also references the VTA VMT Evaluation Tool, which prioritizes similar TDM measures for mitigation, as a resource for evaluation. Additionally, the City has adopted the Comprehensive Zoning Ordinance Update, which establishes citywide TDM requirements for certain types of new development.

Comment S1-2

Please also consider the measures listed below are quantified by California Air Pollution Control Officers Association (CAPCOA) and shown to have different efficiencies reducing regional VMT:

- ▶ Increase Residential Density
- ▶ Increase Job Density
- ▶ Provide Transit-Oriented Development
- ▶ Integrate Affordable and Below Market Rate Housing
- ▶ Improve Street Connectivity
- ▶ Locate Project/Developments in Area with High Destination Accessibility
- ▶ Improve Destination Accessibility in Underserved Areas
- ▶ Orient Project/Developments Toward Transit, Bike, or Pedestrian Facility
- ▶ Locate Project/Developments near Bike Path/Bike Lane
- ▶ Provide Pedestrian Network Improvement
- ▶ Construct or Improve Bike Facility
- ▶ Construct or Improve Bike Boulevard

- ▶ Expand Bikeway Network
- ▶ Implement Shared Vehicle Program (car/bike/E-bike/scooter)
- ▶ Provide Traffic Calming Measures
- ▶ Create Urban Non-motorized zones
- ▶ Dedicate Land for Bike Trails
- ▶ Extend Transit Network Coverage or Hours
- ▶ Increase Transit Service Frequency
- ▶ Implement Transit-Supportive Roadway Treatments
- ▶ Provide Bus Rapid Transit
- ▶ Reduce Transit Fares
- ▶ Improve Transit Access, Safety, and Comfort
- ▶ Provide Bike Parking Near Transit
- ▶ Provide Electric Vehicle Charging Infrastructure
- ▶ Limit Residential Parking Supply
- ▶ Implement Market Price Public Parking (On-Street)
- ▶ Provide Secure Bike Parking
- ▶ Implement Area or Cordon Pricing
- ▶ Replace Traffic Controls with Roundabout
- ▶ Required Project Contributions to Transportation Infrastructure Improvement
- ▶ Install Park-and-Ride Lots

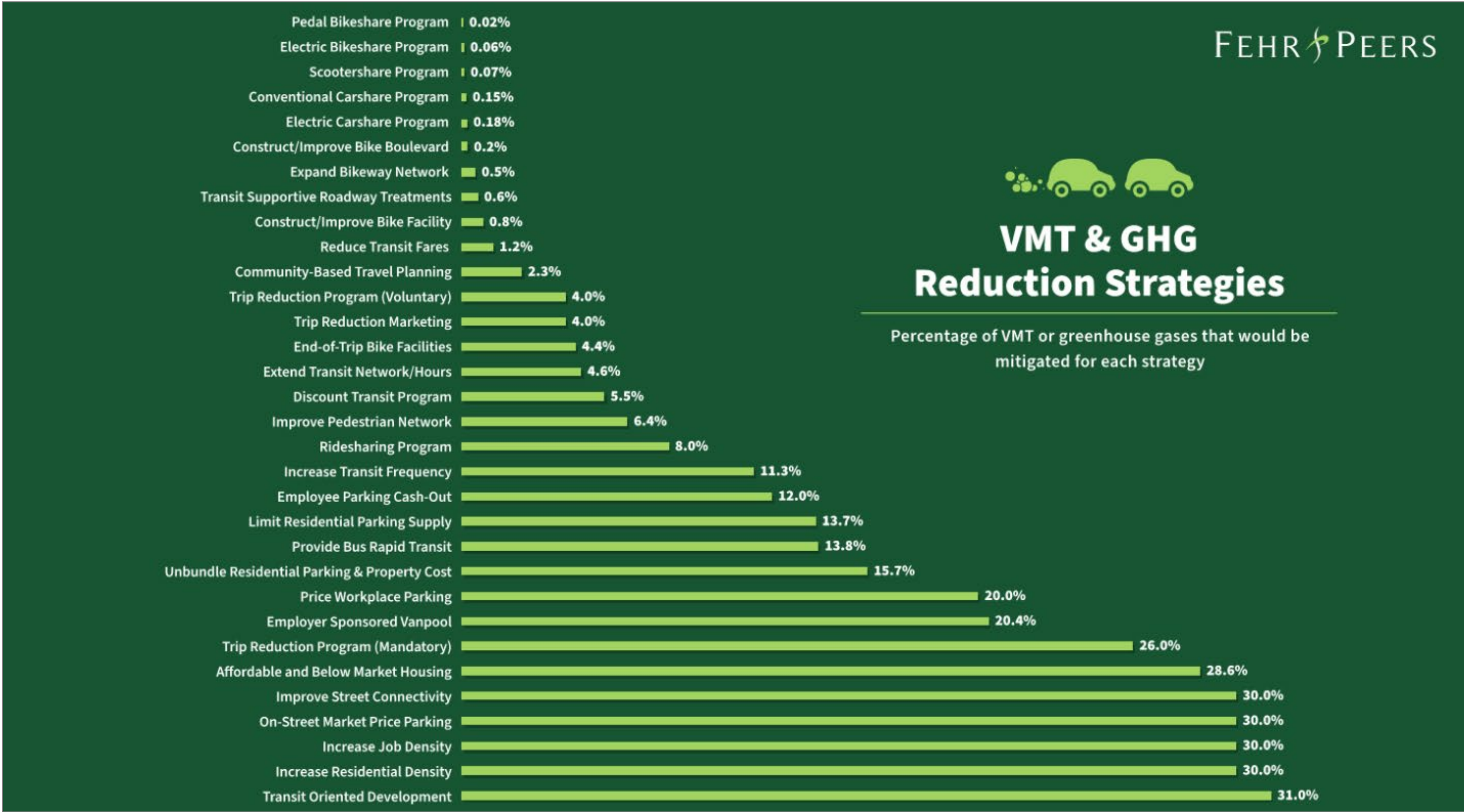
Response S1-2

Caltrans suggests the City consider the measures quantified by CAPCOA that are shown to have different efficiencies reducing regional vehicle miles traveled (VMT).

The Specific Plan includes a comprehensive approach to reducing VMT through implementation of numerous VMT reduction measures listed in the California Air Pollution Control Officers Association (CAPCOA) Handbook for Analyzing Greenhouse Gas Emission Reductions, Assessing Climate Vulnerabilities, and Advancing Health and Equity (August 2021), along with their respective potential VMT reductions. Figure 1 below shows the VMT and greenhouse gas (GHG) reduction measures and their associated maximum VMT/ GHG reduction. As shown below in Figure 2-1, the most effective VMT reduction measures are increased residential and employment density. Building dense development is integral to reducing VMT and other VMT reduction projects have lower reductions as they support the denser urban environment.

Furthermore, through the City's development review process for new development and redevelopment projects, including those in the Plan Area, the City will require projects to implement many of the measures related to TDM and transportation public improvements listed in Comment S1-2.

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Source: Fehr & Peers 2025

Figure 2-1 VMT & GHG Reduction Strategies

Comment S1-3**VMT Mitigation Program**

Please note that the Valley Transportation Authority's (VTA) Equitable VMT Mitigation Program for Santa Clara County ([link](#)) was awarded through Caltrans' Sustainable Transportation Planning Program to assist local agencies in identifying and quantifying mitigations to VMT impacts and improve multimodal transportation to serve Santa Clara's residents. The County is encouraged to collaborate with Caltrans and VTA to assess and develop a regional VMT mitigation program to reduce VMT in an effective and feasible manner.

Response S1-3

Caltrans notes that VTA's Equitable VMT Mitigation Program for Santa Clara County was awarded through Caltrans' Sustainable Transportation Planning Program. Caltrans suggests Santa Clara County collaborate with them and VTA to assess and develop a regional VMT mitigation program.

The Equitable VMT Mitigation Program for Santa Clara County was accepted by the Santa Clara Valley Transportation Authority (VTA) board in March 2025. The board accepted a framework which offers considerations and recommendations for (1) types of VMT reduction projects that could be funded by a program, (2) the structure of a program, and (3) who would sponsor a program, along with other elements. The detailed specifications for a program would be determined in a potential future implementation phase, based on input from staff and legal counsel of the VMT mitigation Program Sponsor and participating local jurisdictions. The intent of the VMT mitigation program is to reduce driving and expand travel options for Santa Clara County residents in a way that works across jurisdictional lines and improves outcomes for communities that need it most. VTA will develop a conceptual scope for an implementation phase in consultation with local jurisdiction staff and solicit interest from local jurisdictions on whether to opt in to an implementation phase. The City of Milpitas was an active participant in the Equitable VMT Mitigation Program and looks forward to further discussions about a countywide VMT mitigation program and/or a regional VMT mitigation program.

2.2.2 Local Agencies

Letter L1 Santa Clara Valley Transportation Authority

Triana Crighton, Senior Transportation Planner
May 30, 2025

Comment L1-1

VTA recommends that the City should clearly specify the responsible parties, schedule, and monitoring / reporting procedures for Mitigation Measures 3.11-2a through 3.11-2f in the project's Mitigation Monitoring and Reporting Program. To the greatest extent possible, VTA recommends having monitoring of these VMT mitigation measures performed by an independent third-party, paid for by future developers and/or property managers, rather than through self-reporting. Mitigation Measure 3.11-2b regarding Employer-Sponsored Vanpool or Shuttle Service mentions that a Transportation Management Association (TMA) could play a role in coordinating funding for a shuttle program; VTA notes that forming a TMA would help implement and monitor many of the VMT mitigation measures identified in the DSEIR.

Response L1-1

VTA recommends that the City clearly specify the details for the monitoring / reporting procedures for the Mitigation Measures 3.11-2a through 3.11-2f in the project's Mitigation Monitoring and Reporting Program (MMRP) to lessen the significant and unavoidable VMT impact.

The mitigation measures for reducing the VMT impact are from California Air Pollution Control Officers Association (CAPCOA) and the mitigation discussion includes who would implement the mitigation measures. MMRP will be adopted with the Gateway-Main Street Specific Plan will identify implementation of these mitigation measures. The MMRP identifies Mitigation Measures 3.11-2a through 3.11-2d would be triggered through subsequent project applications and implementing as part of subsequent project approvals consistent with the City's Transportation Analysis Guidelines (TAG) Tier 4 (Mitigation) Transportation Demand Management provisions. Mitigation Measures 3.11-2e through 3.11-2f would be completed by the City through its overall implementation of the specific plan.

Comment L1-2

For Mitigation Measure 3.11-2a (Implement Commute Trip Reduction Program) VTA recommends that any such program should coordinate with and promote programs that already exist in Santa Clara County, including the VTA / MTC Vanpool Subsidy Program, VTA Guaranteed Ride Home Program, and transit incentive programs such as VTA SmartPass, Clipper START, and Clipper BayPass.

Response L1-2

VTA recommends that the City coordinate with and promote programs that already exist in Santa Clara County for Mitigation Measure 3.11-2a.

The reader is referred to responses to Comment Li-1. Mitigation Measure 3.11-2a requires future employers to develop and implement a commute trip reduction program that will be presented to the City of Milpitas for review and approval. This coordination is required and would occur as each future project under the Specific Plan is implemented. Approval of future commute trip reduction programs would need to demonstrate consideration of elements that reduce commute trips, which may include programs that already exist in Santa Clara County, including the VTA / MTC Vanpool Subsidy Program, VTA Guaranteed Ride Home Program, and transit incentive programs such as VTA SmartPass, Clipper START, and Clipper BayPass. This mitigation measure would be implemented through compliance with the City of Milpitas Transportation Analysis Guidelines (TAG) Tier 4 (Mitigation) Transportation Demand Management Provisions. This is discussed on Draft SEIR Page 3.11-8. Therefore, this comment does not identify a significant environmental impact that needs to be addressed further.

3 REFERENCES

Chapter 1, “Introduction”

No citations were used in this chapter.

Chapter 2, “Response to Comments”

California Air Pollution Control Officers Association. 2021. *Handbook for Analyzing Greenhouse Gas Emission Reductions, Assessing Climate Vulnerabilities, and Advancing Health and Equity*. Available: https://www.caleemod.com/documents/handbook/full_handbook.pdf. Accessed: July 28, 2025.

CAPCOA. See California Air Pollution Control Officers Association.

Santa Clara Valley Transportation Authority. 2025 (March). *Equitable VMT Mitigation Program for Santa Clara County*. Available: <https://www.vta.org/projects/equitable-vmt-mitigation-program-santa-clara-county>. Accessed: July 28, 2025.

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