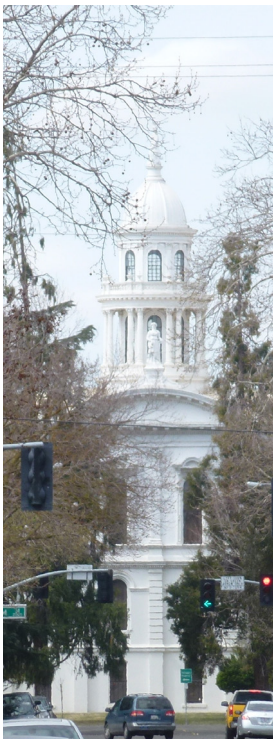


CITY OF MERCED

Bellevue Community Plan Technical Appendices

ADOPTED: APRIL 6, 2015

CITY COUNCIL RESOLUTION #2015-11

LWC SARGENT TOWN PLANNING NELSON NYGAARD TPA EPS

Technical Appendix A, "BCP Consistency with City's General Plan"

Table of Contents

A.1 Consistency Overview
A.1.1 Purpose and Utility
A.1.2 Consistency with the City's "Guiding Principles for Community Plans"
A.1.3 Consistency with "Key Features and Issues of the Bellevue Community Plan"
A.1.4 Consistency with Adopted General Plan Policies

A.2 Consistency Assessment
A.2.1 Urban Expansion
A.2.2 Land Use
A.2.3 Transportation and Circulation
A.2.4 Public Facilities and Services
A.2.5 Urban Design
A.2.6 Open Space, Recreation and Conservation
A.2.7 Sustainable Development
A.2.8 Housing
A.2.9 Noise
A.2.10 Safety

A.3 General Plan Amendments

A.1 Consistency Overview

A.1.1 Purpose and Utility

Throughout the development of the Bellevue Community Plan (BCP), much effort went into assuring its consistency with the *Merced Vision 2030 General Plan*. BCP consistency with the *Merced Vision 2030 General Plan* is useful from several vantage points including:

- use and reliance on adopted plan narrative, maps and policies, for example, the housing, safety and sustainability elements;
- application of adopted CEQA-based mitigation measures to the community plan;
- increased CEQA assessment options for the community plan project, including possible use of the EIR prepared for the General Plan;
- building from an adopted platform of City policies and community support; and
- need for minimal general plan amendments.

Successful implementation of this objective was made possible by leveraging City Staff's knowledge of the General Plan with the varied yet complementary consultant team, which assembled land use designers, transportation engineers, zoning analysts, economic advisors and architects to implement the vision of the General Plan through the BCP. Community engagement during the process to develop the BCP added fresh perspectives from multiple stakeholder vantage points.

A.1.2 Consistency with the City's Guiding Principles for Community Plans

The City's *General Plan* provides a policy framework upon which community plans are constructed. The City's "Guiding Principles for Community Plans" (Section 3.7.2, *Merced Vision 2030 General Plan*) are listed below. Principles 1, 3 and 5 are discussed in Section A2.

- Community Plans which include or are adjacent to established neighborhoods will address the needs of these neighborhoods and potential adverse impacts resulting from plan implementation.
- Public participation by area residents and property owners in the planning process will be emphasized.
    - See Appendix F of the BCP to read how this was accomplished.
- Community Plan areas need connectivity with existing and planned urban areas.
- Community Plans will include all elements determined necessary to ensure consistency with the *General Plan*. These elements may include, but not be limited to, Land Use, Circulation, Open Space, and infrastructure phasing. Community Plans will include a land use and infrastructure phasing plan.
    - The BCP includes six elements and a discussion on infrastructure phasing.

- The "Urban Villages" concept should be incorporated into the planning of these areas as much as feasible.
- The Community Planning process should be focused on the planning issues or concerns which need to be resolved for that planning area, and, to this degree, provide data, information, or policy clarification necessary to carry out the goals of the *Merced Vision 2030 General Plan*.
    - These issues and concerns are described as "Key Features and Issues of the Bellevue Community Plan," and are discussed in Section A.1.3, below.

A.1.3 Consistency with Key Features and Issues of the Bellevue Community Plan

To assure a full and comprehensive review, the consistency assessment in section A2 is framed by the General Plan's adopted chapter elements and overarching "Goal Areas." Within this framework are topics (listed below) added from General Plan narrative about "Key Features and Issues of the Bellevue Community Plan," which is fully described in the Introduction Chapter of the BCP.

- Assess development impact of Lake Yosemite Inundation Area.
- Create an employment corridor along Bellevue Road, including setting aside lands for future UC Merced spin-off development and job generating land uses.
- Plan for a unique urban village design due to proximity to campus and inclusion of jobs-based research and development land uses.
- Consider the influence of the campus and community land use and circulation plans.
- Plan for variety of housing types.
- Provide a mix of land uses in a vibrant setting.
- Locate commercial sites in nodes.
- Include multi-modal road corridor designs.
- Design streets that unify neighborhoods rather than separate them.
- Reserve adequate rights-of-way.
- Define the design and function of Bellevue Road.
- Set the alignment for Gardner Road.
- Identify an arrangement of arterial and collector roads.
- Plan for Bellevue Road as a gateway.
- Plan for landscaped boulevards.
- Include pedestrian and mixed-use transit oriented designs.

- Provide for a hilltop focal point (south of Bellevue Road between G Street and Gardner Road).
- Identify development design guidelines.
- Discuss location and finance options for public facilities.
- Consider sensitive species and habitat conservation.

A.1.4 Consistency with Adopted General Plan Policies

A complete and full listing of *Merced Vision 2030 General Plan* goals, objectives, policies, and implementing actions that have notable relevance to the BCP project area and/or plan objectives are listed in Technical Memorandum C (Appendix C) of the BCP. This appendix also includes policies crafted as a part of the BCP, which are "nested" within the broader goals, policies and implementation actions of the *Merced Vision 2030 General Plan*. To ensure the overriding influence of the General Plan's goals, policies and implementing actions, development of BCP policies was intentionally limited to those instances where additional language would serve to add clarity, and to couple policy statements with plan maps, diagrams and images to improve interpretation and application of the BCP. Finally, each chapter of the BCP contains a policy section with goal headings that are the same as those listed in the *Merced Vision 2030 General Plan*. Together, these strategies foster consistency with the City's General Plan policy set. All policies in Technical Memorandum C are a key part of the BCP and are intended to guide and inform development-related activities in the project area.

A.2 Consistency Assessment

The following discussion describes the proposed project's relationship to and consistency with the Merced Vision 2030 General Plan. The discussion is framed by General Plan elements and goal areas.

A.2.1 Urban Expansion

URBAN EXPANSION

Urban expansion in the BCP planning area was considered within the regulatory framework of several influences including: 1) the regulatory setting of the Merced Local Agency Formation Commission; 2) the City's annexation policies; 3) regional needs such as intrastate rail and roadways, transit and arterial street needs, and future job generating uses near UC Merced; and, 4) key growth factors such as physical constraints, the UCM growth node, forecasted population growth, costs to install and operate public infrastructure and services, and need to coordinate growth among competing interests.

Given the above considerations, and in the context of the goal to grow orderly, that is, compactly while preserving open space and prime agriculture and in a manner that extends government facilities and services in an efficient manner, the BCP presents four possible growth scenarios, some more probable than others; no recommendation is provided. Rather, the BCP identifies the need for a collaborative effort to create a multi-jurisdictional infrastructure and service plan that can result in decisions that direct growth in a manner that serves the interest of the community as a whole in a fiscally sound manner. The BCP emphasizes that challenging questions pertaining to infrastructure, financing and phasing should be addressed before further growth and development occur in the northeast growth area of Merced.

CONCLUSION

All adopted policies and CEQA-based mitigation measures for the *Merced Vision 2030 General Plan* concerning *Urban Expansion* apply to the BCP planning area. While new BCP policies are recommended, these clarify General Plan policies as to their relevance to the planning area, and are not contradictory to General Plan policies. The BCP does not propose any action or plan that is inconsistent with the vision described in the City's General Plan. Therefore, the BCP is consistent with Urban Expansion-related *Goal Area* of the City's General Plan, as discussed above.

A.2.2 Land Use

The land use design of the BCP was crafted based on four guiding subjects: 1) residential and neighborhood design; 2) economic and business development; 3) urban growth and design; and 4) the illustrative plan of the Bellevue Corridor Community Plan (below) as found in the *Merced Vision 2030 General Plan*.

RESIDENTIAL & NEIGHBORHOOD DESIGN

The City's General Plan *Guiding Principle #1 for Community Plans,* identifies the need to address adverse impacts to existing neighborhoods that may be caused by new development in the community plan area. The BCP minimized potential impacts, by 1) identifying and setting logical boundaries for expansion and strengthening of existing rural residential neighborhoods; 2) locating complementary and compatible land uses within and adjacent to them; and 3) focusing the new intensive growth away from these neighborhoods. The BCP also includes permitting strategies to maximize compatibility between new development and existing home sites.

ECONOMIC AND BUSINESS DEVELOPMENT

The *Merced Vision 2030 General Plan* includes numerous policies and narratives concerning the anticipation for significant jobs-based land uses within the BCP. Following the lead of the General Plan, the BCP includes a "Research and Development Park Character Area" that could accommodate approximately 2.8 million square feet of Research and Development floor space. The Plan is flexible, supporting the size of this land use to adjust depending upon market conditions.

URBAN GROWTH AND DESIGN

The City's General Plan *Guiding Principle #5 for Community Plans*, emphasizes that the "Urban Villages" concept should be incorporated into the planning of these areas as much as feasible A discussion on this Goal Area is provided in Section A.2.5, "Urban Design."

BELLEVUE CORRIDOR COMMUNITY PLAN ILLUSTRATIVE PLAN

Section 3.7.4 of the General Plan, "Bellevue Corridor Community Plan," is a narrative statement describing the vision of this community plan area. Regarding land use, it describes the need for a variety of housing types, a mix of land uses in a vibrant setting, and for commercial sites to be located in nodes, as opposed to strip-commercial. The land use concepts of this vision were supported in the General Plan through the establishment of an "Illustrative Plan" titled, "Bellevue Corridor Community Plan." While some variation from the "Illustrative Plan" is to be expected, it anchored several key concepts, including: 1) provision of a mixed-use corridor between G Street and Lake Road in the vicinity of Bellevue Road; 2) low density land uses on

either side of the mixed use corridor to blend with these existing or planned uses to the north and south; 3) reservation of a large area of land for anticipated jobs-based research and development parks; 4) retention of the *Callister* development plan (northwest corner of Bellevue Road and Lake Road); and 5) connectivity to adjacent neighborhoods and UC Merced.

The "Illustrative Plan" from the General Plan is shown at Figure A-1 (below), and descriptions of the land uses in this plan are described in Table A-1. Acreage amounts of these land uses are provided for in Table A-2, and the forecasted number of units and employees are depicted in Table A-3.

The *Bellevue Community Plan Character Type Plan* is a refinement of, and contains all the key concepts anchored by, the Illustrative Plan. A comparative assessment of the land uses in these plans is provided for in Tables A-4 through Table A-7, revealing substantial consistency between the total number of dwelling units and employees. The BCP numbers in Tables A-6 and A-7 do not reflect the proposed intensification in the expansion areas for the Business Park and Mixed-use TOD Character areas identified in Chapter 5, Community Character.

Figure A-1 Bellevue Corridor Community Plan- Illustrative Plan, 2008

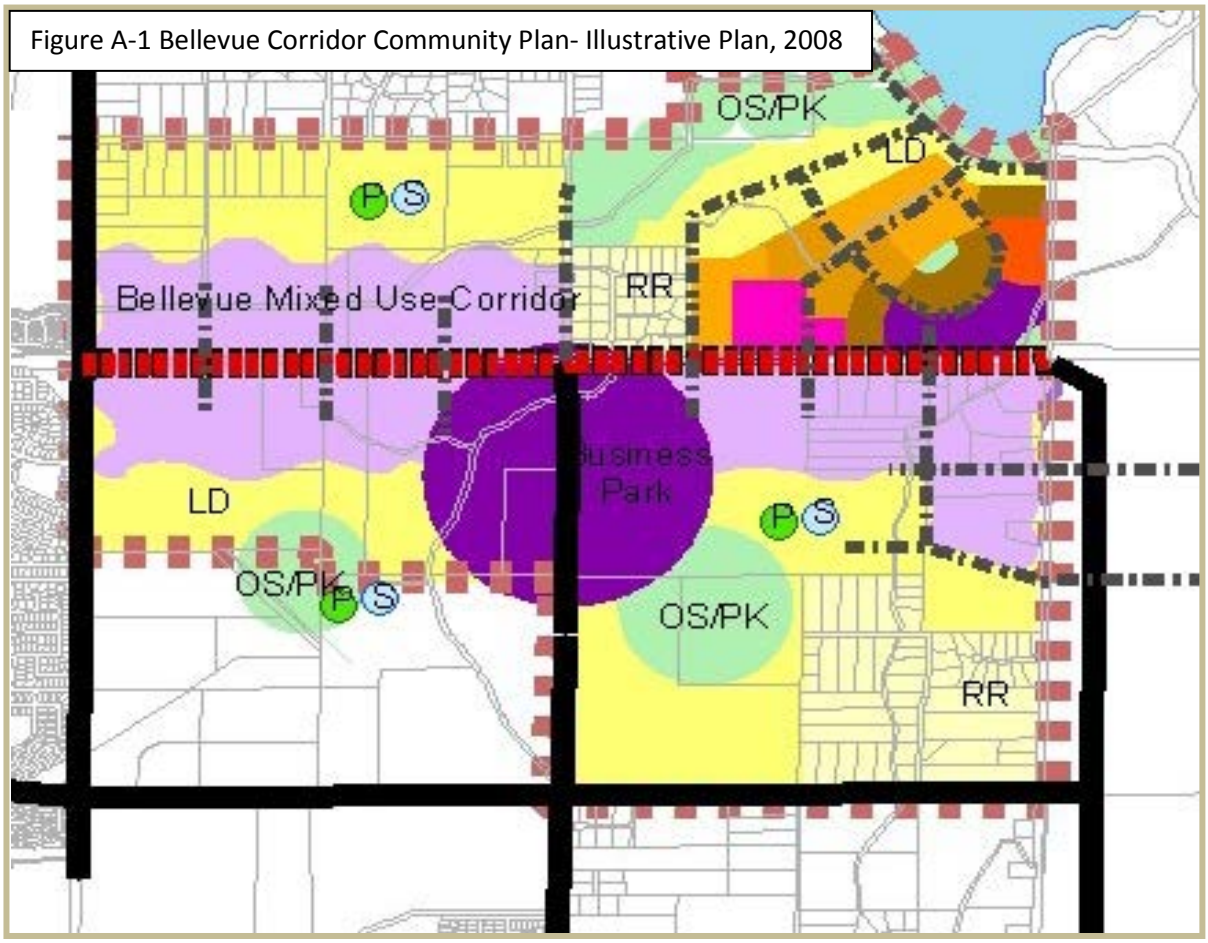


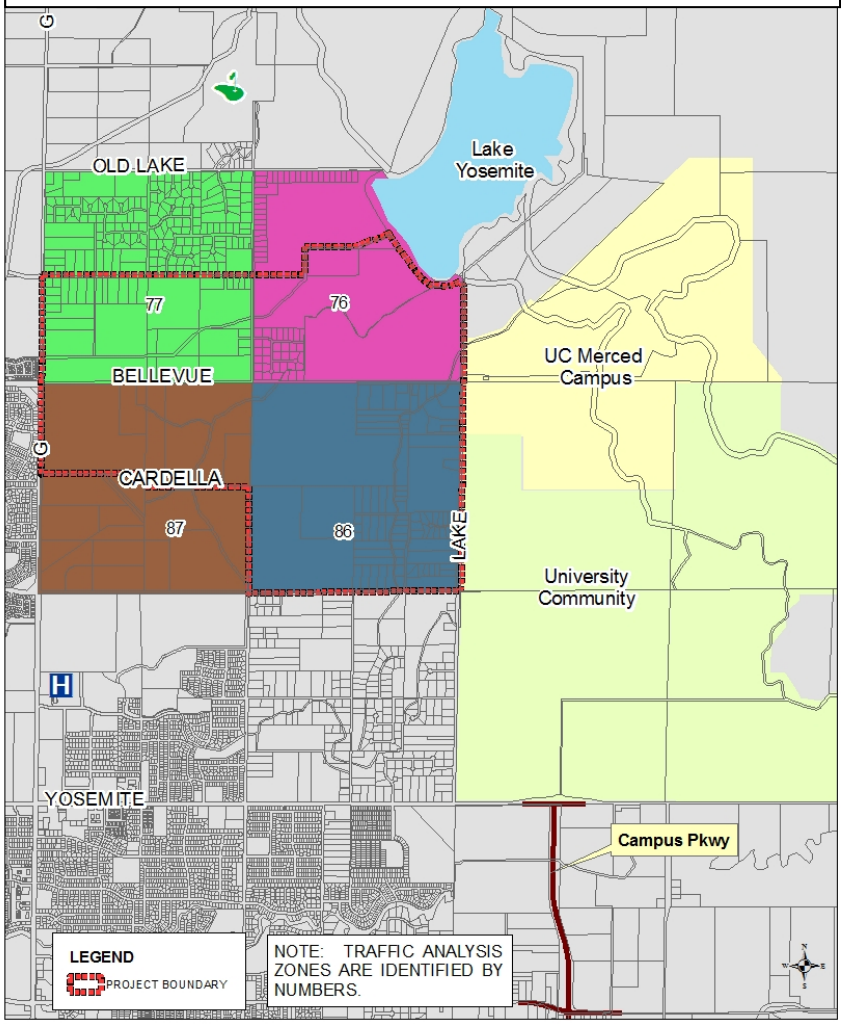
Table A-1: General Plan Land Use Designations
Used in the Bellevue Corridor Community Illustrative Plan (Figure A-1)

Land Use Designations	Intended Uses	Density
Rural Residential (RR)	Residential: single-family	1 – 3 units per acre
Low Density Residential (LD)	Residential: single-family detached, condominium, and zero-lot line	2 – 6 units per acre
Low-Medium Density Residential (LMD)	Residential: single-family detached, duplex, triplex, fourplex, condominium, zero-lot-line	6.1 – 12 units per acre
High-Medium Density Residential (HMD)	Residential: multifamily, apartment, condominium, triplex, fourplex	12.1 – 24 units per acre
High Density Residential (HD)	Residential: multifamily	24.1 – 36 units per acre
Village Residential (VR)	Housing Types Varies	7.0 – 30 units per acre
Commercial Office (CO)	Commercial: primarily small-scale office uses as well as general retail and service commercial	0.50 FAR
Neighborhood Commercial (CN)	Commercial: retail, eating and drinking, commercial recreation, auto services, etc.	Average 0.35 FAR
Bellevue Mixed Use Corridor	A mixture of LMD, HMD, HD, CO and CN.	Varies
Thoroughfare Commercial (CT)	Commercial: auto-oriented commerce, large recreational facilities, some heavy commercial, lodging and hospitality, automobile sales and services	0.35 FAR
Business Park (BP)	Commercial and industrial: heavy commercial, office, research and development, light manufacturing, warehousing, information-based and service-based activities	0.40 FAR
Open Space – Park/Recreation Facility (OS-PK)	Recreation: public parks, golf courses, greens, commons, playgrounds, and other public and private open spaces	0.10 FAR
Future Schools	10-acre Floating Elementary School sites	Not Listed in General Plan

TRAFFIC ANALYSIS ZONES (TAZ)

The traffic study that was prepared for the *Merced Vision 2030 General Plan* included data describing anticipated land uses within Traffic Analysis Zones (TAZs). TAZs define land uses by number of dwelling units and employees per acre, within a geographic area. These figures are partly determined by anticipated land uses acreages. Figure A-2 displays the location of TAZs relative to the study area of the BCP, these being TAZ areas 76, 77, 86 and 87.

Figure A-2 Traffic Analysis Zones (TAZ) of the BCP



TAZ's 76, 77, and 87 extend past the boundary of the BCP study area. TAZ 86 is completely within the BCP study area. In order to define the anticipated land use acreages within the study area, 809 acres of land uses that occur outside the study area were trimmed from the TAZ data sets. In this manner, a set of defined land uses, consistent with the traffic study that was prepared for the *Merced Vision 2030 General Plan*, was created to serve as a parameter to help define the land use plan for the BCP. Table A-2 portrays the changes described above.

Table A-2: Acres of Land Uses Anticipated in *Merced Vision 2030 General Plan* occurring within the planning area of the *Bellevue Community Plan*

	General Plan Land Use Designations											
	RR	**LD**	**LMD**	**HMD**	**HD**	**VR**	**CO**	**CN**	**CT**	**BP**	**OS**	**SCH**
TAZ 76												
GP Full Extent	194	70	47	26	32	0	0	23	11	27	86	0
Reduced Acres	155	0	0	0	0	0	0	0	0	0	0	0
BCP Study Area	39	70	47	26	32	0	0	23	11	27	86	0
TAZ 77												
GP Full Extent	160	320	17	0	17	27	23	27	11	16	8	10
Reduced Acres	160	160	0	0	0	0	0	0	0	0	0	0
BCP Study Area	0	160	17	0	17	27	23	27	11	16	8	10
TAZ 86												
GP Full Extent	181	223	16	25	16	0	22	25	10	75	30	10
No Changes	0	0	0	0	0	0	0	0	0	0	0	0
BCP Study Area	181	223	16	25	16	0	22	25	10	75	30	10
TAZ 87												
GP Full Extent	0	304	20	0	0	105	17	43	8	75	36	10
Reduced Acres	0	185	0	0	0	105	0	22	0	0	22	0
BCP Study Area	0	119	20	0	0	0	17	21	8	75	14	10

Table A-3 Applicable TAZ data within the BCP Study Area- Subset of Actual TAZ

TAZ Number	Land Use Designation		Acres	Single-family Units per acre	Multi-family Units per acre	Total Single-family Units	Total Multi-family Units	Employees per acre	Total employees
Zone 76									
	BP		26.63					23	612
	CT		11.27					19	214
	HD		31.89		24.1		769		
	HMD		25.35		16		406		
	LD		70.36	4.5		317			
	LMD		46.96	8		376			
	RR		39.00	1		39			
	NC		22.84					19	434
	O/S	360.68	86.38						
Totals:						**731**	**1,174**		**1,261**
Zone 77									
	HD		17.23		30		517		
	LMD		17.23	8		138			
	OS		7.83						
	CT		10.96					19	208
	BP		15.66					23	360
	CO		23.49					30	705
	School		10.00					10	
	LD		160.00	4		640			
	NC		26.62					19	506
	VR		26.62		18		479		
	RR	315.64	0.00	1		0			
Totals:						**778**	**996**		**1,779**
Zone 86									
	LD		223.00	4.5		1,004			
	RR		181.00	1		181			
	HD		16.16		24.1		389		
	BP		75.00					23	1,725
	HMD		24.97		14		350		
	O/S		30.00						
	CT		10.28					19	195
	LMD		16.16	8		129			
	CO		22.04					30	661
	school		10.00						
	NC	633.58	24.97					19	474
Totals:						**1,314**	**739**		**3,056**
Zone 87									
	CO		17.20					30	516
	BP		75.00					23	1,725
	LD		119.00	4.5		536			
	O/S		14.00						
	VR		0.00	14		0			
	LMD		20.41	8		163			
	CT		8.03					19	153
	school		10.00						
	NC	284.64	21.00					19	399
Totals:						**699**	**0**		**2,793**

Table A-4: Comparative Land Use Types of the *Merced Vision 2030 General Plan* and the *Bellevue Community Plan*

Land Use Types	*Merced Vision 2030 General Plan*	*Bellevue Community Plan (BCP)*
	General Plan Land Use Designations	BCP Character Areas
Single-Family	- Rural Residential (RR) - Low Density Residential (LD)	- Rural Neighborhood - Single Family Neighborhood
Multifamily	- Low Medium Density (LMD) - High Medium High Density (HMD) - High Density (HD) - Village Residential (VR)	- Multifamily Neighborhood - Mixed-Use TOD
Retail	- Neighborhood Commercial (CN) - Commercial Thoroughfare (CT)	- Neighborhood Commercial - Mixed-Use TOD
Office	- Commercial Office (CO) - Business Park (BP)	- R&D Employment District - Mixed-Use TOD
Open Space	- Open Space/Parks Recreation - Future Parks	- Open Space - Future Schools
Schools	- Future Schools	- Future Schools

Table A-5: BCP Character Area Descriptions

Character Area	Intended Uses	Density
Rural Neighborhood	Residential: single-family	2 - 6 units per acre
Single Family Neighborhood	Residential: single-family detached and zero-lot-line	6 – 12 units per acre
Multifamily Neighborhood (Medium)	Residential: multifamily, duplex, triplex, and fourplex	12 – 24 units per acre
Multifamily Neighborhood (High)	Residential: multifamily	24 – 36 units per acre
Neighborhood Commercial	Commercial: retail, eating and drinking, commercial recreation, auto services, etc.	0.35 – 0.55 FAR
R&D Employment District	Commercial and industrial: heavy commercial, office, research and development, light manufacturing, warehousing, information-based and service-based activities	0.35 – 0.75 FAR
Mixed Use TOD	A mixture of all uses except Rural Neighborhood with an emphasis on higher intensity transit-oriented development	0.35 – 0.75 FAR
Open Space	Recreation: public parks, golf courses, greens, commons, playgrounds, and other public and private open spaces	0.10 FAR
Future Schools	10-acre Floating Elementary School sites	N/A

Table A-6: Development Capacity for the BCP Compared to the *Merced Vision 2030 General Plan* by TAZ

		General Plan	RR	LD	LMD	HMD	HD	VR	CT	CN	CO	BP	
		BCP	Rural	Single Family		MF Med	MFHigh	N/A	Retail		Business Park		Total
TAZ 76	Residential Units	General Plan Projection for BCP Area	39	317	376	406	769						1,905
		BCP Residential Units	**51**	**696**		**513**	**788**						**2,048**
	Square Footage	General Plan Estimate for BCP[1]							85,600	173,600	0	183,600	442,800
		BCP Square Footage[2]							**221,111**		**211,919**		**433,030**
	Employment	General Plan Projection for BCP							214	434		612	1,260
		BCP Employees[3]							**553**		**706**		**1,259**
TAZ 77	Residential Units	General Plan Projection for BCP Area		640	138		517	479					1,774
		BCP Residential Units	**198**	**770**		**736**	**0**						**1,703**
	Square Footage	General Plan Estimate for BCP[1]							83,200	202,400	211,500	108,000	605,100
		BCP Square Footage[2]							**128,890**		**276,192**		**405,082**
	Employment	General Plan Projection for BCP							208	506	705	360	1,779
		BCP Employees[3]							**322**		**921**		**1,243**
TAZ 86	Residential Units	General Plan Projection for BCP Area	181	1,004	129	350	389						2,053
		BCP Residential Units	**300**	**1,107**		**515**	**281**						**2,203**
	Square Footage	General Plan Estimate for BCP[1]							78,000	189,600	198,300	517,500	983,400
		BCP Square Footage[2]							**74,761**		**1,075,540**		**1,150,301**
	Employment	General Plan Projection for BCP							195	474	661	1,725	3,055
		BCP Employees[3]							**187**		**3,585**		**3,772**
TAZ 87	Residential Units	General Plan Projection for BCP Area		536	163								699
		BCP Residential Units		**299**		**287**	**135**						**720**
	Square Footage	General Plan Estimate for BCP[1]							61,200	159,600	154,800	517,500	893,100
		BCP Square Footage[2]							**56,168**		**1,365,704**		**1,421,872**
	Employment	General Plan Projection for BCP							153	399	516	1,725	2,793
		BCP Employees[3]							**140**		**4,552**		**4,693**
TOTAL	Residential Units	General Plan Projection for BCP Area	220	2,496	806	755	1,675	479					6,431
		BCP Residential Units	**549**	**2,872**		**2,051**	**1,203**						**6,675**
	Square Footage	General Plan Estimate for BCP[1]							308,000	725,200	564,600	1,326,600	2,924,400
		BCP Square Footage[2]							**480,930**		**2,929,356**		**3,410,285**
	Employment	General Plan Projection for BCP							770	1,813	1,882	4,422	8,887
		BCP Employees[3]							**1,202**		**9,765**		**10,967**

Table A-7: Summary of the *Merced Vision 2030 General Plan* and the *Bellevue Community Plan*

Land Use Types	*Merced Vision 2030 General Plan*	*Bellevue Community Plan (BCP)*
Dwelling Unit Related Uses	Total Dwelling Units	Total Dwelling Units
Single-Family	3,522	3,421
Multifamily	2,909	3,254
Total	***6,431***	***6,675***
Employee Related Uses	Total Employees	Total Employees
Retail	2,583	1,292
R&D/Office	6,305	9,765
Total	***8,989***	***10,967***
Other Uses	Total Acreage	Total Acreage
Open Space	138	165
Schools	30	48

CONCLUSION

All adopted policies and CEQA-based mitigation measures for the *Merced Vision 2030 General Plan* concerning *Land Use* apply to the BCP planning area. While new BCP policies are recommended, these clarify General Plan policies as to their relevance to the planning area, and are not contradictory to General Plan policies. Although BCP includes some changes to the *Land Use* Element of the City's General Plan, as discussed in Section A.2.2, these are more of a clarification and refinement, than inconsistencies. Therefore, the BCP is consistent with *Land Use*-related *Goal Areas* of the City's General Plan which includes those topics discussed above.

A.2.3 Transportation and Circulation

STREETS AND ROADS

Consistent with Guiding Principle #3 for Merced's Community Plans, the BCP includes multiple points and methods of connectivity with existing and planned urban areas. For example, during the development process of the BCP, the Plan Leadership Team considered and assessed the influence that the UCM Campus and University Community land use and circulation plans had on the BCP. Connections to these areas include the extension of the City's one-mile grid of arterial streets (G Street, Cardella Road, Bellevue Road, and Gardner Road), and the one-quarter mile spaced network of collector roadways. Along the eastern boundary of the BCP, the Plan anticipates the future construction of a limited-access arterial (the extension of the Campus Parkway Extension), which together with Bellevue Road and the Atwater Merced Expressway (AME), forms a loop road around Merced and connects with State Route 99 to serve regional traffic needs. The BCP includes several design options for Bellevue Road that blend the regional nature of this road while recognizing its importance as a gateway and need to serve anticipated uses. Transit linkages are another important element of connectivity and are discussed in greater detail below.

BCP Official Circulation Map

The BCP's Official Circulation Map includes all the roadway connections described above. Supplementing this map are images and tables that define rights-of-way needs for these roadways, taking into consideration the plan for complete streets, gateways and regional traffic needs. The BCP Circulation Plan was enhanced based on a full integration of General Plan goals, and includes the following distinctions: 1) placement of the transit corridor amongst a variety of land uses and in a pedestrian oriented setting on Mandeville Lane, away from the regional automobile traffic anticipated to occur on Bellevue Road; and 2) side-access roadway options for Bellevue Road to improve aesthetics; provide increased vehicular accessibility to properties; and to minimize conflicts with faster moving regional traffic. These enhancements have the general effect of reducing development-related impacts.

Figure A-3 BCP Street Classification Map

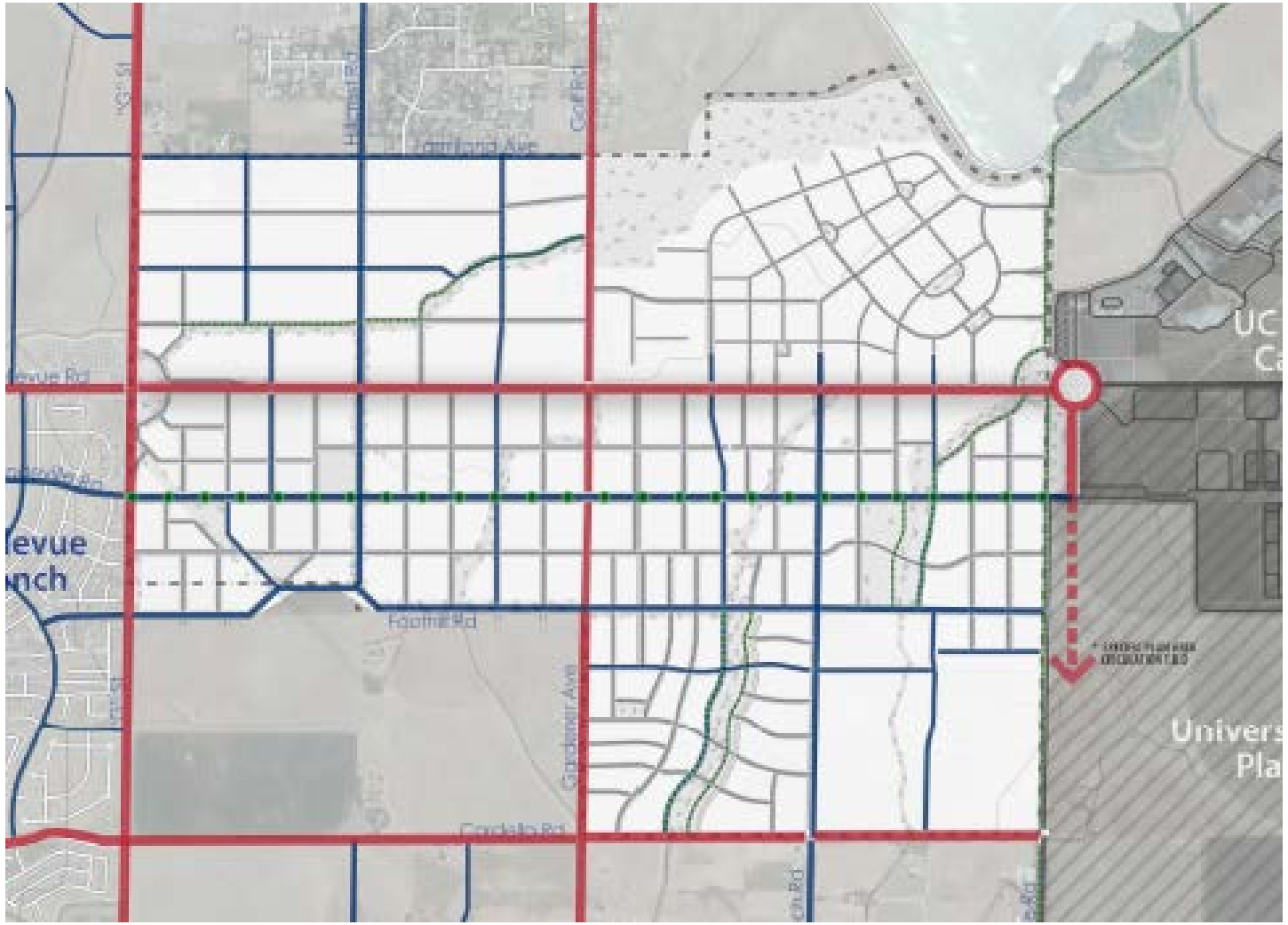


Table 8: Arterial Streets within BCP Planning Area

Road Segment	General Plan (GP) Data			Bellevue Community Plan Project
	GP Table 4.2	GP Traffic Study	GP Forecast LOS	
G Street Cardella to Bellevue	*Major Arterial* 4-6 lanes	4 lanes	LOS D with 4 lanes	No changes are proposed.
G Street Bellevue to Old Lake	*Major Arterial* 4-6	6 lanes	LOS D with 6 lanes	No changes are proposed.
Bellevue Road G to Gardner/Golf	*Major Arterial* 4-6 lanes	6 lanes[1]	LOS E with 6 lanes	Although no changes are proposed, the BCP recommends a traffic study be prepared to confirm the BCP's finding that 4 lanes may be adequate, and also provides for the use of side streets on either side of Bellevue Road.
Bellevue Road Gardner/Golf to Campus Pkwy	*Major Arterial* 4-6 lanes	6 lanes	LOS D with 6 lanes	Although no changes are proposed, the BCP recommends a traffic study be prepared to confirm the BCP's finding that 4 lanes may be adequate, and also provides for the use of side streets on either side of Bellevue Road.
Cardella Road	*Divided Arterial* 4-6 lanes	4 lanes	LOS D with 4 lanes	No changes are proposed.
Gardner Road Cardella to Foothill	*Minor Arterial* 2-4 lanes	4 lanes	LOS D with 4 lanes	No changes are proposed.
Gardner Road Foothill to Bellevue	*Minor Arterial* 2-4 lanes	4 lanes	LOS D with 4 lanes	Although no changes are proposed, the BCP recommends a traffic study be prepared to confirm the BCP's findings that a 4 to 3 lane roadway (one travel lane in each direction and a turn lane) may be adequate.
Golf Road Bellevue to Old Lake	*Minor Arterial* 2-4 lanes	4 lanes	LOS F with 2 lanes LOS C+ with 4 lanes	Although no changes are proposed, the BCP recommends a traffic study be prepared to confirm the BCP's findings that a 2 or 3 lane roadway may be adequate.

[1] Per the GP Traffic Study, even with 6 lanes, this segment is forecasted to experience LOS E Conditions. A statement of overriding considerations was adopted by the City as part of he EIR for the *Merced Vision 2030 General Plan*.

Arterial Street Travel Lanes

Table 4.2, "Summary of Street and Highway Standards," of the *Merced Vision 2030 General Plan*, describes the characteristics of roadway categories. Arterial roads, depending upon type, can have between 2 to 6 lanes of traffic. The Environmental Study for the General Plan identified the minimum number of lanes needed for certain roads to avoid sub-standard level of service. No assessment of collector road level of service was performed with the City's General Plan. Table A-8 above compares the number of lanes in the BCP planning area arterial streets that occur in the City's General Plan and what is recommended in the BCP, revealing consistency between the two planning documents.

Collector Street Travel Lanes

Consistent with the *Merced Vision 2030 General Plan*, all collectors within the BCP will include a total of two travel lanes (one for each direction). The treatment of on-street parking, bikeways, parkstrips, medians and sidewalk width and location may vary, however. These treatments are intended to enhance the complete street nature of the public rights-of-way resulting in an increase in overall travel capacity of the roadway. On Mandeville Lane, transit use will be emphasized.

BICYCLES, PEDESTRIANS, AND PUBLIC TRANSIT

Consistent with the goal of the *Merced Vision 2030 General Plan* to plan for roads that are multi-modal for use by automobiles, transit, bicycles and pedestrians, the BCP includes several elements that support its functional implementation, and include: 1) adequate rights-of-way that accommodate these transportation methods; 2) plans that identify the location where these different mobility forms are to be emphasized; 3) a land use plan that allows for a wide variety of land uses to be placed near one another; and 4) design standards to create places that are suited to pedestrians, bicyclists and automobiles alike.

The BCP's Bicycle Master Plan extends the City's off-street and on-street bikeway system through and beyond the BCP, ensuring connectivity to UC Merced, Lake Yosemite Regional Park, and to nearby schools, parks, neighborhoods, and shopping and employment districts. A high percentage of the UCM population will use bicycles for transportation. To provide for this population, and to reduce impacts and costs related to constructing roadway travel lanes, the BCP's Bicycle Master Plan provides several bikeway connection between the campus and the employment, shopping and residential neighborhoods planned in the BCP.

The BCP emphasizes the formation of a transit-corridor, linking the planned transit stations in Bellevue Ranch and at UC Merced. This corridor is located one-quarter mile south of and parallel to Bellevue Road. This arrangement supports regional automobile trips on Bellevue Road, while creating a pedestrian-oriented corridor along Mandeville Lane. This transit-corridor will be essential to unify neighborhoods rather than separate them. The design of

Bellevue Road, while providing for regional traffic, is planned as a gateway, emphasizing the value aesthetics and access to unify both sides of this road as a distinct place as opposed to a sterile and walled expressway.

AIR AND RAIL SERVICES

The BCP planning area is located miles away from the influences of air and rail transportation services. Nevertheless, the BCP defers to the *Air and Rail* narrative, images, diagrams and policies of the *Merced Vision 2030 General Plan* to further guide development and operations within the BCP planning area as appropriate. All adopted policies and CEQA-based mitigation measures for the *Merced Vision 2030 General Plan* apply to the BCP planning area. Therefore, the BCP is consistent with the air and rail-related *Goal Area* of the City's General Plan.

CONCLUSION

The base BCP Circulation Plan (Figure A-3) contains all essential elements assumed in the *Merced Vision 2030 General Plan*, including: 1) the alignments and types of street classifications; 2) connectivity to adjacent properties and planning areas; 3) a transit corridor between UC Merced and the Bellevue Ranch Master Development Plan transit circle; 4) Bellevue Road designed to accommodate anticipated regional traffic needs as part of Merced's "Loop Road;" 5) Scenic Corridor of "gateway" designs for Bellevue Road and Lake Road; and 6) complete street designs incorporating pedestrians, bicycles, automobiles and transit.

All adopted policies and CEQA-based mitigation measures for the *Merced Vision 2030 General Plan* concerning *Transportation and Circulation* apply to the BCP planning area. While new BCP policies are recommended, these clarify General Plan policies as to their relevance to the planning area, and are not contradictory to General Plan policies. Although BCP includes some changes to the *Transportation and Circulation* Element of the City's General Plan, as discussed in Section A3, these are more of a clarification and refinement, than inconsistencies. Therefore, the BCP is consistent with Transportation and Circulation-related *Goal Areas* of the City's General Plan which includes those topics discussed above.

A.2.4 Public Facilities and Services

Though the BCP includes a Public Facilities and Services chapter, the narrative, images, diagrams and policies of the *Merced Vision 2030 General Plan* concerning this general topic provide overall guidance to the BCP. While the BCP includes a discussion about most Goal Areas related to public facilities and services, including the location and finance options for public facilities, the Goal Areas concerning storm-drainage and flood control, schools and wastewater are particularly pertinent to the BCP study area and received greater discussion.

STORM-DRAINAGE AND FLOOD CONTROL

The City's General Plan recognizes and encourages the value of addressing storm-drainage, flooding, water resources and open space through the design of an integrated system. The BCP follows this lead by recommending: 1) the continued use of surface water flow in the plan area's irrigation laterals and natural drainages; 2) the use of flood control basins as recreational spaces; and 3) the capture and slowing of storm water runoff within open space features within the rights-of-way.

SCHOOLS

Consistent with policies in the *Merced Vision 2030 General Plan*, during the process of developing the BCP, the City coordinated with the local school district to identify potential future school sites central to the proposed neighborhoods. The BCP identifies and plans for the siting of 3 schools within the plan area boundary, and that neighborhood park sites be combined to form joint-use facilities.

WASTEWATER

The use of the existing sewer collection lines in the BCP planning area along Bellevue Road was assessed to understand the extent of future development potential. The sewer line was constructed at a time when the eastern half of the BCP planning area (east of Gardener Road) was located outside the Specific Urban Development Plan (SUDP) . While an out-of-boundary service was permitted, future sewer connections in this eastern area were limited to emergency cases only. With adoption of the *Merced Vision 2030 General Plan*, the SUDP shifted east so that all of the BCP is within the City's near-term development area, and limitations that were based on this boundary no longer apply. While some collection capacity would remain, use of the line by UC Merced (today and in the future), and by other already annexed lands in and near the Plan area will utilize most of the capacity in this line. Additional sewer collection lines will be needed to serve future development within the northeast portion of Merced's SUDP.

CONCLUSION

All adopted policies and CEQA-based mitigation measures for the *Merced Vision 2030 General Plan* concerning public facilities and services apply to the BCP planning area. While new BCP policies are recommended, these clarify General Plan policies as to their relevance to the planning area, and are not contradictory to General Plan policies. The BCP does not propose any action or plan that is inconsistent with the vision described in the City's General Plan. Therefore, the BCP is consistent with Public Facilities and Services-related *Goal Areas* of the City's General Plan including those topics discussed above, as well as the following: public facilities and services, police and fire protection, water, solid waste, cultural and community services and telecommunications.

A.2.5 Urban Design

TRANSIT-READY DEVELOPMENT/URBAN VILLAGES

The *Merced Vision 2030 General Plan* contains a guiding principle to incorporate the Urban Village concept as a design template for future growth areas in the City, including the BCP. Statements in the General Plan and comments received from the community made it clear that the urban design of the BCP would be unique, however. General Plan Policy UD-1.1h calls for "special *Urban Village* designs to be developed for increased opportunities for job-based land uses attracted by a university climate." The Community expressed concerns about the amount of low-density residential that has traditionally been located in the City's Urban Villages, as well as the location and intensity of commercial uses. Thus, as part of the process to develop the BCP, the Plan Leadership Team worked to create a unique plan for the BCP study area that was both consistent with the General Plan and the interest of the community. As part of this work, Staff grouped similar General Plan policies into the following design principles:

- pedestrian-friendly settings
- mobility/travel options, reduced vehicle road noise, and safer roadways
- Increased access to neighborhood centers and less congested intersections
- Proximity between a variety of housing types and destinations (retail, offices, public spaces)
- Open space networks

Using these design principles as a guiding framework to assure consistency with the General Plan, a unique design was applied to the BCP that included the following variations:

1) A corridor approach, as compared to the half-circle shape, expands the amount of land that can be intensively developed. This allows for the inclusion of job-generating land uses and enhances the vitality of future transit use. This increase in land used for more intense uses reduces the land area formerly sited with low-density housing.

2) Inclusion of job-generating type land uses provides for large-scale office sites to be blended with the other land uses, and is not relegated to the opposite side of the major thoroughfare. This improves the use of bicycle, pedestrian, and transit modes by increasing the proximity of land uses with housing, and add flexibility in the siting of offices.

3) Massing a mixture of land uses along a corridor creates numerous destination sites, instead of the singular "commercial core" destination site. The proposed plan creates a series of centers, which will be linked by east-west connections as well as from neighborhoods located to the north and south. This effect will boost the market potential and liveliness of the area.

4) The plan places research and development sites along the south side of Bellevue on both sides of Gardner Road, at the terminus of the City's long-planned north-south arterial street, Parsons Avenue, improving access to an important employment area to the community.

5) For purposes of describing a pedestrian-oriented zone, the Village concept describes a ¼ mile radius from the commercial core and fronting thoroughfare. The BCP maximizes the size of that zone by shifting the "urban center" along Mandeville Lane, from which the ¼ mile is measured on both sides of this road for a length of two miles.

6) Transit Priority Projects (TPP) may occur throughout the Mandeville Transit Corridor. TPP's are high-density residential (no less than 20-units per acre) or mixed-use developments service by a major transit stop or corridor. A key driver of the TPP is the success of the transit function of the corridor, which in turn is driven by a vibrant mixed-use pedestrian-oriented corridor.

A plan unique to the BCP planning area, distinct from the City's Urban Village Concept, is expressed through these variations.

OVERALL COMMUNITY APPEARANCE

The City's General Plan includes policies to enhance the appearance of the community through several means, such as creating gateways, landscaped medians and use of important physical attributes, for example, hilltops. The BCP considered this direction and includes 1) plans to create gateway roads for both Bellevue Road and Lake Road; 2) to include a landscaped median in Bellevue Road and residential collectors; and 3) encourages site-designs to emphasize a hilltop focal point in the area near Gardner Road, south of Bellevue Road. The BCP also recommends that the City's adopted urban design guidelines to set the framework for City expectations of site plan designs within the BCP.

CONCLUSION

All adopted policies and CEQA-based mitigation measures for the *Merced Vision 2030 General Plan* concerning urban design apply to the BCP planning area. While new BCP policies are recommended, these clarify General Plan policies as to their relevance to the planning area, and are not contradictory to General Plan policies. The BCP does not propose any action or plan that is inconsistent with the vision described in the City's General Plan. Therefore, the BCP is consistent with Urban Design-related *Goal Areas* of the City's General Plan which includes those topics discussed above.

A.2.6 Open Space, Recreation and Conservation

Though the BCP includes an *Open Space, Recreation and Conservation Chapter*, the narrative, images, diagrams and policies of the *Merced Vision 2030 General Plan* concerning this general topic provide overall guidance to the BCP. While the BCP includes a discussion about Goal Areas related to *open space, recreation and conservation,* the Goal Areas concerning "Open Space for the Preservation of Natural Resources" and "Open Space for Outdoor Recreation" are particularly pertinent to the BCP study area and received greater discussion.

OPEN SPACE FOR THE PRESERVATION OF NATURAL RESOURCES

In that the BCP contains sensitive species and habitat areas, the Plan considered and recommends several methods to conserve these natural resources. Consistent with adopted mitigation measures of City's General Plan EIR, property owners are required to prepare delineations of Waters of the U.S. and Wetlands prior to annexation, and to obtain permits from relevant state and federal agencies. Property owners also need to comply with the adopted Memorandum of Understanding between the City of Merced and the United States Fish and Wildlife Service. Additionally, the Open Space Master Plan of the BCP establishes several open space corridors that include identified sensitive habitats. For example, the Plan proposes a large corridor extending from Cardella Road to Lake Road at a point north of Bellevue Road. These may shrink or expand depending upon the findings and actions of the permitting process described above.

OPEN SPACE FOR OUTDOOR RECREATION

The BCP includes several active parks including three neighborhood parks, a community park and several urban plazas. Neighborhood parks are recommended to be combined with future school sites to serve the anticipated population. As a water conservation method, the Community Park is recommended to be served with surface water from nearby Yosemite Lateral. Urban plazas will add open space opportunities to high-density populations along Mandeville Lane. The Plan's Bicycle Master Plan connects these features through a network of off-street and on-street bikeways. The location and extent of these open space facilities are consistent with those identified in the City's General Plan and Parks and Recreation Plan.

CONCLUSION

All adopted policies and CEQA-based mitigation measures for the *Merced Vision 2030 General Plan* concerning *open space, recreation and conservation* apply to the BCP planning area. While new BCP policies are recommended, these clarify General Plan policies as to their relevance to the planning area, and are not contradictory to General Plan policies. The BCP does not propose any action or plan that is inconsistent with the vision described in the City's General Plan. Therefore, the BCP is consistent with *Open Space, Recreation and Conservation*-related *Goal Areas* of the City's General Plan including those topics discussed above, as well as the

following: "Open Space for the Managed Production of Resources," "Open Space for Public Health and Safety," and "Conservation of Resources."

A.2.7 Sustainable Development

Sustainable development goals, policies and actions are, by necessity, integrated throughout the BCP. For example, foundational aspects of the Plan's Mobility Chapter include effective and efficient transportation infrastructure, and integrated land use and transportation planning. Similarly, the Plan's Open Space, Recreation and Conservation Chapter emphasizes increased physical activity of residents and urban forestry. The Public Facilities and Services Chapter promotes conservation of resources, resilient natural open space features, and use of solar energy technologies. Supplementing these actions are additional goals, policies and actions that can be found in the Sustainable Development Chapter of the *Merced Vision 2030 General Plan*. The BCP relies on the *Sustainable Development* narrative, images, diagrams and policies of the *Merced Vision 2030 General Plan* to further guide development and operations within the BCP planning area. All adopted policies and CEQA-based mitigation measures for the *Merced Vision 2030 General Plan* apply to the BCP planning area. Therefore, the BCP is consistent with sustainable development-related *Goal Areas* of the City's General Plan including air quality and climate change, cultural resources, energy resources and healthy communities.

A.2.8 Housing

The BCP relies on the *Housing* narrative, images, diagrams and policies of the *Merced Vision 2030 General Plan* to guide planning, provision and development of future housing units in anticipation of Merced's increase population. The BCP includes a wide variety of housing types ranging from rural residential homes to high-density multifamily homes with densities of at least 20-units per acre, as is discussed in the Community Character Chapter of the Plan. All adopted policies and CEQA-based mitigation measures for the *Merced Vision 2030 General Plan* apply to the BCP planning area. Therefore, the BCP is consistent with housing-related *Goal Areas* of the City's General Plan including: new affordable housing construction, Housing conservation and rehabilitation, housing affordability, city coordination, quantified objectives, and providing equal opportunity for housing.

A.2.9 Noise

The BCP relies on the *Noise* narrative, images, diagrams and policies of the *Merced Vision 2030 General Plan* to address noise concerns in an expanding City as well as those from operations from established uses. The BCP does include or expand air and rail services, though as anticipated in the General Plan, the planning area will be served by arterial streets and be populated with sensitive populations. All adopted policies and CEQA-based mitigation measures for the *Merced Vision 2030 General Plan* apply to the BCP planning area. Therefore, the BCP is consistent with the Noise *Goal Area* of the City's General Plan.

A.2.10 Safety

The BCP relies on the narrative, images, diagrams and policies of the *Merced Vision 2030 General Plan* to guide urban growth and safety-related practices and operations. The concern about the Lake Yosemite Inundation Area was adequately discussed in the General Plan and associated Environmental Review documents. All adopted policies and CEQA-based mitigation measures for the *Merced Vision 2030 General Plan* apply to the BCP planning area. Therefore, the BCP is consistent with safety-related *Goal Areas* of the City's General Plan including disaster preparedness, seismic safety, flooding, fire protection, airport safety, crime and hazardous materials.

A.3 General Plan Amendments

The BCP proposes some implementation tools that vary from the *Merced Vision 2030 General Plan.* These changes are more of a clarification and refinement of general issues, than inconsistencies. Therefore, the BCP is substantially consistent with the City's General Plan.

Circulation-Related

1. To shift the location of the planned transit corridor from Bellevue Road to the proposed Mandeville "high-quality transit corridor," resulting in a more direct connection between the transit circle in the Bellevue Ranch Master Plan Development and the transit center at the UC Merced campus. This alignment also makes transit more functional, by placing the transit route in the midst of a mixed-use pedestrian oriented "walkable urban" setting, as opposed to Bellevue Road, whose setting will be "drivable suburban" and aligns with the planned regional *Merced Loop Road*.
2. Converting the intersection of G Street and Mandeville Lane from "limited-access" with right-in, right-out turning movements, to a signalized full-access intersection in order to allow the Mandeville Lane transit corridor to cross G Street and connect directly with the planned transit center on M Street in the Bellevue Ranch project.

Land Use-Related

3. The land use designations appearing in the *Bellevue Corridor Community Plan Illustrative Plan* and the General Plan's Official Land Use Diagram need to be superseded by the BCP's Land Use Character Map. This will be done by identifying the plan area of the BCP on the General Plan Land Use Diagram and referring the reader to the *Bellevue Community Plan* to see the adopted land use designations, which are unique to the BCP. Though unique, they are consistent with those contemplated by the General Plan. This alignment is shown in Table A-4.

Technical Appendix B, "Projects and Plans"

Table of Contents

B.1 Summary Descriptions
B.1.1 Existing Land Uses, August 2012
B.1.2 Index Boundary Map of Approved Projects and Plans
Within Current City Limits
B.1.3 Bellevue Ranch Master Development Plan
B.1.4 Paseo Development
B.1.5 Bandoni-Sunset Annexation
B.1.6 Absolute-Leeco Annexation and Subdivisions
B.1.7 El Capitan High School
B.1.8 Merced Medical Hospital Campus
B.1.9 Guardanapo Development
B.1.10 Moraga Development
Between Merced City limits and SOI Boundary
B.1.11 UC Merced Long Range Development Plan
B.1.12 University Community
B.1.13 Yosemite Lake Estates (*)
B.1.14 Vista Del Lago
B.1.15 West Hills Estates
B.1.16 Sorrento
B.1.17 Composite Map of Approved Projects and Plans
B.1.18 Table of Total Dwelling Units, Square Footage, and Acreage of Various Land Uses

B.2 Images
B.2.1 Bellevue Ranch Master Development Plan
B.2.2 Paseo Development
B.2.3 Bandoni-Sunset Annexation
B.2.4 Absolute-Leeco Annexation and Subdivisions
B.2.5 El Capitan High School
B.2.6 Merced Medical Hospital Campus
B.2.7 Guardanapo Development
B.2.8 Moraga Development
B.2.9 UCM Long Range Development Plan
B.2.10 University Community
B.2.11 Yosemite Lake Estates
B.2.12 Vista Del Lago
B.2.13 West Hills Estates
B.2.14 Sorrento

B.1 – Summary Descriptions

Appendix B provides a preliminary overview of projects and plan documents related to the BCCP area. Lands within, adjacent to and near the Bellevue Community Plan (BCP) project have various levels of entitlements, including Specific Urban Development Plans, general plan land use designations, community plans, subdivided lands, and conditional use permits. Narrative descriptions, maps and tables are presented in this appendix to depict current and future land uses.

The section begins with two maps. The first map, "***Existing Land Uses, August 2012,"*** generally depicts the current arrangement of land uses through display of an aerial photograph (2008), along with icons for schools, a golf course, and a hospital. Merced's City limits and Sphere of Influence boundary of the *Bellevue Community Plan* is also delineated. To provide continuity of reference, these boundaries appear on all maps in this section. The second map, "***Index Boundary Map of Approved Projects and Plans,"*** generally depicts the boundaries of the lands that have land use entitlements, and to which a narrative written description is provided in this section.

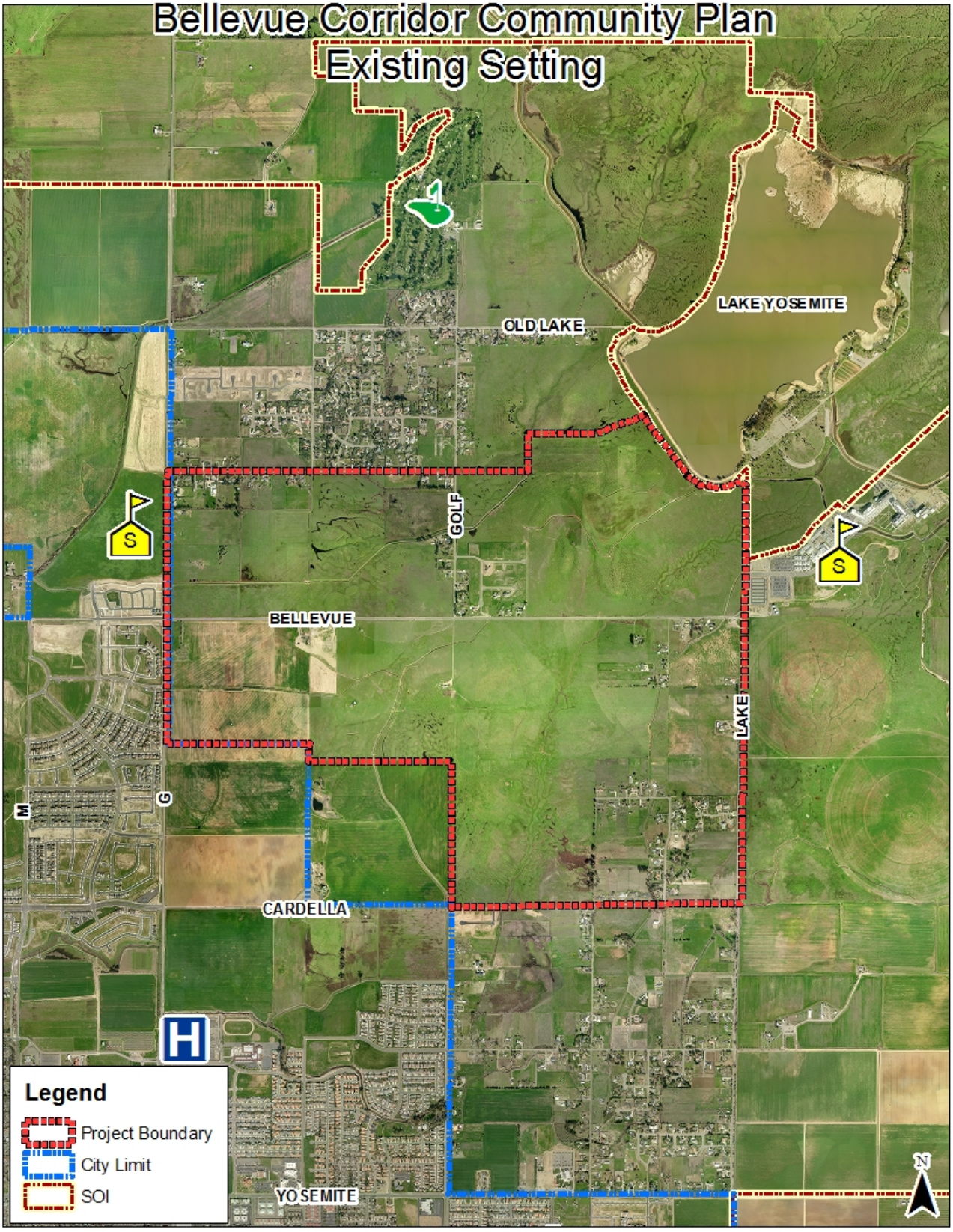
Following these maps are the ***written descriptions of the projects***. The list of projects and plans are grouped by: 1) those in the City of Merced, and 2) those in the currently unincorporated area of Merced County. Note that all of the approved projects and plans are located within the City of Merced's planned growth area, technically called the Sphere of Influence (SOI) boundary, with exception of a part of *Yosemite Lake Estates*.

While most projects described in this section have received formal action and entitlement of the land use and circulation plan by an elected or appointed body from Merced County or the City of Merced, those marked with an (*) alert the reader that some elements of the displayed images on the maps in this section have not yet received formal approval. These images are included here to depict preliminary interests of the property owner, and are called "illustrative plans."

Following the written descriptions is composite information in the form of the map, ***"Approved/Proposed Projects,"*** and the spreadsheet, ***"Table of Total Dwelling Units, Square Footage, and Acreage of Various Land Uses."***

Appendix B concludes with detailed images of the described projects.

B.1.1 Figure B.1, ***Existing Land Uses, August 2012***



B.1.2 Figure B.2, ***Index Boundary Map of Approved Projects and Plans***

Projects Within Current City Limits

B.1.3 Bellevue Ranch Master Development Plan

The Bellevue Ranch Master Development Plan (BRMDP) consists of 1,395 acres of mixed use development, including 4,843 to 6,648 residential units, retail commercial and office commercial uses, several schools and parks, and a fire station. Similar to traditional town development, the BRMDP conveniently places housing, retail commercial uses, public facilities, and office uses near each other. Development of the BRMDP is linked to an infrastructure phasing plan. Hence, much of the plan area cannot be developed at this time due to lack of streets, sewer, bridges, and other infrastructure necessities. Prior to the economic downturn of 2008, 1,618 lots were being prepared for home construction, of which approximately 600 were sited with homes, leaving 1,018 vacant lots ready for future development. A commercial lot at the corner of Cardella Road and M Street, as well as larger parcels along Bellevue Road, exist for future retail and office services.

The specifics of the BRMDP include:

- 561.7 acres of "Detached Standard Homes" with a DU range of 4-5 du/ac
- 334 acres of "Detached Patio Homes" with a DU range of 5.5-6.5 du/ac
- 75.9 acres of "Multi-Family" dwellings with a DU range of 10-22 du/ac
- 91.7 "Commercial" acres
- 23.1 "Office" acres
- 20.8 "Elementary School" acres
- 14.7 "Park and Transit Station" acres
- 78.2 "Park" acres
- 119.9 "Open Space/Creeks/Easements/Corridor" acres
- 43 "High School" acres
- 2.5 "Fire Station" acres

B.1.4 Paseo Development

The project has two primary land use components: 1) 8.5 acres adjacent to G Street designated Low-Medium Density (LMD) and designed for 85 zero-lot line single-family homes, and 2) 8.5 acres adjacent to Barclay Avenue designated "Neighborhood Commercial" and designed to include a small neighborhood commercial center with two buildings (one 20,000 s.f. and the other 19,400 s.f.), and associated parking lots. Though no specific tenants have been identified, uses could include small café-type or fast-food restaurants (no drive-thru) and retail type uses to serve the neighborhood, the future high school, and the UC Merced campus.

B.1.5 Bandoni-Sunset Annexation

This 76.1-acre parcel was annexed into the City in 2005, and includes the following land use designations and anticipated uses: 1) 10 acres of "Low Medium Density" Residential, 2) 20.5-acres of future "Neighborhood Commercial" land uses, and 3) approximately 45-acres of "Village Residential" land uses. The site will also include an off-street bicycle path extending from G Street to points east, north and south.

B.1.6 Absolute-Leeco Annexation and Subdivisions

The Absolute Leeco Project contains 100-acres of residential development and open space features. Two subdivisions have been approved for the site, and include the "Bright Subdivision" with 168 single-family residential on 40-acres, and the Palisades Park Subdivision with 155 single-family lots on 49 acres. The eastern portion of the project site includes approximately 12-acres owned by the City of Merced to be a future Neighborhood Park, and is situated next to a potential elementary school site. The site will also include off-street bicycle paths connecting with the Bandoni-Sunset Project.

B.1.7 El Capitan High School

Located at the southwest corner of East Farmland Avenue and G Street, *El Capitan High School* is the third high school of the Merced Union High School District to operate within the City of Merced. Construction of the new school began in June 2011 and is planned to open in August 2013. The 55-acre campus includes approximately 200,000 square-feet of building space in nine buildings, six of which are two stories. The site also contains 30 acres of playfields, a drainage basin, and parking for 370 cars. The new high school started with freshmen and sophomore in 2013, and will progressed one grade each year with full capacity in 2015. Total enrollment is anticipated to be 2,100 students.

B.1.8 Merced Medical Center Campus

The *Merced Medical Center* 30-acre campus is comprised of four related facilities including 1) Mercy Medical Center, 2) Merced Cancer Center, 3) Medical Office Building, and 4) future facilities.

<u>Mercy Medical Center</u>

Sited on approximately 17-acres, the Mercy Medical Center consists of an eight-story, 260,000-square-foot, 185-bed hospital (seven stories and one below grade level plus a mechanical penthouse), and a 12,350-square-foot power plant, a helipad, and approximately 950 parking

spaces. The hospital was to be built in 3 phases which would ultimately consist of over 600,000 square feet and have 460 beds. The first phase was completed in 2010.

Merced Cancer Center

Sited on 1.7 acres at the northeast corner of G Street and Mercy Avenue, the Merced Cancer Center was constructed in 2001. It contains 12,730 square feet and performs state-of-the-art cancer therapies.

Medical Office Building

Directly adjacent to Mercy Medical Center, the Mercy Medical Office Building (MOB), also known as the "Pavilion," is a 4-story, 65,500-square-foot medical office building on approximately 0.5 acres that connects with the new hospital on the first floor. It has outpatient services, pre-admitting and medical offices to support the new hospital, an outpatient ambulatory surgery center on the 4th floor, and offers laboratory services.

Future Facilities

There are approximately 200,000 square feet of medical office buildings and approximately 1,040 parking spaces proposed on a 10-acre site south side of Mercy Avenue.

B.1.9 Guardanapo Development

The Guardanapo Project consists of 102 acres consisting of: 1) approximately 196,000-square-feet of commercial offices on 18-acres, 2) 306 single-family homes on 56-acres, and 3) between 109 and 216 low-medium-density (duplex) residential units on 17.63 acres. The site is presently vacant.

B.1.10 Hunt Annexation / Moraga Subdivision

The Moraga Development consists of three land use types on 117-acres, including: 1) 102 acres of 520 detached single family homes, 2) a conceptual 14-acre multi-family site possibly holding 289 dwelling units with a density of 20.18 units/acre, and 3) open space features including a 7.5 acre community park. The park is constructed as are several homes, however, most of the site remains vacant.

Projects Between Merced City Limits and SOI Boundary

B.1.11 UC Merced Long Range Development Plan (LRDP)

The University of California, Merced campus opened in Fall 2005. By Fall 2012, Campus population is expected to reach over 5,000 students. By 2020, the student population is forecasted to exceed 11,000, and the faculty and staff population will exceed 3,200. At build-out, in the year 2035, the campus is expected to have a student population of 25,000, a staff and faculty population of over 6,500, and other daily population of over 600. Approximately 12,500 of the students will be housed on campus.

The 815-acre campus site will be used for classrooms and instructional laboratories, faculty offices, libraries, research facilities, administrative offices, student services, performing arts, athletic and recreation facilities, a student center, on-campus housing, food services, support services, and parking. The goal is for the Campus to be self-sufficient to a great extent.

The LRDP organizes UC Merced into four academic campus districts (North Campus, Central Campus West, Central Campus East, and Gateway District) and four neighborhoods (Lake View, North Neighborhood, Sierra View, and Valley View). The campus features a network of irrigation canals and two topographical land depressions or "bowls" which will serve as open space as well as stormwater retention basins. The districts and neighborhoods are generally organized around the two bowls. Campus development is described in block types that illustrate potential building types, scale, site coverage, and density within each district and neighborhood. Refer to Table B.2 for a summary of block types. Anticipated building heights range from 50 to 100 feet.

Table B.2. Campus Block Types

Block Type	Block Size	Land Use	Net Density	Gross Density*
Academic Core				
AC-1: Typical academic block	3 acres	Academic buildings	0.96 FAR	0.72 FAR
AC-2: Academic lab block	3 acres	Research buildings	0.96 FAR	0.72 FAR
AC-3: Main Street block	3 acres (1.5 academic, 1.5 residential)	Academic buildings, student services, student apartments	Academic: 1.5 FAR Residential: 60 units/acre	Academic: 1.12 FAR Residential: 45 units/acre
Gateway District				
G-1: Industrial-research block	3 acres	Industrial research buildings	0.45 FAR	0.34 FAR

Table B.2. Campus Block Types				
Block Type	**Block Size**	**Land Use**	**Net Density**	**Gross Density***
G-2: Industrial-research block	3 acres	Industrial research buildings	0.96 FAR	0.72 FAR
Student Neighborhoods				
SN-1: Townhouse and stacked flats	4 acres	Residential apartments and open space	27 units/acre	20 units/acre
SN-2: Walk-up apartments	3 acres	Residential apartments, open space, and student services	35 units/acre	27 units/acre
SN-3: Residence hall buildings	4 acres	Residential apartments and open space	80 units/acre	60 units/acre
* Assumes 75% efficiency for streets.				

The LRDP describes a circulation system that includes a hierarchy of streets, malls, and trails on a tree-lined, pedestrian-oriented grid. Parking will ultimately be supplied at a rate of 0.62 spaces per student, however, a higher ratio is anticipated until the campus and transit systems mature. The campus circulation system will be further highlighted in the complete streets, right-of-way, and transit priority project background studies.

Physical Design Framework

The UC Merced Physical Design Framework outlines principles and standards to advise campus-level project approvals. Framework objectives are structured around interconnected environmental design, community, and planning principles as well as the UC Merced administrative and committee structure for the planning process. The Framework provides guidance for architectural elements, color and materials, and landscaping. Additionally, it describes the campus design approval process and the role of various campus committees in development review and decision-making.

B.1.12 University Community Plan (UCP)

Today, the University Community Plan consists of 1,951 total acres, with ownership divided between two entities. The portion of the University Community Plan area located north of Cardella Road consists of 833 acres and is owned by the University Community Land Company LLC, a not-for-profit organization composed of the Virginia Smith Trust and the University of California. The portion of the University Community located south of Cardella Road (extended) consists of 1,118 acres and is owned by LWH Farms, LLC.

A University Community Plan (UCP), for a different boundary than today's UCP, was adopted by Merced County in December 2004. The Merced County Board of Supervisors adopted the UCP

(also called a "Specific Urban Development Plan" or "SUDP") and associated environmental impact report for the development of a University Community, sited adjacent and south of the UC Merced Campus. Under this adoption, the UCP covered 2,133 acres and consisted of high-, medium-, and low-density housing; commercial buildings; buildings to house research and development; and parking, parks, schools, and open space. The UCP was designed to provide over 11,000 housing units and house over 30,000 people.

In 2009, due to the need to shift boundaries as a result of protecting habitat resource lands, the northern portion of the UCP was revised and an associated EIR prepared. This revised plan and environmental review was adopted by the University of California Board of Regents in 2009. No application for review and/or action by Merced County occurred regarding this revised plan, however.

B.1.13 Yosemite Lake Estates

The *Yosemite Lake Estates* project involves a 655-acre "Specific Urban Development Plan (SUDP) Study Area" created in 2004. The proposed project, as recently proposed for modification, consists of 361 developable acres located to the west of the Crocker Huffman Canal, as well as 475 "protected open space" acres on its east side to the shore of Yosemite Lake. In action by the Merced County Board of Supervisors on July 31, 2012, authorization was granted to initiate preparation of a community plan on this revised project area. The plan is anticipated to include: 1) 278 acres for 1,388 detached single family homes, and 2) 83 acres of non-residential uses including: a) 32-acres for Park and Open Space, b) 10-acre School Site, c) 6-acre Community Center Clubhouse & Neighborhood Commercial Uses, and d) 20-acres for Collector Roads and Parkway. This most recent plan has not been reviewed by the City of Merced and is not consistent with the "illustrative" plan shown on the City's *Merced Vision 2030 General Plan* adopted in January 2012.

B.1.14 Vista Del Lago

Vista Del Lago is a 58-lot residential subdivision on 75.7 acres and a 71-acre Remainder Parcel on a total of 146.7 acres of land. Lots are one acre or more in size. The site is currently vacant and the map is set to expire on April 4, 2014.

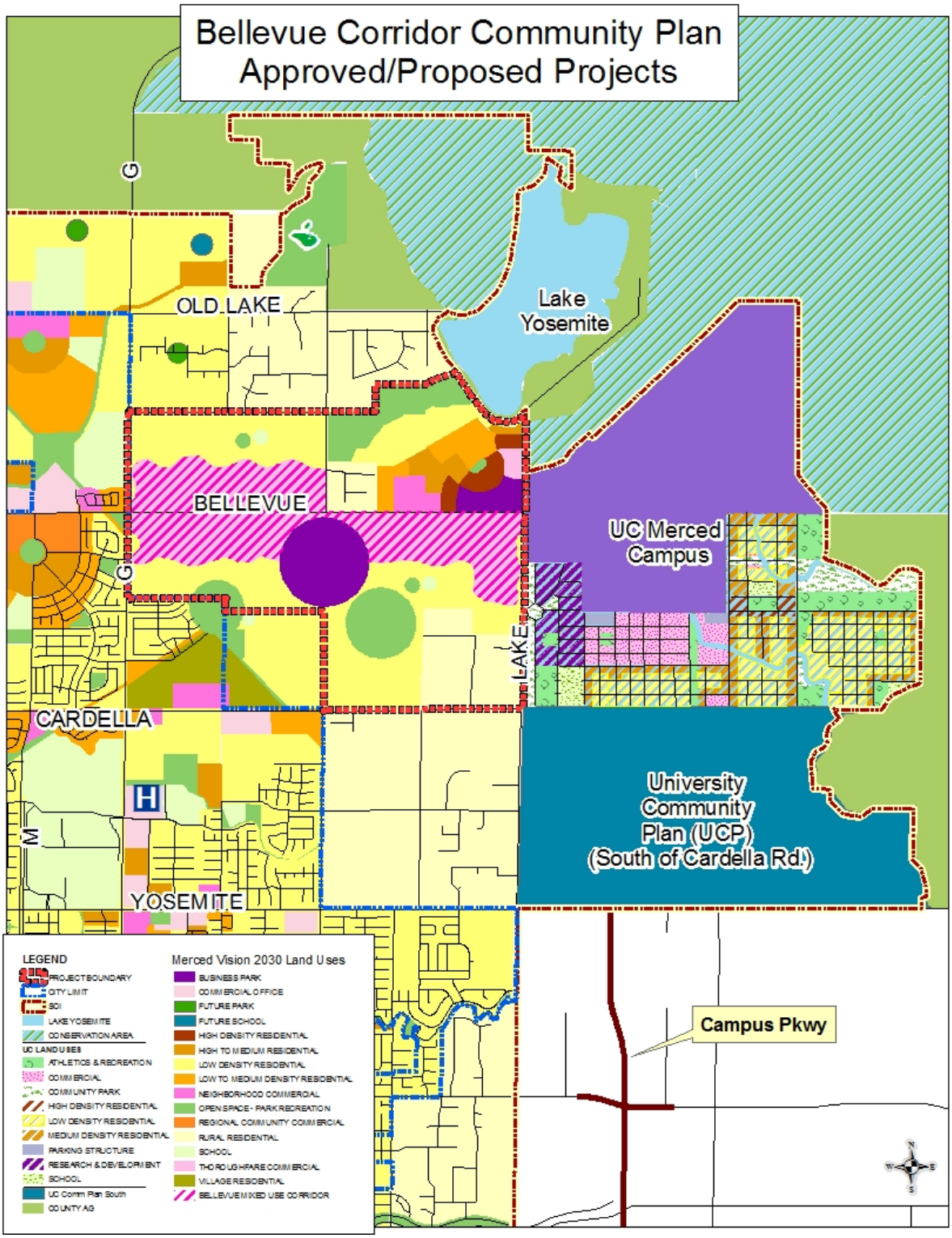
B.1.15 West Hills Estates

West Hills Estates is a development located on the northeast corner of Bellevue Road and Golf Road. The 30.4-acres site was approved for subdivision into 26 rural residential lots, approximately 1 acre each. To date, there are approximately 4 developed lots.

B.1.16 Sorrento

Sorrento is an 8 one-acre lot subdivision on the southeast corner of Gardner Road and Cardella Road with improvements on the ground. The development includes a 12.2 acre remainder lot since the drainage feature in the middle of the property was identified as wetland habitat by the California Department of Fish and Game.

B.1.17 Figure B.3, ***Composite Map of Approved Projects and Plans***



B.1.18 Table B.3, ***Table of Total Dwelling Units, Square Footage, and Acreage of Various Land Uses***

PLANS AND PROJECTS	Detached			Attached			Office [3]		Commercial	
	DU	Acres	Density	DU	Acres	Density	Sq.Ft.	Acres	Sq.Ft.	Acres
Bandoni Sunset GP[8]	45	4.5	10	810	45	18	0	0	313,000	20.5
Bright Homes Map	168	39.8	4.2	0	0	0	0	0	0	0
Guardanapo GP	306	56	5.5	216	17.6	12.3	196,000	18	0	0
Bellevue Ranch [1, 5, 7]	4,533	896	4.5	1,216	76	16	501,000	23	1,403,000	92
Mercy Medical Center (MMC) [6]	0	0	0	0	0	0	600,000	17	0	0
Mercy Cancer Center	0	0	0	0	0	0	12,730	1.7	0	0
Merced Pavilion (MOB)	0	0	0	0	0	0	65,500	0.5	0	0
Future MMC Expansion	0	0	0	0	0	0	200,000	10	0	0
Moraga Map	520	102	5	0	0	0	0	0	0	0
Palisades Park Map	155	48.9	3.2	0	0	0	0	0	0	0
Paseo Map and GP	6	0.8	8	85	8.5	10	0	0	39,400	8.5
Vista Del Lago	58	75.7	0.8	0	0	0	0	0	0	0
West Hills Estates Map	26	30.4	0.9	0	0	0	0	0	0	0
Yosemite Lake Estates	1,388	278	5	0	0	0	0	0	15,000	6
University Community										
Towncenter - Mixed Use Area [4]	0	0	0	540	N/a[8]	N/a[8]	313,600	7.5	183,000	7.5
Towncenter - Other Areas	0	**0**	0	1,418	45	30	292,700	5	130,700	8
Research and Development Use							2,308,300	71		
Other UCP Areas [2]	7,385	890	8.3	2,274	85	26.8	140,000	9	328,400	21
Total	**14,590**	**2,422**	**6.0**	**6,559**	**277**	**23.7**	**4,629,830**	**163**	**2,412,500**	**164**

Table B.3 Notations:

1. Includes all existing and planned amounts.

2. Data extrapolated from 2009 EIR/EIS for the 2009 UCM LRDP & UCP, Table 2.0-6, Page 2.0-41.

3. As a unique use, the *Research and Development Use* is "called-out" under the Office Category. The R&D site is located west of the Town Center.

4. These amounts are in addition to "Towncenter-Other Areas" and "Other UCP Areas". The 15-acre area is divided between office and commercial uses.

5. Includes 2529 "detached standard" units (562 ac) and 2004 "detached patio" units (334 ac) at density of 4.5 and 6 DU/acre respectively.

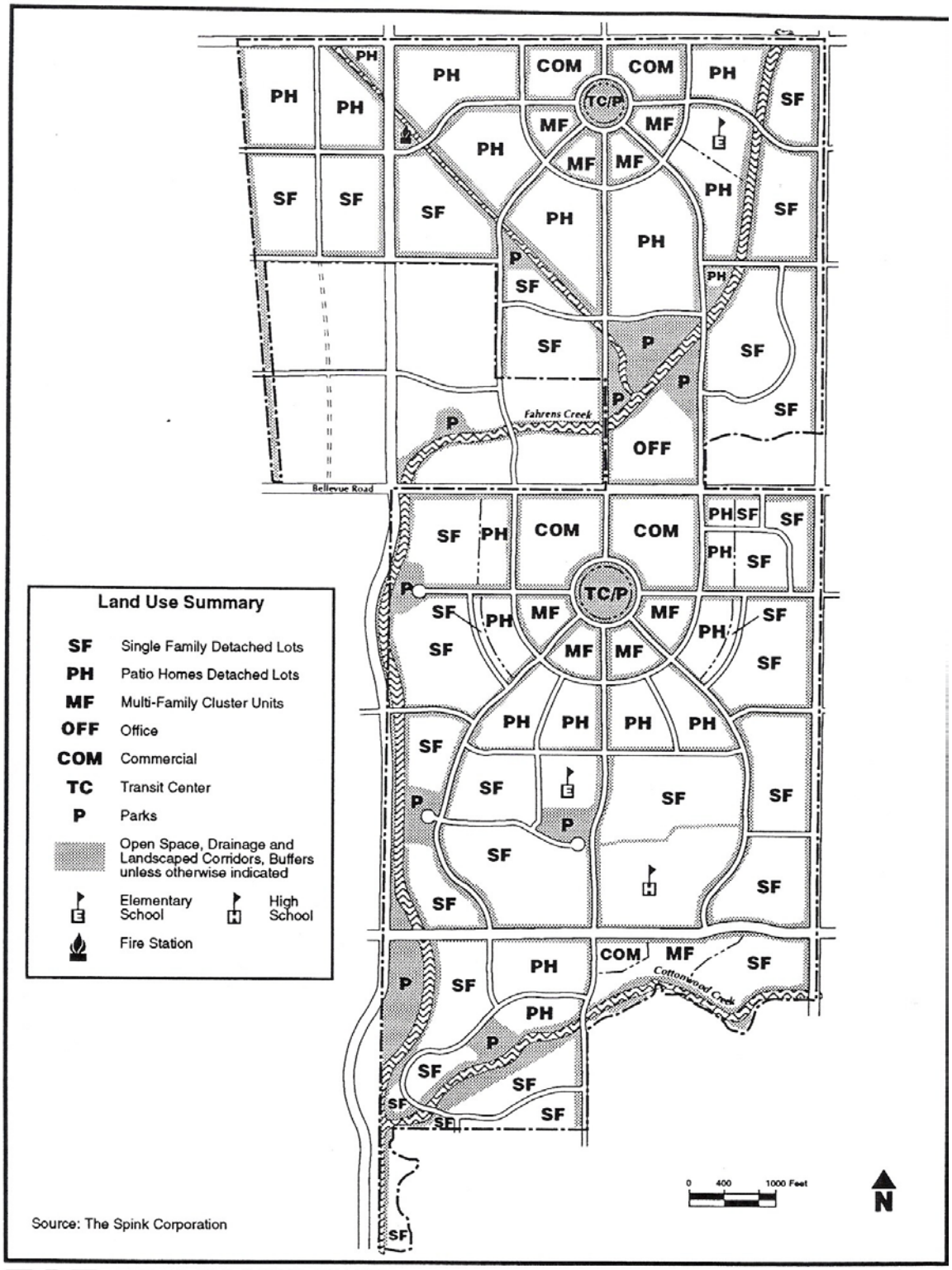
6. Currently at 260,000 sq. ft., long-term 600,000.

7. A FAR of 0.5 was used to estimate future office use, and a FAR of 0.35 was used for commercial. (In other cases, acreage based on submitted plans/documents.)

8. Part of 15 acre mixed use area. Acreage included under Office and Commercial.

B.2 – Images

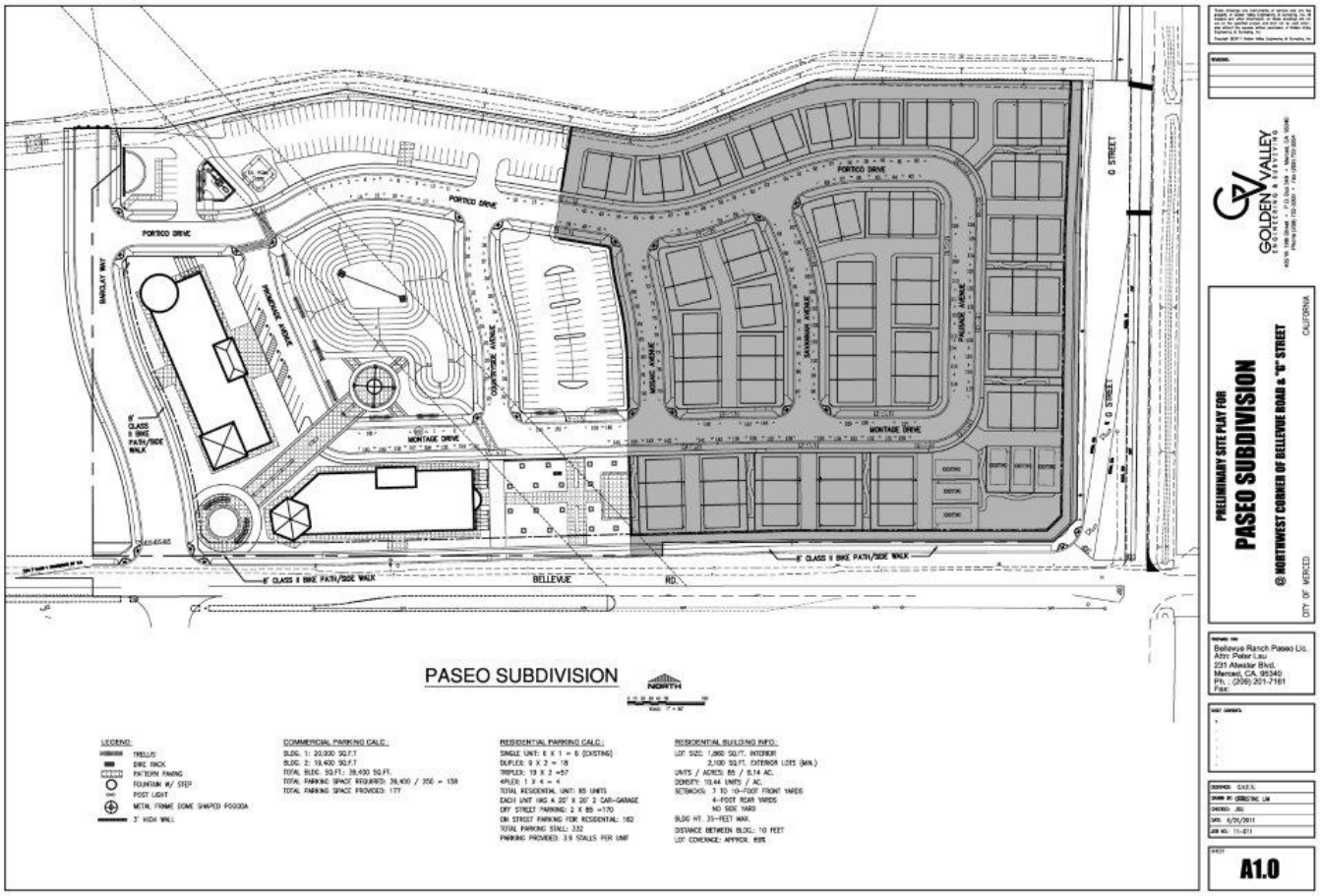
B.2.1 Bellevue Ranch Master Development Plan:



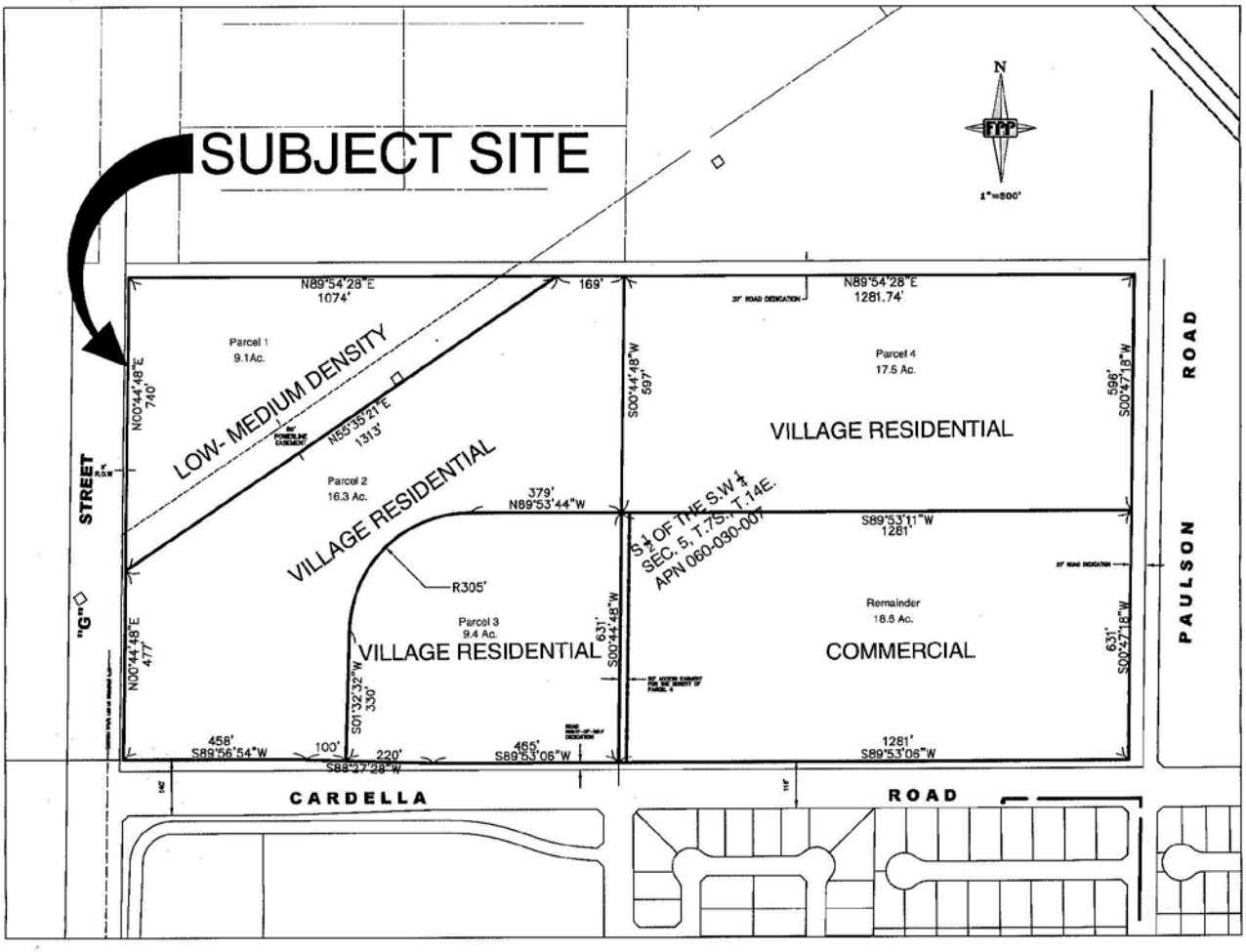
WILLDAN ASSOCIATES
ENGINEERS & PLANNERS

Figure 4.1-2
Conceptual Land Use Plan

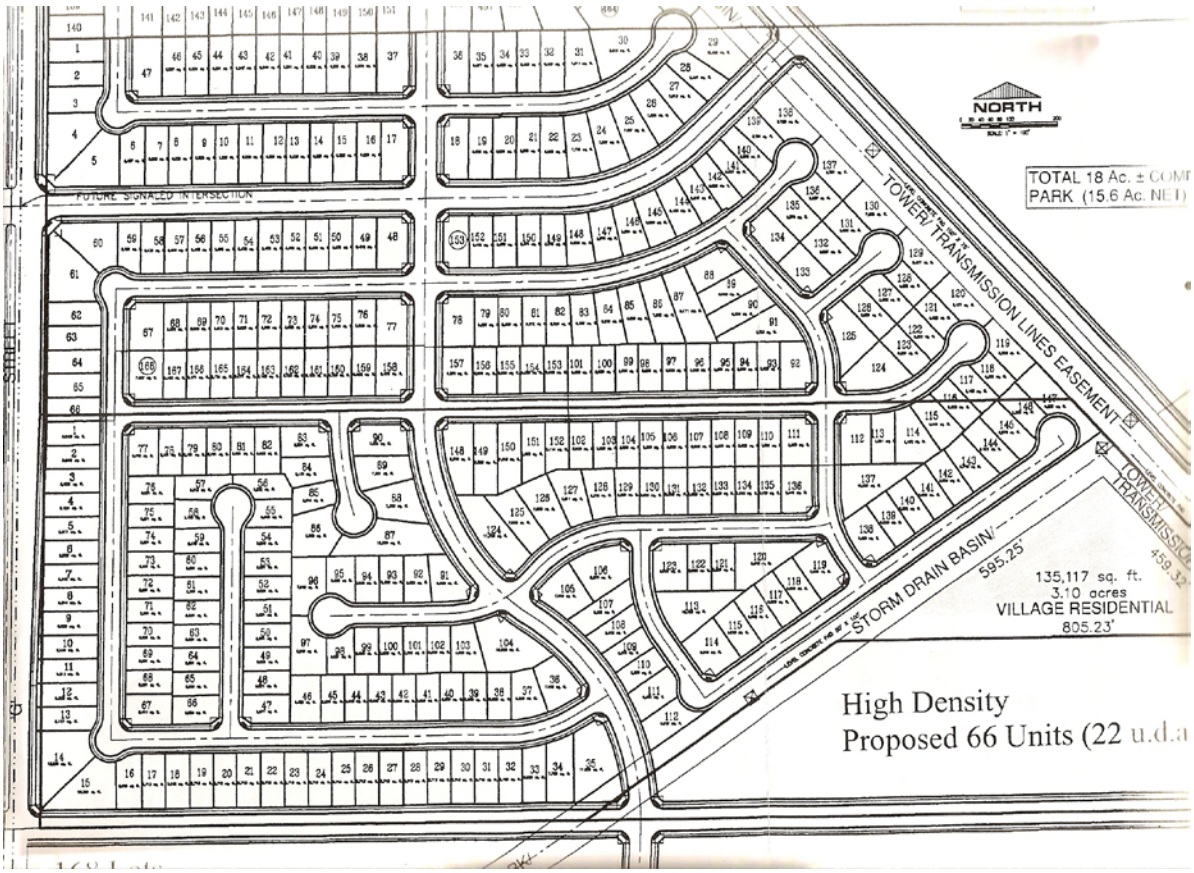
B.2.2 Paseo Development



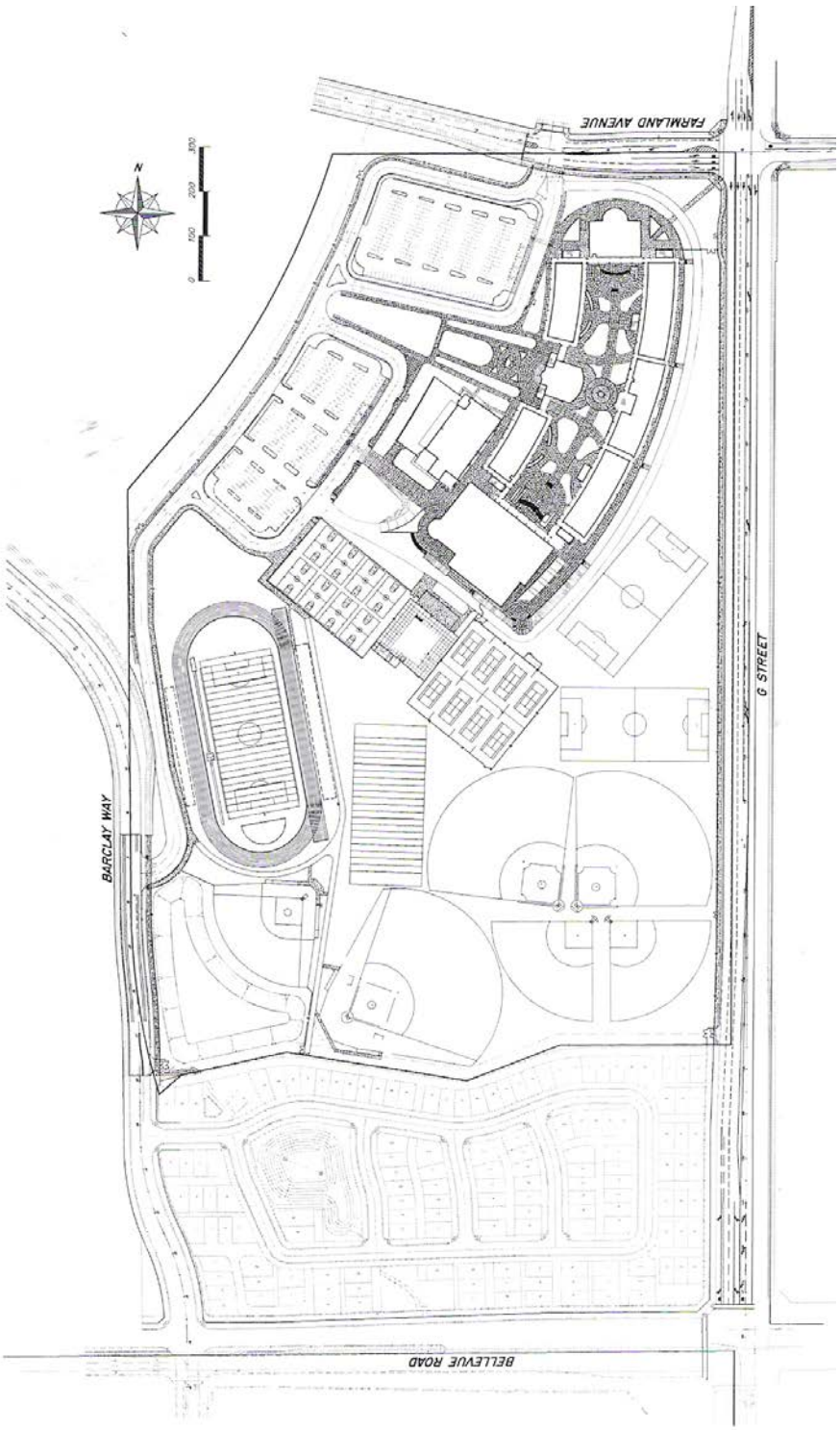
B.2.3 Bandoni-Sunset Annexation



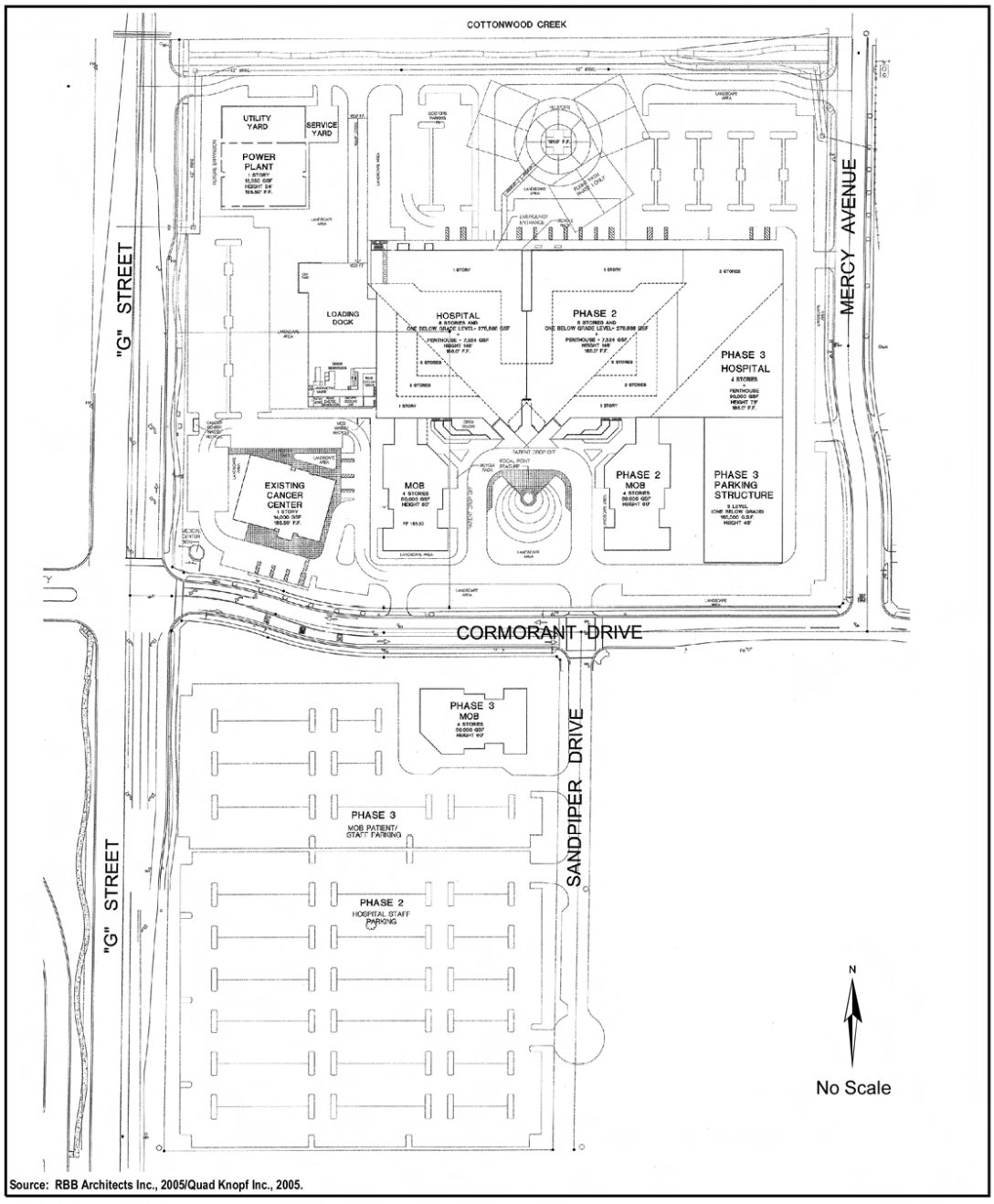
B.2.4 Absolute-Leeco Annexation and Subdivisions



B.2.5 El Capitan High School



B.2.6 Merced Medical Center Campus (All 3 Phases)



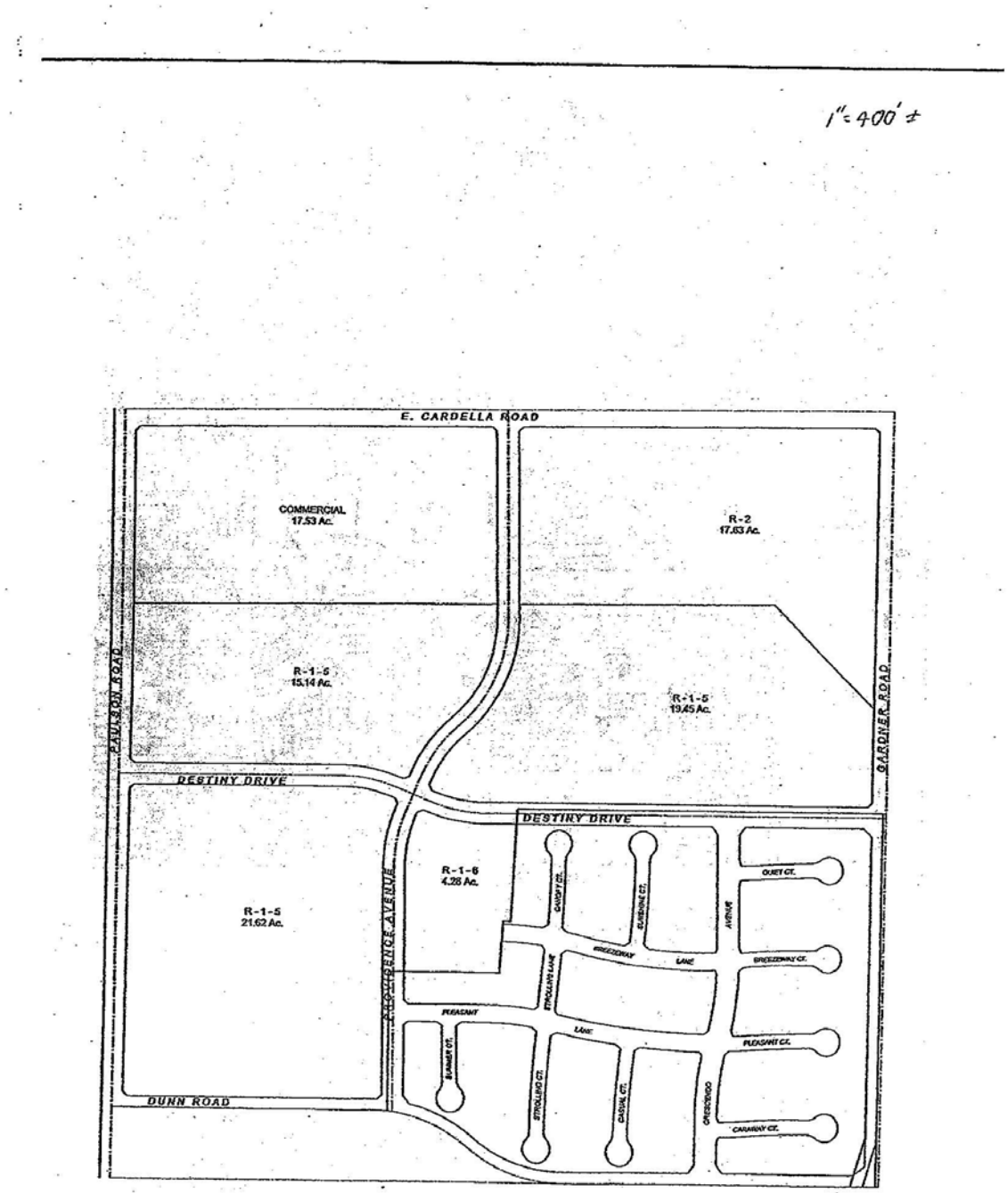
Quad Knopf

SITE PLAN

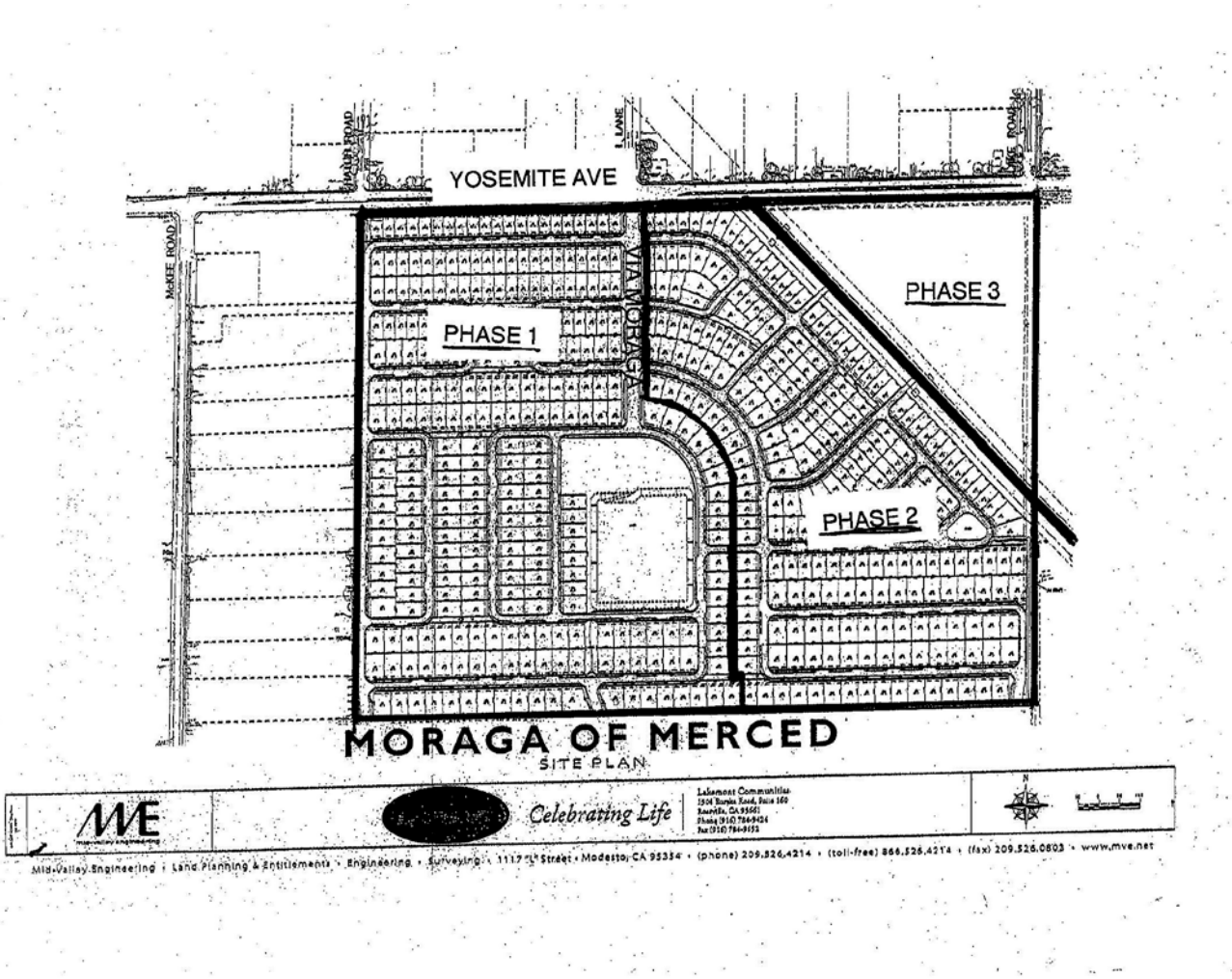
Figure 2-2

Job No. 04385

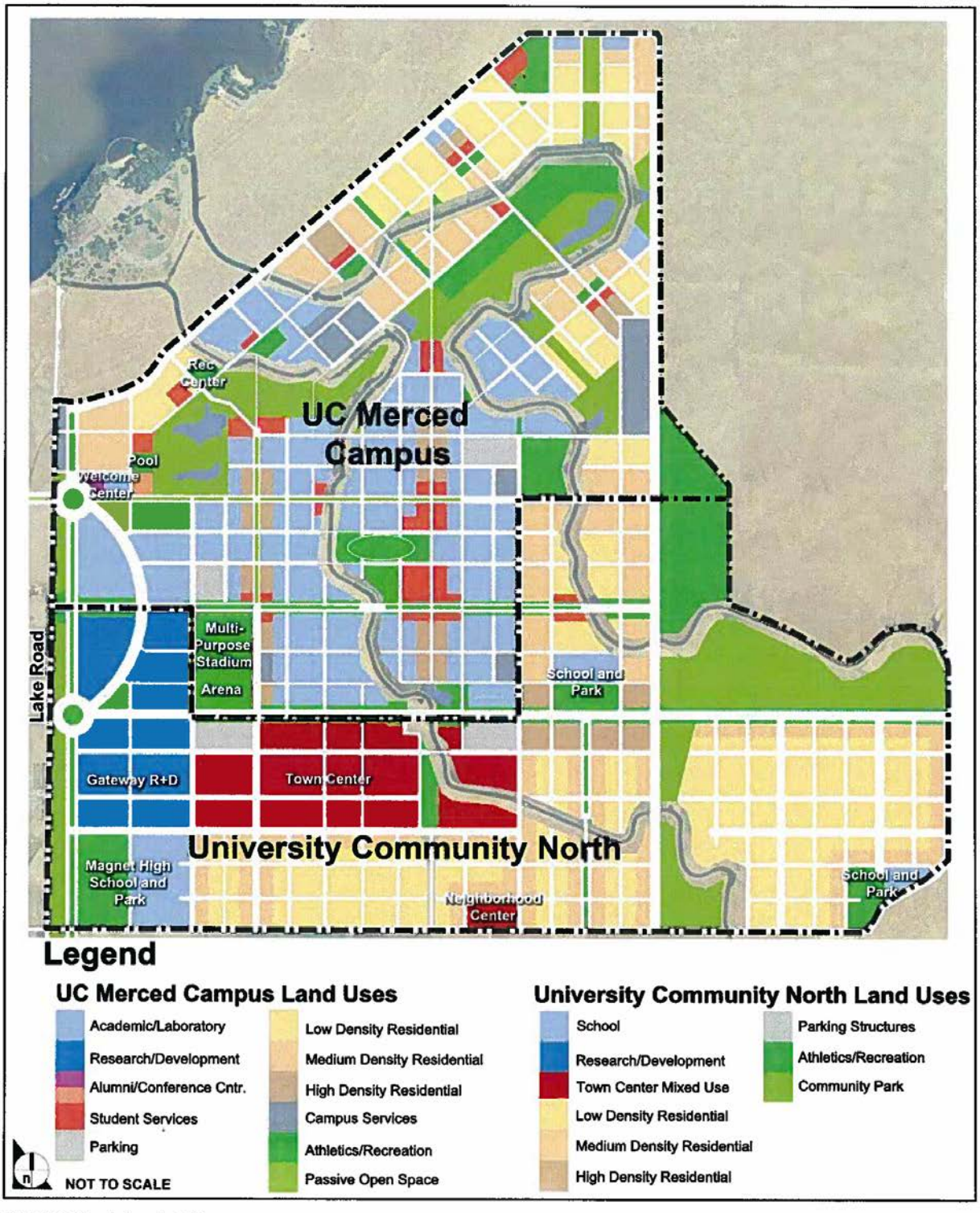
B.2.7 Guardanapo Development



B.2.8 Moraga Development

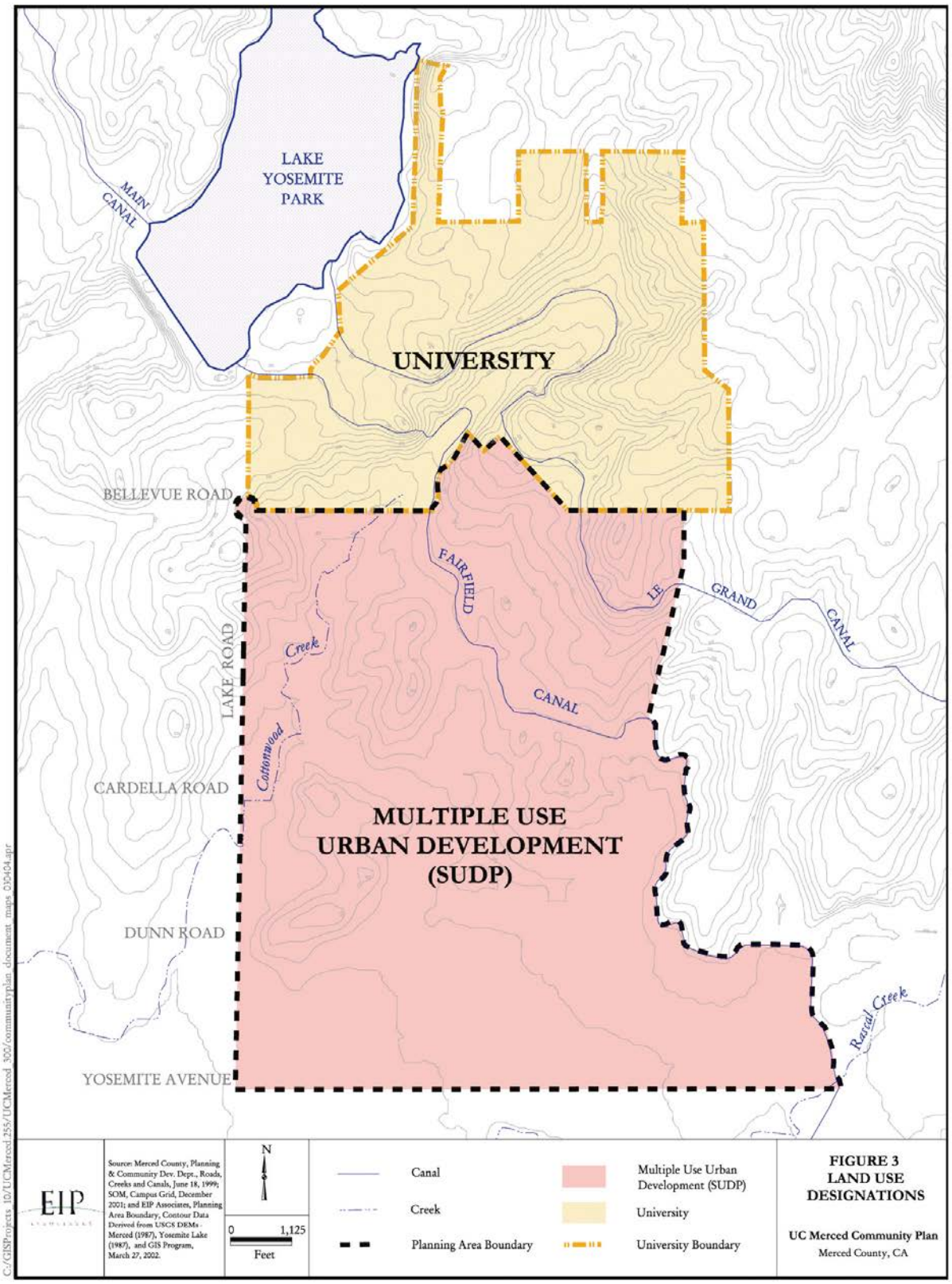


B.2.9 UC Merced Campus and Northern portion of University Community Plan (2009)

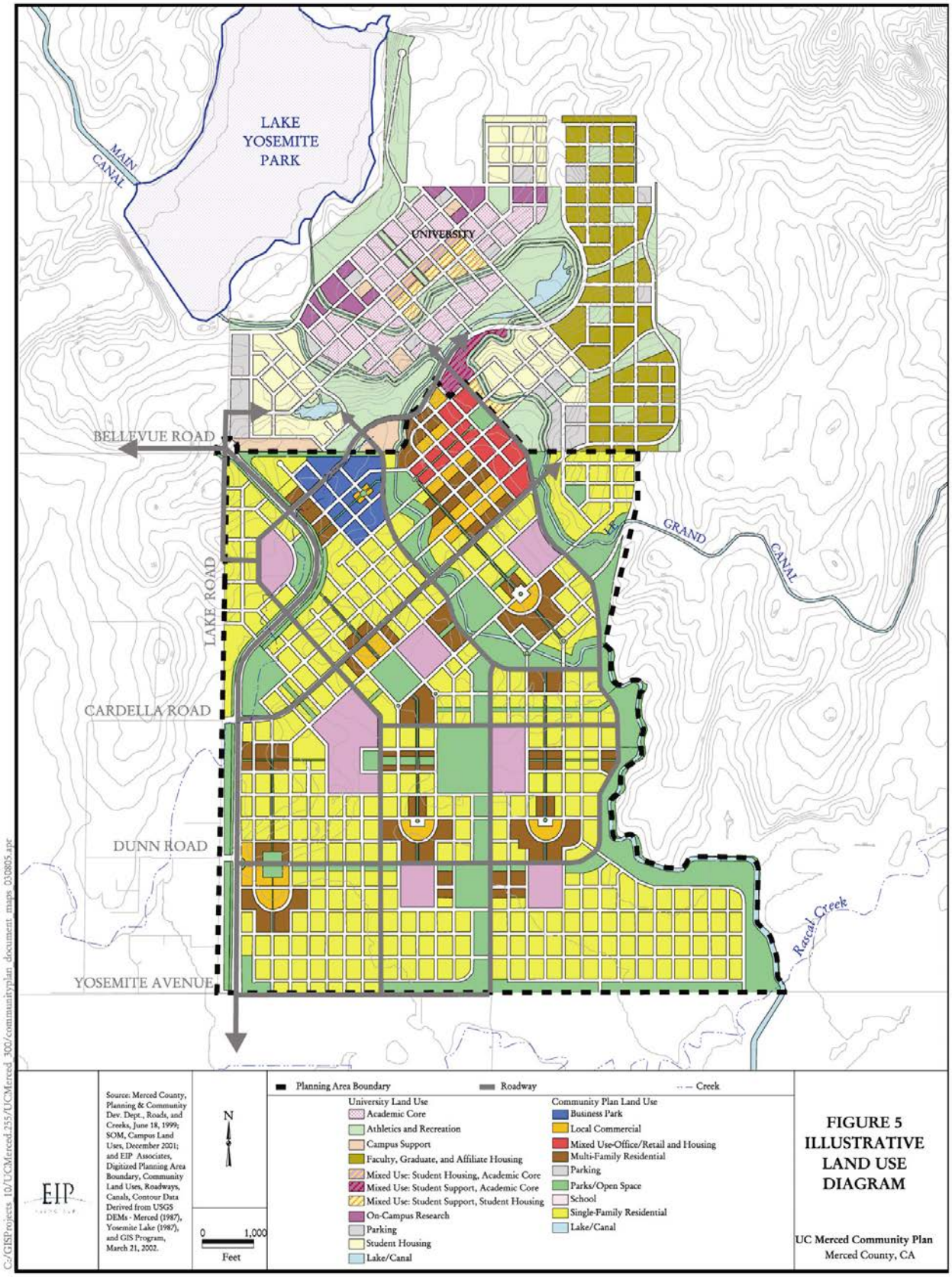


SOURCE: UC Merced - December 2011

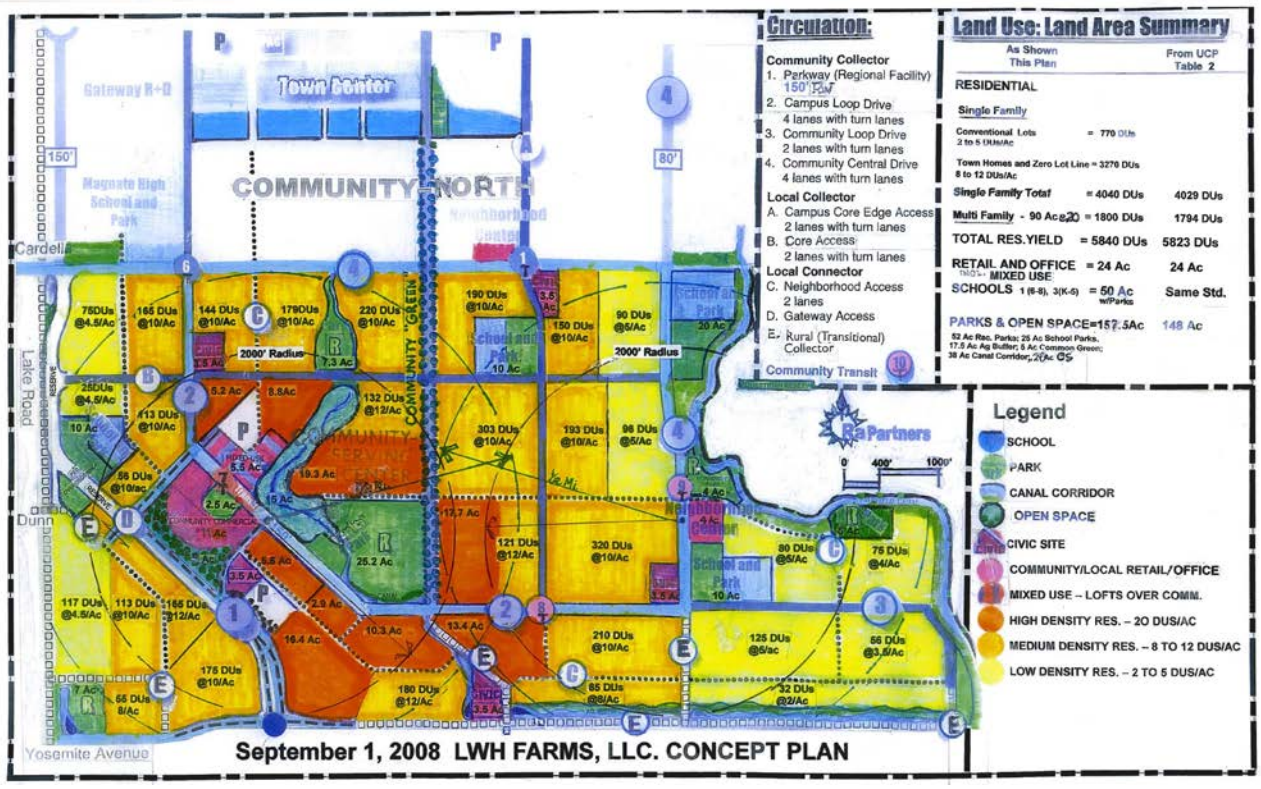
B.2.10 University Community Plan (2004), Image #1



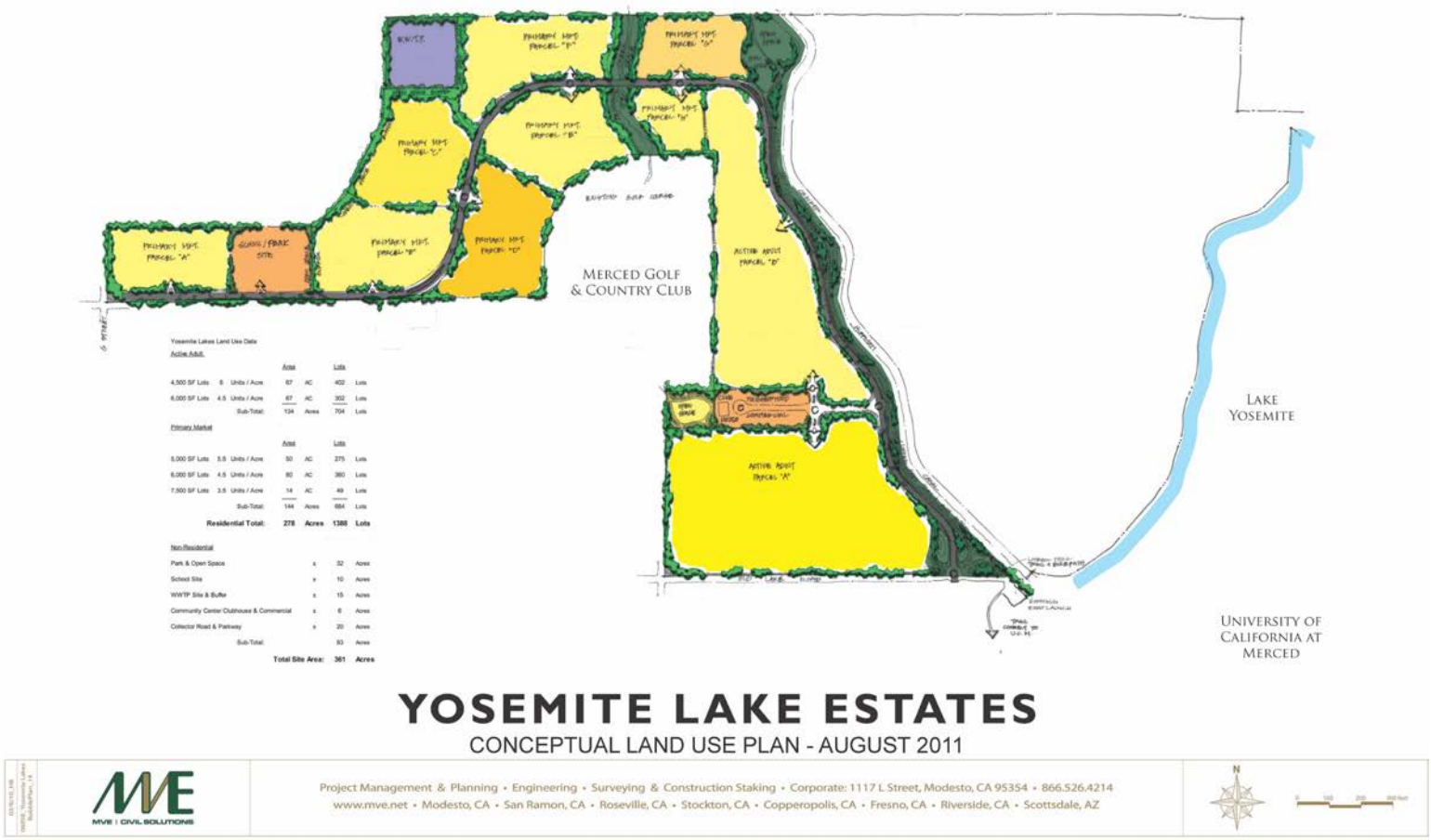
B.2.10 "Illustrative" University Community Plan (2004), Image #2



B.2.10 "Illustrative" University Community Plan / So. of Cardella Road (2008), Image #3



B.2.11 "Illustrative" Yosemite Lake Estates



YOSEMITE LAKE ESTATES

CONCEPTUAL LAND USE PLAN - AUGUST 2011

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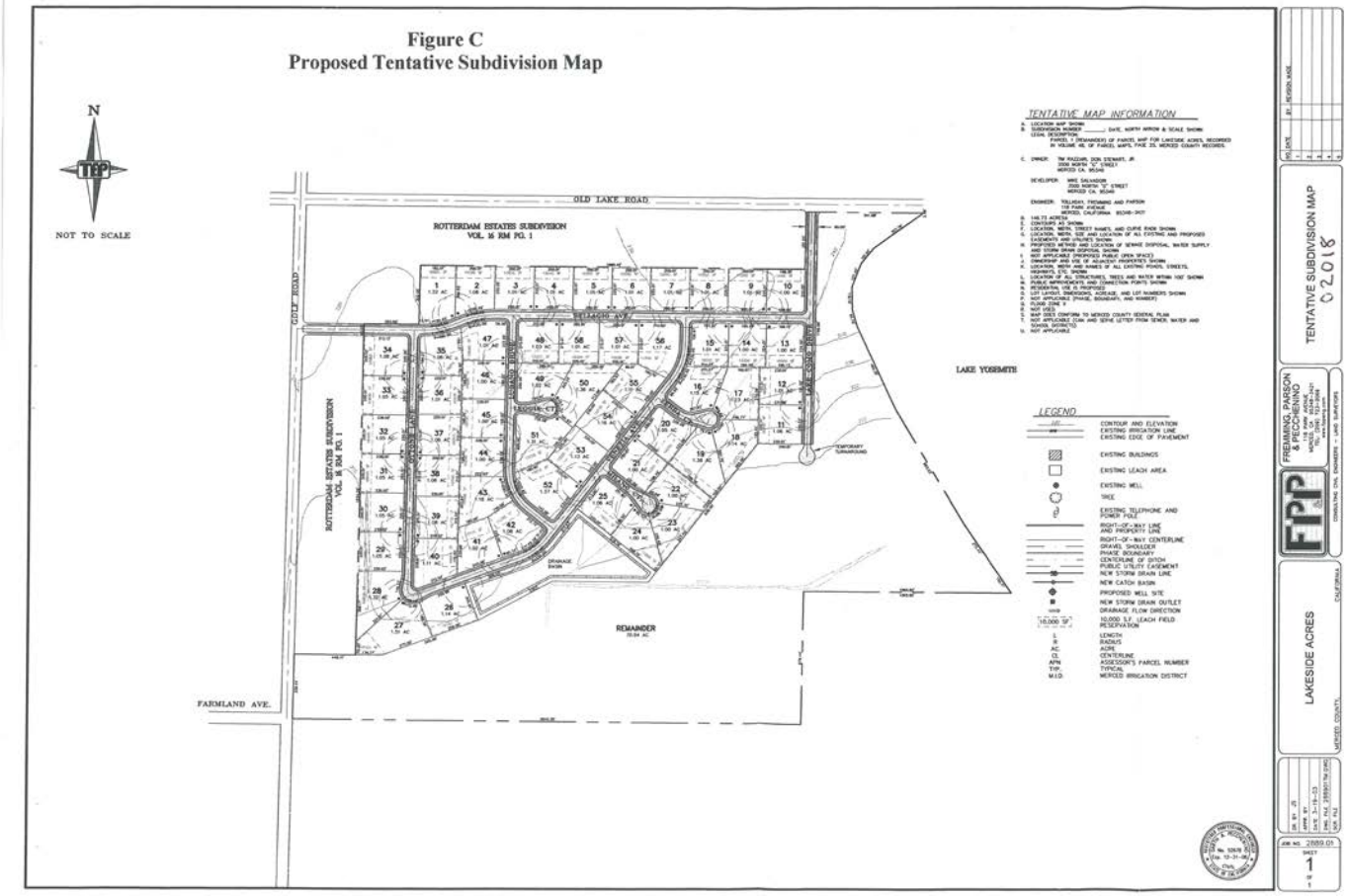
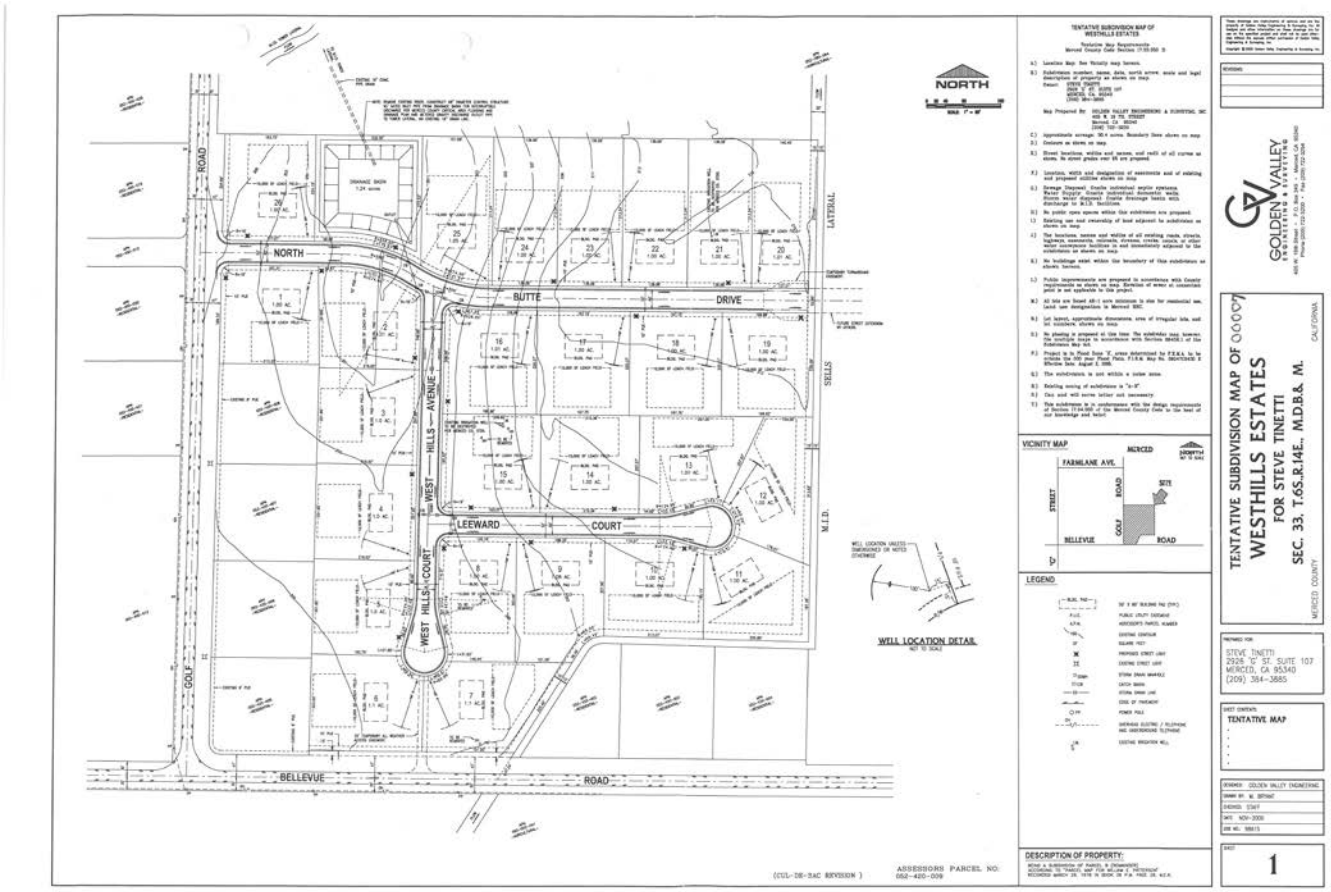
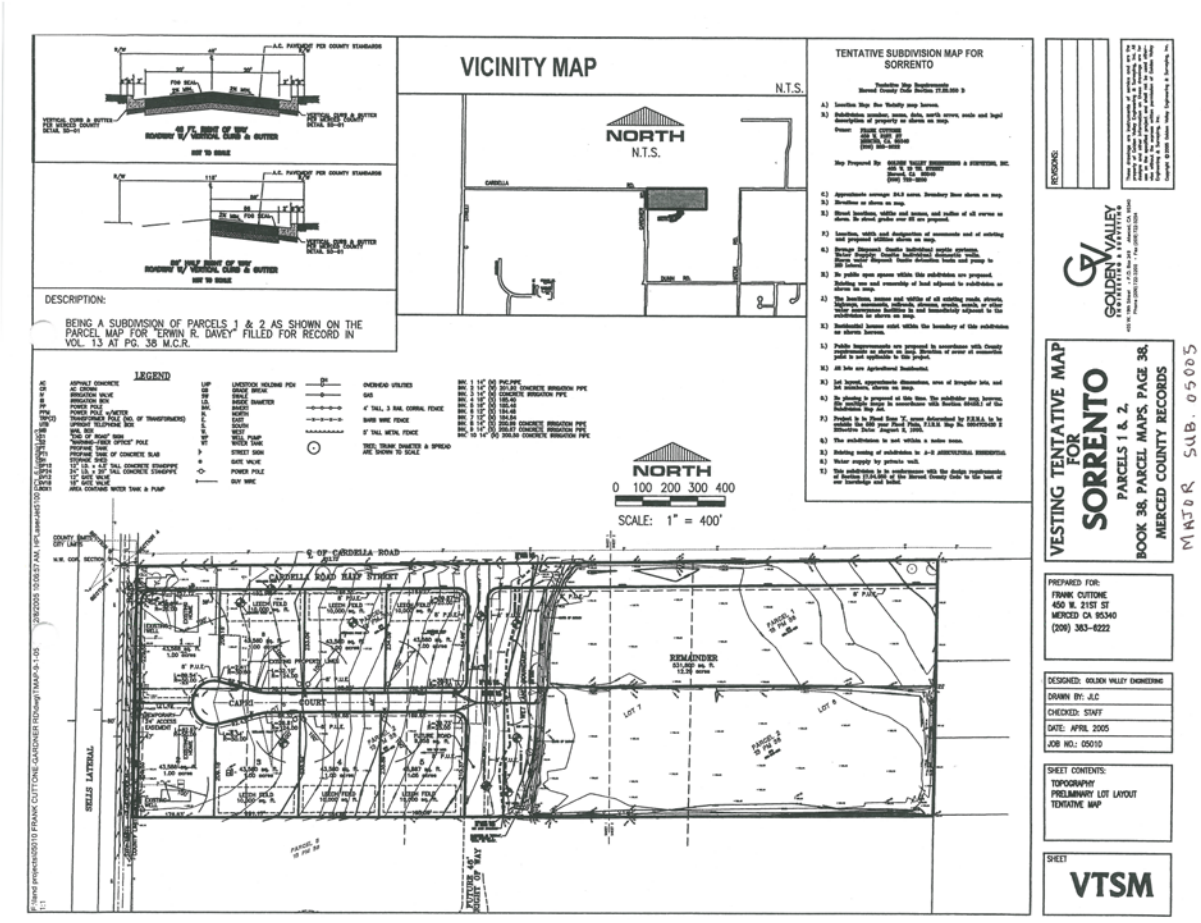
B.2.12 Vista Del Lago



B.2.13 West Hills Estates



B.2.14 Sorrento



Section II
CEQA DETERMINATION OF IMPACT

On the basis of this initial evaluation:

☐ 1) I find that the proposed project COULD NOT have a significant effect on the environment, and a NEGATIVE DECLARATION will be prepared.

☐ 2) I find that although the proposed project could have a significant effect on the environment, there will not be a significant effect in this case because revisions in the project have been made by or agreed to by the project proponent. A MITIGATED NEGATIVE DECLARATION will be prepared.

☐ 3) I find the proposed project MAY have a significant effect on the environment, and an ENVIRONMENTAL IMPACT REPORT is required.

☐ 4) I find the proposed project MAY have a "potentially significant impact" or "Less Than Significant With Mitigation" impact on the environment, but at least one effect: 1) has been adequately analyzed in an earlier document pursuant to applicable legal standards, and 2) has been addressed by mitigation measures based on the earlier analysis as described on attached sheets. An ENVIRONMENTAL IMPACT REPORT is required, but it must analyze only the effects that remain to be addressed.

☒ 5) I find that although the proposed project could have a significant effect on the environment, because all potentially significant effects: (a) have been analyzed adequately in an earlier EIR pursuant to applicable standards; (b) have been avoided or mitigated pursuant to that earlier EIR, including revisions or mitigation measures that are imposed upon the proposed project; and (c) no substantial changes to the project are proposed, no substantial changes occur with respect to the circumstances under which the project is undertaken, and no new information of substantial importance has been identified, nothing further is required. The changes described in this EIS (presented in Section III of this EIS) are not substantial as they do not trigger any of the conditions necessitating preparation of a subsequent or supplemental EIR; therefore, no additional environmental document beyond this Addendum is necessary to evaluate the environmental effects of the development of the *Bellevue Community Plan*. An ADDENDUM will be prepared.

By: Bill King *Date:* 10-1-14

Title: Principal Planner *Representing:* City of Merced

Signature: Bill King

Approved by: David Gonzalves *Date:* 10/1/14

Title: Director of Development Services/ Environmental Coordinator *Representing:* City of Merced

Signature: David Gonzalves

Document Available to the Public October 2, 2014.

The California Environmental Quality Act
(CEQA) Section 15162 Findings:

Application: Adoption of the *Bellevue Community Plan* and General Plan Amendment #14-02.

Location and Size: The project is approximately 2.4 square miles in size and located within the SUDP/SOI of the City of Merced, generally bounded by G Street on the west; Farmland Avenue on the north; Lake Road on the east and Cardella Road on the South (between Lake Road and Gardner Road), and generally ½ mile south of Bellevue Road (between Gardner Road and G Street).

Previous Initial Study/EIR Reference: Environmental Impact Report (EIR) for the *Merced Vision 2030 General Plan* (SCH#2008071069).

Original Project Date: The EIR was approved January 3, 2012, by the Merced City Council.

Section A - Previous Studies

	Yes	No
1. Are substantial changes proposed in the project that will require major revisions of the previous project EIR or Negative Declaration due to the involvement of new significant environmental effects or a substantial increase in the severity of previously identified significant effects?		X

Comment/Finding: The *Bellevue Community Plan* is consistent with the previous environmental review. No substantive changes are proposed.

	Yes	No
2. Have substantial changes occurred with respect to the circumstances under which the project will be undertaken that will require major revisions of the previous EIR or Negative Declaration due to the involvement of new significant environmental effects or a substantial increase in the severity of previously identified significant effects?		X

Comment/Finding: There have been no changes in the circumstances under which the project is undertaken that would require major revisions in the previous EIR. There are no new significant environmental effects or substantial increases in the severity of previously identified environmental effects, and the area under consideration remains the same area previously evaluated.

	Yes	No
3. Has new information of substantial importance that was not known and could not have been know with the exercise of reasonable diligence at the time the previous EIR was certified as complete been revealed? (If "Yes" is checked, go to Section "B" below)		X

Comment/Finding: There is no new information of substantial importance that was not known and could not have been known with the reasonable diligence at the time the previous EIR was certified.

Section B - New Information

	Yes	No
A) The project will have one or more significant effects not discussed in the previous EIR or negative declaration.		NA
B) Significant effects previously examined will be substantially more severe than shown in the previous EIR.		NA
C) Mitigation measures or alternatives previously found not to be feasible would in fact be feasible, and would substantially reduce one or more significant effects of the project, but the project proponents decline to adopt the mitigation measure or alternative.		NA

Comment/Finding: There are no previous mitigate measures or alternatives that would change in any fashion because of the currently proposed project.

	Yes	No
D) Mitigation measures or alternatives which are considerably different from those analyzed in the previous EIR would substantially reduce one or more significant effects on the environment, but the project proponents decline to adopt the mitigation measure or alternative.		NA

Comment/Finding: All previously identified mitigation measures will be enforced with this project. Therefore, the resulting impacts are no greater than those previously analyzed and the previously imposed mitigation measures remain sufficient to address all impacts from this project.

On the basis of this evaluation, in accordance with the requirements of Section 15162 of the CEQA Guidelines:

	1. It is found that subsequent negative declaration will need to be prepared.
	2. It is found that an addendum Negative Declaration will need to be prepared.
	3. That a subsequent EIR will need to be prepared.
X	4. No further documentation is required, and an addendum through Environmental Review #11-15 has been prepared.

Date: October 10, 2014
Prepared By:

Bill King

Bill King,
Principal Planner

SECTION FIVE
MITIGATION MONITORING AND REPORTING PROGRAM

Section 21081.6 of the California Environmental Quality Act (CEQA) requires a public agency to adopt a reporting or monitoring program in those cases where the public agency finds that changes or alterations have been required in, or incorporated into, a project, and that those changes mitigate or avoid a significant effect on the environment. A public agency may delegate the monitoring or reporting responsibilities to another public agency or private entity that accepts the delegation, but the lead agency remains responsible for ensuring that the mitigation measures have been implemented (CEQA Guidelines § 15097).

Table 5-1 identifies each mitigation measure identified in the Program Environmental Impact Report, and identifies the monitoring or reporting program, and timing for such efforts.

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Table 5-1
Mitigation Monitoring and Reporting Program (MMRP)

Mitigation #	Mitigation Measure	Implementing Agency / Monitoring Agency	Timing
3.1 Aesthetics			
3.1-4	The following guidelines and standards will be followed in selecting and designing any outdoor lighting: 1. All outdoor lights including parking lot lights, landscaping, security, path and deck lights should be fully shielded, full cutoff luminaries. 2. Complete avoidance of all outdoor up-lighting for any purpose. 3. Avoidance of tree mounted lights unless they are fully shielded and pointing down towards the ground or shining into dense foliage. Ensure compliance over time. 4. Complete avoidance of up-lighting and unshielded lighting in water features such as fountains or ponds.	**Implementation:** City of Merced **Monitoring:** Planning Division	Ongoing / Prior to Approval of Discretionary Projects
3.2 Agriculture and Forest Resources			
3.2-1	The City will encourage property owners outside the City limits but within the SUDP/SOI to maintain their land in agricultural production until the land is converted to urban uses. The City will also work cooperatively with land trusts and other non-profit organizations to preserve agricultural land in the region. This may include the use of conservation easements. Infill development will be preferred and encouraged over fringe development. Sequential and contiguous development is also preferred and encouraged over leap-frog development.	**Implementation:** City of Merced **Monitoring:** Planning Division	Ongoing / Prior to Approval of Discretionary Projects
3.3 Air Quality			
3.3-1a	For any phase of construction in which an area greater than 22 acres, in accordance with Regulation VIII of the SJVAPCD, will be disturbed on any one day, the project developer(s) shall implement the following measures:	**Implementation:** City of Merced/SJVAPCD	Ongoing / Prior to Approval of Discretionary Projects

Mitigation #	Mitigation Measure	Implementing Agency / Monitoring Agency	Timing
	1. Basic fugitive dust control measures are required for all construction sites by SJVAPCD Regulation VIII. 2. Install sandbags or other erosion control measures to prevent silt runoff to public roadways from sites with a slope greater than one percent. 3. Traffic speeds on unpaved roads shall be no greater than 15 mph. 4. Install wind breaks at windward side(s) of construction areas.	**Monitoring:** Planning Division	
3.3-1b	To reduce emissions and thus reduce cumulative impacts, the City of Merced shall consider adoption of an ordinance requiring the following measures to be implemented in conjunction with construction projects within the City: 1. The idling time of all construction equipment used in the plan area shall not exceed ten minutes when practicable. 2. The hours of operation of heavy-duty equipment shall be minimized when practicable. 3. All equipment shall be properly tuned and maintained in accord with manufacturer's specifications when practicable. 4. When feasible, alternative fueled or electrical construction equipment shall be used at the project site. 5. The minimum practical engine size for construction equipment shall be used when practicable. 6. When feasible, electric carts or other smaller equipment shall	**Implementation:** City of Merced/SJVAPCD **Monitoring:** Planning Division	Ongoing / Prior to Approval of Discretionary Projects

Mitigation #	Mitigation Measure	Implementing Agency / Monitoring Agency	Timing
	be used at the project site. 7. Gasoline-powered equipment shall be equipped with catalytic converters when practicable.		
3.3-2	The following BACT (Best Available Control Technology) installations and mitigation shall be considered for new discretionary permits, to the extent feasible as determined by the City: • Trees shall be carefully selected and located to protect building(s) from energy consuming environmental conditions, and to shade paved areas when it will not interfere with any structures. Trees should be selected to shade paved areas that will shade 50% of the area within 15 years. Structural soil should be used under paved areas to improve tree growth. • If transit service is available to a project site, development patterns and improvements shall be made to encourage its use. If transit service is not currently available, but is planned for the area in the future, easements shall be reserved to provide for future improvements such as bus turnouts, loading areas, route signs and shade structures. • Multi-story parking facilities shall be considered instead of parking lots to reduce exposed concrete surface and save green space. • Sidewalks and bikeways shall be installed throughout as much of any project as possible, in compliance with street standards, and shall be connected to any nearby existing and planned open space areas, parks, schools, residential areas, commercial areas, etc., to encourage walking and bicycling.	**Implementation:** City of Merced/SJVAPCD **Monitoring:** Planning Division	Ongoing / Prior to Approval of Discretionary Projects

Mitigation #	Mitigation Measure	Implementing Agency / Monitoring Agency	Timing
	• Projects shall encourage as many clean alternative energy features as possible to promote energy self-sufficiency. Examples include (but are not limited to): photovoltaic cells, solar thermal electricity systems, small wind turbines, etc. Rebate and incentive programs are offered for alternative energy equipment. As many energy-conserving features as possible shall be included in the individual projects. Energy conservation measures include both energy conservation through design and operational energy conservation. Examples include (but are not limited to): • Increased energy efficiency (above California Title 24 Requirements) • Energy efficient windows (double pane and/or Low-E) • Use Low and No-VOC coatings and paints • High-albedo (reflecting) roofing material • Cool Paving. "Heat islands" created by development projects contribute to the reduced air quality in the valley by heating ozone precursors • Radiant heat barrier • Energy efficient lighting, appliances, heating and cooling systems • Install solar water-heating system(s) • Install photovoltaic cells		

Mitigation #	Mitigation Measure	Implementing Agency / Monitoring Agency	Timing
	• Install geothermal heat pump system(s) • Programmable thermostat(s) for all heating and cooling systems • Awnings or other shading mechanism for windows • Porch, patio and walkway overhangs • Ceiling fans, whole house fans • Utilize passive solar cooling and heating designs (e.g. natural convection, thermal flywheels) • Utilize daylighting (natural lighting) systems such as skylights, light shelves, interior transom windows etc. • Electrical outlets around the exterior of the unit(s) to encourage use of electric landscape maintenance equipment • Bicycle parking facilities for patrons and employees in a covered secure area. Bike storage should be located within 50' of the project's entrance. Construct paths to connect the development to nearby bikeways or sidewalks • On-site employee cafeterias or eating areas • Low or non-polluting landscape maintenance equipment (e.g. electric lawn mowers, reel mowers, leaf vacuums, electric trimmers and edger's, etc.) • Pre-wire the unit(s) with high speed modem connections/DSL and extra phone lines • Natural gas fireplaces (instead of wood-burning fireplaces or		

Mitigation #	Mitigation Measure	Implementing Agency / Monitoring Agency	Timing
	heaters) • Natural gas lines (if available) and electrical outlets in backyard or patio areas to encourage the use of gas and/or electric barbecues • Low or non-polluting incentives items should be provided with each residential unit (such items could include electric lawn mowers, reel mowers, leaf vacuums, gas or electric barbecues, etc.)		
3.4 Biological Resources			
3.4-1a	**Vernal Pools and Vernal Pool Associates** To protect vernal pools and species associated with vernal pools including vernal pool smallscale, succulent owl's-clover, pincushion navarretia, Colusa grass, hairy Orcutt grass, spiny-sepaled button celery, San Joaquin Orcutt grass, Greene's tuctoria, Conservancy fairy shrimp, vernal pool fairy shrimp, Midvalley fairy shrimp, vernal pool tadpole shrimp, California linderiella, and Molestan blister beetle, surveys shall be conducted to determine the presence of vernal pools prior to or concurrent with application for annexation in areas identified as having potential habitat. Surveys to detect vernal pools are most easily accomplished during the rainy season or during early spring when pools contain water, although surveys shall not be limited to a particular season or condition. If vernal pools are found to occur on a project site, the pools and a 100 foot-wide buffer around each pool or group of pools will be observed. If the vernal pools and buffer areas cannot be avoided, then the project proponent must consult with and obtain authorizations from, but not limited to, the California Department of Fish and Game, the United States Fish and Wildlife Service, the Army Corps of Engineers, and the State Water Resources Quality	**Implementation:** City of Merced / USFWS / CDFG / ACOE / RWQCB **Monitoring:** Planning Division	Ongoing / Prior to Approval of Discretionary Projects

Mitigation #	Mitigation Measure	Implementing Agency / Monitoring Agency	Timing
	Control Board. Consultation and authorizations may require that additional surveys for special-status species be completed. Because there is a federal policy of no net loss of wetlands, mitigation to reduce losses and compensation to offset losses to vernal pools and associated special-status species will be required.		
3.4-1b	**Special-Status Plants** To protect special-status plants, the City shall ensure that a botanical survey be conducted for projects containing habitat suitable for special-status plant species. Surveys shall be conducted by a qualified biologist or botanist during the appropriate flowering season for the plants and shall be conducted prior to issuance of a grading or building permit for the project. If special-status plants are found to occur on the project site, the population of plants shall be avoided and protected. If avoidance and protection is not possible, then a qualified biologist will prepare a mitigation and monitoring plan for the affected species. The plan shall be submitted to the CDFG and/or the USFWS for review and comment. Details of the mitigation and monitoring plan shall include, but not be limited to: • Removing and stockpiling topsoil with intact roots and seed bank in the disturbance area, and either replacing the soil in the same location after construction is complete or in a different location with suitable habitat; or • Collect plants, seeds, and other propogules from the affected area prior to disturbance. After construction is complete, then the restored habitat will be replanted with propogules or cultivated nursery stock; or	**Implementation:** City of Merced / USFWS / CDFG **Monitoring:** Planning Division	Ongoing / Prior to Approval of Discretionary Projects

Mitigation #	Mitigation Measure	Implementing Agency / Monitoring Agency	Timing
3.4-1c	**Valley Elderberry Longhorn Beetle** Until such time that the Valley elderberry longhorn beetle (VELB) is delisted as a federally threatened species, to protect the species, the project proponent shall ensure that a survey for elderberry bushes be conducted by a qualified biologist at each project site containing habitat suitable for VELB prior to the issuance of a grading permit or building permit. If elderberry bushes are found, the project proponent shall implement the measures recommended by the biologist, which shall contain the standardized measures adopted or otherwise authorized by the USFWS.	**Implementation:** City of Merced / USFWS **Monitoring:** Planning Division	Ongoing / Prior to Approval of Discretionary Projects
3.4-1d	**Burrowing Owls** To protect burrowing owls on proposed projects where suitable habitat exists, the following shall be implemented: • To protect burrowing owls, preconstruction surveys shall be conducted by a qualified biologist at all project sites that contain grasslands, fallowed agricultural fields, or fallow fields along roadsides, railroad corridors, and other locations prior to grading. If, during a pre-construction survey, burrowing owls are found to be present, the project proponent shall implement the measures recommended by the biologist and include the standardized avoidance measures of CDFG.	**Implementation:** City of Merced / CDFG **Monitoring:** Planning Division	Ongoing / Prior to Approval of Discretionary Projects
3.4-1e	**Special-Status Birds** To protect raptors and other special-status birds on proposed projects where suitable habitat exists, the following measures shall be implemented: • Trees identified with occupied nests of special status birds which are scheduled to be removed because project	**Implementation:** City of Merced / CDFG **Monitoring:** Planning Division	Ongoing / Prior to Approval of Discretionary Projects

Mitigation #	Mitigation Measure	Implementing Agency / Monitoring Agency	Timing
	implementation shall be removed only during the non-breeding season, or unless it is determined by a qualified biologist that the nest is no longer occupied. • Prior to construction, but not more than 14 days before grading, demolition, or site preparation activities, a qualified biologist shall conduct a preconstruction nesting survey to determine the presence of nesting raptors. Activities taking place outside of the breeding season (typically February 15 through August 31) do not require a survey. If active raptor nests are present within the construction zone or within 250-feet of the construction zone, temporary exclusion fencing shall be erected at a distance to be determined by a qualified raptor biologist in consultation with CDFG. Clearing and construction operations within this area shall be postponed until juveniles have fledged and there is no evidence of a second nesting attempt determined by the biologist. • If nesting Swainson's hawks are observed during field surveys, then consultation with the CDFG regarding Swainson's hawk mitigation guidelines shall be required. The guidelines include, but are not limited to, buffers of up to one quarter mile, monitoring of the nest by a qualified biologist, and mitigation for the loss of foraging habitat. • To avoid impacts to common and special-status migratory birds pursuant to the Migratory Bird Treaty Act and CDFG codes, a nesting survey shall be conducted prior to construction activities if the work is scheduled between February 15 and August 31. If migratory birds are identified nesting within the construction zone, a temporary buffer around the nest site will be designated by a qualified biologist in consultation with CDFG. No construction activity may occur within this buffer until a qualified biologist has determined that the young have		

Mitigation #	Mitigation Measure	Implementing Agency / Monitoring Agency	Timing
	fledged. A qualified biologist may modify the size of the buffer based on site conditions and the bird's apparent acclimation to human activities. If the buffer is modified, the biologist would be required to monitor stress levels of the nesting birds for at least one week after construction commences to ensure that project activities would not cause ite abandonment or loss of eggs or young. At any time the biologist shall have the right to implement a larger buffer if stress levels are elevated to the extent that could cause nest abandonment and/or loss of eggs or young.		
3.4-1f	**Special-Status Amphibians** To protect California tiger salamander and western spadefoot on proposed projects where suitable habitat exists, the following shall be implemented: • To protect special-status amphibians, a project specific site assessment report, including protocol-level surveys, when indicated, shall be prepared by a qualified and permitted biologist at all project sites that contain appropriate habitat. If this site assessment report reveals that special status amphibians are found to be present, the project proponent shall implement the measures recommended by the biologist and standardized measures adopted by the USFWS or the CDFG.	**Implementation:** City of Merced / USFWS / CDFG **Monitoring:** Planning Division	Ongoing / Prior to Approval of Discretionary Projects
3.4-1g	**Special-Status Reptiles** To protect western pond turtle and giant garter snake on proposed projects where suitable habitat exists, the following shall be implemented: • To protect special-status reptiles, preconstruction surveys shall be conducted by a qualified biologist at all project sites that	**Implementation:** City of Merced / USFWS / CDFG **Monitoring:** Planning Division	Ongoing / Prior to Approval of Discretionary Projects

Mitigation #	Mitigation Measure	Implementing Agency / Monitoring Agency	Timing
	contain appropriate habitat. If, during a pre-construction survey, special-status reptiles are found to be present, the project proponent shall implement the measures recommended by the biologist and standardized measures adopted by the USFWS or the CDFG.		
3.4-1h	**Special-Status Fish** To protect special-status fish, including hardhead, on proposed projects where suitable habitat exists, the following shall be implemented: • To protect special-status fish, a habitat assessment will be conducted to ascertain whether suitable habitat for special-status fish species is present. Should suitable habitat for special-status fish species (such as hardhead) be identified, the California Department of Fish and Game will be consulted to determine whether preconstruction surveys are warranted.	**Implementation:** City of Merced / CDFG **Monitoring:** Planning Division	Ongoing / Prior to Approval of Discretionary Projects
3.4-1i	**Special-Status Mammals** To protect Merced kangaroo rat, western mastiff bat, western red bat, hoary bat, Yuma myotis, San Joaquin pocket mouse, American badger, and San Joaquin kit fox on proposed projects where suitable habitat exists, the following shall be implemented: • To protect special-status mammals, a habitat assessment shall be conducted on each project site prior to construction to ascertain whether habitat suitable for supporting special status mammals exists on the project site. If suitable habitat is present, preconstruction surveys shall be conducted by a qualified biologist at all project sites that contain appropriate habitat according to established standards or protocols of the CDFG or USFWS, if available for that species. If during the	**Implementation:** City of Merced / USFWS / CDFG **Monitoring:** Planning Division	Ongoing / Prior to Approval of Discretionary Projects

Mitigation #	Mitigation Measure	Implementing Agency / Monitoring Agency	Timing
	preconstruction survey, special-status mammals are found to be present, the project proponent shall implement the measures recommended by the biologist and measures adopted by the USFWS or the CDFG.		
3.4-2	**Streambed Alteration Agreement** To minimize impacts to riparian habitat and other sensitive natural communities, the following the measures shall be implemented when streambed alterations are proposed: • The project proponent shall have a qualified biologist map all riparian habitat, or other sensitive natural communities. To the extent feasible and practicable, all planned construction activity shall be designed to avoid direct effects on these areas. • In those areas where complete avoidance is not possible, then all riparian habitat, or other sensitive natural communities, shall be mitigated on a "no-net-loss" basis in accordance with either CDFG regulations and/or a Section 1602 Streambed Alteration Agreement, if required. Habitat mitigation shall be replaced at a location and with methods acceptable to the CDFG.	**Implementation:** City of Merced / CDFG **Monitoring:** Planning Division	Ongoing / Prior to Approval of Discretionary Projects
3.4-3a	**Conduct a delineation of Waters of the U.S. and Wetlands (WOUS/Wetlands) and Obtain Permits.** In order to determine if there are wetlands or waters of the U.S. on a proposed project site which fall under the U.S. Army Corps of Engineers (Corps) jurisdictional authority under Section 404 of the CWA, a delineation of the Waters of the U.S. and wetlands shall be performed and submitted to the Corps for verification prior to annexation.	**Implementation:** City of Merced / ACOE / RWQCB **Monitoring:** Planning Division	Ongoing / Prior to Approval of Discretionary Projects

<table>
<tr><th>Mitigation #</th><th>Mitigation Measure</th><th>Implementing Agency / Monitoring Agency</th><th>Timing</th></tr>
<tr><td></td><td>A Section 404 permit and a Section 401 Water Quality Certification or Waiver of Waste Discharge shall be acquired from the Corps and the Regional Water Quality Control Board (RWQCB) and a Section 1602 Streambed Alteration Agreement from DFG respectively prior to the onset of construction related activities.</td><td></td><td></td></tr>
<tr><td>3.4-3b</td><td>Any jurisdictional waters that would be lost or disturbed due to implementation of any proposed project within the plan area shall be replaced or rehabilitated on a “no-net-loss” basis in accordance with the Corps’ and the RWQCB mitigation guidelines. Habitat restoration, rehabilitation, and/or replacement if required shall be at a location and by methods agreeable to the Corps, the RWQCB, and the City of Merced. The project applicant shall abide by the conditions of any executed permits.</td><td>Implementation:
City of Merced / ACOE / RWQCB

Monitoring:
Planning Division</td><td>Ongoing / Prior to Approval of Discretionary Projects</td></tr>
<tr><td colspan="4">3.11 Noise</td></tr>
<tr><td>3.11-4</td><td>Table 3.11-13 provides criteria for evaluating construction vibration impacts. If construction activities include the use of pile drivers or large vibratory compactors, an analysis of potential vibration impacts should be conducted. The vibration impacts should not exceed a peak particle velocity of 0.1 inches/second.

Table 3.11-13
Effects of Vibration on People and Buildings
<table>
<tr><th>Peak Particle Velocity inches/second</th><th>Peak Particle Velocity mm/second</th><th>Human Reaction</th><th>Effect on Buildings</th></tr>
<tr><td>0-.006</td><td>0.15</td><td>Imperceptible by people</td><td>Vibrations unlikely to cause damage of any type</td></tr>
<tr><td>.006-.02</td><td>0.5</td><td>Range of Threshold of perception</td><td>Vibrations unlikely to cause damage of any type</td></tr>
<tr><td>.08</td><td>2.0</td><td>Vibrations clearly perceptible</td><td>Recommended upper level of which ruins and ancient monuments should be subjected</td></tr>
</table></td><td>Implementation:
City of Merced

Monitoring:
Planning Division</td><td>Ongoing / Prior to Approval of Discretionary Projects</td></tr>
</table>

Mitigation #	Mitigation Measure	Implementing Agency / Monitoring Agency	Timing
	0.1 | 2.54 | Level at which continuous vibrations begin to annoy people | Virtually no risk of architectural damage to normal buildings 0.2 | 5.0 | Vibrations annoying to people in buildings | Threshold at which there is a risk of architectural damage to normal dwellings 1.0 | 25.4 | | Architectural Damage 2.0 | 50.4 | | Structural Damage to Residential Buildings 6.0 | 151.0 | | Structural Damage to Commercial Buildings *Source: Survey of Earth-borne Vibrations due to Highway Construction and Highway Traffic, Caltrans 1976.*		
3.15 Transportation/Traffic			
3.15-1a	Table 3.15-4 indicates the recommended number of travel lanes for several of the road segments analyzed to keep traffic levels-of-service at the City's preferred LOS "D" at General Plan buildout. Implementation of the following projects will permit the City to manage its traffic volumes at Level of Service "D", or better: 1. SR 59 from 16th to Olive (2 lanes to 6 lanes) Existing LOS=F / Future LOS=D 2. SR 59 from Olive to Yosemite (2 lanes to 6 lanes) Existing LOS=C+ / Future LOS=D 3. SR 59 from Yosemite to Cardella (2 lanes to 4 lanes) Existing LOS=C+ / Future LOS=D 4. SR 59 from Cardella to Bellevue (2 lanes to 4 lanes) Existing LOS=C+ / Future LOS=D 5. SR 59 from Bellevue to Old Lake (2 lanes to 6 lanes) Existing LOS=C+ / Future LOS=C	**Implementation:** City of Merced **Monitoring:** Planning Division	As Appropriate

Mitigation #	Mitigation Measure	Implementing Agency / Monitoring Agency	Timing
	6. SR 59 from Old Lake to Castle Farms (2 lanes to 6 lanes) Existing LOS=C+ / Future LOS=D 7. "R" Street from Old Lake to Area of Influence Boundary (Future Extension 0 lanes to 2 lanes) Existing LOS= none / Future LOS=C+ 8. "M" Street from Cardella to Bellevue (Future Extension 0 lanes to 4 lanes) Existing LOS=none / Future LOS = C+ 9. "M" Street from Bellevue to Old Lake (Future Extension 0 lanes to 4 lanes) Existing LOS=none / Future LOS = C+ 10. Martin Luther King Jr. Way/South SR 59 from Roduner to Mission (2 lanes to 4 lanes) Existing LOS=C+ / Future LOS=D 11. Martin Luther King Jr. Way/South SR 59 from Mission to Gerard (2 lanes to 4 lanes) Existing LOS=C+ / Future LOS=D 12. "G" Street from Yosemite to Cardella (2 lanes to 4 lanes) Existing LOS=C+ / Future LOS=C+ 13. "G" Street from Cardella to Bellevue (2 lanes to 4 lanes) Existing LOS=C+ / Future LOS=D 14. "G" Street from Bellevue to Old Lake (2 lanes to 6 lanes) Existing LOS=C+ / Future LOS=D 15. "G" Street from Old Lake to Snelling (2 lanes to 4 lanes) Existing LOS=C+ / Future LOS=C 16. Parsons/Gardner from Childs to SR 140 (2 lanes to 4 lanes) Exiting LOS=D / Future LOS=D		

Mitigation #	Mitigation Measure	Implementing Agency / Monitoring Agency	Timing
	17. Parsons/Gardner from Bear Creek to Olive (2 lanes to 4 lanes) Exiting LOS=C+ / Future LOS=D 18. Parsons/Gardner from Olive to Yosemite (2 lanes to 6 lanes) Exiting LOS=D / Future LOS=D 19. Parsons/Gardner from Yosemite to Cardella (2 lanes to 4 lanes) Exiting LOS=C+ / Future LOS=D 20. Parsons/Gardner from Cardella to Bellevue (Future Extension 0 lanes to 4 lanes) Existing LOS= none / Future LOS=D 21. Parsons/Gardner from Bellevue to Old Lake (Future Extension 0 lanes to 4 lanes) Existing LOS= none / Future LOS=C+ 22. Parsons/Gardner from Old Lake to Golf Club (Future Extension 0 lanes to 2 lanes) Existing LOS= none / Future LOS=D 23. Campus Parkway SR 99/Mission to Childs (Future Extension 0 lanes to 6 lanes) Existing LOS= none / Future LOS=D 24. Campus Parkway from Childs to SR 140 (Future Extension 0 lanes to 4 lanes) Existing LOS= none / Future LOS=D 25. Campus Parkway from SR 140 to Olive (Future Extension 0 lanes to 4 lanes) Existing LOS= none / Future LOS=D 26. Campus Parkway from Olive to Yosemite (Future Extension 0 lanes to 4 lanes) Existing LOS= none / Future LOS=D 27. Campus Parkway from Yosemite to Cardella (Future Extension 0 lanes to 4 lanes) Existing LOS= none / Future LOS=D		

Mitigation #	Mitigation Measure	Implementing Agency / Monitoring Agency	Timing
	28. Campus Parkway from Cardella to Bellevue (Future Extension 0 lanes to 4 lanes) Existing LOS= none / Future LOS=D 29. Tyler Road from Childs to Mission (Future Extension 0 lanes to 2 lanes) Existing LOS= none / Future LOS=D 30. Old Lake Road SR 59 to "R" Street (Future Extension 0 lanes to 4 lanes) Existing LOS= none / Future LOS=C+ 31. Old Lake Road "R" Street to "M" Street (Future Extension 0 lanes to 4 lanes) Existing LOS= none / Future LOS=C 32. Old Lake Road "M" Street to "G" Street Future Extension 0 lanes to 4 lanes) Existing LOS= none / Future LOS=C 33. Bellevue Road from Franklin to Thornton (2 lanes to 4 lanes Divided Expressway Existing LOS=C+ / Future LOS= F 34. Bellevue Road (Atwater-Merced Expressway) from Thornton to SR 59 (2 lanes to 4 lanes (Divided Expressway) Existing LOS=C+ / Future LOS=F 35. Bellevue Road from Parsons/Gardner to Campus Parkway (2 lanes to 6 lanes) Exiting LOS=C+ / Future LOS=D 36. Cardella Road from SR 59 to "R" Street (Future Extension 0 lanes to 4 lanes) Existing LOS= none / Future LOS=D 37. Cardella Road from "M" Street to "G" Street (2 lanes to 4 lanes) Existing LOS= C+ / Future LOS=D 38. Cardella Road from "G" Street to Parsons/Gardner (Future Extension 0 lanes to 4 lanes) Existing LOS= none / Future LOS=D		

Mitigation #	Mitigation Measure	Implementing Agency / Monitoring Agency	Timing
	39. Cardella Road from Parsons/Gardner to Campus Parkway (Future Extension 0 lanes to 4 lanes) Existing LOS= none / Future LOS=D 40. Yosemite Avenue from Parsons/Gardner to Campus Parkway (2 lanes to 4 lanes) Existing LOS=D / Future LOS=D 41. Olive Avenue West of Hwy 59 (Santa Fe Avenue) (4 lanes to 6 lanes) Existing LOS=C+ / Future LOS=C 42. SR 99 from Atwater/Merced Expressway to Mariposa (4 lanes to 6 lanes through Merced) Existing LOS=C+ and D / Future LOS=C+ and D 43. Childs Avenue from SR 59 to Tyler (2 lanes to 4 lanes) Existing LOS=C+ / Future LOS=D 44. Childs Avenue from Parsons/Gardner to Coffee (2 lanes to 4 lanes) Existing LOS=C+ / Future LOS=D 45. Childs Avenue from Coffee to Campus Parkway (2 lanes to 4 lanes) Existing LOS=D / Future LOS=D 46. Childs Avenue from Campus Parkway to Tower (Future Extension 0 lanes to 4 lanes) Existing LOS= none / Future LOS=C+ 47. Dickerson Ferry/Mission Avenue from Thornton to West Avenue (2 lanes to 4 lanes) Existing LOS=C+ / Future LOS=D 48. Dickerson Ferry/Mission Avenue from West Avenue to SR 59 (2 lanes to 6 lanes) Existing LOS=C+ / Future LOS=C+		

Mitigation #	Mitigation Measure	Implementing Agency / Monitoring Agency	Timing
	49. Dickerson Ferry/Mission Avenue from SR 50 to Tyler (2 lanes to 6 lanes) Existing LOS=C+ / Future LOS=C+ 50. Dickerson Ferry/Mission Avenue from SR 99 to Coffee (Future Campus Parkway)(2 lanes to 6 lanes) Existing LOS=C+ / Future LOS=C+ 51. Dickerson Ferry/Mission Avenue from Tyler to Henry (2 lanes to 6 lanes) Existing LOS=C+ / Future LOS=D 52. Dickerson Ferry/Mission Avenue from Coffee to Tower (2 lanes to 4 lanes) Existing LOS=C+ / Future LOS=C+ 53. Thornton from Dickerson Ferry/Mission to SR 140 (2 lanes to 4 lanes) Existing LOS=C+ / Future LOS=D		
3.15-1b	Traffic studies shall be performed to satisfy the requirements of the California Environmental Quality Act (CEQA) for all proposed General Plan Amendments which intensify development, proposed specific plans, annexations, and other projects at the discretion of the Development Services Department. Future traffic studies shall generally conform to any guidelines established by the City. The studies shall be performed to determine, at a minimum, opening-day impacts of proposed projects and as confirmation or revision of the General Plan. The studies shall address queue lengths and (at a minimum) peak-hour traffic signals warrants in addition to LOS and provide appropriate mitigations. At the discretion of the City, a complete warrant study in accordance with the most recent edition of the California Manual on Uniform Traffic Control Devices may be required to evaluate the need for traffic signals.	**Implementation:** City of Merced **Monitoring:** Planning Division	Ongoing / Prior to Approval of Discretionary Projects

Mitigation #	Mitigation Measure	Implementing Agency / Monitoring Agency	Timing
3.17 Greenhouse Gas Emissions (Global Climate Change)			
3.17-1a	Per Sustainable Development Implementing Action SD 1.1.g of the Merced Vision 2030 General Plan, the City of Merced will work closely with the SJVAPCD to develop and implement uniform standards for determining "thresholds of significance" for greenhouse gas impacts for use in the City's CEQA review process. The SJVAPCD has issued its "Guidance for Valley Land Use Agencies in Addressing GHG Impacts for New Projects Under CEQA". The City will use the recommended threshold of Best Performance Measures and/or 29 percent below Business-As-Usual for new development with the City of Merced.	**Implementation:** City of Merced **Monitoring:** Planning Division	Ongoing / Prior to Approval of Discretionary Projects
3.17-1b	Per Sustainable Development Implementing Action SD 1.1.g of the Merced Vision 2030 General Plan, and as required by recent changes in CEQA, the City shall address the issue of Climate Change and Greenhouse Gas Emissions in environmental documents prepared by the City. Techniques and best practices for evaluation these issues are currently being developed by various government agencies and interest groups and the City will keep track of these developments and endeavor to remain up-to-date in evaluation methods.	**Implementation:** City of Merced **Monitoring:** Planning Division	Ongoing / Prior to Approval of Discretionary Projects
3.17-1c	Per Sustainable Development Policy SD 1.7 and Implementing Action SD 1.7.a of the Merced Vision 2030 General Plan, the City will develop a Climate Action Plan (CAP) that identifies greenhouse gas emissions within the City as well as ways to reduce those emissions. The Plan will parallel the requirements adopted by the California Air Resources Board specific to this issue. The City will include the following key items in the Plan: • Inventory all known, or reasonably discoverable, sources of greenhouse gases in the City, • Inventory the greenhouse gas emissions level in 1990, the	**Implementation:** City of Merced **Monitoring:** Planning Division	Following adoption of the General Plan and General Plan EIR

Mitigation #	Mitigation Measure	Implementing Agency / Monitoring Agency	Timing
	current level, and that projected for the year 2020, and • Set a target for the reduction of emissions attributable to the City's discretionary land use decisions and its own internal government operations. • Within one year of adoption of the CAP, the City should complete a review of its existing policies and ordinances in order to ensure implementation of the CAP.		
3.17-1d	Per Sustainable Development Implementing Action SD 1.7.c of the Merced Vision 2030 General Plan, the City shall consider the following measures for new development: • When approving new development, require truck idling to be restricted during construction. • Require new development to implement the following design features, where feasible, many of these features are included as draft Best Performance Measures established by the SJVAPCD for new development: 1. Recycling: ▪ Design locations for separate waste and recycling receptacles; ▪ Reuse and recycle construction and demolition waste; ▪ Recover by-product methane to generate electricity; and, ▪ Provide education and publicity about reducing waste and available recycling services. 2. Promote pedestrian, bicycle and transit modes of travel through informational programs and provision of	**Implementation:** City of Merced **Monitoring:** Planning Division	Ongoing / Prior to Approval of Discretionary Projects

Mitigation #	Mitigation Measure	Implementing Agency / Monitoring Agency	Timing
	amenities such as transit shelters, secure bicycle parking and attractive pedestrian pathways. 3. Large canopy trees should be carefully selected and located to protect the building(s) from energy consuming environmental conditions, and to shade 50% of paved areas within 15 years. 4. Encourage mixed-use and high-density development to reduce vehicle trips, promote alternatives to vehicle travel and promote efficient delivery of services and goods. 5. Impose measures to address the "urban heat island" effect by, e.g. requiring light-colored and reflective roofing materials and paint; light-colored roads and parking lots; shade trees in parking lots and shade trees on the south and west sides of new or renovated buildings. 6. Transportation and motor vehicle emission reduction: ▪ Use low or zero-emission vehicles, including construction vehicles; ▪ Create car sharing programs; ▪ Create local "light vehicle" networks, such as neighborhood electric vehicle (NEV) systems; ▪ Provide shuttle service to public transit; ▪ During construction, post signs that restrict truck idling; ▪ Set specific limits on idling time for commercial		

Mitigation #	Mitigation Measure	Implementing Agency / Monitoring Agency	Timing
	vehicles, including delivery and construction vehicles; ▪ Coordinate controlled intersections so that traffic passes more efficiently through congested areas. Where signals are installed, require the use of Light Emitting Diode (LED) traffic lights; and, ▪ Assess transportation impact fees on new development in order to facilitate and increase public transit service. 7. Water Use Efficiency: ▪ Use of both potable and non-potable water to the maximum extent practicable; low flow appliances (i.e., toilets, dishwashers, shower heads, washing machines, etc.); automatic shut off valves for sinks in restrooms; drought resistant landscaping; "Save Water" signs near water faucets; ▪ Create water efficient landscapes; ▪ Use gray water. (Gray water is untreated household waste water from bathtubs, showers, bathroom wash facilities, and water from washing machines); and, ▪ Provide education about water conservation and available programs and incentives. 8. Energy Efficiency: ▪ Automated control system for heating/air conditioning and energy efficient appliances; ▪ Utilize lighting controls and energy-efficient lighting		

Mitigation #	Mitigation Measure	Implementing Agency / Monitoring Agency	Timing
	in buildings; ▪ Use light colored roof materials to reflect heat; ▪ Take advantage of shade (save healthy existing trees when feasible), prevailing winds, landscaping and sun screens to reduce energy use; ▪ Install solar panels on carports and over parking areas; ▪ Increase building energy efficiency percent beyond Title 24 requirements. In addition implement other green building design ((i.e., natural daylighting and on-site renewable, electricity generation); and ▪ Require that projects use efficient lighting		

NELSON
NYGAARD

MEMORANDUM

Date: March 21, 2014

Subject: *Bellevue Community Plan*: Traffic Comparison with General Plan

PURPOSE

This memorandum provides an assessment of the net change in future traffic volumes under the proposed *Bellevue Community Plan* (BCP) in comparison with the land uses currently allowed under the adopted Merced *Vision 2030 General Plan* (GP).

STREET NETWORK

Figure 1 shows the basic street network envisioned by the GP, with most traffic to be accommodated on a grid of 4 to 6 lane arterial streets, with one-mile spacing between each arterial. Under the GP, collector streets would provide direct access from specific development areas to adjacent arterials, but collectors would not serve a significant volume of through traffic.

Figure 2 shows the street network envisioned by the BCP, with 2-lane collectors placed at approximately quarter-mile distances from each arterial. Each 2-lane collector could accommodate 13,000 to 20,000 daily vehicles, thus dispersing traffic to a greater degree than envisioned under the GP. Collector roads in the GP are not intended to serve through traffic. Thus, the GP traffic model loaded through traffic via the arterial street network (not based on the shortest route) up to the capacity of each arterial. The BCP includes several continuous collectors, parallel to arterials that connect directly to plan area destinations and other collector and arterial streets, and thus carry some amounts of through traffic.

FUTURE TRAFFIC VOLUMES

Figure 3 shows the anticipated daily traffic volume on each of the key streets in the area based on the GP travel demand forecast, with the vast majority of traffic accommodated on the one-mile grid of arterial streets.

- Bellevue Road is forecasted to carry between 50,000 and 60,000 daily within the BCP area. This volume of traffic s extremely high for an arterial street, but is consistent with a regional highway or expressway. This volume will typically require a 6-lane configuration (and/or 8 lanes in some cases).
- The other key arterials bordering the BCP planning area are forecasted to carry between 26,000 and 30,000 daily vehicles within the study area. This volume of traffic will typically require a 4-lane arterial configuration.
- The total volume on the north-south and east-west arterials that serve the planning area is over 200,000 daily car trips, based on the General Plan forecast of trip generation with buildout of citywide land uses.

Figure 1 General Plan -- Planned Arterial Grid Network

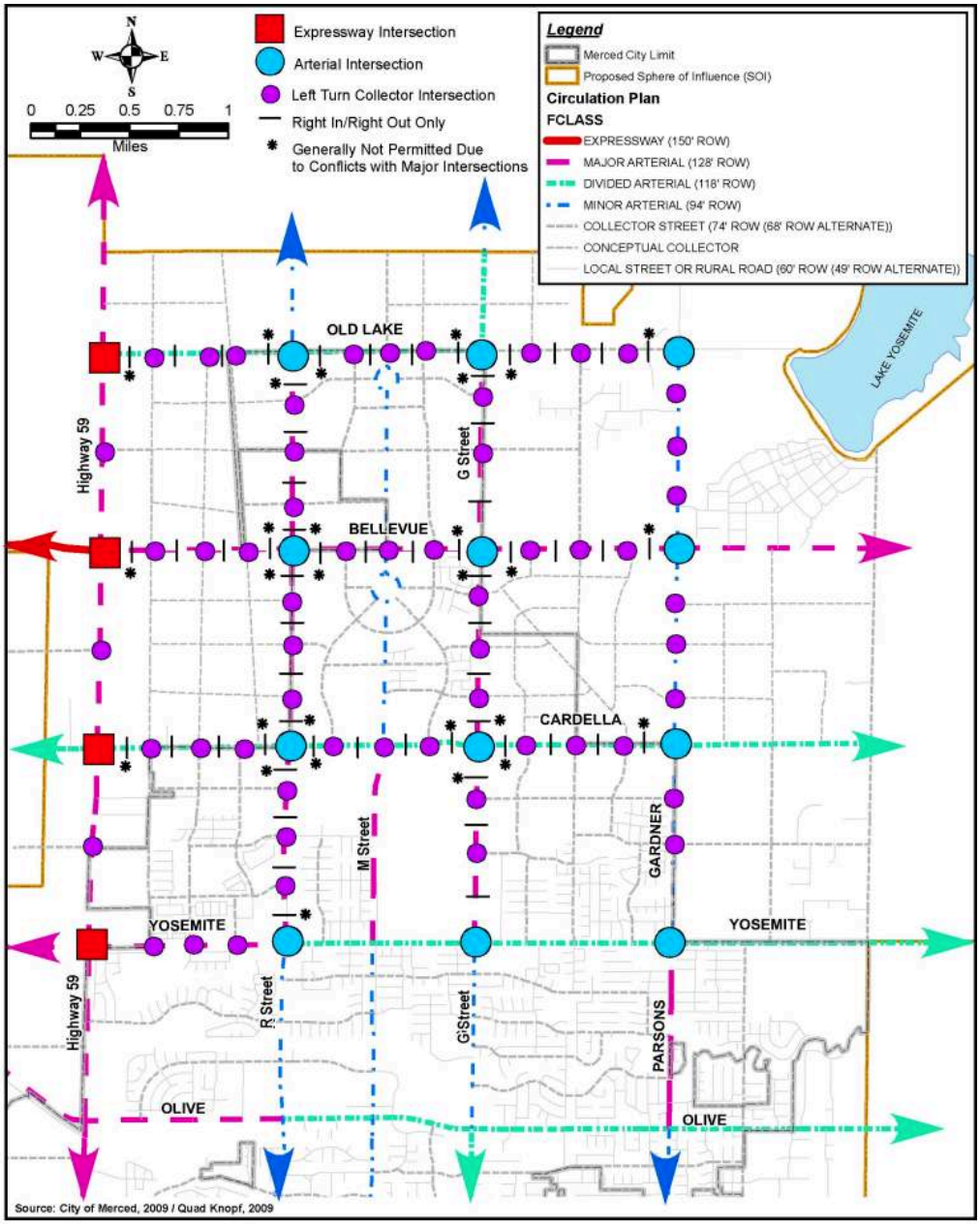


Figure 2 Bellevue Community Plan -- Proposed Grid with Collectors Accommodating Greater Share of Through Traffic

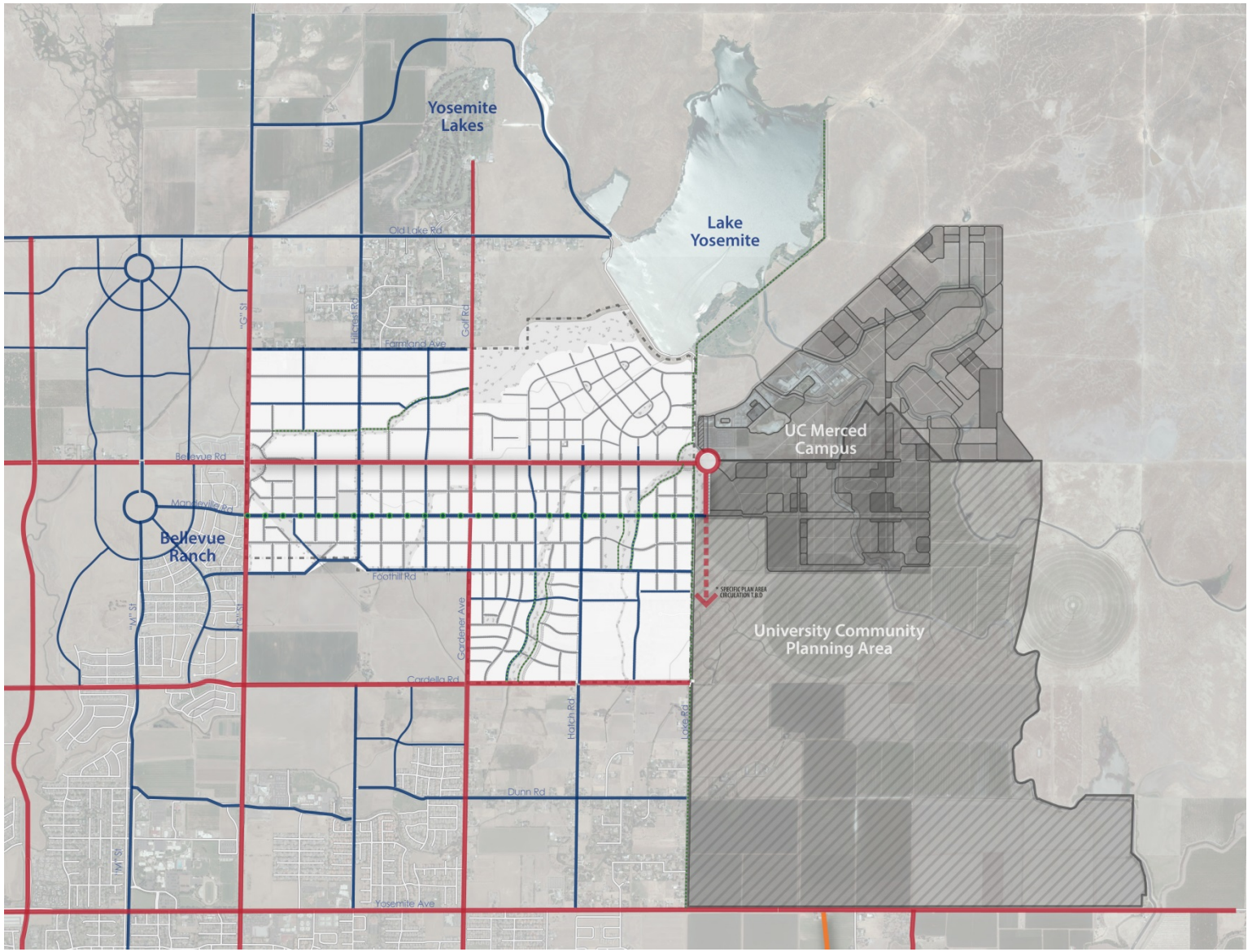
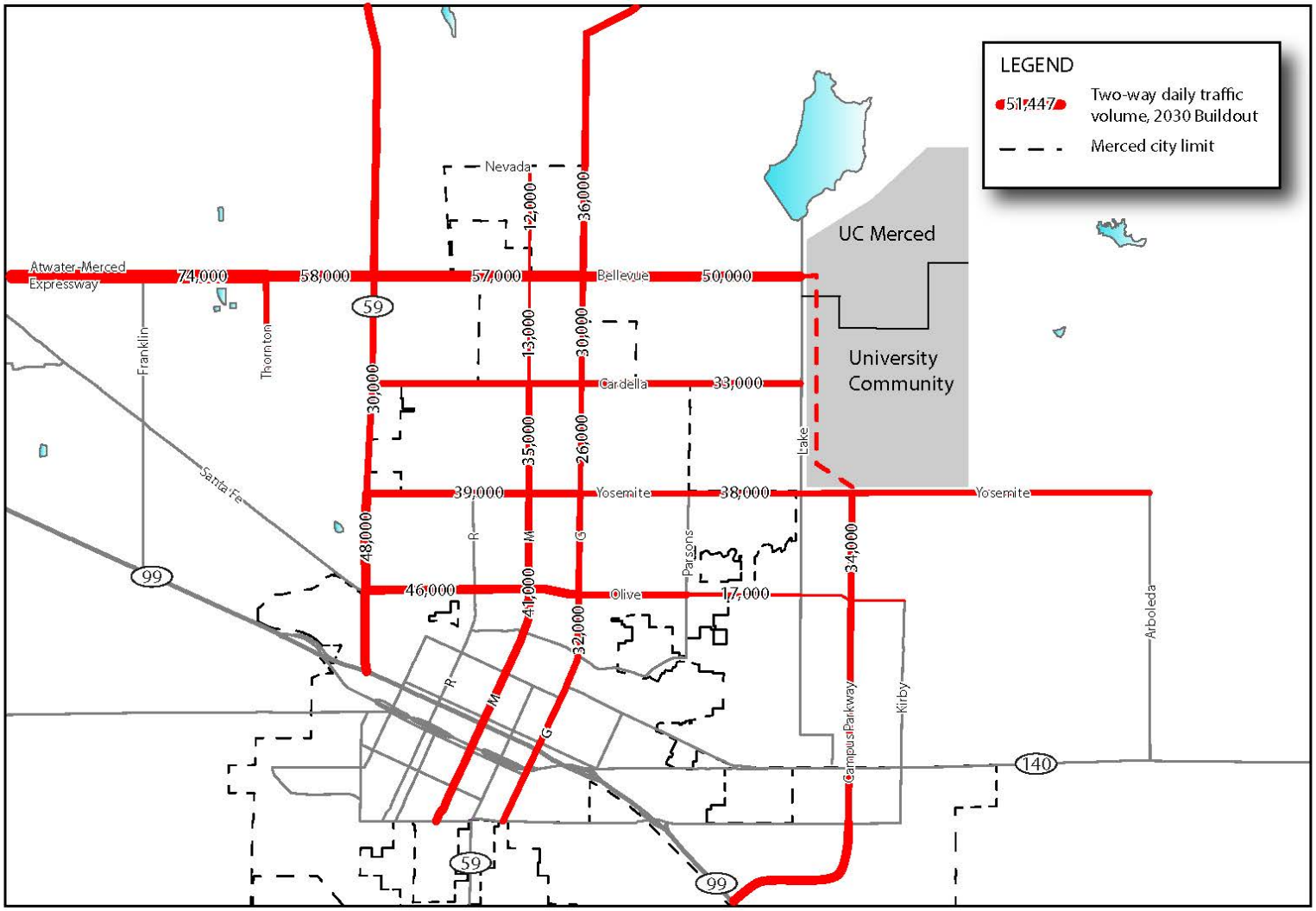


Figure 3 General Plan – Anticipated Daily Traffic Volumes on Key Roadways



POTENTIAL CHANGE IN TRAFFIC VOLUME UNDER BCP

Development Assumptions under GP and BCP

BCP Technical Appendix A provides a description of anticipated development within the planning area under the GP. Tables D-1 through D-4 and Figure 4 summarize information described in Appendix A.

The volume of anticipated development is described in Appendix A for each traffic analysis zone (TAZ). The travel demand forecast and accompanying traffic study that was prepared for the *Merced Vision 2030 General Plan* described anticipated land uses within Traffic Analysis Zones (TAZs). TAZs define land uses by number of dwelling units and employees per acre, within a geographic area. These figures are partly determined by anticipated land uses acreages.

Figure 4 shows the location of TAZs relative to the study area of the BCP. TAZ's 76, 77, and 87 extend past the boundary of the BCP study area. TAZ 86 is completely within the BCP study area. In order to define the anticipated land use acreages within the study area, 809 acres of land uses that occur outside the study area were trimmed from the TAZ data sets. In this manner, a set of defined land uses, consistent with the traffic study that was prepared for the *Merced Vision 2030 General Plan*, was created to serve as a parameter to help define the land use plan for the BCP (see Table A-2 in Appendix A for additional information as described above).

Table D-1 GP & BCP Land Use Types

Land Use Types	***Merced Vision 2030 General Plan***	***Bellevue Community Plan (BCP)***
	General Plan Land Use Designations	BCP Character Areas
Single-Family	- Rural Residential (RR) - Low Density Residential (LD)	- Rural Neighborhood - Single Family Neighborhood
Multifamily	- Low Medium Density (LMD) - High Medium High Density (HMD) - High Density (HD) - Village Residential (VR)	- Multifamily Neighborhood - Mixed-Use TOD
Retail	- Neighborhood Commercial (CN) - Commercial Thoroughfare (CT)	- Neighborhood Commercial - Mixed-Use TOD
Office	- Commercial Office (CO) - Business Park (BP)	- R&D Employment District - Mixed-Use TOD
Open Space	- Open Space/Parks Recreation - Future Parks	- Open Space - Future Schools
Schools	- Future Schools	- Future Schools

Source: Bellevue Community Plan, Appendix A:

Figure 4 Traffic Analysis Zone (TAZ) Map

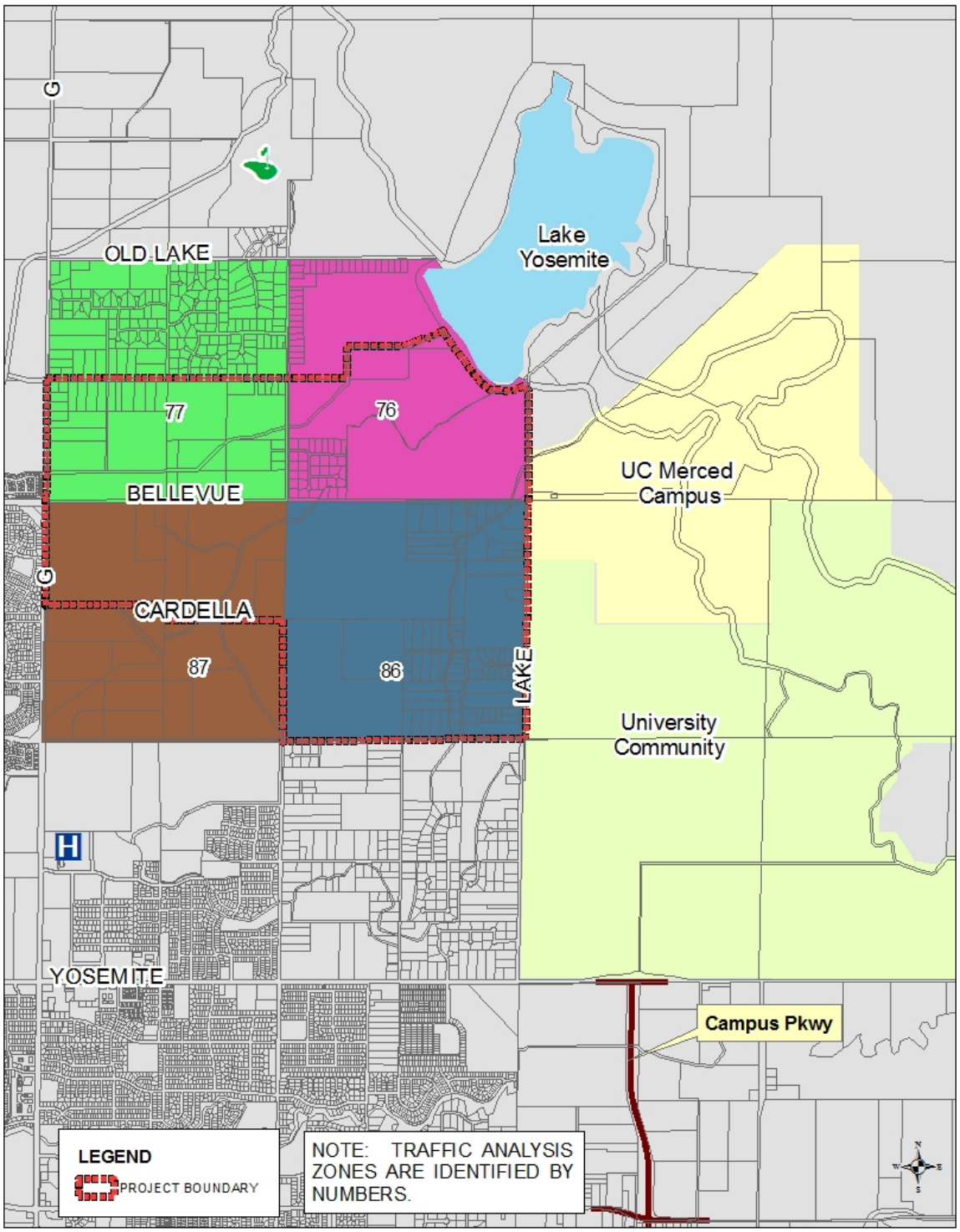


Table D-2 Comparison of Development Capacity by TAZ

		General Plan	RR	LD	LMD	HMD	HD	VR	CT	CN	CO	BP	
		BCP	Rural	Single Family		MF Med	MFHigh	N/A	Retail		Business Park		Total
TAZ 76	Residential Units	General Plan Projection for BCP A	39	317	376	406	769						1,905
		BCP Residential Units	**51**	**696**		**513**	**788**						**2,048**
	Square Footage	General Plan Estimate for BCP[1]							85,600	173,600	0	183,600	442,800
		BCP Square Footage[2]							**221,111**		**211,919**		**433,030**
	Employment	General Plan Projection for BCP							214	434		612	1,260
		BCP Employees[3]							**553**		**706**		**1,259**
TAZ 77	Residential Units	General Plan Projection for BCP Area		640	138		517	479					1,774
		BCP Residential Units	**198**	**770**		**736**	**0**						**1,703**
	Square Footage	General Plan Estimate for BCP[1]							83,200	202,400	211,500	108,000	605,100
		BCP Square Footage[2]							**128,890**		**276,192**		**405,082**
	Employment	General Plan Projection for BCP							208	506	705	360	1,779
		BCP Employees[3]							**322**		**921**		**1,243**
TAZ 86	Residential Units	General Plan Projection for BCP A	181	1,004	129	350	389						2,053
		BCP Residential Units	**300**	**1,107**		**515**	**281**						**2,203**
	Square Footage	General Plan Estimate for BCP[1]							78,000	189,600	198,300	517,500	983,400
		BCP Square Footage[2]							**74,761**		**1,075,540**		**1,150,301**
	Employment	General Plan Projection for BCP							195	474	661	1,725	3,055
		BCP Employees[3]							**187**		**3,585**		**3,772**
TAZ 87	Residential Units	General Plan Projection for BCP Area		536	163								699
		BCP Residential Units		**299**		**287**	**135**						**720**
	Square Footage	General Plan Estimate for BCP[1]							61,200	159,600	154,800	517,500	893,100
		BCP Square Footage[2]							**56,168**		**1,365,704**		**1,421,872**
	Employment	General Plan Projection for BCP							153	399	516	1,725	2,793
		BCP Employees[3]							**140**		**4,552**		**4,693**
TOTAL	Residential Units	General Plan Projection for BCP A	220	2,496	806	755	1,675	479					6,431
		BCP Residential Units	**549**	**2,872**		**2,051**	**1,203**						**6,675**
	Square Footage	General Plan Estimate for BCP[1]							308,000	725,200	564,600	1,326,600	2,924,400
		BCP Square Footage[2]							**480,930**		**2,929,356**		**3,410,285**
	Employment	General Plan Projection for BCP							770	1,813	1,882	4,422	8,887
		BCP Employees[3]							**1,202**		**9,765**		**10,967**

Table D-3 Comparison of Overall Development Capacity – Dwelling Units & Employment

Land Use Types	*Merced Vision 2030 General Plan*	*Bellevue Community Plan (BCP)*
Dwelling Unit Related Uses	Total Dwelling Units	Total Dwelling Units
Single-Family	3,522	3,421
Multifamily	2,909	3,254
Total	*6,431*	*6,675*
Employee Related Uses	Total Employees	Total Employees
Retail	2,583	1,292
R&D/Office	6,305	9,765
Total	*8,989*	*10,967*
Other Uses	Total Acreage	Total Acreage
Open Space	138	165
Schools	30	48

Source: Bellevue Community Plan, Appendix A

Table D-4 Comparison of Overall Development Capacity – Dwelling Units & Commercial Sq Ft

Development Capacity Comparison			
		GP **Total**	**BCP** **Total**
Residential	Single-family dwellings	3,522	3,420
	Multi-family dwellings	2,909	3,255
	Total dwelling units	***6,431***	***6,675***
R&D / Office	Commercial Office (CO) / Services	564,600	
	Business Park (BP) / Office R&D	1,326,600	
	Total CO / BP square feet	***1,891,200***	***2,929,356***
Retail	Thoroughfare Commercial (CT)	308,000	
	Neighborhood Commercial (CN)	725,200	
	Total retail square feet	***1,033,200***	***480,930***
Summary Comparison of Development Capacity			
	Residential (dwelling units)	**6,431**	**6,675**
	Commercial (square feet)	**2,924,400**	**3,410,286**

TRIP GENERATION COMPARISON

Rates of Trip Generation

Table D-5 provides a comparison of unadjusted vehicle trip generation rates for each of the land use types. Rates of trip generation vary by land use type:

- **Employment-related land uses** – such as General Office and Research & Development (R&D) generate between eight (8) and eleven (11) daily vehicle trips per 1,000 square feet of commercial (non-retail) development. During the AM Peak, over 80 percent of trips are inbound to each site, given the large portion of work trips that occur during the AM Peak. This peaking pattern repeats during the PM Peak Hour, when over 80 percent of trips are outbound.
    - On a "per employee" basis, ITE trip generation rates indicate an average of approximately three(3) daily trips per employee – ranging from 2.77 daily trips per employee for R&D and 3.32 for General Office.
- **Residential land uses** typically generates between approximately six (6) and ten (10) daily trips per dwelling unit. The peaking pattern of residences is reversed, in comparison with employment-related uses, in that over 80 percent of AM Peak Hour trips are outbound from residences, while just 36 percent of PM Peak Hour trips are outbound.
- **Retail land uses** generate the highest rate of trips – within a wide range from 40 to 120 daily trips per 1,000 square feet.
- **Balancing peak-hour trips:** Given the different peaking patterns of residential and employment land uses – with residential trips primarily outbound AM and inbound PM, while employment-related land uses are primarily inbound AM and outbound PM – providing a mix of residential and employment-related land uses will help to balance two-way traffic volumes and avoid traffic congestion that can occur in areas where peak-traffic occurs in one direction.

Table D-5 Typical Trip Generation Rates

Land Use Type (Rate Source)	AM Peak Hour		PM Peak Hour		Daily Trips	
	Vehicle Trip Rate (1)	Inbound	Vehicle Trip Rate (1)	Inbound	Vehicle Trip Rate (1)	Inbound
Residential (trips per dwelling unit)						
Single-family residential	0.75	25%	1.01	64%	9.56	50%
Medium-density residential	0.44	19%	0.52	64%	5.81	50%
R&D / Office (trips per thousand square feet)						
Research & Development Park	1.22	88%	1.07	15%	8.01	50%
General Office	0.48	83%	0.46	17%	11.01	50%
Average	0.85	86%	0.77	16%	9.51	50%
R&D / Office (trips per employee)						
Research & Development Park					2.77	50%
General Office					3.32	50%
Average					*3.05*	*50%*
Retail (trips per thousand square feet)						
Supermarket	3.40	62%	9.48	51%	102.24	50%
Shopping Center	0.96	62%	2.74	48%	42.70	50%
Convenience Market	67.03	50%	52.41	51%	120.00	50%
Specialty Retail	N/A	N/A	2.71	44%	44.32	50%
Quality Restaurant	0.81	N/A	7.49	67%	89.95	50%
Community Shopping Center (S)	3.20	60%	8.00	50%	80.00	50%
Mixed Use Supermarket (S)	3.30	60%	9.90	50%	110.00	50%

Sources:
Institute of Transportation Engineers *Trip Generation* (9th Edition, 2012) except (S) indicates trip generation rate described in SANDAG Traffic Generation Rates (April 2002)

Net Change in Trip Generation under BCP

Daily Trip Generation

Table D-6 shows the estimated net change in trip generation under the BCP, in comparison with the GP, based on the trip generation rates described in Table D-5, and the land use comparison described in Tables D-1 through D-4 and Figure 4, an estimate of the net change in daily trip generation was prepared.

As shown:

- **Daily trip generation** would be approximately 17 percent lower under the BCP in comparison with the GP.
- The reduction in retail space is primarily responsible for the reduction, in that retail land uses generate a high rate of trips.

Table D-6 Net Daily Trip Generation Comparison - GP and BCP Land Uses

Daily Trip Generation Comparison			
		GP	BCCP
Residential	Single-family	33,667	32,699
	Multi-family	17,455	19,529
	Total home-based trips	51,123	52,228
R&D / Office	Commercial Office & Services (CO)	6,248	N/A
	Office R&D / Business Park (BP)	12,249	N/A
	Total R&D / Office trips	*18,497*	*28,851*
Retail	Thoroughfare Commercial (CT)	22,321	N/A
	Neighborhood Commercial (CN)	50,764	N/A
	Subtotal retail	73,085	34,853
	Retail pass-by trips (15%)	-10,963	-5,228
	Total retail trips	*62,122*	*29,625*
Total daily trips	***Subtotal trips***	131,742	110,704
	Adjustment for internal home-based trips	*-11,247*	*-10,446*
	Total daily trips	***120,495***	***100,258***
	Net change under BCP		***-20,237***
	Percent change under BCP		**-17%**

Peak Hour Trip Generation

Peak hour trip generation would be affected slightly differently in that work-commute trips are a greater share of peak-hour trips, particularly during the AM Peak Hour when retail trips are low.

- **AM Peak Hour:** BCP land uses anticipate a net increase of approximately 2,000 more jobs than under the General Plan – an increase of approximately 1.04 million square feet of R&D and Office Uses. This would potentially generate more trips during the AM Peak Hour under the BCP, since retail trip generation rates are lower during the AM Peak Hour.
- **PM Peak Hour**: during the PM Peak Hour, the share of work-trips to total trips is lower – generally most PM Peak Hour trips are "non-work" trips. The reduction in retail space will be most noticeable in reducing trips during the afternoon and evening hours.

lisa wise consulting, inc.

City of Merced | Bellevue Corridor Community Plan

FOUNDATION REPORT

AUGUST 2012

SARGENT TOWN PLANNING | NELSON NYGAARD | TPA | EPS

CONTENTS

1. Introduction 1

2. Objectives, Opportunities, and Constraints 1

Plan Objectives 1

Opportunities 2

Challenges / Constraints 3

3. Plan Preparation Process Overview 3

Community Outreach 3

Background Study Preparation 4

Plan Preparation 5

Expected Outcomes 5

4. Overview of Existing Plans 5

Merced Vision 2030 General Plan 5

UC Merced Development Plans 6

Merced County University Community Plan 8

Yosemite Lake Estates Community Plan (Future) 9

Appendix A. Background Study Outlines 11

Appendix B. Relevant General Plan Goals and Policies 14

Appendix C. BCCP Area Map 19

1. INTRODUCTION

This Report provides an overview of the Bellevue Corridor Community Plan (BCCP) preparation process, reviews existing concepts and materials that will serve as a foundation for Plan development, and sets direction for the BCCP background studies and chapters.

The Merced community has participated in important planning initiatives over the past several years including the City's 2030 General Plan, UC Merced's Long Range Development Plan, and Merced County's University Community Plan. The outcomes of these planning initiatives will serve as an important basis upon which the BCCP will be developed. This report includes a brief overview of these plans and describes key concepts from each plan that will be incorporated into the BCCP (see Section 2).

The Report is organized into the following Sections:

Section 1. Introduction
Section 2. Objectives, Opportunities, and Constraints
Section 3. Plan Preparation Process Overview
Section 4. Overview of Existing Plans
Section 5. Next Steps
Appendix A. Background Study Outlines
Appendix B. Relevant General Plan Goals and Policies
Appendix C. BCCP Area Map

2. OBJECTIVES, OPPORTUNITIES, AND CONSTRAINTS

Plan Objectives

The BCCP will guide the physical development of approximately 1,920 acres of unincorporated land. The aim of the BCCP is to facilitate development that results in:

- A range of new neighborhoods, commercial centers and transition areas;
- Animated street activity;
- Coherent and pedestrian-friendly streetscapes;
- A rich and articulated public realm;
- Varied mobility options including vehicles, pedestrians, bicycles and transit
- A dynamic mix of uses; and
- A harmonious relationship between architecture, economy and the public realm.

To accomplish these objectives, the BCCP will establish specific standards for circulation and complete streets, transit priority projects, and land uses, site plans, and building design through a development code.

Circulation and complete streets strategies will aim to develop the corridor as a commercial focal point, connecting walkable neighborhoods through a network of well-designed streets that accommodate a range of transportation modes. The BCCP will incorporate a multi-modal approach that addresses roadway needs on a layered basis and will identify relevant examples of street types, streetscapes, and public space types that are complementary to land uses and appropriate for application in the Plan area.

The BCCP will identify and prioritize Transit Priority Projects (TPPs) and coordinate TPP locations with the pattern of new neighborhoods and activity nodes, as well as the anticipated pace of realizing development in these areas.

TPPs will be focused near existing or anticipated bus routes or stops including bus rapid transit and campus shuttles. The BCCP will include standards and land use policies specifically tailored to maximize TPP sites.

The vision for development site and building design in the BCCP area will be implemented through a development code. The code will utilize best practices and integrate concepts from the City's urban design guidelines and outcomes from the community outreach process. Code standards will be tailored for the BCCP's urban villages, corridor development and future research, and development park areas.

Opportunities

The BCCP area presents important opportunities for the City of Merced. The continued growth of UC Merced will provide an influx of people, ideas, and energy. The BCCP should aim to capitalize on this growth and ensure new development meets the needs and desires of new and existing residents. Potential opportunities include the following:

- **Growing University-oriented population.** UC Merced is expected to grow to approximately 25,000 students and over 6,500 faculty and staff members by 2035. As the population grows, there will be an expanding market for housing, goods, and services.
- **Future Research and Development Park Sites.** Anticipating and preparing for market demands caused by a growing university, sites for future job generating research, and development parks can be set aside today for development in the future.
- **Limited existing development.** There is little existing development located within the Plan area. Large, undeveloped tracts of land present a wide variety of opportunities for well-designed development tailored specifically to the needs of the growing University-oriented population.
- **Home for Entrepreneurs.** The BCCP can help foster a living and working environment to attract a new generation of entrepreneurs, leading to innovations, technologies, and expansion of local job-generators.
- **Alternative transportation.** The BCCP should identify and implement circulation and land use standards that encourage multi-modal transportation including walking, biking, riding transit, and driving.
- **Leverage new investment.** The expanding University community has and will continue to spark associated investment in Merced. The BCCP should identify opportunities to leverage new investment in the University-area to improve citywide economic vitality.
- **Low-impact development.** Well-planned growth in the BCCP area can ensure that development minimizes impacts to natural resources, air quality, and water quality. The BCCP should identify and incorporate concepts for development patterns and solutions that conserve and enhance resources from which a community prospers.
- **Community character.** As noted, there is little existing development within the BCCP area, thus the BCCP presents an important opportunity to elaborate on General Plan vision concepts for developing a unique community character. The BCCP should encourage memorable public spaces and distinctive community nodes that facilitate positive interaction and idea sharing and build upon the concepts developed through the UC Merced Long Range Development Plan.
- **Existing Rural Residential Communities.** Though primarily located outside the Plan Area, existing "ranchette neighborhoods" provide a semi-rural lifestyle defined by open space and agricultural uses. The BCCP provides an opportunity to maintain and strengthen the character of these neighborhoods; these neighborhoods can provide development themes for some areas of the BCCP.

Challenges / Constraints

The area presents a number of challenges and constraints:

- **Distance between UC Merced and Downtown.** Because the UC campus is located approximately five miles outside of the downtown core, new development in the Plan area must serve to connect the two activity areas through appropriate uses, a thoughtful street grid, and transit.
- **Development phasing.** The scale of the Plan area and timing of the UC campus buildout will make phasing an important consideration in Plan implementation. The pattern and timeframe in which the area develops will impact transit opportunities, development feasibility, and interim community character.
- **Natural resource and habitat disruption.** Portions of the Plan area are home to sensitive natural resources such as vernal pools that must be considered in land use plans.
- **Affordable housing.** Housing within the Plan area should include a range of housing types offered at prices affordable to households at a variety of income levels to ensure that appropriate housing options are available to new and existing residents including students, working professionals, families, and seniors. BCCP policies should reflect housing goals and policies established in the General Plan Land Use and Housing Elements.
- **Multiple interests.** BCCP standards and policies must address the needs and concerns of individual property owners while ensuring each unique development contributes to a unified whole.
- **Multiple City focus points.** The City has important existing resources including the charming downtown area and several historic neighborhoods. The BCCP must ensure that development within the BCCP complements, rather than competes with these existing community focal points.
- **Campus Parkway Regional Traffic (Loop Road):** Bellevue Road is part of Merced's loop road that carries regional Highway 99 traffic to and from north Merced and UC Merced. The BCCP street design must address how to minimize the impact of regional traffic on efforts to: 1) provide pedestrian, bicycle and transit mobility options in the Bellevue Corridor Urban Villages., and 2) develop high-quality living environments on both sides and fronting Bellevue Road.

3. PLAN PREPARATION PROCESS OVERVIEW

Community Outreach

Community outreach will play a key role in the formation of the BCCP. The outreach program consists of an open house community kick-off workshop, interviews with community stakeholders, a multi-day design workshops, meetings with citizen and technical advisory groups, and meetings with the Planning Commission.

Stakeholder Interviews. City Staff and members of the Consultant Team met with 10 stakeholders representing a variety of interests in the BCCP area on May 2, 2012. The interviews allowed the Consultant Team to gather background information regarding land ownership patterns, development interests, and the desires and concerns of these stakeholders.

Community Kick-off Meeting and Stakeholder Interviews. The City hosted a community-based information and orientation open house on May 4, 2012, attended by approximately 100 individuals, to inform the public about the project's intent and purpose, as well as future opportunities for providing input.

Design Workshops. Public workshops will be a key milestone in the community engagement process. The community will be able to participate in the planning and design process in various formats, including formal opening and closing presentations, informal process presentations (pin-ups) held most evenings,

topic-specific brown bag lunches, and casual one-on-one chats with City Staff and Consultant Team members during the open studio hours.

The design workshops are not only about engaging and communicating with the public, but also about creating detailed design solutions for the Plan area with specific direction for future planning and coding efforts. The Consultant Team will render numerous boards of three-dimensional drawings to clearly illustrate the Plan's intent. In addition to tying the public into the process, it will be critical to engage City Staff, other agencies and organizations, the Planning Commission, and the City Council as much as possible throughout the workshop events. At the conclusion of the workshops, a formal presentation will be made to the community describing a clear planning direction for the Plan area.

The key objectives of the public workshop process are to:

- Illustrate the potential development of the Plan area and Urban Villages including appropriate densities, mix of uses, right-of-way designs, and cohesiveness of the public and private realms;
- Ensure that development reinforces the General Plan goals and objectives;
- Develop BCCP area land uses and start to shape the expectations for zoning;
- Confirm the community vision for the "complete street" components of the street design effort;
- Interact with transit agency representatives to refine the "Transit Priority Project"; and

Citizen and Technical Advisory Group Meetings. The City will host regular meetings with the Citizen and Technical Advisory Committees. The meetings will be organized by City Staff, but the Consultant Team will be responsible for summarizing comments and incorporating feedback into the BCCP.

Background Study Preparation

The Consultant Team will prepare background studies analyzing existing conditions and Plan potential in the areas of market and economic conditions, complete streets, development code, rights-of-way and semi-public spaces, and transit priority projects. The background studies will be compiled in a Findings Report, which will serve as the foundation for the BCCP. Refer to Appendix A for tentative outlines of each background study.

Economic Analysis. This study will evaluate the long-term trends and market potential affecting the viability of commercial and residential real estate product types in the Plan area; provide professional guidance to aid planning team in developing a land use program, including consideration of a) research and development park; b) office; c) retail; and d) housing types; link core UCM competencies with potential market; and assess lands along Bellevue Road and Lake Road for market potential of future research and development parks.

Complete Streets. City Staff will prepare a memo describing research and examples of "complete streets" concepts. The memo will include preliminary recommendations for internal circulation within the BCCP areas.

Development Code. This study will identify and examine relevant examples of approaches and details for coding vacant land and existing development. The study will focus on three key needs: 1) gleaning tips and helpful advice from staff about expectations, issues to address, details and procedures to include or avoid in the BCCP development code 2) identifying how the code will implement Chapter 6 of the 2030 General Plan (Urban Village Concept and Design Guidelines) for the Bellevue Corridor and 3) identifying a preliminary code structure that provides a kit of parts that can respond to the emerging Bellevue Corridor Plan.

Right-of-Way/Semi-Public Spaces. This study will provide initial direction for street design options and strategies, describe existing conditions, and document assumptions and projections for future travel

volume. The study will outline appropriate circulation planning principals that build on the General Plan and are intended to accommodate anticipated land uses and provide efficient multi-modal access.

Transit Priority Project. This study will examine Transit Priority Project (TPP) needs, potential locations, and design solutions. The primary focus will be to define TPPs in keeping with SB 375 and to describe anticipated transit needs for use as a key driver in establishing the land use and design elements of the Plan.

These background studies will be consolidated and refined as part of a **Findings Report**.

Plan Preparation

The Consultant Team will build upon findings from the background studies and public outreach activities to prepare a development code framework, transit priority project implementation actions, right-of-way design templates and graphics, and quantified indicator outcomes. City Staff will prepare a BCCP land use map and greenhouse gas emission reduction policies, programs and actions, and will consolidate work from City Staff and the Consultant Team into a complete BCCP draft. Following adoption of the BCCP from the Planning Commission and City Council, the Consultant Team will prepare a development code to implement the BCCP.

Expected Outcomes

Background research, analysis of existing conditions, and feedback from the public outreach process will result in a Final BCCP that meets the following expected outcomes:

- A thorough background analysis and documentation of existing conditions;
- A Plan that creates compatible land uses and infrastructure with existing semi-rural neighborhoods
- A Plan that capitalizes on the opportunities provided by UC Merced including: designation of future research and development parks, and establishment of an "innovation hub."
- Policies and strategies directing development in keeping with the General Plan;
- Land use and circulation plans that accommodate an appropriate mix of uses, and establish a foundation for walkable, enjoyable community nodes;
- A development code that provides clear, predictable standards for development in keeping with the type, style, and character identified in the vision and General Plan, to help create a vibrant and attractive community; and
- An infrastructure and phasing plan that describes how growth may occur within the Plan area.

4. OVERVIEW OF EXISTING PLANS

This Section provides a preliminary overview of existing plan documents related to the BCCP area, as well as the City's overall goals for future development including the Merced Vision 2030 General Plan, the UC Merced Long Range Development Plan and Physical Design Framework, Merced County University Community Plan, and the anticipated Yosemite Lake Estates Community Plan. Additional analysis of existing plans and studies will be included in relevant background studies.

Merced Vision 2030 General Plan

The City completed a comprehensive General Plan update in January 2012. The update process included extensive research, documentation, and dialogue with the community. The 2030 General Plan includes nine elements: Urban Expansion; Land Use; Transportation and Circulation; Public Services and Facilities; Urban Design; Open Space, Conservation, and Recreation; Sustainability; Noise, and Safety. Refer to Appendix B for a table of General Plan goals and policies that are relevant to the BCCP.

Land Use Designations

The General Plan provides a basic land use concept for the BCCP area that includes a mix of residential, commercial, and public uses. Table 4.1 provides an overview of the land use designations in the BCCP area. These land use designations and corresponding regulations will serve as a basis for BCCP area zones, and the BCCP will recommend revisions to the General Plan land use map if needed to achieve the desired vision.

Table 4.1. General Plan Land Use Designations

Land Use Designation	Intended Uses	Density
Rural Residential (RR)	Residential: single-family	1 – 3 units per acre
Low Density Residential (LD)	Residential: single-family detached, condominium, and zero-lot line	2 – 6 units per acre
Low-Medium Density Residential (LMD)	Residential: single-family detached, duplex, triplex, fourplex, condominium, zero-lot-line	6.1 – 12 units per acre
High-Medium Density Residential (HMD)	Residential: multifamily, apartment, condominium, triplex, fourplex	12.1 – 24 units per acre
High Density Residential (HD)	Residential: multifamily	24.1 – 36 units per acre
Commercial Office (CO)	Commercial: primarily small-scale office uses as well as general retail and service commercial	0.50 FAR
Neighborhood Commercial (CN)	Commercial: retail, eating and drinking, commercial recreation, auto services, etc.	Average 0.35 FAR
Bellevue Corridor Mixed Use	A mixture of LMD, HMD, HD, CO and CN.	Varies
Regional/Community Commercial (RC)	Retail (regional department stores)	0.35 FAR
Thoroughfare Commercial (CT)	Commercial: auto-oriented commerce, large recreational facilities, some heavy commercial, lodging and hospitality, automobile sales and services	0.35 FAR
Business Park (BP)	Commercial and industrial: heavy commercial, office, research and development, light manufacturing, warehousing, information-based and service-based activities	0.40 FAR
Open Space – Park/Recreation Facility (OS-PK)	Recreation: public parks, golf courses, greens, commons, playgrounds, and other public and private open spaces	0.10 FAR
Public/Government (P/G)	Public facilities: schools, fire stations, police stations, libraries, courthouses, public offices	N/A

UC Merced Development Plans

Existing and planned development at UC Merced is a key driver of development potential in the Plan area. UC Merced has completed key plans for the campus: the Long Range Development Plan (2009) and the Physical Design Framework (2010). Refer to Appendix C for a map of the UC Merced campus area in relation to the BCCP and other nearby planning areas.

Long Range Development Plan

The UC Merced 2009 Long Range Development Plan (LRDP) identifies academic themes, land uses, circulation plans, and environmental strategies for UC Merced's 815-acre campus. The LRDP describes existing conditions, regional context, and academic strategies, as well as land use, environmental, and physical design concepts.

The LDRP provides enrollment projections from the 2007 – 2008 academic year through full development. At build-out the campus is expected to have a student population of 25,000, staff and faculty population of over 6,500 and other daily population of over 600. Approximately 12,500 of the students will be housed on campus. By 2020, the student population will exceed 11,000 and the faculty and staff population will exceed 3,200.

The LDRP organizes UC Merced into four academic campus districts (North Campus, Central Campus West, Central Campus East, and Gateway District) and four neighborhoods (Lake View, North Neighborhood, Sierra View, and Valley View). The campus features a network of irrigation canals and two topographical land depressions or "bowls" which will serve as open space as well as stormwater retention basins. The districts and neighborhoods are generally organized around the two bowls.

Campus development is described in block types that illustrate potential building types, scale, site coverage, and density within each district and neighborhood. Refer to Table 4.2 for a summary of block types. Anticipated building heights range from 50 to 100 feet.

Table 4.2. Campus Block Types

Block Type	Block Size	Land Use	Net Density	Gross Density*
Academic Core				
AC-1: Typical academic block	3 acres	Academic buildings	0.96 FAR	0.72 FAR
AC-2: Academic lab block	3 acres	Research buildings	0.96 FAR	0.72 FAR
AC-3: Main Street block	3 acres (1.5 academic, 1.5 residential)	Academic buildings, student services, student apartments	Academic: 1.5 FAR Residential: 60 units/acre	Academic: 1.12 FAR Residential: 45 units/acre
Gateway District				
G-1: Industrial-research block	3 acres	Industrial research buildings	0.45 FAR	0.34 FAR
G-2: Industrial-research block	3 acres	Industrial research buildings	0.96 FAR	0.72 FAR
Student Neighborhoods				
SN-1: Townhouse and stacked flats	4 acres	Residential apartments and open space	27 units/acre	20 units/acre
SN-2: Walk-up apartments	3 acres	Residential apartments, open space, and student services	35 units/acre	27 units/acre
SN-3: Residence hall buildings	4 acres	Residential apartments and open space	80 units/acre	60 units/acre

* Assumes 75% efficiency for streets.

The LDRP describes a circulation system that includes a hierarchy of streets, malls, and trails on a tree-lined, pedestrian-oriented grid. Parking will ultimately be supplied at a rate of 0.62 spaces per student, however, a higher ratio is anticipated until the campus and transit systems mature. The campus circulation system will be further highlighted in the complete streets, right-of-way, and transit priority project background studies.

Physical Design Framework

The UC Merced Physical Design Framework outlines principles and standards to advise campus-level project approvals. Framework objectives are structured around interconnected environmental design, community, and planning principles as well as the UC Merced administrative and committee structure for the planning process.

The **environmental design** principles are to:

1. Create a teaching landscape.
2. Connect site design to its surroundings
3. Ensure the availability of modal choices.
4. Design visible infrastructure.
5. Employ distinctive building design.

The **community design** principles are to:

1. Locate programs to foster interaction and engagement of the campus community.
2. Design places within the campus to create active centers or points of connection for people.
3. Design pathways to dynamically connect people, places and programs.
4. Systems for movement, services and access integrate aesthetic and functional designs.
5. Shape the built form of the campus through typology and scale standards that allow for distinctive architecture, while creating a coherent campus fabric.

The **planning** principles are to:

1. Facilitate interdisciplinary interaction among disciplines in the academic core.
2. Develop a pedestrian culture to create vitality and activity that makes on-campus living desirable.
3. Organize around shared open spaces such as the North and South Bowls.
4. Locate student services conveniently to form a valuable focus for on-campus residential neighborhoods.
5. Maximize the return on investments in infrastructure through strategic development and attention to aesthetics.

The Framework provides guidance for architectural elements, color and materials, and landscaping. Additionally, it describes the campus design approval process and the role of various campus committees in development review and decision-making.

Merced County University Community Plan

The University Community Plan (UCP) provides direction for the development of approximately 2,133 acres of mostly agricultural land located generally to the south of the UC Merced campus and east of the BCCP area. Refer to Appendix C for a map of the University Community Plan area in relation to nearby planning areas.

The community is organized around a high-density town center having a variety of uses, which connects the University Community to the UC Merced campus. Residential "villages" are centered around "village centers" of retail, office and public uses/spaces. As shown in Table 4.3, the UCP anticipates 11,616 residential units and over two million square feet of commercial space at build-out.

Table 4.3. University Community Plan Build-Out		
Land Use	**Build-Out Estimate**	**Density/Intensity**
Residential	**11,616**	**Average range of 8 to 32 units/acre**
Single-Family	6,968	Average 4.7 units/acre
Multifamily	4,648	Average 24 units/acre
Commercial	**2,023,000**	**General Commercial FAR: 0.2 to 0.35** **Mixed-Use: 0.2 to 1.5**
Retail	716,000	-
Office/Research and Development	1,307,000	-

The UCP calls for several roadway improvements to support the planned development including the addition of the Campus Parkway, linking Lake Road to Highway 140 and Highway 99, road widening on Highway 59 and Highway 140, and improved Highway 99 interchanges. The road network within the UCP area will be a connective grid pattern, designed to disperse traffic throughout the community and provide multiple connections to most destinations. The UCP emphasizes connectivity, particularly through pedestrian and bicycle paths, and transit routes to the UC Merced campus.

The UCP area features diverse natural wetlands and grasslands. To protect these environmental resources, the UCP calls for environmentally sensitive project siting and measures such as buffer zones, seasonal construction prohibitions in sensitive areas, barriers, activity restrictions, and signage, as well as integrated open space corridors to allow wildlife movement throughout the community.

The UCP area is held by several property owners who will sell or transfer their land to real estate developers. To initiate this, the property owners will need to prepare a financing strategy and economic development program. Developers will need to prepare separate specific plans for the town center and residential villages. The specific plans will include environmental analyses, physical development plans and regulations, design guidelines, housing programs, capital improvement plans, and phasing plans.

Yosemite Lake Estates Community Plan (Future)

Yosemite Lake Estates is a 655-acre planned development area located to the north of the BCCP area in Merced County. Refer to Appendix C for a map of the Yosemite Lake Estates Community Plan area in relation to the BCCP and other nearby planning areas. The area is included within the City's Specific Urban Development Plan (SUDP)/Sphere of Influence (SOI) and it is anticipated that it will be developed with residential and commercial uses. According to the Merced 2030 General Plan, Yosemite Lake Estates could accommodate approximately 1,262 dwelling units and 187,340 square feet of commercial development. The process to prepare a Community Specific Plan (required under the County General Plan) is anticipated to begin in late 2012.

APPENDIX A. BACKGROUND STUDY OUTLINES

Economic Analysis

A. Existing conditions
    1. Demographics
    2. Real estate market supply and demand
B. Market potential
    1. UC Merced
        1. Impacts
        2. Opportunities
    2. Citywide trends (market potential)
    3. Catalytic sites (e.g. Bellevue Road & Gardner Road)
    4. UC Merced Spin-Off Development catalysts/incentives/features of Innovation Hub
        a. Activities
        b. Programs
        c. Partners
        d. Infrastructure
C. Professional guidance to aid planning team in developing a land use program, including consideration of a) research and development park; b) office; c) retail; and d) housing types.
D. Link core UCM competencies with potential market

Development Code

A. Understanding Merced's Expectations and Preferences for Development Standards on the Bellevue Corridor
    1. General expectations and preferences for development standards
    2. Ideas about how the code should function on a daily basis: an understanding of staff's needs from a daily functional perspective
B. Translating Merced's Urban Design Guidelines (Chapter 6) into development code standards for the Bellevue Corridor
    1. Urban Village and its essential components and policy direction
        a. 'Inner Villages'; 'Core Commercial Areas'; 'Village Core Residential Areas'
        b. 'Outer Village Areas'; 'Open Space, Parks and Plazas'
    2. 'Urban Design Goals, Policies and Actions'
    3. 'Street Design'
    4. 'Commercial Area Appearance'; 'Residential Area Appearance'
    5. 'Overall Community Appearance'
C. Development Code for the Bellevue Corridor
    1. Minimum Components
        a. Vision
        b. Administration and Procedures
        c. Zoning Map and Zoning Districts
        d. Standards for all Zoning Districts
        e. Standards Specific to Zoning Districts (Intent of Zone, Standards for Building Placement, Height, Parking Placement, Encroachments and Adjacencies - including Land Use Standards)
        f. Performance Standards for Specific Land Uses

i. Agriculturally-related activity
ii. Lodging: B&B's, Hotels, Motels
iii. Civic Buildings
iv. Eating Establishments
v. Sidewalk Dining

g. Block and Street Standards (including Streetscape Standards)
h. Building and Massing Standards
i. Frontage Standards
j. Signage Standards
k. Definitions (using existing municipal code definitions and replacing/adding as appropriate)

D. Optional Components (not in current scope of work). These items will be discussed in the Background Study for informational purposes and consideration in future work efforts)
1. Solar and Wind Access and Energy Production Standards
2. Architectural Style Standards
3. Public Art Standards

Right-of-Way / Semi-Public Spaces

A. Circulation overview
1. Opportunities
2. Constraints

B. Street network design principles
1. Current and anticipated needs
2. Transportation modes
a. Automobile
b. Pedestrian
c. Bicycle
d. Transit
i. Bus
ii. Shuttle
iii. Other
iv. Automobile

C. Conceptual designs (Cross-sections & plan views of street and zone between curb and face of building)
1. Overview
2. Bellevue Parkway planning principles
a. Three alternative designs for Bellevue Corridor
3. Arterial, collector, and local street typologies
a. Proposed right-of-way widths
b. Preferred cross-sectional dimensions
c. Other layout features
4. Considerations

D. Anticipated arterial street level of service
1. Volume for each travel mode and road design
2. Volume adjustments based on anticipated land uses and designs
3. Forecasted Daily LOS (based on volume-to-capacity ratios) data sheets for the three alternative street designs

Transit Priority Project

A. Overview of SB 375 and definition of Transit Priority Project (TPP)
B. Potential transit service options
    1. Short term
    2. Long term
C. Potential TPP locations
    1. Future site criteria
    2. Potential locations within the plan area
D. Potential TPP service type analysis (order of magnitude)
    1. Types
        a. Bus rapid transit
        b. Conventional bus
        c. Light-rail
    2. Potential ridership
    3. Transit agency capacity/needs
E. TPP design concepts/plan view and cross-sections, consistent with SB 375 definition
F. General Cost analysis
    1. Construction and operating cost estimates/comparison
    2. Phasing
G. TPP recommendation
    1. Service type
    2. Relationship to land use/transportation goals

APPENDIX B. RELEVANT GENERAL PLAN GOALS AND POLICIES

Urban Expansion	
Goal Area UE-1: Urban Expansion	
• A compact urban form • Efficient urban expansion	
Policy UE 1.2	Foster compact and efficient development patterns to maintain a compact urban form.
Policy UE 1.3	Control the annexation, timing, density, and location of new land uses within the City's urban expansion boundaries.
Policy UE 1.4	Continue joint planning efforts on the UC Merced and University Community plans.
Land Use	
Goal Area L-1: Residential & Neighborhood Development	
• Housing opportunities in balance with jobs created in the Merced Urban Area • A wide range of residential densities and housing types in the City • Preservation and enhancement of existing neighborhoods • Quality residential environments • Mixed-use, transit and pedestrian-friendly residential environments	
Policy L-1.1	Promote balanced development which provides jobs, services and housing.
Policy L-1.2	Encourage a diversity of building types, ownership, prices, designs, and residential areas throughout the City.
Policy L-1.3	Encourage a diversity of lot sizes in residential subdivisions.
Policy L-1.5	Protect existing neighborhoods from incompatible developments.
Policy L-1.6	Continue to pursue quality single-family and higher density residential development.
Policy L-1.7	Encourage the location of multifamily developments on sites with good access to transportation, shopping, employment centers, and services.
Policy L-1.8	Create liveable and identifiable residential neighborhoods.
Policy L-1.9	Ensure connectivity between existing and planned urban areas.
Goal Area L-2: Economic & Business Development	
• Increased employment opportunities for the citizens of Merced • A diverse and balanced Merced economy • Preservation and expansion of the City's economic base • High quality industrial areas, including technology parks • More high-quality research and development parks • Ready access to commercial centers and services throughout the City	
Policy L-2.1	Encourage further development of appropriate commercial and industrial uses throughout the City.
Policy L-2.2	Locate new or expanded industrial, research and development, technology, and business parks in appropriate areas.
Policy L-2.3	Promote the retention and expansion of existing industrial and commercial businesses.
Policy L-2.4	Provide a range of services adjacent to and within industrial areas to reduce auto trips.

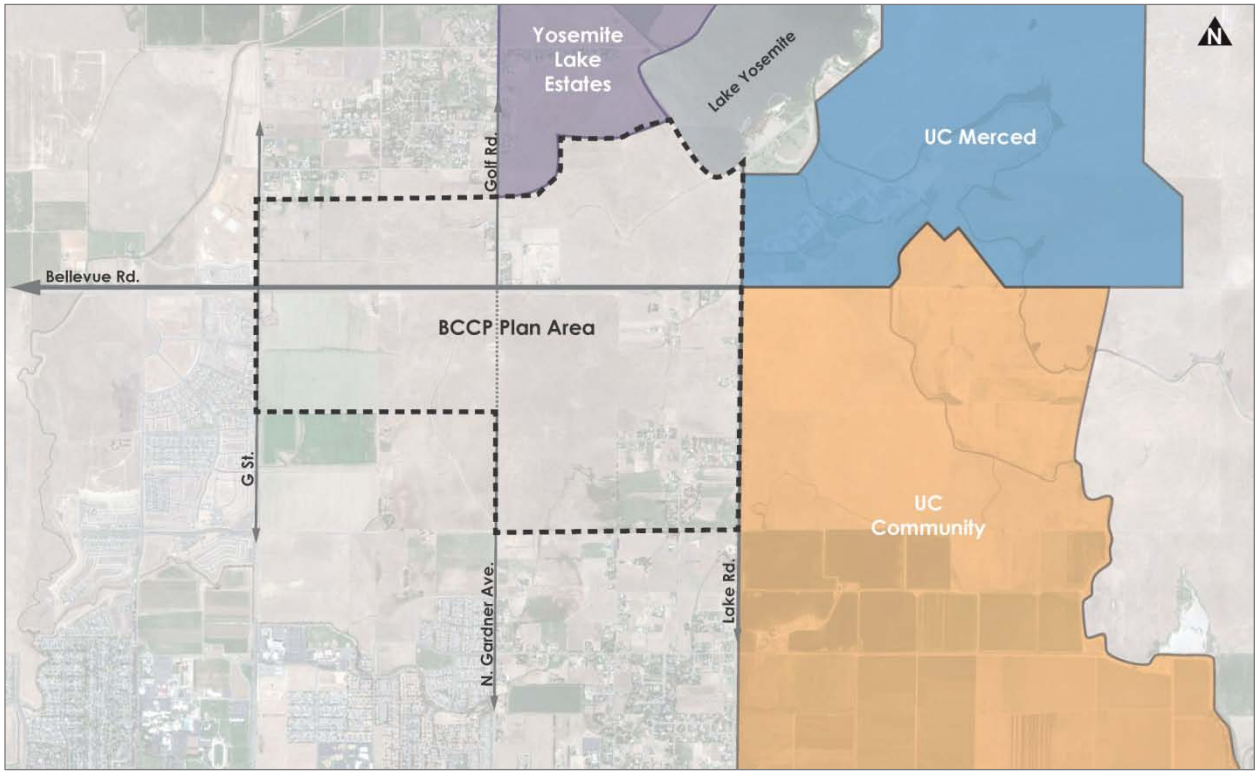
Policy L-2.5	Maintain attractive industrial areas and business parks.
Policy L-2.6	Provide neighborhood commercial centers in proportion to residential development in the City.
Policy L-2.7	Locate and design new commercial development to provide good access from adjacent neighborhoods and reduce congestion on major streets.
Policy L-2.9	Identify locations and develop standards for campus-type research and development parks.
Goal Area L-3: Urban Growth & Design	
• Living environments which encourage people to use a variety of transportation alternatives • A compact urban village design for new growth areas • Self-sustaining, mixed-use, pedestrian-friendly neighborhoods • Transit-oriented development adjacent to the high speed rail station	
Policy L-3.1	Create land use patterns that will encourage people to walk, bicycle, or use public transit for an increased number of their daily trips.
Policy L-3.2	Encourage infill development and a compact form.
Policy L-3.3	Promote site designs that encourage walking, cycling, and transit use.
Policy L-3.7	Implement policies and principles to conform to the intent of the San Joaquin Valley Regional Blueprint.
Transportation and Circulation	
Goal Area T-1: Streets and Roads	
• An integrated road system that is safe and efficient for motorized and non-motorized uses • A circulation system that is accessible, convenient, and flexible • A circulation system that minimizes adverse impacts on the community • A comprehensive system of "complete streets" which address all modes of transportation	
Policy T-1.1	Design streets consistent with circulation function, affected land uses, and all modes of transportation.
Policy T-1.2	Coordinate circulation and transportation planning with pertinent regional, State and Federal agencies.
Policy T-1.3	Design major roads to maximize efficiency and accessibility.
Policy T-1.4	Promote traffic safety for all modes of transportation.
Policy T-1.5	Minimize unnecessary travel demand on major streets and promote energy conservation.
Policy T-1.6	Minimize adverse impacts on the environment from existing and proposed road systems.
Policy T-1.7	Minimize street system impacts on residential neighborhoods and other sensitive land uses.
Policy T-1.8	Use a minimum peak hour Level of Service (LOS) "D" as a design objective for all new streets in new growth areas and for most existing streets except under special circumstances.
Goal Area T-2: Bicycles, Pedestrians, and Public Transit	
• An efficient and comprehensive public transit system • A comprehensive system of safe and convenient bicycle routes (within the community and throughout the urban area) • A comprehensive system of safe and convenient pedestrian facilities • A comprehensive system of "complete streets" addressing all modes of transportation	
Policy T-2.1	Provide for and maintain a major transitway along "M" Street and possibly along the Bellevue Road/Merced-Atwater Expressway and Campus Parkway corridors.
Policy T-2.2	Support and enhance the use of public transit.
Policy T-2.3	Support a safe and effective public transit system.
Policy T-2.4	Encourage the use of bicycles.

Policy T-2.5	Provide convenient bicycle support facilities to encourage bicycle use.
Policy T-2.6	Maintain and expand the community's existing bicycle circulation system.
Policy T-2.7	Maintain a pedestrian-friendly environment.
Policy T-2.8	Improve planning for pedestrians.
Policy T-2.9	Ensure that new development provides the facilities and programs that improve the effectiveness of Transportation Control Measures and Congestion Management Programs.
Goal Area T-3: Air and Rail Services	
• Air and rail systems that provide safe and convenient service to the community	
Policy T-3.5	Support enhanced railroad passenger service and high speed rail service for Merced.
Public Services and Facilities	
Goal Area P-1: Public Facilities and Services	
• New development which includes a full complement of infrastructure and municipal public facilities • Efficient and cost-effective public service delivery	
Policy P-1.1	Provide adequate public infrastructure and municipal services to meet the needs of future development.
Policy P-1.3	Require new development to provide or pay for its fair share of public facility and infrastructure improvements.
Goal Area P-4: Wastewater	
• An adequate wastewater collection, treatment and disposal system in Merced	
Policy P-4.2	Consider the use of reclaimed water to reduce non-potable water demands whenever practical.
Goal Area P-5: Storm Drainage and Flood Control	
• An adequate storm drainage collection and disposal system in Merced	
Policy P-5.1	Provide effective storm drainage facilities for future development.
Policy P-5.2	Integrate drainage facilities with bike paths, sidewalks, recreation facilities, agricultural activities, groundwater recharge, and landscaping.
Goal Area P-7: Schools	
• Adequate school facilities for all students in the Merced urban area • Excellent cooperative relationships between the City, the school districts, and the development community	
Policy P-7.1	Cooperate with Merced area school districts to provide elementary, intermediate, and high school sites that are centrally located to the populations they serve and adequate to serve community growth.
Goal Area P-8: Government, Health, Library, and Cultural Facilities	
• Support for cultural and community services that improve and maintain the quality of life for the residents of Merced	
Policy P-8.1	The City will support the cultural and health related needs of the community by incorporating such facilities and services in development and redevelopment proposals.
Urban Design	
Goal Area UD-1: Transit Ready Development or Urban Villages	
• An integrated urban form • Transit-ready community design • Pedestrian -and bicycle- compatible neighborhoods	
Policy UD-1.1	Apply transit-ready development or urban village design principles to new development in the City's new growth areas.
Policy UD-1.2	Distribute and design urban villages to promote convenient vehicular, pedestrian, and transit

	access.
Policy UD-1.3	Promote and facilitate core commercial design principles in village commercial areas.
Policy UD-1.4	Promote and facilitate urban village residential area design principles.
Policy UD-1.5	Design and develop public and quasi-public buildings and uses utilizing transit-ready development or urban village principles.
Goal Area UD-2: Overall Community Appearance	
• A unique community image • Attractive neighborhoods and districts • Attractive and memorable public streets	
Policy UD-2.2	Maintain and enhance the unique community appearance of Merced.
Open Space, Conservation, and Recreation	
Goal Area OS-1: Open Space for the Preservation of Natural Resources	
• Maintenance of Merced's biological resources • A high-quality, expanding urban forest • Preservation of scenic corridors and resources	
Policy OS-1.2	Preserve and enhance creeks in their natural state throughout the planning area.
Policy OS-1.3	Promote the protection and enhancement of designated scenic routes.
Policy OS-1.4	Improve and expand the City's urban forest.
Goal Area OS-2: Open Space for the Managed Production of Resources	
• Protection of regional agricultural resources	
Policy OS-2.2	Relieve pressures on converting areas containing large concentrations of "prime" agricultural soils to urban uses by providing adequate urban development land within the Merced City SUDP.
Goal Area OS-3: Open Space for Outdoor Recreation	
• High-quality recreational open space • Adequate public recreation facilities • Comprehensive urban trail and bike path system	
Policy OS-3.1	Provide high-quality park and open space facilities to serve the needs of a growing population.
Policy OS-3.2	Maintain and expand the City's bikeway and trail system.
Policy OS-3.4	Develop a diverse and integrated system of park facilities throughout Merced.
Sustainable Development	
Goal Area SD-1: Air Quality and Climate Change	
• Effective and efficient transportation infrastructure • Reduction in the generation of Greenhouse Gases (GHG) from new development	
Policy SD-1.3	Integrate land use planning, transportation planning, and air quality planning for the most efficient use of public resources and for a healthier environment.
Goal Area SD-4: Healthy Communities	
• A healthy environment for all residents	
Policy SD-4.1	Create a healthy built environment.
Policy SD-4.2	Encourage increased physical activity of residents and healthier food choices.

Noise	
Goal Area N-1: Noise	
• To protect the economic base of the City by preventing incompatible land uses from encroaching upon existing or planned noise-producing uses. • To encourage the application of state-of-the-art land use planning methodologies in areas of potential noise conflicts.	
Policy N-1.5	Coordinate planning efforts so that noise-sensitive land uses are not located near major noise sources.
Policy N-1.6	Mitigate all significant noise impacts as a condition of project approval for sensitive land uses.
Safety	
Goal Area S-2: Seismic Safety	
• Reasonable safety for City residents from the hazards of earthquake and other geologic activity	
Policy S-1.3	Restrict urban development in all areas with potential ground failure characteristics.

APPENDIX C. BCCP AREA MAP



Technical Appendix F, "Plan Development and Community Participation"

Table of Contents

F.1 Public Outreach Strategy

F.2 Plan Development Process
F.2.1 Project Initiation
F.2.2 Planning Process

F.3 Participants in the Plan Development Process
F.3.1 Plan Leadership Team
F.3.2 Citizens Ad-Hoc Advisory Committee
F.3.3 Technical Advisory Committee
F.3.4 Stakeholders
F.3.5 UC Merced ReCCES
F.3.6 General Public
F.3.7 Underrepresented Groups
F.3.8 Local Tribal Governments

F.4 Public Outreach Events and Activities
F.4.1 Opportunities for Public Comment
F.4.2 Opportunities for Review by Policy Makers
F.4.3 Table F-1: Public Outreach Events

F.5 Public Comments and Survey Results

F.6 Minutes of the Ad-hoc Citizen Advisory Committee Meetings

F.1 Public Outreach Strategy

The City of Merced designed a public outreach strategy to successfully capture agency and community input. Agency participation allows impacted organizations to provide expertise and insight into the planning process. Integrating citizen participation during the process resulted in increased public awareness and a reflection of community issues, concerns, and new perspectives on future development opportunities.

Public Outreach Objectives:

- Identify the *participants* in the planning process, who include: the Planning Leadership Team, the Technical Advisory Committee and the Citizens Advisory Committee, and the general public, including stakeholders;
- Satisfy the City's Community Plan Guidelines to for "public outreach" in development of the plan;
- Utilize a variety of *public outreach methods*, for example, a questionnaire to gauge the public's support for consultant ideas and solutions about future development in the plan area;
- Provide multiple *public outreach events* to collect meaningful input into each aspect of the plan; and,
- Attempt to reach a diverse mix of the public and as many citizens in the planning area as possible.

F.2 Plan Development Process

This section provides an account of how the Bellevue Community Plan (BCP) was developed, and serves as a permanent record that explains how decisions were reached, and demonstrates that it was developed with stakeholder input in a methodical and reasonable way.

F.2.1 Project Initiation

The City was awarded $251,000 from the Strategic Growth Council of the State of California to prepare the Bellevue Corridor Community Plan over the course of 2 years, beginning November 2011. The planning effort was led by the City's Planning Division. In February 2012, the professional consulting firm Lisa Wise Consulting was hired to assist City staff in developing the Plan. In July 2012, the City Council appointed the project ad-hoc Citizen Advisory Committee (CAC), consisting of 21 members.

F.2.2 Planning Process

The plan was developed in five general phases. The first phase, ***Plan Organization***, consists of mobilizing the community and getting started with the Planning Process. The second phase, ***Project Studies & Findings Report*** describes the approach and content of various studies to be undertaken by the Planning Leadership Team***.*** The third phase, ***Public Workshops,*** is an opportunity for the public to meet with the Planning Leadership Team to learn about and offer public input concerning the studies and plan options. The fourth phase, ***Draft and Adopt Community Plan***, synthesizes the study findings with committee and public input comments to formulate an administrative draft of the plan.

The following "Phase" and "Step" descriptions provide a detailed narrative of the overall project progression. Supplementing this Planning Process Narrative are: 1) committee meeting minutes included at the end of this Appendix; and 2) Table F-1 listing "Public Outreach Events."

Phase 1: Plan Organization

1. Project Kick-off Meeting: On March 13, 2012, City Staff and the Consultant Team held a kick-off meeting to: 1) review and adjust the Scope of Work, if needed; 2) review and discuss the Plan preparation process; 3) clarify roles and expectations; 4) establish communication portals for information sharing and future discussions; 5) discuss billing logistics; 6) tour the plan area; and 7) share background information and materials.

2. Begin Process to Assemble the Citizen Advisory Committee: In March 2012, City Staff initiated the formal process to assemble the Citizen Advisory Committee, including the preparation of applications, written committee duties, public noticing and associated City Council actions. At this time, Staff also formed the Project's Technical Advisory Committee.

3. Project Management Plan: City Staff, its partners MCAG and UCM, and the consultants crafted a project management plan as a tool to facilitate a smooth operation of project-related events and activities.

4. Community Project Orientation & Stakeholders Meetings: O On May 2, 2012, City Staff and the Project consultant met with property owners with development interests within the BCP planning area. On May 4, 2012, City Staff hosted a community-based information and orientation open house at the Merced Civic Center about the planning effort and future public workshops. Staff presented the vision for the Plan and provided opportunities for adjustments based on public feedback. Invited project stakeholders included government agencies, community-based organizations, groups and individuals representing commercial interests, and organizations representing other interests such as public health and housing.

5. Outreach to Underrepresented Groups: In June 2012, the Planning Staff offered to meet with underrepresented community groups to present the project and to receive comments to fold into the planning process where appropriate. These underrepresented groups were encouraged to participate in the upcoming workshops and to consider a seat on the project committee.

6. Citizen Advisory Committee Established: On July 16, 2012, the Merced City Council appointed 21 members to the ad-hoc citizen advisory committee for the Bellevue Community Plan.

Phase 2: Project Studies/Findings Report

1. Foundation Report: In August 2012, the Consultant Team prepared the project *Foundation Report* that framed the work to complete, set direction for the background studies and BCP chapters, established the expected outcomes, and bridged the gap between the goals in the 2030 General Plan and the BCP. The document included maps, photos, and other graphics, as needed. Public input from the Community Project Orientation Meeting was incorporated, as appropriate, in the *Foundation Report.*

2. TAC Review/Comment on Foundation Report: In August 2012, the Plan Leadership Team provided the TAC with an opportunity to review and comment on the Foundation Report.

3. Committee Orientation Meetings: In August 2013, at separate meetings, City Staff oriented the TAC and CAC as to their duties, the project planning process, and project issues.

4. Project Committee Meetings: The consultants met with the TAC and CAC on October 4, 2012, discussing project opportunities and challenges, growth projections, and community design concepts.

5. Draft Findings Report: The consultants presented Background Study Reports to the Citizen Advisory Committee on November 1, 2013, and included the following topics: 1) Complete Streets; 2) Urban Villages; 3) Right-of-way / Semi Public Spaces; 4) Transit Priority Projects; and 5) Economic Analysis Memorandum. The completed Findings Report, which compiled all background studies, was completed on January 24, 2013.

Phase 3: Design Workshops

A series public meetings with the CAC engaged the community to comment and affect the final design of key aspects of the community plan. First, on January 31, 2013, the consultant presented the initial draft plan concept at three separate meetings to the TAC, CAC, and the general community. On March 14, 2013, a workshop with the community and the CAC was held to critique the initial plan, and to offer alternative designs. In May and August 2013, the Plan Leadership Team sought formal advisory recommendations from the CAC on key topics that arose during the prior meetings, including: 1) function and design of Bellevue Road and Mandeville Road; 2) location for

the project's Research and Development sites and Mixed Use Transit Oriented Development; 3) open space plan; and 4) location of a retail commercial site.

Phase 4: Draft and Adopt Community Plan

1. Draft Plan Preparation: During the months of September, October and November 2013, the Plan Leadership team assembled the results of the Community Design Workshops into a single complete draft BCP together with appendices. As appropriate, the voice of the community was woven into the plan images, maps, narratives and policies. This work included: 1) coordination with local school districts as to the possible general location of future school sites: 2) traffic assessments based on the proposed land use and circulation components of the plan; and 3) a plan maintenance sections to help track the progress of the plan.

2. CAC & TAC Committee Involvement: In January and February of 2014, led by the Planning Staff, both the TAC and CAC reviewed and commented on the Draft Plan, prior to plan adoption.

3. Formal Reviews by City Committees, Commissions and Council

4. Plan Adoption

5. Plan Distribution/Sharing

F.3 Participants in the Plan Development Process

The City of Merced Bellevue Corridor Community Plan was crafted by the Plan Leadership Team, guided by technical support staff and the project planning consultant and actions of an ad-hoc advisory committee, with input from an engaged community. Public involvement during the plan's development process occurred through partnerships between local multi-jurisdictional planning professionals, stakeholder participation, outreach to underrepresented groups, public workshops and recommendations from the project's ad-hoc advisory committee. The project's general public notice list included 135 community members.

F.3.1 Plan Leadership Team

The Plan Leadership Team (PLT) was assembled by the City's Planning Division early in the process to lead and manage the effort to draft the Bellevue Community Plan. This team consisted of City Planning Staff and was supported by a professional planning consultant, a technical advisory committee and other interested government agencies such as UC Merced Physical Planning Design and Construction, Merced County Planning and Community Development, and the Merced County Association of Governments (MCAG). A key role of the PLT was to assure that public outreach efforts during the

planning process were designed to capture community input in ways that guided the drafting of the community plan. Other duties of the PLT included:

- to initiate formation of the Citizens Advisory Committee at the selection/appointment by the City Council;
- to manage the project within the contractual framework of the grant;
- to Facilitate the Planning Process including Public Participation; and
- to produce the draft and final plan documents.

F.3.2 Citizens Ad-hoc Advisory Committee

The Community Plan effort invited collaboration among the parties whose interests could be affected by future development near and within the plan study area. By working together to understand the challenges and needs of the larger community, projects stakeholder with different interests sought to identify a common vision for the plan area. On July 16, 2012, the Merced City Council appointed 21 members to this ad-hoc committee. The *Citizen Advisory Committee (CAC)* met 9 times during the planning period. Detailed minutes of committee meetings, located at the end of this Appendix, are retained as a record of their discussions.

The *Citizen Advisory Committee* was responsible for providing essential insight into several facets of the plan, including:

- First-hand knowledge of the planning area and adjacent projects;
- To comment on project background studies;
- To assess draft land use and circulation plan concepts;
- To identify policy topics to supplement the City's General Plan;
- To discuss current planning efforts and potential methods of implementing plan concepts;
- To review chapters of the community plan throughout the planning process; and,
- To provide a final advisory recommendation.

F.3.3 Technical Advisory Committee

The project benefitted from the coordinated efforts of a multi-jurisdictional technical advisory committee (TAC) that met throughout the planning process to 1) review the ideas from the Plan Leadership Team, CAC and general public; and 2) to give guidance on plan policies, maps and images, and general text of the draft plan. The TAC was comprised of representatives from the City of Merced, UC Merced, Merced County, the Merced Irrigation District, local school districts and the Merced County Association of Governments.

F.3.4 Stakeholders

Stakeholders are individuals or groups that could be affected by the Bellevue Community Plan, or who can provide specialized knowledge of the area. Stakeholders include property owners within and adjacent to the BCP plan area, affected government entities, and community advocates. Plan stakeholders had several opportunities to participate in the development of the Plan, including: attending ad-hoc advisory committee meetings, hosting and attending community outreach workshops, commenting on the draft plan, and discussions with Plan Leadership Team members to share their ideas and concerns about the planning area. Development-focused property owners within the BCP met with the Plan Leadership Team early in the process (May 2012) to share their ideas and interests for consideration in drafting the BCP.

Some stakeholders were also members of the project's ad-hoc Citizen Advisory Committee, and represented the following entities: Merced Bicycle Coalition, California Women for Agriculture, General Business Interests, UC Merced, Virginia Smith Trust, LWH Farms, LLC (part of the University Community Plan), Economic Development Advisory Committee, and the City of Merced Planning Commission. Many other committee members were property owners and/or residents in the area, some with development interests.

F.3.5 UC Merced ReCCES

City Planning Staff partnered with UC Merced Resource Center for Community Engaged Scholarships (ReCCES) to examine and to develop draft plan text and policies regarding the potential for an "Innovation Hub" within the planning area of the Bellevue Community Plan. Through our understanding of successful Innovation Hubs, Merced can take actions to: support entrepreneurs, nurture innovations, incentivize UC spin-off development, and encourage job growth. Through *UC Merced's Resource Center for Community Engaged Scholarship (ReCCES)*, undergraduate students, in coordination with UCM Professor S.A. Davis, conducted research about Innovation Hubs, and on November 1, 2012, shared their insights about Merced's Innovation Hub with community members involved in the development of the BCP.

F.3.6 General Public

All members of the public were encouraged to attend the regularly scheduled meetings with the Bellevue Corridor Community Plan Ad-Hoc Advisory Committee. At these meetings, City Staff and the project consultant presented plan-related materials and sought public input prior to action by the Committee.

F.3.7 Underrepresented Groups

The City of Merced includes several economically and socially underserved populations including: the NAACP, Hmong Community, Merced Lao Family Community, Hispanic Network, Area Agency on Aging, Merced/Mariposa County Asthma Coalition, Healthy Communities Access Program, Merced County Farm Bureau, Boys and Girls Club, Merced Alliance for Responsible Growth, Merced Bike Coalition, the Community Partnership Alliance, various neighborhood groups, and several faith-based organization such as the Salvation Army. In Fall 2012, through direct mail service, phone calls and emails, City Planning Staff introduced the BCP project, offered to meet with, and invited participation from underrepresented groups in the community. Interest in the project from these groups was extremely low. The City was successful in working with local student through the UC Merced Resource Center for Community Engaged Scholarships (ReCCES) as described above, however.

F.3.8 Local Tribal Governments

Consistent with the State of California, Tribal Consultation Guidelines, the following Native American Tribes were notified of the project and were invited to comment: the Amah Mutsun Tribal Band, the North Valley Yokuts Tribe, and the Dumna Wo-Wah Tribal Government.

F.4 Public Outreach Events and Activities

A key objective in the public outreach strategy was to give the public many opportunities to participate during the drafting of the plan. This objective was achieved and the events and activities utilized are detailed here. The full listing of public outreach events are summarized in Table F-1.

F.4.1 Opportunities for Public Comments

Public Survey and Comment Forms

At all Public Community Meetings and at the March 14, 2013 Citizen Advisory Committee meeting, the general public was invited to offer comments and ideas through survey efforts. These comments and responses are provided at the end of this Appendix.

Informational Webpage

An informational website was created to inform the community about plan development and to solicit information pertinent to its development. The webpage address www.cityofmerced.org was publicized in all press releases, mailings, questionnaires, and public meetings. Information on the Citizens Advisory Committee, public meetings, key elements of the plan, and drafts of the BCP were made available throughout this process.

Citizen Advisory Committee Meetings

All CAC meetings were advertised as public meetings on the City website, emails, and official public notice location at City Hall. Meetings were held in the Sam Pipes Room, 678 W. 18th Street, Merced, generally from 1:30 PM to 4:30 PM.

August 23, 2012: Orientation meeting for the Citizen Advisory Committee.

October 4, 2012: Presentation about corridors, street design, transit-oriented-development, city blocks and growth projections.

November 1, 2012: The Citizen Advisory Committee meeting had several presentation and discussion topic: Innovation Hub, Project Overview, Economic Study, Mobility Study, and Community Form. These subjects were assessed, presented and discussed to lay the foundation to craft alternative land use and circulation plans.

January 31, 2013: The Citizen Advisory Committee met to discuss draft alternative plans at an open public meeting at the Sam Pipes Room, 678 W. 18th Street, Merced, from 1:30 PM to 4:30 PM. That evening, a community outreach event with a similar presentation was held from 6:00 PM to 8:00 PM, at UC Merced, in the *California Room* on Scholars Lane. Public Comments were received.

March 14, 2013: The Citizen Advisory Committee met to continue their discussion about the draft land use plan at an open public meeting at the Merced City Civic Center from 1:30 PM to 4:30 PM. Planning Staff presented background information about the Draft Community Plan Chapters, Urban Villages, and a recap of the consultant's presentation regarding the initial draft land use plan. The Committee then met in a workshop format in small groups to provide feedback to the consultant via a short questionnaire and by sketching alternative land use concepts for further consideration, review and action by the Committee at a subsequent project meeting. The Committee crafted five land use concepts.

May 2, 2013: The Citizens Advisory Committee reviewed land use and circulation plan-related issues and provided advisory recommendations on various topics. This exercise was partly based on the results of the survey from the March 14, 2013 CAC meeting. The advisory recommendations were made on the following topics: 1) the function of Bellevue Road and Mandeville Avenue; 2) the characteristics of the local street network; 3) the location of the future business park and the mixed-use cores within the plan area; 4) the open space plan; and 5) placement of retail commercial at the intersection of "G" Street and Bellevue Road. Prior to making these advisory recommendations, the project consultant presented background information.

August 15, 2013: Core elements of the draft community plan (see actions from March 14, 2013), along with new potential draft land use and circulation plan features (to provide greater definition to these elements) were presented to the Citizen Advisory Committee. Members provided comments on a variety of topics for consideration by Staff and the project consultant. Additionally, the consultant introduced new concepts and specific ideas concerning the design of a future "gateway entrance" to the BCP plan area. The Citizen's Advisory Committee also completed its review of a conceptual

community shopping site at G Street and Bellevue Road. The meeting concluded with a discussion of draft policies for the Bellevue Community Plan.

June 12, 2014: Staff and project consultant, Lisa Wise, presented key aspects of the draft plan by powerpoint to the Bellevue Community Plan Ad-Hoc Citizens Advisory Committee, and received input from the audience and committee members. Several changes were recommended and many questions were answered. The Committee voted to hold one more meeting to review the suggested changes raised at the meeting.

August 25, 2014: The Bellevue Community Plan Ad-Hoc Citizens Advisory Committee reviewed the updated plan, discussed various ideas to adjust the language, and voted to support the plan with some changes. Together with the Plan, these changes were presented to the City's Planning Commission on October 22, 2014, for inclusion into the BCP.

General Public Community Meetings

In addition to the public CAC meetings, several public community meetings occurred throughout the development of the BCP to identify common concerns and ideas regarding community planning and to discuss specific goals and actions of the BCP.

May 4, 2012: *Public Orientation Meeting*, held at the City of Merced Civic Center. This was a broad outreach effort to property owners within and adjacent to the project site, as well as to a variety of community groups, and public and private individuals interested or actively involved in local planning-related projects. More than 450 invitations, in addition to general advertising, were distributed. The meeting included two key presentations: 1) presentation by Richard Cummings, Principal Planner from UC Merced, Physical Planning, Design and Construction, described the UC Merced Campus Master Plan; and 2) presentation by Bill King, Principal Planner from the City of Merced, described the anticipated planning effort of the Bellevue Community Plan; its guiding principles; and the project's next steps - research of plan options. The public was provided an opportunity to offer written and verbal comments.

January 31, 2013: The Citizen Advisory Committee met to discuss draft alternative plans at an open public meeting at the Sam Pipes Room, 678 W. 18th Street, Merced, from 1:30 PM to 4:30 PM. That evening, a community outreach event with a similar presentation was held from 6:00 PM to 8:00 PM, at UC Merced, in the California Room on Scholars Lane. Public Comments were received.

F.4.2 Opportunities for Review by Policy Makers

BICYCLE ADVISORY COMMITTEE

At public meetings on April 24, 2012, and October 22, 2013, the City's Bicycle Advisory Commission (BAC) reviewed and commented on the bicycle-related draft planning effort in the planning area of the Bellevue Community Plan. Individual comments from BAC members were offered and considered, and are reflective in the BCP Bicycle Transportation Plan.

PARKS AND RECREATION DEPARTMENT

On June 23, 2014, the City's Recreation and Parks Commission held a study-session on the draft plan.

ECONOMIC DEVELOPMENT ADVISORY COMMITTEE

On April 29, 2014, the City's Economic Development Advisory Committee held a study-session on the draft plan.

PLANNING COMMISSION

On June 20, 2012, Planning Staff presented an overview of the Bellevue Community Plan project to the Planning Commission (PC), and also requested the PC to select a representative to sit as a member of the Bellevue Community Plan Ad-hoc Advisory Committee. May Ward was appointed. On December 5, 2012, City Planning Staff presented an update of the project to the PC. At this meeting, Carole McCoy was appointed as project's PC representative to replace Planning Commissioner Mary Ward, who had resigned from the position. On May 21, 2014, the City Planning Commission held a study-session on the draft plan. On October 22, 2014, they reviewed the draft BCP, and associated General Plan Amendment and environmental review.

CITY COUNCIL

On May 17, 2010, the City Council authorized City Staff to submit a grant application to draft a community plan for the study area. On February 6, 2012, the City Council approved a contract with Lisa Wise Consulting to assist Planning Staff with the drafting of the Bellevue Community Plan. On July 16, 2012, the City Council appointed 21 community members to the project's ad-hoc Citizen Advisory Committee. On July 7, 2014, the City Council held a study-session on the draft plan. On August 4, 2014, the City Council reviewed draft language for the Final Plan Report (i.e., a status report of the project), a requirement of the grantor, the Strategic Growth Council.

F.4.3 Table F-1: Public Outreach Events

Table 1.2: Bellevue Corridor Community Plan - Public Outreach Table			
Date	**Event Title**	**Plan Participants**	**Outreach Methods**
10-20-11	MCAG Staff	PLT	NA
3-13-12	Project Kick-off Meeting	City, Con, Part	NA
5-2-12	Community Stakeholder Meeting	CS	DMN, EN
5-4-12	Community Orientation Meeting	PLT, CS, GP	W, DMN, PR, EN
6-1-12	Government Review Committee /Greater Chamber of Commerce	PLT	Not a City meeting
6-20-12	Planning Commission	PLT, GP	PHN, PN
6-26-12	Economic Development Advisory Committee	PLT	PN
7-16-12	City Council – Appointed Citizen Committee	PLT, GP	PHN, PN
8-22-12	TAC Orientation Meeting	TAC, PLT, CS, GP	W, PN
8-23-12	CAC Orientation Meeting	CAC, PLT, CS, GP	W, PN, PR, EN
9-18-12	Merced City School District	PLT	Not a City meeting
10-4-2012	TAC and CAC / Community Meetings	CAC, PLT, CS, GP	W, PN, PR, EN
11-1-2012	CAC/Community Meeting - UC Merced ReCCES Presentation – Planning for an Innovation Hub & Findings Report	CAC, PLT, CS, GP	W, PN, PR, EN
12-14-2012	Partner Meeting with UCM Staff	UCM Staff/City	NA
1-8-2013	Partner Meeting with UCM/UCP Owners	PLT	NA
1-23-2013	Partner Meeting Merced County	PLT	NA
1-31-2013	TAC and CAC Meetings	PLT, CS, GP	W, PN, PR, EN
1-31-2013	Community Project Update Meeting at UC Merced	CAC, PLT, CS, GP, TAC	W, DMN, PR, EN
3-14-13	CAC Meeting/ Workshop	PLT, CS, GP	W, PN, EN
5-2-13	CAC Meeting	PLT, CS, GP	W, EN, PN
5-8-13	School Site Meeting	PLT	Not a City meeting
7-30-13	TAC Meeting; Review Draft Core Elements	PLT	NA
8-15-13	TAC and CAC Meetings	PLT, CS, GP	W, EN, PN
9-26-13	TAC Review of Draft Policies	PLT	EN
4-29-14	Economic Development Advisory Committee	PLT	EN, PN
5-21-14	City Planning Commission	PLT, GP	PHN, EN, PN
6-12-14	CAC Meeting	PLT, CS, GP	W, EN, PN
6-23-14	Merced Recreation and Parks Commission	PLT, GP	PHN, EN, PN
7-7-14	City Council Study Session	PLT, GP	PHN, EN, PN
8-25-14	CAC Meeting	PLT, CS, GP	W, EN, PN
10-22-14	Planning Commission Review of Plan	PLT, GP	DMN, PHN, W, EN, PN
TBD	City Council Review of Plan	PLT, GP	DMN, PHN, W, EN, PN

Community Participation Table Key

Code	Outreach Method Description
DMN	Direct Mailed Notices
PHN	Published Hearing Notices
W	Website
EN	Email Notifications
PN	Posted Agendas at City Hall
PR	Press Releases

Code	Participants
PLT	Plan Leadership Team
CAC	Citizen Advisory Committee
TAC	Technical Advisory Committee
CS	Community Stakeholders
GP	General Public

F.5 Public Comments/Survey Results

Events

I. Stakeholder Interview Summary, Wilbur McMurray Room, May 2, 2012

II. Community Orientation Meeting, Council Chambers, May 4, 2012

III. Committee Member comments (staff notes), Sam Pipes Room, August 23, 2012

IV. Community Workshop, California Room- UCM, January 31, 2013, 6 PM to 8 PM

V. CAC Meeting/Land Use Plan Workshop and Survey, Sam Pipes Room, March 14, 2013

I. Stakeholder Interview Summary, Wilbur McMurray Room, May 2, 2012

On May 2, 2012, members of the consultant team (Lisa Wise, David Sargent, and Tony Perez) interviewed the following stakeholders:

1. Syd Spitler: owns a family farm on south side of Bellevue
2. Jerry Calister: with others, owns 290 acres at the northwest corner of Belleview and Lake
3. Lee Kolligan and Rick Telespan: have substantial land holdings, primarily east of G and south of Bellevue
4. Sid Lakireddy: owns 32 acres at the southwest corner of Lake and Bellevue, across from the campus
5. Mark Hendrickson and Bill Nicholson: County of Merced
6. Glenn Villaneuva: owns 17 acres on the east side G Street, north of Bellevue, across from the new high school
7. Carol Bright and Dave Butz: Bright Homes, substantial holdings, primarily east of G and south of Bellevue

The combined comments received are summarized below and organized by topic. All interviewees expressed an interest in the profitable development of their property and a general interest in hearing recommendations that may come from work on the BCCP.

Potential Uses within the Plan Area

- College compatible/supportive uses, including housing, support retail and business incubator
- Technology-related businesses
- Environmental science
- Bio-medical research and development business
- Commercial office
- Business park
- Student housing to balance and expand the on-campus offerings (look into the on-campus policy/requirements)
- Non-student residential
- Hospital and medical school related to UCM
- Research and development (ex. Genentech)

Considerations

- Compatibility
- Balance
- Market demand
- Plan must have flexibility to react to 10-20-50 years
- Interface between UC and development west of Lake
- Enable (but do not dictate) phasing
- Priority should be from UC to town
- Development on Bellevue should provide “prestige” to the area
- The Bellevue Corridor area should be a significant regional business incubator , attractive to corporations on the scale of HP
- Plan needs to be equitable for UC and City
- Revenue sharing between the City and County will be critical to balancing fiscal impacts of development
- Services – water/wastewater
- 0 net energy by 2020 (City study)

- Solid waste
- Low-impact development
- Campus parking
- Overplan jobs - Merced should be a regional center, not be a bedroom community

Concepts/Suggestions

- Main artery street with frontage roads to reduce congestion
- Loop avenue around City, with nodes
- Nodes need to be intense to support transit
- Better connectivity is needed throughout the City – is important to prevent major arteries from overloading
- Extend the trail and greenway system that the University has begun throughout the planning area
- The "village concept" in the general plan must be carefully considered and critically evaluated for its suitability to this planning area
- Walkable neighborhoods should be a key part of the plan
- Accommodate intense development to help support light rail and regional transit
- Intensity is especially appropriate near the University
- Focusing the high school curriculum on science and medicine and linking that to a new UCM medical school could provide a strong mechanism for keeping the brightest young people in the area (35 to 45% of doctors stay where they were trained, difficult to recruit physicians in the central valley)
- The plan for this area should consider contributing to the revitalization of the Downtown
- Private investment in development could accelerate the pace of campus development in the face of State funding challenges

Precedents to Consider

- 19th Avenue in San Francisco (with adjustments)
- Stapleton Redevelopment, Denver(Calthorpe)
- Provo, Utah
- Guidelines for orderly development – Ventura County
- Downtown Modesto
- Gainesville and Eugene are college town precedents worth looking at

II. Community Orientation Meeting, Council Chambers, May 4, 2012

PART I: VERBAL PUBLIC COMMENTS

- Overwhelmingly property owners in the area attended meeting by show of hands
- Richard Presentation
  - No questions of Richard
- Bill King Presentation;
  - Emphasized funding sources between university plan and BCCP
  - Campus has completed plan BCCP has not
- **Question-Dan Homes, Hillcrest Road** – What will be the interface between city/county governance? Preferred public workshops vs. public hearings. **Answer – King;** both governance between city and county where city would adopt amendment to GP but would require county concurrence with SOI and SUDP
- **Question-Mickey Gwin, Golf Road** – existing development plans in the area with high density and retail LUs but the developers are not in the planning process. Where are the developers in this process . **Answer – King;** City has interest in guiding growth so that development can occur.
- **Question-William Stockard, Cardella Road** - concerned that developers will run process and disrupts quality of life. **Answer – King;** Plan and city planning process will ensure quality of life is maintained.
- **Question-Hub Walsh** – Explain how BCCP plan is consistent with SOI and SUDP - **Answer – King;** explained boundary areas (SUDP SOI City Limits)
- Bill continued with presentation.
- **Question- Tom Lyon, Hutchinson Road** - Will completion of existing approved plans (Bellevue Ranch/Moraga) take place prior to development to BCCP? Add requirement by developers to complete full development of plan. **Answer – King;** Acknowledged existing stock of undeveloped areas in City
- **Question- Jeff Pennington, Chambers Road-** When will sports stadium be proposed and is transit center planned in this area. **Richard answers;** planned stadium will not occur for 15 – 20 yrs and transit center is planned near stadium area.
- **Question- Mickey Gwin, Golf Road** - is ROW dedicated along G st and along Bellevue. **Answer – King;** stated that certain portions of road have ROW for full buildout to accommodate regional corridor.
- **Question- Susan Delaware, Trovare** – Problem related to Lake Road and traffic. Is planned roadway going to alleviate traffic? **Answer King;** Recognizes traffic on Lake Road and that future plans will align campus parkway to the east and Lake Road will serve local access.
- **Question- Jack Ramsey, Farmland Road** –How will community be planned in case of Dam breech (Lake Yosemite **Answer – King; Stated** issues related to timing of release (gradual vs. at once).
- **Question- Jack Dawl , Mountainview Lane-**What's the boundary along Lake Road? Farmland Road? Will the decisions on land uses be made by City Council? **Answer – King;** Yes by council. Also explained boundaries of BCCP.
- Bill continued with presentation.
- **Question- No Name;** How large is citizen's advisory committee**. Answer – King;** Stated council will make determination.
- Bill continued with presentation.
- **Question-Carol Peters, Old Lake Road;** Is presentation on web site; **Answer – King;** Yes

- **Question-No Name;** Status of Revision to Campus Community Plan and how will the 2 plans compete/ conflict. **Answer – King;** County will require entitlements for UCP and studies will take place in determining how infrastructure resources are distributed in the area.

PART II: COMMENTS WRITTEN BY THE PUBLIC:

General Comments

- Interface with existing estate lots need to be highly controlled to minimize impacts on existing homes.
- Bellevue Road alignment needs to be flexible to minimize loss of access to existing homes.
- Stronger controls need to be included to make it more difficult for developers and school districts to change designated land uses.
- Why are you planning this development on property that will negatively impact existing residents and its surrounding neighborhoods?
- A better location would be on the Old Meyers property adjacent to UC Merced.
- Who are the landowners or speculators that own some of the property?
- Consider including the UC community plans area within the plan, if not included at least -coordinate with that area as transportation/infrastructure requirements will interface.
- As UC Merced was being planned (prior to 2005), we were informed by mail that a direct entrance to UC Merced campus by way of "y"-ing off Bellevue Rd. going East into the campus was planned but has not been implemented.
- Is there still future plan to do this by-passing the corner of Bellevue and Lake?
- I think the plan should emphasize the competition of existing plans like Bellevue Ranch which already had infrastructure installed but was abandoned by the original developers.
- Why does only city council get to approve this plan?
- Much wildlife in farmland area, what are the plans for farmland area?
- Water tables are dropping in last 20 years, what will happen when all areas are developed?
- Will this area be annexed into the city?
- Will the residents be eligible to vote on city issues if the area is not annexed?
- Where is our political voice during this planning phase?
- I would like to see the Bellevue Corridor leading up to the University develop in a cohesive planned manner with as forward an environmental and technological plan as demonstrated in the development of the UCM campus itself. I would like to see this University and the community around it serve as a beacon of pride for the San Joaquin Valley and the people of the State of California as a whole.

Building Design

- Do not use a walled corridor blocking out subdivisions from Bellevue.
- Should be planned for commercial/ office/ research approach to UC.
- I would like to see some cohesiveness in the design of buildings along the corridor in order to create an awe-inspiring and eye-pleasing gateway to the Valley's only UC campus.

Market Study

- I have learned that there are always scarcity challenges pertaining to land uses around UC campuses. More intense based and job creation like land uses should be concentrated near the UC campus recognizing the potential of the campus to be a technological hub for the San Joaquin Valley.

Mobility

- With the new high school – bike access is a Major safety Concern
- How wide is Bellevue to be expanded?
- 4 lanes to 6 lanes to Lake Road?
- What time frame of construction?
- What side of Bellevue Road? North? South?

- I think that the plan needs to consider both the regional draw associated with the adjacent UC campus given the vast numbers of students coming from the Bay area and southern California, as well as connectivity to create a vibrant city center for Merced.

Transit

- Bike lanes need to be separated from general traffic lanes
- Speed of traffic creates cycle stability issues
- Can we see the "village concept" for the Bellevue Area?
- Whose plan?
- On which properties?
- Will current residential properties be offered access to municipal sewer & water infrastructure?
- What development is planned AROUND El Capitan High School? I.e. commercial, retail, residential
- How is this coordinated with the UC's university community concepts? – they are only 2 miles apart !!
- I would encourage expansive rights of way that lend themselves to future and forward thinking transport technologies.

III. Committee Member comments (staff notes), Sam Pipes Room, August 23, 2012

Agenda Item F: Committee Member Introductions:

Answers to: When the plan is finished, what do you hope its value will be to you?

Callister: A plan that results in traffic flow, not congestion, in the area near the campus.

A plan that includes economically feasible variety of land uses that are compatible with UC.

A plan that enhances the entrance to UCM.

Woods A plan that addresses the interface between the Plan area and UCM, making sure there is proper synergy between the plan areas.

Ward A plan that maintains the quality of life for Merced, while providing economic development of the area.

Simmons A plan that designs the corridor and entryway to UC Merded to achieve balanced growth.

Spriggs A plan that has an appropriate mix of uses that are anticipated to occur due to UC Merced.

Robbins A plan that dovetails with UC Community Plan area, and includes an infrastructure plan that is compatible with the larger planning area

Gwin A plan that is not offensive to existing residents

Holmes A plan that includes a Bellevue Road plan line that respects existing property owners, and other plan elements that provide compatibility with existing 1-acre lots. Modesto has interface guidelines.

A plan reviewed by the development community.

Gerhardt	A plan that provides a greater awareness of cyclists, pedestrians and users of alternative forms of transportation as a legitimate part of the community, and for their safety as it relates to other vehicles.
Lopes	A plan developed out of public outreach and input.
Tinetti	A plan that includes an off-street pedestrian/bike path that parallels Bellevue Road. Plan elements that provide compatibility with existing 1-acre lots. A plan that provides for an attractive entryway to UC Merced.
Pennington	A plan that includes a light rail easement to Castle Airport and Atwater.
Thompson	Plan elements that describe the regulatory "interface" (responsibility and obligations) between property owners and local governments.
Dicker	A plan that coordinates rather than competes with other planning efforts.
Kooligian	A 21st Century Plan looking to the future, flexibly planned to include future technological developments. A plan that addresses interface with the Community of Merced, including small-scale connectivity between City and Campus, not simply by regional improvements.
Kirby	A plan that does not detract from the quality of life of existing residents. A plan that supports business growth.
Pedrozo	Well thought out and careful planning approach for future growth that serves the City of Merced, County and property owners. A comprehensive plan, integrated with other planning efforts, for example, the Atwater-Merced Expressway effort.
Smith	Plan elements that provide compatibility with existing 1-acre lots. A plan that provides safe facilities for pedestrians and bicyclists. An infrastructure plan that provides for long-term future growth.

Agenda Item I, Part A: Committee Review of the Draft Introduction Chapter

(refer to Staff's PowerPoint presentation)

Bandoni Property

A member of the CAC asked whether or not the Bandoni Property should be included in the BCCP. Staff commented that the Bandoni site was left out respecting the work that had been completed on their annexation project at the time the City applied for the grant application for the Bellevue Corridor Community Plan. Shortly, Staff will meet with Bandoni to discuss their interest in the BCCP project.

Plan Subject Matter (1:22)

A member of the CAC asked whether or not the grant limits the plan subject matter that the City can include in the BCCP Project. Staff commented that while the state grantor will not limit the subject matter in the BCCP, the focus of the plan is guided by language in the *Merced Vision 2030 General Plan*.

Market Study (1:23.4)

A CAC member pointed out that while a developer will perform a market study to determine what is "consumable" to help drive their proposed development plan, the BCCP is different in that it has a specific boundary that includes lands anticipated to develop as a result of the growth of UC Merced and the City in general, and the City is having a market study prepared, not the land owners.

Opportunity to Plan (1:24.5)

A CAC member pointed out that given new rules and regulations for planning, for example from the air district and SB375, and given the blank slate nature of the plan area, there is a real opportunity here. Seeing what happened in the past, absent an economic viewpoint of what makes sense for the existing taxpayers for the City of Merced, (in regard to underground –sewer and water, waste being sent to southern edge of City), the BCCP is a chance to do something different (think outside the box) than what we've seen before. UC brings research about use of resources and energy, that could help define the plan and future growth models. The Plan should describe what services the City has to offer and how current residents and property owners can benefit from them.

Agenda Item I, Part B: Foundation Report (1:27.1)

Conceptual Boundaries and Meaning of BCCP Illustrative Plan (1:32.1)
A CAC member asked Staff to describe the purple circle in the middle of the BCCP Illustrative Plan, as well as the "Bellevue Mixed Use Corridor." Staff explained that these represent conceptual designs which need to be defined in the planning process.

Support for Flexible Map/Unrestrictive Code (1:33.2)
A CAC member asked how the planning process is structured to get input to inform the City/Consultant how much of what land use, how tall the buildings would be in the "Bellevue Mixed Use Corridor." Staff stated that the general plan emphasizes a mix of uses including future research and development. A CAC member interjected that they applaud the flexible nature of the illustrative plan and that they can adjust the land uses based on what the market dictates, for example, depending upon the type of research that comes into the community. The CAC member cautioned on the number of restrictions that are placed on users or businesses that wish to come into the community. For example, retailers do not want to be in the village block, and Merced has over-zoned for residential. He emphasized again an appreciation for the flexibility of the map, but hoped that the development code is not too restrictive, which could prevent Merced from being competitive. Another CAC member concurred with the need for flexibility due to unforeseen amounts and types of spin-off development markets from UC Merced.

Support for Defining the Land Use Bubbles & New Types of Housing (1:36.0)
A CAC member commented that while flexibility is important, the plan should include, generally, amounts of anticipated land use types, for example, office space. Another CAC member noted that the Committee is not comprised of young people, that the BCCP area will serve a large student population, and while there is a place for market studies, simply looking at the market alone could get the City into trouble (referred to recent economic conditions and state of development in Merced). The member went on to say that the plan needs to be responsive to how the new or younger population wishes to live, not everyone wants to live in single family homes. How we live today is going to be different from how they choose to live in the future. From *this* perspective, flexibility is important.

Depiction of Design Concepts (1:39.4)
A CAC member suggested that when images are shown to depict design concepts, that the phrase "one-option" or "illustrative" is used to emphasize flexibility in placement of streets, buildings, and parking areas, to avoid the plan from dictating specific form.

Example of Local Urban Village Development (1:40.2)
A CAC member asked if there were any examples of "urban villages" in Merced. Staff noted that the downtowns of many older towns, like Merced, contain urban village concepts such as grid street

patterns, variety of size and location of uses and parking, residential over retail (the lofts), "village greens," for example Bob Hart Square (1:43.3). Some contemporary examples exist, but not locally.

Transportation Connection between UCM and Downtown (1:47.1)
A CAC member noted that routing regional transportation into an institution such as UC Merced on the outskirts of town helped such city center decay by not having a connection directly with the City, and hopes the transit corridors envisioned in the plan would include connectivity with the City and the university, and not just provide connection to the UC via the regional loop road. The BCCP is a means to help facilitate a "UCM – City Connection" concept. Staff noted the consultants were cognizant of this issue.

Transit Planning (1:48.4)
A CAC member commented that MCAG just passed the Short Range Transit Plan (May 2012) and that there are on-going discussions about the local "Cat-Track" connection to UC Merced. The consultant should be aware of this study and the BCCP should address transit service within the plan area, and connections between the BCCP and UCM with the rest of the City.

Interagency Coordination (1:49.3)
A CAC member noted and appreciated the presence of Merced County in the audience, and is encouraged to see cross-communication between the City and County at all levels. The member also asked if there would be a County staff liaison at the BCCP Ad-hoc Citizen Advisory Committee meetings. Staff stated he would send an invitation to representatives of UCM, Merced County, and MCAG to attend these meetings.

Transit Planning (1:51.3)
A CAC member commented that an assumption is that all the traffic gets to Bellevue Road and doesn't affect other roads in the area. The traffic study should look at traffic amounts on all roads in the plan area, and that transit priority sites and/or regular stops should be considered for other plan area roadways, for example the SE corner of Cardella Road and Campus Parkway.

Light-Rail (1:53.2)
A CAC member asked if the light-rail is planned to go from UCM and down Bellevue Road to Atwater, or down Lake Road, or other routes such as the Campus Parkway; how much thought has been given to this topic? Staff noted the consultant has begun to look at right-of way reservation and location for a future light-rail option.

Road Plan Line for Bellevue Road (1:55.4)
A CAC member noted that the centerline for Bellevue Road should be determined soon, and that it can avoid impacting existing homes along the street, and so that near-term development does not negatively affect the future design of the road. Staff noted the BCCP planning effort should address and define the location of Bellevue Road.

Land Use and Road Plans (1:56.4)

Several CAC members commented that a map showing land uses and roads (Campus Parkway) should be created to depict how the area as a whole (planned by UCM, Merced County, and the City) is being developed. The Plan should also consider the phasing of infrastructure and development to minimize traffic-related impacts, for example to Lake Road. Staff noted that Attachment D of the *Bellevue Corridor Community Plan* Ad-hoc Citizens Advisory Committee Staff Report #12-01 (otherwise known as Appendix B, "Projects and Plans") is a text and map description of all development in and near the BCCP project site.

Urban Village Concept (2:01.2)

A member of the audience commented that the CAC consider whether or not the urban village plan is the right concept for the Bellevue Corridor Community Plan, especially since the UC plan, a strong interface with the BCCP plan, doesn't meet the villages plan. The BCCP would be a good opportunity to assure that both plans (UCM and BCCP) work together. A CAC member noted that the consultant is constrained and not able to look at this as an open slate, and won't be able to look at various land use ideas, and is hand-cuffed to the village concept, which will constrain the future vision for the area. Another member noted that perhaps by deviating away from the village concept, you will attract high-end job-creation type developers that are inclined to create the infrastructure (roads, etc.) that is needed in the area.

Job Creation (2:03.3)

A CAC member asked whether or not job creation means more than "research and development," and that allowing for a very broad definition would enable development to occur as defined by the highest and best use, as opposed to restricting who can come into an area. Another member noted that would be OK so long as it is not the same types of developments based on letting the market prevail that have gotten the area in the hole it is today, vacant single-family lots and homes. This member supports looking to attract jobs first, before homes, and to look at things differently. What is the landuse/circulation model? Urban village? Strip Malls? Something else? Another member noted that the BCCP needs to create a community that connects with downtown and motivates people to live and work in the Plan area, and not migrate to other communities or into farmland areas. The plan should look 21st Century. This conversation continued at tape time 2.11.5. A CAC member noted that just because the economy crashed, does not mean the plan in place was bad. As the economy turns, the City is prepared to provide housing. What happened in the national market shouldn't be a reason to alter local plans. A CAC member (original commenter about single-family homes in this thread above) responded that while that makes sense, the issue is to be able to provide for housing for the market of the future, and that single-family homes may not be the only product of value in the future. Trends indicate that a broader/different housing market is forming. Perhaps a larger part of the Bellevue Corridor will be devoted to job creation as opposed to the traditional single-family housing market? The BCCP needs to look at the long-term, and not react to the immediacy of the current market.

Long-Term View of UC Spin Off Growth (2:10.0)

A CAC member asked if the consultant can determine how much square-footage of office space is attributable to UC's in other communities, for example, Santa Cruz, Santa Barbara, Riverside, etc. Rates could be different due to lack of space, for example in Santa Cruz compared with Irvine and Riverside (due to greater availability of ground). This planning effort is long-term from the perspective of assuring land availability for spin-off growth from development of UC Merced. Another member of the CAC noted that market demand exponentially increases after the student population reaches 10,000, which is only 5 or so years away. Staff informed the CAC that a presentation by UC Merced students about an "innovation hub" will occur at their November 2012 meeting. Development of an innovation hub could enhance the rate of spin-off growth in Merced.

IV. Community Workshop, California Room- UCM, January 31, 2013

Oral Comments/Questions

1. Combining transit with 6 lanes of traffic seems excessive. Consultant replied that Bellevue lacks transit-friendly traits, but Mandeville does, and is more likely as a transit route.
2. Why is "M" Street a main road and why is there a large traffic circle in the Bellevue Ranch project?
3. Roads need improvement now.
4. What would be developed first?
5. Interest in diagonal bike path.
6. The BRMDP is under-populated and needs commercial services. It is nuts to invest in the BCP without first improving the Bellevue Ranch Master Development Plan.
7. Supports bike path and lanes
8. Identified "growing pains" for traffic along Lake Road and Bellevue Road.
9. Flood inundation concerns.
10. Requested better access to recreational uses at Lake Yosemite.
11. How will downtown Merced and the BCP mesh? How are these different?
12. Consider connecting Bellevue Road from UC Merced to Castle Air Force Base where other UC Merced satellite offices are located.
13. A world-class bike system should be created given the project's closeness to UC.
14. Regarding bicycle circulation system (student bicycling), consider UC Davis' system; need to make bicycle lanes as accessible as the road

Written Comments/Questions (By Topic)

Development Process

- How will area be developed? Can we develop our own property, or will larger developers be brought in to develop?
- Will the City assist current land owners to develop according to the BCCP?
- Where will the capital to finance these projects come from?
- When will construction begin?
- How will the City acquire all the land?

Land Use

- Why include all the housing; just add a business park; what is the business to population ratio?
- Parks
- Would prefer mixed-use TOD character to be above Bellevue and Lake towards Yosemite Lake (not towards Cardella) or better yet, by Bellevue and G Street.
- What demographic are you trying to attract; at what cost?

Circulation/Road Improvements

- Are there plans to finish Hatch Road to Bellevue in the near future?
- Consideration of G Street as a corridor versus M Street makes sense, as G Street has an underpass.
- Lake Road would be beautiful if it was made 4 lanes, with Eucalyptus trees in the middle.

- Six lanes (on Bellevue Road) are too much; how will pedestrians fare?
- Robust Bike Path
- Study slowing down the traffic on Lake Road; safety right now.
- Light-rail connection to downtown Merced
- Consider moving people north and south in the plan.
- Mandeville bus route as alternative is great as opposed to congesting Bellevue Road further.
- Work on bike friendly safe routes as Bellevue is dangerous for bikes, narrow and high speeds now.

Unfinished Development

- I hope that the planners do not repeat the mistake of over-development into areas that will never be developed. I am concerned that there are today too many empty houses and empty lots in development areas that are still not built.
- Develop the unfinished residential projects, such as Bellevue Ranch, first.

Terminology/Presentation Approach

- Be careful using terms (R&D, TOD, NC) that the public is unfamiliar with.
- I enjoyed the visuals, but by the time I figured out the roads, the image was replaced by the next one.
- UCM is an appropriate place to hold public outreach meetings.
- Stated interest in knowing where to access draft land use map.

Other

- What are your reactions to the recommendations in the ULI report? How would you address the growth needs of UC Merced?
- How will Merced's lifestyle be protected?
- Entire community built on sustainable, LEED certification.

V. Committee Meeting/Land Use Plan Workshop and Survey, Sam Pipes Room, March 14, 2013

At their meeting of March 14, 2013, the Citizen Advisory Committee along with members of the public was invited to share their ideas and comments about the plan through a survey and by sketching alternative land use concepts for further consideration. Though arranged by small groups, all attendees were asked the same questions and were provided with the same land-use map materials. In the pages that follow, the key below aligns with the various survey responses provided.

KEY:

R1: Name not listed

R2: Carol Spillman

R3: Christie Hendricks

R4: Justi Smith

R5: Richard Cummings

R6: Greg Thompson

R7: Oksana Newman

R8: Name not listed

R9: Matt Fell

R10: Diana Westmoreland

R11:Carole McCoy

R12: Dan Holmes

R13: Steve Simmons

R14: Jean Okuye

R15: Bill Spriggs

R16: Name not listed

R17: Lee Kooligian

R18: David Butz

R19: Jerry Callister

1. **Should the BCCP include an organizing framework that establishes the general design of certain areas, however, leaves flexibility in the specific land uses?**

   Examples of design character might include walkable urban center, pedestrian-oriented neighborhood, business park, shopping center, rural residential, etc.

   Uses could be flexible, for instance, some R&D businesses might chose upper floor space in a transit-oriented, mixed-use district next to campus, or a more conventional business park environment elsewhere along Bellevue.

   Or retail might be on the ground floor of mixed-use buildings in a transit-oriented center, but in a more conventional shopping center setting elsewhere along a major street.

R1: Yes – Should allow for overall build-out within the Plan area as for example (10% retail neighborhood; 10% regional commercial; 40% residential - of which half is single family and half is multi-family; 20% research and development; etc., with flexibility as to how it gets sited specifically.

R2: Bike path on Bellevue – enforce it.

R3: Yes. Organizing framework must be developed; however, flexibility must be allowed as we grow and change. Don't forget to have specific language included to add child care to flexible use areas; child care is a job generator.

R4: Yes. Organized Framework. Walkable urban center, pedestrian oriented neighborhood.

R5: Form-based approaches are a good way of ensuring character. The character of the Bellevue Corridor should be attractive and not a default solution.

R6: Yes

R7: Yes

R8: Yes

R9: Yes

R10: Yes

R11: Must have organized framework – retail on ground floor.

R12: Yes. Needs to be flexible.

R13: Yes. I (illegible) the BCCP should include the framework.

R14: Yes

R15: Yes. At this point in time we need to make sure that we are at the 40,000 foot level as opposed to round level.

R16: no comment

R17: An organizing framework with flexibility is important; so long as the land owner is left with a land designation that allows for the marketability of the property. Too much of an organizing

framework might be too confining for marketability of property in the real estate marketplace. A range of suggestions would be better than strict standards. Overall, this corridor needs to emphasize the establishment of sustainable job creative uses within its confines.

R18: We think that the plan should provide as much flexibility as possible for future development.

R19: Yes, I think that the BCCP should include an organizing framework that establishes the general design of certain areas but leaves flexibility in the specific land uses. I believe the type of designations shown on the current proposed plan responds to this idea sufficiently. However, I assume there will need to be some narrative designed that corresponds with the map plan.

2. **Should the development pattern include a commercial/mixed-use center/node at or near Lake and Bellevue that could support a variety of uses including residential, retail, and office/small-scale R&D?**

R1: Yes, with double thru lanes into the sites and curb cut access ¼ mile (plus or minus) from the intersection.

R2: Yes – it is close to dorms.

R3: It could be tough to locate commercial here. Seems that this would be an area that would be very congested.

R4: Should be used for transportation stop. Commercial would cause too much congestion.

R5: Yes. An attractive mixed-use node would provide a beneficial amenity for the campus community. This intersection will be the first impression of the university for thousands of people. It should reflect that important role.

R6: Yes. join planning efforts with UC Merced

R7: Yes

R8: Yes, to retail/office/R&D focus.

R9: No

R10: Yes. Business Park and Research and Development

R11:Not on the corner area of Lake and Bellevue – except maybe eating establishments.

R12: No. In direct conflict with UC.

R13: No, because it conflicts with the existing plan for the University's Town Center.

R14: No

R15: Yes. it is ideally located to support the university. Will retail become more internet-based, which will reduce the square footage needed for brick and mortar retail?

R16: no comment

R17: Yes, this would be wonderful; however, a major "Fig Garden Village" like retail establishment should be placed at Bellevue and G along with a major R & D campus to represent a proud welcoming gateway to the Bellevue Corridor and "driveway" towards UC Merced. I do believe that planning of this area is necessary because it sits along the most regional expressway of the corridor. It may develop sooner than some of the other infill areas as a result of its prominent placement within the circulation pattern.

R18: Yes- mixed use commercial should be incorporated into both ends of the corridor -- Not only at Bellevue and Lake, but also at Bellevue and G Street, which is the gateway of the project corridor.

R19: Yes, I definitely feel that development pattern should include commercial/mixed use center at or near Lake and Bellevue to support a variety of uses, including residential, retail, office/small-scale R&D, and possibly a hotel. Having mixed-used directly across from the current campus makes a lot of sense as it will enhance student life for those students living in the dormitories at the northern end of the campus and will allow visitor and businesses associated with the northern part of the campus to have access to the things they need. It will also support the multi-family neighborhood area which will exist immediately to the west. Most of these will probably be apartments and the residents of this area will need to have close access to various services.

3. **Should the development pattern include an R&D/office node at or near Bellevue Road and Gardner Avenue? If so, should the form of that development be similar to the mixed-use node at Bellevue and Lake, or a more conventional, lower rise, larger footprint "Irvine" type of pattern?**

R1: North of Bellevue (?) lower rise while south of Bellevue should allow multi-storied structures.

R2: no comment

R3: The area at Bellevue Road and Gardner Avenue seems a better location for commercial center and/or R&D.

R4: Yes, this would be less congested. I like the "Irvine" type of pattern.

R5: May have to be smaller

R6: Yes. with some transition between existing estate lots to the east.

R7: Yes

R8: Yes – conventional and on both north and south of Bellevue.

R9: No

R10: No – south off Bellevue

R11: Good Idea.

R12: Needs to be oriented at Mandeville and Gardner.

R13: This orientation should have an emphasis on Mandeville.

R14: High Rise

R15: Yes, but do we have too much R&D?

R16: no comment

R17: Yes, but remember the natural hill near that intersection that is the highest point in the vicinity. This should be used for a high rise or "higher" rise than the surrounding area to take advantage of the vista.

R18: Mixed uses should permeate the plan as it will make the ultimate development more interesting and urban. Dense development will conserve the land that is in proximity to the UC site which will be beneficial in the long run.

R19: I think it is appropriate to have R&D office node at or near Bellevue Road and Gardner Avenue and not a mixed use designation.

4. **Should the BCCP encourage a wide range of housing types with more intense housing types near Bellevue/Mandeville Road to less intense housing near Yosemite? Should a mixture of housing densities be encouraged in some neighborhoods?**

R1:More intense (higher density) usage on both sides of Mandeville to take advantage of Transit Priority Projects (TPP). Less intensive along Bellevue to discourage multiple curb-cuts

R2: Yes

R3: Yes, a mixture of housing densities must be encouraged. Don't forget to co-locate child care for these families.

R4: Yes. High Density near Bellevue and Mandeville would be appropriate. A mixture of housing densities should be encouraged in some neighborhoods. There will also be a need for child care centers in the area. Families will need to be able to have easy and efficient access.

R5: (illegible)

R6: Should be appropriate mixed use radiating from commercial/retail/business uses.

R7: Yes

R8: no comment

R9: Yes. In almost all.

R10: Yes

R11: We need mixed density

R12: Yes. High density needs to be near employment centers.

R13: More multifamily facilities should be closer to the Business Park center of influence.

R14: Need higher density

R15: Yes. We need to develop to a similar density as Orenco Station.

R16: no comment

R17: Yes, I would emphasize a greater need for higher density housing and a small allotment for low density housing. We already have Bellevue Ranch to fill with low density.

R18: Yes on encouraging a wide range of housing types. A mixture of types would be compatible in some neighborhoods. Higher density housing should also be north of Bellevue Road.

R19: I am not sure where Mandeville Road is located. However, I support a wide range of housing types with intense housing types between Bellevue Road and Lake Yosemite. The reason for this is that the present UC campus, including many classroom facilities, student life and support services are located at the northern end of the campus. If we want to encourage pedestrian access from off-campus housing to classes and work, there needs to be large multi-family neighborhood areas north of Bellevue Road.

5. **What types of uses are appropriate north of Bellevue Road between G Street and Golf Road?**

   a. Leave as rural residential

   b. Mixed-density residential

   c. Neighborhood serving retail

   d. Regional retail

   e. Business park/R&D

   f. Other

R1: Commercial at the northeast corner of G and Bellevue (20-40 acres), and use the existing creek as a natural boundary. Business Park between commercial at G and office (CO) at northwest corner of Golf and Bellevue. Single family north of existing creek.

R2: Mixed Use Density Residential.

R3: Rural Residential, mixed use density; neighborhood serving retail; regional retail

R4: Mixed use density, neighborhood serving retail, and regional retail.

R5: Mixed use density residential

R6: no comment

R7: Mixed density residential, neighborhood serving retail, business park/R&D.

R8: Leave as rural residential (near other existing rural areas); mixed-density residential (none except close to campus); regional retail (40 plus acres); business park/R&D (both north and south sides of Bellevue with access to AME).

R9: Leave as rural residential

R10: combination of rural residential and parks and open space

R11: Mixed density could be considered; definitely neighborhood serving retail; regional retail could be considered; need medical emergency facility.

R12: Low density. 6-8 on single family lots/

R13: Low density 4-6000 foot lots.

R14: ¼ A (interpreted to mean: one-quarter acre residential lots)

R15: Business Park/R&D; Mixed density residential.

R16: regional retail

R17: Regional retail at the corner with office or R&D alongside it with reducing density until reaching the one acre lots.

R18: Mixed-density, Neighborhood serving retail, regional retail and Business Park/R&D

R19: I believe it is appropriate to keep the area at the northeast corner of Bellevue and ■G• Street and between ■G• Street and Golf Road primarily residential in nature. While rural residential is nice, it may be appropriate to have some smaller sized lots. It would not be appropriate to have commercial and retail uses in the area of the new El Capitan High School.

	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19
Leave as rural residential	●		●			-		●	●	●				-					●
Mixed-Density Residential		●	●	●	●	-	●				●			-	●			●	
Neighborhood Serving Retail			●	●		-	●				●			-				●	
Regional Retail	●		●	●		-		●			●			-		●	●	●	
Business Park/R&D						-	●	●						-	●		●	●	
Office	●					-								-			●		
Parks and Open Space						-				●				-					
Low Density Residential						-						●	●	●			●		●

SCORES

Mixed-Density Residential		8
Regional Retail		8
Leave as rural residential	6	
Neighborhood Serving Retail		5
Business Park/R&D		5
Low Density Residential		5
Office		2
Parks and Open Space		1

6. **Should the development pattern throughout the BCCP area support (and be supported by) significant transit service? Key elements of such a pattern would generally include:**

   A street network with a clear block structure and relatively closely spaced cross streets on the transit corridor that connect to adjoining neighborhoods.

   Relatively narrow, low speed neighborhood streets that make a comfortable walking/biking environment and require cars to slow down a bit.

   A mixture of uses in many places, with neighborhood-serving commercial near some (but not all) transit stops.

R1: Yes, along Mandeville.

R2: Yes

R3: Parking space is concern to me. No single story parking! Underground or rooftop?

R4: Yes, it has to be a mixture to accommodate residential and commercial.

R5: Yes, transit will reduce emissions.

R6: Definitely need to incorporate a significant transit system throughout the west to east alignment.

R7: Yes

R8: no comment

R9: Yes to all

R10: Yes. Mandeville – tap into incentives to meet environmental requirements.

R11: Yes!!

R12: Yes.

R13: Of course. Yes to all the above.

R14: Yes

R15: Yes. As population increases and fuel costs rise, more people will utilize transit.

R16: no comment

R17: Transit stops along Mandeville and maybe high speed rail along Bellevue.

R18: Yes to transit. Locate on Bellevue and put all types of land uses on both sides of the road. The land will be (illegible) valuable to maintain rural residential. Bellevue should be the focal point.

R19: I feel strongly that it is advisable to have a pattern of street networks that include major roads every one-half mile and smaller neighborhood streets in between. I realize that some people like to spread all the traffic throughout a large network of streets. However, people do not like to have their homes facing streets where commuters are going back and forth. Families prefer to travel to their neighborhood on a major road and then enter the neighborhood through a network of streets that only support the neighborhood and discourages traffic within their neighborhood.

7. **Should the development pattern and corresponding infrastructure improvements support effective bicycle and pedestrian circulations systems? Should these modes of transportation be given consideration on par with the automobile?**

R1: Yes

R2: Yes – Bike paths enforced.

R3: Yes, we need to encourage a walkable community.

R4: Yes. Absolutely.

R5: Yes. Students use bikes and would make an attractive community.

R6: Yes, but of lessening importance nearer to the Atwater-Merced Expressway.

R7: Absolutely. The UC and multifamily residential are nearby (also important considerations for GHG impacts.

R8: Yes. Should be on par with cars in order to accommodate bike friendly campus i.e. Davis.

R9: Yes and Yes

R10: Yes – tap into incentives to meet environmental requirements.

R11: Should be given priority consideration, strictly enforced.

R12: Yes, and no (auto is still king).

R13: I like the integration of bike pathways.

R14: Yes

R15: Yes

R16: no comment

R17: Yes, I would like to see these uses accommodated along Mandeville and other connecting streets.

R18: Yes, alternative modes of transportation enhance the urban experience you are trying to create. Biking, and walking are a key part to a healthy vibrant area. Use Mandeville for bike path, Bellevue for transit and auto.

R19: I think the development pattern should support some good bicycle lanes and some pedestrian paths as well. However, pedestrian paths should not be on par with automobile traffic except in the areas real close to the UC campus.

8. **Should the open space network be planned to include a number of continuous "greenways" that follow existing draining courses or other natural features?**

   These might generally continue some of the ideas of the canal greenways in the campus plan – or of the neighborhoods along Bear Creek, at a different scale – and might include:

   Some stretches of "creek" alongside a street, but some stretches where development can directly front the greenway.

   Some places where the greenway widens out to form an actual park or green as a focal point.

   Class 1 bikeways.

   Or should each developer provide green space as he sees fit on a project by project basis?

R1: no comment

R2: no comment

R3: Yes! Green space must be planned not left to a developer to determine how to or what to provide.

R4: We need greenways throughout; Developers should not be allowed to put in green space as he/she sees fit.

R5: Yes. use the topography.

R6: Both

R7: Yes. All of the above.

R8: On a master plan level. Yes. Follow drainage and provide on City level, not left to developer because it would create a potential uncohesive network. Only in some sections of would it make sense to leave it up t the developer. So, a combination of both makes sense.

R9: Yes to a planned network. No to developer driven project-by-project.

R10: Yes to a planned network. No to developer driven project-by-project.

R11: Definite need of green spaces and park areas. I think as a whole this plan (consultant's plan) looks good to me.

R12: Once the canals are no longer needed they should be placed in pipelines to carry the storm-drainage that has been designed to flow into them.

R13: I like the idea of eliminating irrigation canals that will no longer serve the areas as this Plan unfolds. Provision should be made for funding basins.

R14: Yes, Yes.

R15: Yes.

R16: no comment

R17: The city should plan for parks and encourage greenways at part of the overall BCCP where most appropriate; however, I would leave the green space planning on a project by project basis.

R18: Enhance the open space wherever possible so that people will be inclined to get out and about. The plan should enhance the minimal natural features within the site, such as Lake Yosemite.

R19: I generally support a greenway that follows existing drainage courses or other areas which are not compatible for residential neighborhoods. Stretches of greenways along existing creeks along with bike or pedestrian paths are nice. However, in some areas the green spaces need to be incorporated in the development plans developed by a landowner. For example, on the property just to the west of the Yosemite Lake Dam, there is a low drainage area. While this should be shown in green I do not think the City should specify the exact use of the property. I believe that a developer may wish to carve out for example five acre parcels that include part of the green area for residential use. Homes can be located on the high area of each parcel and they can have pasture land for horses, etc. extending into a lower green area. The fact that it is marked green doesn't necessarily mean that it should be a public park or for general public use.

Other Comments.

R3: Child care must be located close to housing and transportation and could be connected to schools and/or community centers. Child care is also a job generator and should be considered as both a potential business and as the important piece of livable communities we want in our community.

R11: As per Mr. Kooligian's remarks. Merced is a close-knit community where the small town concept is important to it's citizens. The importance of growth and ability to have quality of life continue to expand is certainly an upmost consideration. But, for a community of our size, you have two large age factors: senior citizens and students/children (many with one family member raining them). Having the ability of easy shopping, community activities within walking /easy access and safety is very critical to the family make-up here. Large is not always better. Small shopping areas, groceries, (illegible), retail is very important. People who do not have to rely on walking or commercial transport (illegible) can go anywhere, but students (freshman cannon have cares, lots of teens must walk to where they need or want to go) and seniors --- need and appreciated the village concept within the City. The large "box" centers along 99 will come when 99 gets the additional lanes and added off ramps. But we need gov. (money and help there) then we'll see more "big-box areas.

F.6 Minutes of the Ad-hoc Citizen Advisory Committee Meetings

- August 23, 2012 CAC Meeting Minutes
- October 4, 2012 CAC Meeting Minutes
- November 1, 2012 CAC Meeting Minutes
- January 31, 2013 CAC Meeting Minutes
- March 14, 2013 CAC Meeting Minutes
- May 2, 2013 CAC Meeting Minutes
- August 15, 2013 CAC Meeting Minutes
- June 12, 2014 CAC Meeting Minutes
- August 25, 2014 CAC Meeting Minutes

BELLEVUE CORRIDOR COMMUNITY PLAN
AD-HOC CITIZENS ADVISORY COMMITTEE

M I N U T E S

SAM PIPES CONFERENCE ROOM
678 W. 18TH STREET — THURSDAY
MERCED, CALIFORNIA — AUGUST 23, 2012

(A) CALL TO ORDER

Principal Planner BILL KING called the meeting to order at 1:37 p.m.

(B) ROLL CALL

Present:	Committee Members:	Jerry Callister Susan Gerhardt Melbourne Gwin, Jr. Dan Holmes Sharon Hunt Dicker Richard Kirby Lee Kolligian Walt Lopes Kenneth Robbins Steve Simmons Justi Smith Bill Spriggs Greg Thompson Steve Tinetti Jeff Pennington Mary Ward Diana Westmoreland Pedrozo Phillip Woods for Janet Young
Absent:	Committee Members:	Dan Hong (unexcused) Janet Young (excused)
Staff Present:		Bill King, Principal Planner Julie Sterling, Associate Planner John Bramble, City Manager

Jamie Fanconi, Deputy City Clerk
Michelle Hoyt, Personnel Technician III
David Gonzalves, Director of
Development Services

(C) WELCOME STATEMENT

City Manager BRAMBLE welcomed the Committee and thanked them for their involvement in this process.

(D) OATHS OF OFFICE

Deputy City Clerk FANCONI administered the Oaths of Office to the Committee Members.

(E) OVERVIEW OF COMMITTEE ROLES AND DUTIES

Principal Planner KING gave a presentation on the roles and duties of this Committee.

(F) COMMITTEE MEMBER INTRODUCTIONS

Each Committee Member introduced themselves addressing what they will contribute to the plan, their interest in the plan, and what value they hope to see in the final plan.

(G) 10-MINUTE MEETING BREAK

A break was taken from 2:25 PM to 2:40 PM.

(H) DESIGNATION OF CHAIRPERSON AND VICE-CHAIRPERSON

ON MOTION OF COMMITTEE MEMBER WARD, SECONDED BY COMMITTEE MEMBER TINETTI, AND CARRIED BY MORE THAN A MAJORITY OF THE COMMITTEE MEMBERS, TO ELECT COMMITTEE MEMBER SPRIGGS AS CHAIRPERSON AND COMMITTEE MEMBER LOPES AS VICE-CHAIRPERSON.

(I) REPORT: OVERVIEW OF PROJECT

Principal Planner KING gave a presentation about the draft Introduction Chapter and Foundation Report, and received comments from the Committee.

(J) ADJOURNMENT TO THURSDAY, OCTOBER 4, 2012, AT 1:30 P.M.

THERE BEING NO FURTHER BUSINESS, CHAIRPERSON SPRIGGS ADJOURNED THE MEETING AT 3:55 P.M. TO THE NEXT REGULARLY SCHEDULED BELLEVUE CORRIDOR COMMUNITY PLAN AD-HOC CITIZENS ADVISORY COMMITTEE MEETING ON THURSDAY, OCTOBER 4, 2012, AT 1:30 P.M.

BY:

BILL KING
COMMITTEE SECRETARY

APPROVED:

BILL SPRIGGS, CHAIRPERSON
BELLEVUE CORRIDOR COMMUNITY PLAN
AD-HOC CITIZENS ADVISORY COMMITTEE

BELLEVUE CORRIDOR COMMUNITY PLAN
AD-HOC CITIZENS ADVISORY COMMITTEE

M I N U T E S

SAM PIPES CONFERENCE ROOM
678 W. 18TH STREET
MERCED, CALIFORNIA

THURSDAY
OCTOBER 4, 2012

(A) CALL TO ORDER

Chairperson SPRIGGS called the meeting to order at 1:40 p.m.

(B) ROLL CALL

Present:	Committee Members:	Jerry Callister Susan Gerhardt Melbourne Gwin, Jr. (arrived at 2:55) Lee Kolligian Walt Lopes Kenneth Robbins Steve Simmons Bill Spriggs Jeff Pennington Mary Ward Janet Young
Absent:	Committee Members:	Dan Holmes (unexcused) Dan Hong (unexcused) Sharon Hunt Dicker (excused) Richard Kirby (excused) Justi Smith (excused) Greg Thompson (unexcused) Steve Tinetti (unexcused) Diana Westmoreland Pedrozo (excused)
Staff Present:		Bill King, Principal Planner Julie Sterling, Associate Planner David Gonzalves, Director of Development Services

Consultants Present: Lisa Wise
David Sargent
Tony Perez

(C) APPROVE MINUTES OF AUGUST 23, 2012

M/S WARD-LOPES and carried by unanimous voice vote (eight absent), to approve the Minutes of August 23, 2012 as submitted.

(D) ORAL COMMUNICATIONS

None.

(E) DRAFT PLAN GUIDING PRINCIPLES

Principal Planner KING explained that he would like to incorporate the Draft Plan Guiding Principles (distributed prior to the meeting) as "Plan Objectives" in the Bellevue Corridor Community Plan, noting that they were comprised from Committee Member comments of August 23, 2012.

(F) OVERVIEW OF BACKGROUND STUDIES AND FINDINGS REPORT

The consultant, LISA WISE, with her team members, DAVID SARGENT and TONY PEREZ, explained preliminary opportunities, challenges, and growth projections, and received comments from the Committee and audience.

(G) GENERAL PLAN IMPLEMENTATION PRESENTATION AND DISCUSSION – URBAN VILLAGE CONCEPT

The consultant, LISA WISE, with her team members, DAVID SARGENT and TONY PEREZ, discussed foundational concepts, mixed uses, neighborhood centers, the study area and the Village Concept, and received comments.

(H) GENERAL PLAN IMPLEMENTATION PRESENTATION AND DISCUSSION – CIRCULATION

The consultant, LISA WISE, with her team members, DAVID SARGENT and TONY PEREZ, illustrated the Evolution of an Avenue referring to Bellevue Road and its transition over time to include some form of transit (or higher order

transportation) with connectivity to UC Merced, Highway 99, and Atwater, and received comments from the Committee and audience.

10-MINUTE MEETING BREAK

A break was taken from 3:00 PM to 3:10 PM.

(I) NEXT STEPS

The next Citizens Advisory Committee meeting is on November 1, 2012, and will include presentations on transportation (from EPS) and economic development from UC Merced students who will present "Planning for an Innovation Hub."

(J) ADJOURNMENT TO THURSDAY, NOVEMBER 1, 2012, AT 1:30 P.M.

THERE BEING NO FURTHER BUSINESS, CHAIRPERSON SPRIGGS ADJOURNED THE MEETING AT 3:55 P.M. TO THE NEXT REGULARLY SCHEDULED BELLEVUE CORRIDOR COMMUNITY PLAN AD-HOC CITIZENS ADVISORY COMMITTEE MEETING ON THURSDAY, NOVEMBER 1, 2012, AT 1:30 P.M.

BY:

BILL KING
COMMITTEE SECRETARY

APPROVED:

BILL SPRIGGS, CHAIRPERSON
BELLEVUE CORRIDOR COMMUNITY PLAN
AD-HOC CITIZENS ADVISORY COMMITTEE

BELLEVUE CORRIDOR COMMUNITY PLAN
AD-HOC CITIZENS ADVISORY COMMITTEE

M I N U T E S

SAM PIPES CONFERENCE ROOM
678 W. 18TH STREET
MERCED, CALIFORNIA

THURSDAY
NOVEMBER 1, 2012

(A) CALL TO ORDER

Chairperson SPRIGGS called the meeting to order at 1:35 p.m.

(B) ROLL CALL

Present:	Committee Members:	Jerry Callister Susan Gerhardt Sharon Hunt Dicker Dan Holmes Lee Kolligian Kenneth Robbins Steve Simmons Justi Smith Bill Spriggs Steve Tinetti Mary Ward Janet Young
Absent:	Committee Members:	Melbourne Gwin, Jr. (excused) Dan Hong (unexcused) Richard Kirby (excused) Walt Lopes (excused) Jeff Pennington (excused Greg Thompson (excused) Diana Westmoreland Pedrozo (excused)
Staff Present:		Bill King, Principal Planner Julie Sterling, Associate Planner
Consultants Present:		Lisa Wise Ben Sigman

Colin Burgett
Tony Perez

(C) INNOVATION HUB

Principal Planner KING provided a brief overview of what is meant by an Innovation Hub and its relationship to the Bellevue Corridor Community Plan (BCCP). He introduced Geneva SKRAM, Coordinator for ReCCES, who explained what the Resource Center for Community Engaged Scholarship is all about. Several UC Merced Students and Dr. S.A. DAVIS gave presentations on "Innovation Hubs."

(Secretary's Note: This part of the Meeting was in the City Council Chambers.)

(D) MEETING BREAK

A break was taken at 2:20 p.m. and the meeting reconvened in the Sam Pipes Room at 2:35 p.m.

(E) APPROVE MINUTES OF AUGUST 23, 2012

M/S WARD-YOUNG and carried by unanimous voice vote (seven absent), to approve the Minutes of October 4, 2012, as submitted.

(F) ORAL COMMUNICATIONS

Sid Lakireddy commented about the Urban Village Concept Plan.

(G) ECONOMIC STUDY MEMORANDUM

The consultant, LISA WISE, provided an overview of the project, public outreach to date, future meetings, and project challenges and opportunities, such as connecting UC Merced with downtown.

BEN SIGMAN, Economic & Planning Systems (EPS), discussed the Draft Economic Analysis Technical Memorandum, providing background information to assist in the effort to craft and consider land use alternatives. He first discussed Merced's market housing realities in permitting, inventory, home values, home pricing, and various population projections. He noted that it could be decades to absorb the inventory. He stated that a significant question before the community is deciding where to grow,

which is determined in part by the availability of infrastructure and environmental permitting issues. He noted that several public entities involved (county, city, and LAFCO) need to have a common vision and understanding to facilitate growth.

Mr. SIGMAN discussed the competitive position of the City in the Central Valley due to presence of UC Merced, potential high-speed rail station, recreational uses, natural resources and shopping facilities. He then discussed the competitive position of the BCCP planning area, stating that: 1) the BCCP builds on the natural pattern of growth by filling-in between the City and UC Merced; 2) the BCCP includes large parcels which are easier to develop than assembling many small ones; 3) the BCCP has sewer and water infrastructure which will lower the costs of future growth; and 4) proximity to the UC Merced Campus. Mr. SIGMAN noted, however, that significant planning for the University Community Plan (UCP) has occurred, and that the northern part of this planning area was scaled to capture spin-off development from UCM (See comment from Committee Member YOUNG later in minutes).

Mr. SIGMAN pointed out that UCM is a driver of development, and the highest value sites are going to be located closer to UCM. He also noted that the pace of growth at UCM will govern the rate and opportunity for development nearby; therefore it is advantageous for the community as a whole to support growth at UCM.

BEN SIGMAN then discussed Research and Development. He stated that UCM affords opportunity to develop an innovation hub, and referenced the previous presentation by UCM students and professor S.A. Davis. In coming up with a recommendation on the amount of R&D space near UCM that should be planned for, EPS looked at three comparative sites including UC Davis (500,000 square feet of R&D), UC Riverside (2.7 million square feet of R&D), and UC Irvine (no amount stated). Mr. SIGMAN stated that 5 million square feet of floor area of R&D is the EPS recommendation to plan for in the area around UCM. Committee Member KOLLIGIAN inquired as to whether EPS looked at a 20-year projection and what numbers to expect. Mr. SIGMAN stated that the figures were based on today's economic values and did not project out. Committee Member YOUNG noted that the entire UCP, not just the northern part, was drafted to minimize impacts. She also asked about sewer capacity of the Bellevue line and what improvements would be needed to serve the area. Mr. SIGMAN noted that there is insufficient capacity to serve the area and UCP, but has not figured the degree of improvements needed. Chairperson SPRIGGS emphasized that the available and affordable land in the area would generate growth faster than forecasted. Mr. SIGMAN agreed, also stating that this factor could draw in R&D to the area compared with other built-out cities.

Committee Member HOLMES noted that the City of Merced's traditional growth patterns have been to annex/develop adjacent to the City, but if the demand is to grow adjacent to UCM, then the annex/growth could be backwards, i.e. starting at UCM instead of "G" Street in an east to west direction. He also noted that the City's future sewer master plan needs to address several "downstream" infrastructure deficiencies to provide service to the planning area. Mr. SIGMAN stated that on a macro scale, annexing the BCCP between the City and UCM continues the City's pattern of filing-in as it expands, consistent with LAFCO interests. Committee Member ROBBINS noted that transportation costs are also a significant factor in urban growth of the area.

A member of the public inquired as to the use of the economic study. Ms.WISE said the study provides data on possible amount of R&D, which is then used to construct part of the land use plan. Mr. SPAUR expressed interest to begin to model land use patterns based on the economic development data.

(H) MEETING BREAK

A break was taken from 3:15 to 3:27 p.m.

(I) TRANSPORTATION MEMORANDUM

COLIN BURGETT presented transportation topics including: 1) transit-oriented development, transit-adjacent development (land uses adjacent but not supportive of transit); CEQA-exempt transit priority projects; transit service types (bus rapid transit and rapid bus service); "M" Street transitway; direct alignment efficiencies and transit route options. Mr. BURGETT noted that Bellevue Road, as an expressway, is not conducive to a walkable transit corridor. He also suggested that a transit corridor parallel Bellevue Road. He noted that R&D is generally not transit-oriented and could be sited more to the north. Mr. BURGETT then discussed traffic volumes, describing the one-mile arterial street grid; the City's bikeway network; and the forecasted *Merced Vision 2030 General Plan* traffic volumes, and associated 4-6 lane high-volume arterials. Mr. BURGETT suggested to disperse traffic using other roads (1/2-mile arterials or ¼-mile "mixed-use" collectors) so that Bellevue Road near UCM only needs to be four lanes, not six. He concluded with visuals of various street cross-sections of street designs and options for autos, bikes, buses, and pedestrians.

A member of the public inquired about the use of Parsons/Gardener in the planning effort. Mr. BURGETT noted that consultant will look at the function of this road. Committee Member YOUNG inquired if there is still a plan to connect the AME with the Campus Parkway. Mr. KING noted that Bellevue Road has and is planned to operate as an urban arterial, not an expressway. Committee Member YOUNG also noted that the campus parkway alignment shown in images by the consultant are incorrect. Committee Member ROBBINS stated that the odds of "M" Street crossing Bellevue Road are zero due to wetland issues.

TONY PEREZ presented a conceptual model of City parts that if addressed correctly, could help to implement master plans such as the BCCP. These parts include: 1) Neighborhoods (urban residential, neighborhood residential, and rural residential); 2) Districts (R&D and assembling); 3) Centers (regional, community and neighborhood retail centers); and, 4) Corridors (urban, neighborhood, and rural). Mr. PEREZ discussed these parts as they could apply to the BCCP, using a series of slides depicting conceptual locations of R&D sites, which would then influence the siting of centers, then corridors, then neighborhoods.

Committee Member KOLLIGIAN thought that the location of multiple centers to service the university was a good idea, and inquired about planned uses north of Bellevue Road. Mr. PEREZ noted that the uses would be less intense than uses located south of Bellevue Road. Committee Member HOLMES noted that the plan to extend Parsons/Gardner to Bellevue Road has been in the City's general plan for a long-time, and that this future alignment supports some of the R&D concept locations shown. A member of the public inquired if there is a plan to make Bellevue an expressway. Ms. WISE stated they are not supportive of this idea, rather to design it more like a boulevard. Another member of the public noted that if you have a wide boulevard, then land uses on both sides capable of paying for such road would be needed. Committee Member DICKER questioned the placement of a center ¼ mile from centers in the UCP. Ms. WISE noted the center could be small, and emphasized the presented images are conceptual and not written in stone. Committee Member GERHARDT noted that the consultant's presentation did not talk much about bikes, and that bikeways need to be included in the plan. Committee Member YOUNG expressed a need to allow for uses that cannot be contemplated today, and that the plan should allow for new technologies in waste water treatment and water conservation. Committee Member KOLLIGIAN, speaking about the land use concepts, was impressed because low-density was de-emphasized.

(J) NEXT STEPS

LISA WISE explained that this is a long-range plan and the objectives need to be flexible, and checked or revisited every 10 years or so. By using the Guiding Principles, and building from comments received from the October 4th meeting and the meeting today, the Team will move forward with preparing some options for the next Citizens Advisory Committee meeting on January 31, 2013.

(K) ADJOURNMENT TO THURSDAY, JANUARY 31, 2013, AT 1:30 P.M.

THERE BEING NO FURTHER BUSINESS, CHAIRPERSON SPRIGGS ADJOURNED THE MEETING AT 4:42 P.M. TO THE NEXT REGULARLY SCHEDULED BELLEVUE CORRIDOR COMMUNITY PLAN AD-HOC CITIZENS ADVISORY COMMITTEE MEETING ON THURSDAY, JANUARY 31, 2013, AT 1:30 P.M.

BY:

Bill King

BILL KING
COMMITTEE SECRETARY

APPROVED:

Bill Spriggs

BILL SPRIGGS, CHAIRPERSON
BELLEVUE CORRIDOR COMMUNITY PLAN
AD-HOC CITIZENS ADVISORY COMMITTEE

BELLEVUE CORRIDOR COMMUNITY PLAN
AD-HOC CITIZENS ADVISORY COMMITTEE

M I N U T E S

SAM PIPES CONFERENCE ROOM
678 W. 18TH STREET — THURSDAY
MERCED, CALIFORNIA — JANUARY 31, 2013

(A) CALL TO ORDER

Chairperson SPRIGGS called the meeting to order at 1:35 p.m.

(B) ROLL CALL

Present:	Committee Members:	Jerry Callister Susan Gerhardt Melbourne Gwin, Jr. Dan Holmes Lee Kolligian Walt Lopes (arrived at 1:45) Carole McCoy Jeff Pennington Steve Simmons Justi Smith Bill Spriggs Steve Tinetti Greg Thompson Diana Westmoreland Pedrozo Janet Young
Absent:	Committee Members:	Sharon Hunt Dicker (excused) Richard Kirby (unexcused) Kenneth Robbins (excused)
Staff Present:		Bill King, Principal Planner Julie Sterling, Associate Planner
Consultants Present:		Lisa Wise Colin Burgett Tony Perez

(C) APPROVE MINUTES OF NOVEMBER 1, 2012

M/S HOLMES-KOLLIGIAN and carried by unanimous voice vote (two absent, one late), to not accept the Minutes of November 1, 2012, as submitted, until more detailed minutes are provided for review.

(D) ORAL COMMUNICATIONS

None.

(E) PRESENTATION OF DRAFT LAND USE AND CIRCULATION PLAN

The consultant, LISA WISE, with her team member, COLIN BURGETT, presented and discussed the Draft Land Use and Circulation Plan with the Committee, and received comments from the Committee and audience.

LISA WISE gave an introduction about: project orientation, consultant team, community engagement, overview; CAC meeting schedule, development projects in plan area, opportunities and challenges, and foundational concepts. Mr. BURGETT discussed circulation, describing the mile-grid and ½ mile grid. Committee Member YOUNG inquired as to the function of Bellevue Road in the context of the regional loop road. Mr. BURGETT noted that although Bellevue Road is part of that system, it is more of a local serving road and is not an expressway. Committee Member MCCOY inquired as to utility service planning, to which Ms. WISE noted that as a longer-term issue affecting a broader region, that it would be addressed separately. Ms. WISE presented the draft open-space plan. Committee Member TINETTI voiced a concern about connecting new roads with Butte Drive (north of Bellevue Road), to which Ms. WISE noted that no connection is proposed. Images of open space with water features were shown. Mr. BURGETT noted that the proposed network of ½ mile and ¼ mile collectors provides the potential for reduced traffic loads on the area's 1-mile arterial street grid system. Committee Member HOLMES noted that the City already requires residential and commercial collectors. Committee Member CALLISTER stated an interest for 4-6 lane arterials, and that you can't have all streets as 2-lane roads. Ms. WISE noted that the draft plan includes 2-lane and 4-lane roads. Mr. BURGETT explained the images of Bellevue Road, side roads, and bus rapid transit (BRT); planned transit routes in Merced; potential routes for transit on Bellevue and/or Mandeville; and ¼ mile walking distance along Mandeville Road. Committee Member PEDROZO stated her support for placing work, shopping, and entertainment contained in a walkable community, and likes the Mandeville transit corridor, and stated Bellevue should be part of the expressway. Committee Member

KOLLIGIAN believes it is important to keep Bellevue as an expressway and supports the Mandeville approach. Committee Member YOUNG noted that access from State Route 99 needs to be provided to future high-tech land uses. Committee Member MCCOY expressed interest to improve traffic flow on Bellevue Road through use of overpasses.

Ms. WISE explained the concept of mixed-use transit-oriented design (TOD) adjacent to UC Merced (UCM) along Bellevue Road and Lake Road, and then explained the concept of a Business Park site with imagery, for example, of the Irvine Research Center, along with potential to expand this area. Ms. WISE explained the multifamily neighborhood character, along with imagery. Committee Member SMITH asked about impact of this housing density to the rural residential areas. Committee Member KOLLIGIAN asked if a different use can be placed at arterial corners. Committee Member YOUNG noted that the University Community Plan (UCP) incorporates a lot of housing development already, and asked if the plan still has flexibility for a variety of land uses. Ms. WISE noted that the emphasis of the plan is to create a variety of "character areas" that provide land use flexibility within the broad parameters of these character areas. Committee Member KOLLIGIAN noted that bubble diagrams don't give land owners the certainty that they need. Committee Member PEDROZO noted that the proposed transportation oriented development (TOD) overlays a large area of existing single-family housing along Lake Road. Chairperson SPRIGGS noted that change happens as areas grow due to market demand. Committee Member KOLLIGIAN expressed concern about the multi-family imagery being shown as not representing the desired gateway look for UCM. Ms. WISE explained the flexibility of the mixed-use and business Park Center. Ms. WISE further described neighborhood centers, shaped linearly (main street) or as nodes. Ms. WISE also described the proposed rural/single-family uses in the various areas of the plan.

Committee Member HOLMES expressed support for the neighborhood center main street design. Committee Member KOLLIGIAN expressed concern about putting more single-family adjacent to the north side of Bellevue Road (between "G" Street and Golf Road), and to put more business park, or to mirror what is on south side of Bellevue Road. Committee Member SMITH noted the presence of many rural residential properties along "G" Street and Farmland. Committee Member TINETTI supports commercial north of Bellevue Road. Committee Member CALLISTER noted that if Bellevue Road is a barrier, then commercial uses are needed north of Bellevue Road. Committee Member PEDROZO noted that the Merced County Association of Governments (MCAG) works together on regional transportation issues and it is important to continue that dialog, and stated there is a need to

concentrate job opportunities given the large number of planned homes in the area. Chairperson SPRIGGS noted that as a 20-40 year plan, the growth rate is likely to increase, so it is important to designate land use areas that can respond to future growth. Committee Member PEDROZO asked about the flood inundation area; Ms. WISE noted more analysis is needed. Committee Member PEDROZO noted that drainage needs to be addressed to minimize future flooding. Committee Member TINETTI asked if wetland mitigation can be addressed at a programmatic scale. Committee Member GWIN noted that cementing canals reduces groundwater recharge and asked where water is going to come from.

(F) MEETING BREAK

No break was taken.

(G) IMPLEMENTING URBAN DESIGN

TONY PEREZ, of the consultant team, gave an overview of the approach to create development standards, describing four character areas: 1) centers; 2) neighborhoods; 3) districts; and, 4) corridors, and for each character area, there are multiple types (flavors). The character areas are described using the following features: intent, role in the quad, land uses, physical character, physical adjacency, and built in flexibility. Committee Member TINETTI suggested an idea for shared park facilities with UCM to create an active park southwest of Lake Yosemite. Mayor THURSTON asked about placing a big-box development along "G" Street. Committee Member YOUNG noted that the campus is looking at broader discussions of having shared uses, such as parks. Committee Member KOLLIGIAN shared an article from the Harvard Magazine, "The Water Cooler Effect" about the importance of face-to-face contact.

(H) NEXT STEPS

SID LAKIREDDY inquired what the next steps in the process are and a timeline, to which Ms. WISE indicated that they would take the ideas presented, work on them, and put a concept into an overall planning process and code framework for the meeting in March 2013.

(I) ADJOURNMENT TO MARCH 14, 2013, AT 1:30 P.M.

THERE BEING NO FURTHER BUSINESS, CHAIRPERSON SPRIGGS ADJOURNED THE MEETING AT 3:40 P.M. TO THE NEXT REGULARLY

SCHEDULED BELLEVUE CORRIDOR COMMUNITY PLAN AD-HOC CITIZENS ADVISORY COMMITTEE MEETING ON THURSDAY, MARCH 14, 2013, AT 1:30 P.M.

BY:

BILL KING
COMMITTEE SECRETARY

APPROVED:

BILL SPRIGGS, CHAIRPERSON
BELLEVUE CORRIDOR COMMUNITY PLAN
AD-HOC CITIZENS ADVISORY COMMITTEE

BELLEVUE CORRIDOR COMMUNITY PLAN
AD-HOC CITIZENS ADVISORY COMMITTEE

M I N U T E S

COUNCIL CHAMBERS AND
SAM PIPES CONFERENCE ROOM
678 W. 18TH STREET
MERCED, CALIFORNIA

THURSDAY
MARCH 14, 2013

(A) CALL TO ORDER

Chairperson SPRIGGS called the meeting to order at 1:38 p.m.

(B) ROLL CALL

Present:	Committee Members:	Susan Gerhardt Melbourne Gwin, Jr. Dan Holmes Sharon Hunt Dicker Walt Lopes Carole McCoy Jeff Pennington (left at 3:00 p.m.) Ken Robbins (arrived at 1:40pm) Steve Simmons Justi Smith Bill Spriggs Greg Thompson Steve Tinetti Diana Westmoreland Pedrozo (arrived at 1:45 pm)
Absent:	Committee Members:	Jerry Callister (excused) Richard Kirby (excused) Lee Kolligian (excused) UC Merced Representative (tbd)
Staff Present:		Kim Espinosa, Planning Manager Bill King, Principal Planner Julie Sterling, Associate Planner Vicci Lane, Secretary

(C) APPROVE MINUTES OF NOVEMBER 1, 2012, AND JANUARY 31, 2013

M/S LOPES-SIMMONS and carried by unanimous voice vote (three absent, one late), to approve the Minutes of November 1, 2012, as submitted.

M/S SIMMONS-LOPES and carried by unanimous voice vote (three absent, one late) to approve the Minutes of January 31, 2013, revised to include a remark to have the High-Speed Rail Commission re-evaluate the proposed location of the Merced high-speed rail station.

(D) ORAL COMMUNICATIONS

A question was raised about steps to annex the Plan area. Chairperson SPRIGGS responded stating that the City does not annex, and that property owners initiate annexation proposals. There is no plan at this time to annex the Plan area. The purpose of the Plan is to designate future land uses so that at such time the landowner wants to annex, the land uses are in place. Mr. WALSH asked if this Plan has any statutory authority. Chairperson SPRIGGS noted that it will be a part of the City's General Plan. Mr. WALSH asked if that included zoning. Chairperson SPRIGGS responded, no. Ms. HENDRICKS encouraged the Committee to include child care as they think about important infrastructure so that families in need of such service do not have to drive long distances.

(E) DRAFT BELLEVUE COMMUNITY PLAN CHAPTERS

Principal Planner KING gave an overview of the agenda items as they relate to the workshop in the later part of the meeting. The agenda includes a discussion of the community plan, urban villages and then a recap of the consultant's initial land use concept.

The Community Plan is a high-level document and includes items such as a land use plan and chapters addressing urban expansion, transportation, open space, and public facilities, among others. The planning effort will help to refine the very conceptual land use ideas expressed in the City's General Plan for the Bellevue Corridor Plan area. It will discuss broad topics such as future location of bike paths. The Plan will look at where open space corridors are situated. What does the street structure look like? The plan will have a policy set; the Committee will review and comment on draft language as it is prepared. The Plan framework refers to topics and sub-topics that are derived from public comment and from City policies. For example, Project-related public comments emphasize the need to provide neighborhood compatibility

and development sites for research and development, to name a few. Similarly, the General Plan includes a City position statement as to future growth in the University Community Plan (UCP).

The General Plan includes specific language as to the future growth in the Plan area, for example, use of the urban village model, including employment generating uses such as research and development, mixed-use, transit corridors, and connectivity to UC Merced. Mr. KING also displayed images of: 1) the Merced Loop Road; 2) an image of land use types that are distributed throughout the City, for example, industrial, school, and regional commercial districts, the image also showed locations of current and future villages in the City's sphere of influence; and, 3) the proposed transit alignment along Mandeville Road.

Committee Member GWIN noted a local newspaper describing a freeway or transit-way beginning in Atwater and in the planning area. Chairperson SPRIGGS noted that it would connect into Bellevue Road. Committee Member DICKER stated that the parkway alignment shown in the presentation was inaccurate. Mr. KING noted the image is in error as it does not reflect approved changes in the actual alignment, and that the images in the Bellevue Corridor Community Plan will be accurate. Mr. BRYAN inquired about the transit-way alignment, notably about the part south of Yosemite. Mr. KING noted that the alignments are conceptual ideas and are subject to change. Committee Member TINETTI noted the West Hills Estates Project abuts the Callister Project, and noted that the Callister plan shows multifamily residential abutting next to the West Hills Estate project. He asked if all the Callister Project has been approved. Mr. KING noted that the Callister Project, while not zoned, is part of the adopted General Plan Land Use Map.

(F) URBAN VILLAGE DESIGN

Planning Manager ESPINOSA noted that this presentation is meant to provide a description of an urban village and to answer questions that the Committee may have. Ms. ESPINOSA described the key elements of an urban village including: 1) interconnected streets; 2) a commercial core – including public uses, retail, and office uses; 3) high-density residential near the commercial core and close to transit service; and, 4) lower density housing, open space, schools and parks farther out. She presented illustrations showing the mix of uses described above, including job-generating uses; bike and pedestrian friendly designs to support transit options. Ms. ESPINOSA showed images of existing sample communities such as Orenco Station and Hercules and Kingsfarm. Locally, downtown Merced is a village, as is the College Green project, with apartments near the shopping and pedestrian connections

between these uses. She also noted Bellevue Ranch as a village. The General Plan includes many policies supporting future growth areas to be modeled after the urban village. The General Plan points to the use of the urban village model in the Bellevue Corridor Community Plan area, and that it would include job-generating land uses, more so than others, since it is adjacent to UC Merced.

Ms. ESPINOSA described several variations in the Bellevue Corridor Community Plan from the typical urban village model, including: 1) job-generating uses; 2) having a series of centers; 3) the ability to have a large R&D site; 4) having a ½ mile walking area instead of the ¼ mile area; and, 5) including transit priority projects. Ms. ESPINOSA also noted that the Bellevue Corridor Community Plan offers flexibility in terms of size and location of different land uses.

Ms. ESPINOSA also noted that while the Merced Vision 2030 General Plan encourages commercial sites to be located at the corner of an arterial and collector street, there is flexibility in the General Plan to provide for situations to put urban villages/commercial development at the corners of two arterials. Ms. ESPINOSA listed several design flaws that would need to be avoided, including traffic congestion, too many turning movements, and multiple curb cuts, but for access from the adjacent neighborhoods to be provided, through site design. Ms. ESPINOSA showed many sites where the City currently has commercial sites at arterial and collector street intersections, such as: the Merced Market Place, Hobby Lobby, and the Promenade.

Committee Member ROBBINS asked staff to describe transit priority projects and how they relate to the project. Mr. KING described these as mixed use developments with at least 20 units per acre. Committee Member DICKER noted that the FAR (floor area ratio) for non residential would need to be at least 0.75. Mr. MUMMERT commented that it would be wise to leave the core commercial where they are, especially since the Bellevue Ranch Master Development Plan (BRMDP) already has one where the commercial core is on the half-mile collector and stays away from the arterial. He stated that if you propose a large retail center at G Street and Bellevue Road, that it would mess up the continuity of the BRMDP that has a commercial core only ½ mile away. Mr. LAKIREDDY asked about the benefits of the ¼ mile versus ½ mile walk-ability radius. Ms. ESPINOSA replied that the ¼ mile is the standard most people are comfortable walking. Some are comfortable walking longer distances. Mr. KING noted that the transit circles placed an Mandeville Road are ¼ mile, but because they are centered on this planned pedestrian-friendly road, the width of the walking zone is ½ mile. This is compared to a village placed on

Bellevue Road, where pedestrians on the north side of the road are less likely to cross the major roadway.

Mr. LAKIREDDY stated that he loves the Urban Village concept on paper and that the project he brought here is designed after this model, but what scares him is the history of it. He believes there needs to be a transition time for Merced to get used to this type of living, and that it is going to come slowly, and the plan needs to think about how to accommodate it. For example, Merced zoning does not allow for high density, and in order to drive retail prices to the same prices you'll get at the corner of two arterials (that would make sense for a developer), you need to have that higher density. 20-units per acre is not a high enough density to drive those retail rents to be on par with those rents would be on the corner of two arterials. Thus, there needs to be an adjustment so that the whole plan works.

Committee Member WESTMORELAND PEDROZO stated that she likes leaving the loop road around Merced to allow a fast-paced movement (not stop light after stop light). In response to the comments above, she stated that the university is going to bring in a little faster pace than we might expect. She stated we have to step out of our box and noted that the village concept in Modesto was a disaster, but that is because the City didn't hold to their design and lowered the impact fees. The Bellevue Community Plan is an opportunity to tap into development that will go on with the university. She'd hate to see Bellevue Road become a Herndon Avenue where it used to be that you could get to Fresno State in a very short time.

Mr. THURSTON stated that he visited Orenco Station, which was planned with live-work areas, and that the density of housing was more like town-homes, not condos or apartments. It was within walking distance of a light-rail that went into Portland, and there was a giant Intel plant that employed thousands of people. We don't have that here, but may equate it to the UC at some point. Rockville, near Washington D.C., has many large corporations in the area, and Hercules is struggling after dissolution of the Redevelopment Agency. Mr. THURSTON stated his concern is affordability given the state system of tax reimbursement to cities. Decades ago the state took away monies from localities for schools and in some fashion replaced it with sales tax, has us far too dependent on sale tax, but that is a fact. There has been no economic study of this whole thing, and retailers keep telling me and others that they will not locate in these mid-sections with any substantial stores. To get a good suit or pair of shoes, you have to go out of town. This (a plan without regional commercial) is going to keep it that way, and removes the "walkability - don't use your car aspect" when you have to go to Fresno or Modesto to buy good clothes. Half of our

teenagers spend all day Saturday at the Modesto Mall, not ours. There needs to be some economics in this, because the City cannot afford just building buildings (whether offices or places to live) as we won't have money for public safety, and a lot of that is financed by sales tax. If increases in sales tax does not coincide with growth, then we'll be in financial difficulty in the future trying to finance what is being built.

Chairperson SPRIGGS remarked about Orenco, that it looks the same (compared to when he visited earlier), and that the larger perimeter is all apartments, so that there is lower density in the core. Chairperson SPRIGGS noted that the real issue with sales tax is that it doesn't do us any good unless we have people here earning income so they have dollars to spend. A retailer will look at the spendable income in a marketplace. For example, a grocery store will say a typical family spends 5.8 percent of their annual income on groceries, and then look at the incomes in prospective markets and ask if they can afford to put a store there; is there adequate income there to support the store? If the income is not there, then you won't get a grocery store. If you don't have the guy with tie, slacks, and a shirt employed in the area, then you're not going to get a *Men's Wearhouse* in that area; the customer base is not there. The important thing is to pay attention to the employment centers. Mr. THURSTON commented that he agrees with everything Chairperson SPRIGGS said, but we are reminded that we have three retailers who want to come to Merced but don't have a place to be, and that the plan does not show anyplace for the large retailers to locate. The mixed-use only includes little retail community centers, which are not going to generate the sales tax to support what is going to be built. Ms. ESPINOSA noted that the commercial site in Bellevue Ranch that Mr. MUMMERT was speaking of is 50-acres, and there is a large site. Mr. THURSTON commented that retailers do not want to be there, however. Chairperson SPRIGGS commented that he does not necessarily agree, for example, look at Lowes. Mr. THURSTON noted that "M" Street (in the Bellevue Ranch project) is not a major road. Chairperson SPRIGGS noted that retailers are going to go where they can find sites where access to the market is provided. If it happens to be at mid-place, then that is where they will go.

Ms. SPITLER asked if at this point we are overbuilt with retail, and who would want to come in now? Mr. THURSTON stated that is not true, and there are retailers who what to come here, but there are no places that will accommodate them. Ms. SPITLER asked why can't we invest in downtown, the heart of our tax-base. Chairperson SPRIGGS noted that there are multiple property owners and to make

such investments, you'd have to assemble a site; with no redevelopment, you have no tools to do that.

Committee Member GWIN asked Chairperson SPRIGGS who built the lofts and retail underneath, and if it was a success? Chairperson SPRIGGS noted that it was an RDA project, and that the residential is fully tenanted, and there is some retail. Committee Member WESTMORELAND PEDROZO stated you need to look at the economics of today, and recognize that the BCP is a thirty-year plan. Committee Member GWIN noted that the plan around Raley's changed because there was not a market for it, that some of the Bellevue Ranch project was changed for economic reasons, and that money is going to drive development where investments will get a payoff in a reasonable amount of time. Someone should be thinking of that economic impact study that was discussed earlier.

Mr. WALSH asked what is the time period we are looking at; what is the horizon? Ms. ESPINOSA stated the BCP is a long-range plan and the consultants noted it was going to be very long-term. A member of the public, who lives 0.2 miles from the University, stated that she is trying to figure out whether or not to go house hunting.

Committee Member HOLMES commented that after his 30-years of experience working with developers that the problem with multi-family development is the fact that the legislature, about 10 to 15 years ago eliminated the long-term write-offs, and until the legislature allows the reformation of limited partnerships that will allow developers to take those long-term write-offs so that it is not necessary to hold onto them forever, you're not going to get anyone to build them, because they can't finance them. The only way Merced will get multifamily is to put pressure on the federal government to change the tax-structure.

Committee Member ROBBINS stated his cognizance of the need for commercial density regarding driving costs, and that the retailers not coming here that Mr. THURSTON talked about are not coming here because of that issue. Committee Member ROBBINS is also cognizant about keeping the arterials moving. He commented on the City policies that places commercial on arterial-collector street intersections, but that policy does not prevent an arterial-arterial intersection from retail development if it had the appropriate size, etc. He wondered if it would be helpful if more objective criteria were developed, instead of saying that won't be our plan, but you can come in and ask for a waiver, as clients are very suspicious of getting a potential waiver; they like to deal with something a little more specific, for example some objective criteria to plan to.

Committee Member DICKER noted that commercial developments want traffic counts and are not too concerned with traffic coming in the back way. Retailers look for ingress and egress off regular streets, and not from the shallow market behind them. The process needs to have something besides a process to amend the General Plan. An arterial connection must be provided. Ms. ESPINOSA noted that the Merced Marketplace in Merced has two separate signals on either end of their development, which is why the mid-block can be attractive. She also commented that the idea of having specific criteria (regarding placement of commercial at an arterial/arterial street intersection) is a really good suggestion.

Mr. MUMMERT noted that when you are on a mid-block location, you still front an arterial road. Retailers don't want to end up in a situation where they have a bunch of driveways on the arterial and along with congestion. Using the Bellevue Ranch retail site on Bellevue Road as an example, you have core commercial, with higher density next to that and then lower density residential further out, which is exactly what the *Bellevue Corridor Community Plan* is proposing, and that is probably a good thing.

Committee Member HOLMES stated that when he first started working with the City of Merced, a developer proposed a Taco Bell at "G" Street and Olive Avenue, and stated that it had to look like Taco-Bell or they would not build it. The City allowed them to build as they saw fit. Committee Member HOLMES noted that if the City allows McDonalds to go in at "G" Street and Bellevue Road, then we are going to have gridlock. Committee Member HOLMES commented that the Committee needs to basically describe the life-style it wants in Merced, and for the Council to deal with the money it gets. Committee Member HOLMES believes the Committee needs to tell the Council it does not want gridlock. Committee Member GWIN noted the McDonald arches in Sedona Arizona are teal-green.

Committee Member WESTMORELAND PEDROZO noted that the State of California is trying to abide by AB32 and needs to give incentives to economically impacted areas (the shallow market), to accommodate communities to do good planning, and for developers like Sid to do good plans. She stated, now is the time for our elected officials to come together to ask legislators what type of incentives will be given to communities that are trying to do the right thing to abide by the rules and regulations that the state is giving them. This is our opportunity to do things a little differently. The state needs to be put on the spot for what they are trying to get us to do. How can we accomplish this Plan economically?

(G) RECAP – INITIAL LAND USE OPTION

Mr. KING provided a review of the initial land use plan created by the consultant.

(H) OVERVIEW OF WORKSHOP PURPOSE AND SETUP

Mr. KING explained the purpose and setup of the workshop.

(I) BREAK/APPROX 2:55 TO 3:10 PM

(J) LAND USE PLAN DESIGN WORKSHOP

The participants sat at workshop tables to fill out the questionnaire by the consultant, and to craft alternative land use maps. Mr. KING also read into the record an email written by Committee Member KOLLIGIAN regarding his concerns about the consultant's initial land use plan. At the conclusion of the workshop, the questionnaire and maps were collected by staff for use in preparing for the next Committee meeting.

(K) NEXT STEPS

No information was presented on this item.

(L) ADJOURNMENT TO MAY 2, 2013, AT 1:30 P.M.

THERE BEING NO FURTHER BUSINESS, CHAIRPERSON SPRIGGS ADJOURNED THE MEETING AT 4:30 P.M. TO THE NEXT REGULARLY SCHEDULED BELLEVUE CORRIDOR COMMUNITY PLAN AD-HOC CITIZENS ADVISORY COMMITTEE MEETING ON THURSDAY, MAY 2, 2013, AT 1:30 P.M.

BY: Bill King
BILL KING
COMMITTEE SECRETARY

APPROVED:
Bill Spriggs
BILL SPRIGGS, CHAIRPERSON
BELLEVUE CORRIDOR COMMUNITY PLAN
AD-HOC CITIZENS ADVISORY COMMITTEE

BELLEVUE CORRIDOR COMMUNITY PLAN
AD-HOC CITIZENS ADVISORY COMMITTEE

M I N U T E S

SAM PIPES CONFERENCE ROOM
678 W. 18TH STREET — THURSDAY
MERCED, CALIFORNIA — MAY 2, 2013

(A) CALL TO ORDER

Chairperson SPRIGGS called the meeting to order at 1:35 p.m.

(B) ROLL CALL

Present:	Committee Members:	Jerry Callister Susan Gerhardt (left at 4:38 p.m.) Melbourne Gwin, Jr. (arrived at 2:35 p.m.) Dan Holmes Sharon Hunt Dicker Bill Hvidt Lee Kolligian Carole McCoy Jeff Pennington Ken Robbins Steve Simmons Justi Smith (left at 4:40 p.m.) Bill Spriggs Steve Tinetti Diana Westmoreland Pedrozo
Absent:	Committee Members:	Richard Kirby (excused) Walt Lopes (absent) Greg Thompson (excused)
Staff Present:		David Gonzalves, Director of Development Services Bill King, Principal Planner
Consultants Present:		Lisa Wise

Ben Sigman
Tony Perez
David Sargent

(C) APPROVE MINUTES OF MARCH 14, 2013

M/S TINETTI-CALLISTER and carried by unanimous voice vote (three absent, one late), to approve the Minutes of March 14, 2013, as submitted.

(D) ORAL COMMUNICATIONS

No comments were received.

(E) ADVISORY RECOMMENDATIONS ON CIRCULATION AND LAND USE PLAN COMPONENTS

Principal Planner KING spoke about the Committee and public workshop products (concept land use maps and survey) at the March 14, 2013, meeting, summarizing the results as confirming much support for the consultant's draft land use concept that was presented in January 2013, but also revealed some topics where further discussion and advisory recommendations need to be sought at today's meeting.

Director of Development Services GONZALVES spoke about the Bellevue Community Plan (BCP) as a wholistic picture of a community, a part of Merced, and not about specific properties or pieces of infrastructure. Eventually a zoning code would be developed to implement the land uses of plan. The City sought state grant funds to define this area a little more than does the General Plan, and to eventually get to a code that puts forth community ideas and recommendations The BCP is 20, 30, 40 years out and development will occur over the long-term. It is important to build flexibility into the plan document, but at the same time to provide a framework to move forward. The purpose of the meeting today is to reach consensus, taking into consideration the ideas expressed in the concept plans developed by the citizen advisory committee (CAC) and public at the March 14, 2013, meeting.

Ms. WISE introduced the team present (Ben Sigman, Tony Perez, and David Sargent), past committee actions, and the purpose of the meeting, notably to discuss key topics to get clear direction to move onto the next steps, mainly about circulation, mobility, amenities, open space and land use plan (mix, types, locations and scale). She presented some meeting context slides including: the planning site, the City's General Plan, and entitled development projects.

Mr. SIGMAN spoke about the Plan area's key issues and strategies. What Economic Planning Systems (EPS) identified in its project study were a number of challenges that development of the BCP area will face. EPS took these challenges and turned them into strategies for a successful plan to be used as a guiding framework for planning team.

Challenge #1: Uncertainty in the economy, but with growth across the board, just uncertainty about how fast population growth would return. The BCP should respond to this through flexibility in type and density that may be allowed. This can be accomplished through sub-area master planning that first establishes a high-level concept plan and then as the market potential becomes more real, to plan in greater detail the sub-areas, and then to develop a cohesive block-by-block development so that you end up with systematic development where the next development is framed by the preceding development site, so that you are not left with a smattering of projects, but rather the development of a vision.

Challenge #2: The University of California at Merced (UCM) is a driver for the University Community Plan (UCP) and the Bellevue Community Plan (BCP) creating a situation for potential competition between the two. The BCP should work collaboratively with UCM and the UCP to find complementary projects, to find the right financing techniques to place infrastructure, and to work together instead of out-competing each other.

Challenge #3: There is a thread of competition between the City's current downtown and the developing community in the BCP. The BCP, as a part of the entire City, should reinforce what is going on citywide. This is done by connecting it to downtown through transportation systems (transit, high speed rail, etc), to provide ease of movement between these areas.

Challenge #4: There is disparate property-ownership in the BCP area, because everyone wants to develop the property to the highest and best use in the future. To get the best outcome for the community as a whole, the property owners need to coordinate and buy into a common vision for the BCP and agree that that is the best outcome for everyone. It is also about coordinating the public and private sectors to bring along investments in infrastructure.

Mr. SIGMAN quickly went through the 14 over-arching planning principles for the project.

Consultant Presentation of Topics

Topic: Street Connectivity

Ms. WISE discussed the connectivity of the transportation network, one-mile grid and the half-mile corridors, connecting the UCM transit center with the Bellevue Ranch transit center by using Mandeville Road, and for it to have a bus rapid transit (BRT); and Bellevue Road connecting to the Campus Parkway. The interconnected grid is a very important foundational component, especially if you are planning for transit. Ms. WISE invited public comment.

Mr. TELEGAN asked about the term of the general plan and commented that the community plan would out-live the City's General Plan. Ms. WISE noted that the shelf-life for the plan is different and shorter than the actual build-out of the community plan area. Due to the present uncertainty, there will be a need to revisit the plan in the near-term. Mr. TELEGAN asked if there will be a built-in regular review period by staff and the Council. Mr. GONZALVES stated that the Council will need to make that decision. Ms. WISE commented that the performance indicator component of the plan is an opportunity to monitor plan progress. Mr. TELEGAN noted that the Bellevue Ranch Master Development Plan (BRMDP) as being annexed in 1995, is less than half-built out, has a dominant residential nature, and is not a successful plan given its lack of providing jobs. Mr. SARGENT noted that the types of plans (BCP vs. BRMDP) are different, commenting that the Bellevue Ranch Master Development Plan is a project, containing specific entitlements with specific standards, compared to the BCP which is a framework within which future decisions about specific entitlements could be made when more information is in place. The BCP would not include the specificity or rigidity that comes with an entitlement plan like the BRMDP.

Mr. TELEGAN asked if the sewer master plan will have the flexibility for future development in the BCP and not lock in uses. Mr. GONZALVES noted that we are planning for flexibility for future growth. Ms. SPITLER asked which block would be developed first. Mr. GONZALVES stated that the Council will need to decide. Mr. ECKERT asked if there is some sort of state requirement that goes along with the grant, for example, to prepare form-based codes. Ms. WISE noted there is no requirement to create a form-based code. Mr. GONZALVES noted that there is no requirement for the City to adopt the plan either.

Topic: Block Structure and Interconnected Streets

Ms. WISE introduced the first question about whether or not the plan should include a street block structure of closely spaced and interconnected streets. Committee Member HOLMES asked about whether intersections along G Street and Bellevue Road would be full four-way intersections or be limited to right-turn movements, because the time it takes to get across town is getting longer, and with only four roads in town (McKee Road, G Street, M Street, and R Street) that cross Bear Creek, if we make full-intersections then we end up with a lot of signals and greater potential to delay traffic. Ms. WISE noted that Gardner Avenue would be developed with the plan, that the dispersed traffic model will help traffic flow, that full four-way intersections would occur at the half-mile routes, and that signal timing will help traffic to flow smoothly. Mr. GONZALVES also noted that Campus Parkway will provide another north-south route in the long-term. He also noted that the image represents a type or concept of a circulation pattern and does not reflect what will actually occur on any particular site.

Committee Member WESTMORELAND-PEDROZO commented that the image makes her nervous because it is the "same-old" "same-old" street network of cookie-cutter development, and that if it was just the interconnected network of major arterial streets, and not the smaller local roads, then she would say yes. Mr. SARGENT commented that if you only have the big streets and your typical housing tract developments, then residents wouldn't end up with a transit-friendly community. Committee Member WESTMORELAND-PEDROZO commented that the larger development types like research and development parks, entertainment sites or large commercial sites wouldn't have those smaller streets.

Committee Member ROBBINS commented that the dialog has been disjointed and there is too much interrupting in the dialog. He stated his agreement with the concept of street connectivity, but also asked what is the alternative to the plan for interconnected streets. Ms. WISE commented that the alternative is what is happening in other parts of the City, the use of cul-de-sacs and the inability to walk easily between neighborhoods and to transit. Committee Member HOLMES commented that the difference is that local streets are interconnected (gridded) to create pedestrian orientation through multiple points of access by walkers and bike riders to destination sites, rather than being limited to the larger streets. Committee Member ROBBINS noted that the communities around the world that he is familiar with that are greatly connected are not square. Ms. WISE noted the diagonal that was

proposed in some of the original plans, and that because the City is already built on a square grid network, it is hard to turn that efficiently.

Committee Member ROBBINS commented that these non-binding pictures that are "illustrative" only do find their way into documents that then become binding. Committee Member HVIDT suggested taking the pictures out and replacing them with a written narrative that states what is trying to be accomplished as a means to guide future development. Committee Member CALLISTER commented that images of the major streets are needed to which we plan for smaller roads that don't need to be straight. Committee Member ROBBINS noted there is topography that will influence road siting. Mr. TELEGAN noted that Merced (in general) does not have a lot of topography, what does exist should be preserved, and not removed as it was at the Bellevue Ranch site. The draft circulation image is a two-dimensional and does not show topography.

Committee Member KOLLIGIAN stated that it will be difficult to vote on issues without first having heard all the elements of the plan, and suggested to go back to voting at the end of the day.

Committee Member MCCOY asked where M Street, R Street, and G Street are on the image, which was then shown to her.

Ms. WISE then moved forward with the presentation with the intent to come back for the CAC to provide an advisory recommendation. Ms. WISE stated the intent of plan is to be flexible and to adapt to market changes. It is a long-term document with a tremendous amount of uncertainty. The plan will have a policy framework so when future master project planning occurs, there is a comprehensive approach in place that is supported by the community. If it is the desire of the community to create a transit corridor in the plan area, then a commitment to an interconnected street system must occur. Otherwise, there will be no connectivity, transit won't function, Merced won't meet Transit-Priority Project (TPP) requirements (density/FAR), and the state and federal governments won't provide funding or incentives (to develop transit).

Topic: Transit Oriented Development

Ms. WISE then went into greater detail about the first question. Will the development pattern in the plan area support transit? Will the development pattern be "walkable-urban" or "driveable-suburban"? A foundational element to accomplish this is an interconnected street system that is walkable; where one can park once and

walk to a variety of destinations. Committee Member HOLMES inquired about the slide imagery, notably the cross-sections with adjacent buildings. Ms. WISE noted that the presentation includes these, and continued to present. Another Committee Member asked about the slide, notably the connection to Campus Parkway and Atwater Merced Expressway (AME). Ms. WISE noted that the presentation includes these, and continued to present. Mr. LAKIREDDY asked if the purpose of the meeting was to develop the theories of the text of the plan. Ms. WISE stated, yes, it is about establishing the high-level policy framework supported by the Committee.

A Committee Member stated that a major road is needed in the plan area, like Herndon Avenue in Fresno, that is not congested and allows traffic to flow. Ms. WISE noted that Bellevue Road could be such a road given its connection with the Campus Parkway and the AME, with Mandeville becoming the focus of the transit corridor. The Committee Member clarified that he was talking about a north-south roadway. Mr. SARGENT noted that G Street (on the west edge of the plan area) will be important in that regard. Mr. SARGENT also explained the illustrative road plan is an expression of an idea of an approach to making a City that is designed similar to what exists in Merced south of Bear Creek, with the difference being the block size being much larger in the plan area to allow for more flexibility. The illustrative plan does not lock in block size, as the plan will allow larger blocks or smaller blocks than what is depicted. Curved streets would be allowed too. The point of the illustrative plan is that the streets are interconnected, that is, the road connects with another place so people can walk to transit from work/home/shops/services or vice versa, without hiking a great distance around a subdivision.

Topic: Open Space Network

Ms. WISE discussed master planning for an open space network. The open space plan is formed by natural features like topography and water courses. The open space plan defines the linear open space corridors, so that future development can be designed in harmony with the plan and not break or develop over these features, or to create small disconnected parks or detention basins that then become the default open space features of the area. Rather, future development would add to and help create a part of a larger system. Committee Member HOLMES asked about the large amount of open space shown in the area of Gardner Road and Bellevue Road, in the vicinity of the research park designation, and that while a broad concept is good, some of the amount of open space in this area of the plan may need to be removed. Mr. SARGENT commented that greater detail (policies and illustrative plans) than just a bubble diagram and guiding principles is needed because everyone will agree to

these, but have a completely different picture in their head of what is meant. Policy language and illustrations help people get a similar idea of main topics (circulation, open space, land use), not that any one thing shown is a design proposal. A Committee Member asked if there is a gross amount of land being recommended to set aside for open space. Ms. WISE responded at this time no, but after an open space concept (locations and shape) is agreed upon, that amount could be determined, using the guidance from the City's General Plan. Mr. SARGENT noted that the amount graphically shown on the slide is in accordance with City's General Plan. Ms. WISE noted that the street network shows ideas of curving streets adjacent to the open space corridors.

Topic: Function of Bellevue Road and Mandeville Avenue

Ms. WISE then discussed master planning for Bellevue Road and Mandeville Avenue. Bellevue Road is an important gateway, a Boulevard to UC Merced. She presented and discussed design options for Bellevue Road, for example a side access lane for local traffic. Thru traffic lanes would be provided to handle a lot of traffic (40,000 to 50,000 average daily trips) without being an expressway. Local traffic would use the side access lane. The side access road brings several benefits: (1) enables blocks of land to develop adjacent to Bellevue, or remain rural; (2) allows buildings to face or address a street, creating a more visually pleasing setting and gateway environment, as opposed to a long blank sound wall or loading docks; (3) creates a space for pedestrians to access buildings and to use mobility options (transit, bike lanes, sidewalks); (4) a place for on-street parking; and, (5) a place for local traffic to maneuver without slowing thru-traffic on Bellevue Road. These benefits create a setting that provides more site design options for adjacent buildings. Mr. SARGENT showed real-world examples, for example (not to replicate these in the plan area, but to show how they function), the Esplanade in the City of Chico; Shattuck Avenue in the City of Berkeley; and Octavia Boulevard in San Francisco. This type of road allows for very different land uses to locate on opposite side of the road and for buildings to change on properties. This road type affords a variety of land uses and building structures over time. Creating large streets without the provision for "address making" along it, reduces development flexibility and increases the odds of creating an impaired visual environment.

Mr. SARGENT then discussed the Bus Rapid Transit (BRT) options to place this type of service on Bellevue Road or Mandeville Road. Either road will connect to the already planned north-south oriented route on M Street, or would still work even if the north-south transit line shifted to G Street. The southern end of the already

planned transit connection (outside the plan area) would connect to the planned high-speed rail station. If BRT is placed on Bellevue Road, the downside is that there is a lot of traffic on the road, and the median (location of the BRT) of this type of road would not be easy to get on and off the transit, and is not a pleasing environment to wait for a bus. The other option is to put the BRT on Mandeville (1/4 mile south of Bellevue and ¼ mile north of Foothill Avenue), which connects directly to the Bellevue Ranch transit center to the UCM transit center in a straight line with proposed stops at ½ mile intervals with major streets. The 0.5 mile wide by 2.0 mile long space that Mandeville Avenue and adjacent land uses would occupy supports other numerous transit-related factors including: (1) ¼ mile walking distance to transit; (2) potential for an interconnected street system; (3) moderate traffic speeds (25 mph to 35 mph); (4) bike lanes; (5) curb-side parking; (6) a variety of fronting land uses; (7) transit-friendly loading and unloading zones; and, (8) Mandeville Avenue could provide for a series of different land use types serviced by transit and connected to UC Merced and downtown Merced. Committee Member MCCOY commented that this option makes sense as it serves student population at UCM and connects with downtown.

Committee Member TINETTI asked, whether on Bellevue Road or Mandeville Avenue, is there room to also plan for light-rail. Committee Member ROBBINS asked how a transit corridor on Mandeville Avenue would affect traffic counts on Bellevue Road or the Campus Parkway. Ms. WISE stated that with the BCP proposal for transit and interconnected streets, that traffic volume on Bellevue Rd. would go down.

Mr. GONZALVES reminded the Committee not to forget the bigger picture of creating a loop road (of which Bellevue Road is part) to carry regional traffic with connection points at State Route 99 and at UCM, and to be sure the road is designed to accommodate the community's broader need. Committee Member ROBBINS raised the question of who is going to build the loop road. Committee Member KOLLIGIAN noted, after viewing the slides so far, that the north side of Bellevue has been ignored and that he is interested to see the plans for that, especially in light of the regional nature of traffic on the loop road. Committee Member HOLMES commented on the amount of traffic coming from the foothills down G Street to Merced and SR 99, emphasizing the need to consider out-of-town traffic needing to use regional roads such as the loop road system. Ms. WISE noted that more traffic modeling could occur after the Committee votes on the high-level design options for the plan area.

Committee Member GWIN asked how the BCP project is going to coordinate (construction, location, funding) with the Campus Parkway and AME. Ms. WISE noted the AME is planned up to the west side of Hwy 59. Mr. GONZALVES noted the Campus Parkway is located to the east of the BCP. Committee Member CALLISTER noted that with Bellevue Road and Mandeville Avenue, you have two major roads and related expenses. Mr. SARGENT commented that Mandeville Avenue is actually not a major street, and that it is a regular collector road (travel lanes, bike lanes, on-street parking) with a transit lane.

Committee Member ROBBINS asked if there are examples of two massive boulevard structures sitting a half-mile apart in an area with a population like Merced. He has not seen this before; he asked why we would build two massive systems.

Committee Member KOLLIGIAN noted that Bellevue Road exists and rights-of-way have been dedicated and can't see diverting traffic to Mandeville Avenue, but does see a slower Main Street type design for Mandeville Avenue. He asked if bikes should be placed on Bellevue Road with higher traffic speeds or on a road with slower traffic speeds. Committee Member HOLMES noted that with Mandeville Avenue (if a successful transit corridor) the City would not need all the turn lanes and associated ROW planned for Bellevue Road. Committee Member KOLLIGIAN expressed caution about concluding that fewer turn lanes are needed. Ms. WISE stated that the City's General Plan describes Bellevue Road as a 6-lane road and Mandeville Avenue as a 2-lane road, and adds a transit component. The cost of this transit component on Bellevue Road vs. Mandeville Avenue is not a big difference (though probably cheaper on Mandeville Avenue since it is ¼ mile closer to downtown); the real issue is which road will maximize the functionality of transit. Committee Member MCCOY stated that the City should keep all options open since this is a long-term plan, and since the campus is growing and generating traffic.

A member of the public asked if you need 100% participation, i.e. that every one of them has to want to do this. Mr. GONZALVES responded by saying the City Council directed staff to prepare the BCP as a policy document to guide future growth of private property. The BCP, like other planning tools adds certainty and value to the market. Mr. PEREZ commented that the BCP effort is not taking rights away from anyone. There is no City zoning now. The BCP provides the foundation to annex and zone the property for urban development, in a manner that benefits the property owner and the community. The BCP effort is a process whereby decisions are made as to the best future land uses (or not) for private property are made. Either through the BCP process or on a property-by-property level, land use and circulation

decisions by the community need to be made. To do it the later way, is irresponsible and really difficult, he said. Mr. SARGENT commented that the circulation plan would have a hierarchy whereby different types of streets are identified and the degree to which street alignment is fixed or adjustable, for example, the location of the local or smaller streets is very flexible as long as it meets a minimum threshold of connectivity.

Committee Member WESTMORELAND-PEDROZO commented that community planning reduces future costs to the tax payer versus development occurring in a piecemeal fashion. Committee Member GWIN asked if the development process includes dedication of roads that the City does not need to purchase. Mr. GONZALVES confirmed the statement with a qualifying statement that the City pays for "oversizing" of facilities, i.e., that portion of the facility that the greater community, not just the development, uses. Committee Member GWIN noted that the future use of private property for public roads will be part of the development process as opposed to a government entity condemning it for public use. Mr. SARGENT noted that subdividers build lots and streets; at issue is the need to provide interconnected streets. A member from the public commented that the issue is one of annexation, especially if people don't want to be annexed. Ms. WISE confirmed that the plan area is in the county and that property owners initiate (or not) annexation proposals.

Topic: Transit Oriented Center

Is this a reasonable range of uses? Is this an appropriate gateway to the campus? Should other areas of the BCP be targeted for this type of use? For example, should this be shifted to Gardner Avenue and Bellevue Road and flip the R&D next to UCM?

Mr. SARGENT then discussed the range of land uses that could occur within each of the larger bubble areas, for example within the business park, the transit-oriented center, the neighborhood centers; the multifamily, etc. If the Committee embraces the concept of interconnected streets and creating a transit/bike/pedestrian-friendly environments, then there is an amazing amount of flexibility in terms of land use and development, intensity and a horizontal and vertical mixing of land uses, and removal of street segments to create super blocks. Mr. SARGENT went through a series of slides to suggest a range of possibilities in land use types of various sizes in the Transit-Oriented bubble area of the BCP. One consistency among the uses and buildings would be the orientation or "addressing" toward the street, and the type of

streetscape, depending upon the broad nature (residential, commercial) of the land use. Block sizes could range in size.

Topic: Research and Development at Gardner Avenue and Bellevue Road

Does the research and development (R&D) make sense at Gardner Avenue and Bellevue Road or does it need to flip and be closer to the university?

Mr. SARGENT then discussed in greater detail what is envisioned in the Research and Development bubble part of the plan, noting that some R&D supportive-type commercial could be allowed along Gardner Road. Block sizes would be (400'x 500') but flexible to expand or pieced together if the market demanded a lot of floor area, for example to create a large campus. Buildings could be "tilt-up" or high quality institutional types. Streets could be removed, replaced by pedestrian courtyards and other open space areas. Office type uses would be permitted. Site designs should support and build-off of adjacent transit facilities, bike lanes and pedestrian oriented streets. R&D buildings could address toward the side road of Bellevue Road. If the market would support it, R&D could be located on both sides of Mandeville Avenue. While the plan provides for much flexibility, a constant should be that the building frontage to streets look attractive and create a pedestrian environment. Ms. WISE noted that this shows the value of the grid being able to adjust to the market while retaining attractive public realms that add value to adjacent private properties. If demand for R&D was lower than expected, some of that space on the fringe could be used for multifamily, or both sides of Mandeville Avenue could be occupied with higher density housing.

Mr. GONZALVES commented that the proposed plan provides flexibility, but includes structure or a framework that adds value and a beneficial degree of certainty for successful development. If investors know they are buying an address on Mandeville Avenue (they know what it is going to be as expressed in the BCP), then that address has value because it has a transit service connecting high speed train to UCM, and will be a particular type of place people want to be. Without the certainly of knowing Mandeville Avenue goes through to create a certain type of atmosphere, the value would be a speculative property without an address in the middle of a field. Ms. WISE noted that street and subdivision standards should be expressed in the plan, again to emphasize the structure, address and associated value. The BCP should also fix the location of the R&D at Gardner Avenue and Bellevue Road, and a more intensive transit-oriented development site near the campus. All development (uses and circulation) along Mandeville Avenue would be transit-oriented, just at a smaller

scale than that near UCM. All properties along Mandeville Avenue would benefit and extract the investment from the transit facilities. Mandeville Avenue could have a range of uses on both sides of the street.

Mr. SARGENT discussed the area between Foothill Avenue and Cardella Road, a residential area whose streets are influenced by the open space corridor by placing the street adjacent to the open space and roads oriented to open at the creek, giving all residents an address oriented to the creek (similar to properties along Bear Creek Drive). Streets could be designed with surface storm-drainage features, and other "green" designs. The area could have a range of densities and types. Neighborhood centers would be where small businesses could locate at a cross street or in a block-long commercial area. Closer to Lake Road, the residential area would be more semi-rural, larger lots.

A Committee Member asked where there are communities with interconnected streets as opposed to cul-de-sac designed subdivisions. Mr. SARGENT mentioned Hercules, CA as an example and stated that cul-de-sacs could be placed in the BCP along the edges away from the transit-oriented areas of the plan.

Committee Member GWIN asked if it made sense to have developers talk with Committee before deciding on the plan. Mr. GONZALVES noted that is why the plan includes flexibility. Committee Member GWIN commented that the plan should be rigid so that the fiasco that happened at Bellevue Ranch does not happen in this area. Mr. SARGENT commented that the Bellevue Ranch plan is an inflexible development plan that limits options. Ms. WISE noted that being over-entitled could be a problem for certain properties. She also noted that many of the Committee Members have development industry experience and are part of the dialog to create the plan. Ms. WISE restated that the BCP will have street and block standards, but to provide much flexibility for future land uses to allow the market to have a legitimate role in the development of the plan area. Market studies work for a time period 5-10 years out, not greater. It is difficult to predict how many acres or square feet of various uses are needed. While an amount may be determined, knowing exactly where and when land uses will be sited are more difficult to predict.

Committee Member DICKER asked how the consultants envisioned the BCP plan interacting with the UCP plan. Mr. SARGENT commented that if the community is planning for twice the amount of land then it will take twice the amount of time to build. He stated since no one knows how long it will take to build part of the area

(given the market and duality of planning areas) then one strategy is to focus the development in as few areas as possible instead of letting it grow all over the place.

Ms. WISE commented that there is a need for both Plans to be ready so that development happens in a logical order. Actual phasing agreements are dependent on (1) revenue sharing agreement with the county; (2) infrastructure improvements; (3) state budget influences; and, (4) affect on growth patterns of UC Merced. These uncertainties point to the need for the BCP to be flexible, but to establish a framework so that if and when the area develops, the BCP describes those things the community would like to see happen. The role of the BCP is not about creating a phasing plan or to determine what specific infrastructure improvements are needed and built first, or to coordinate these things with UC Merced. Mr. GONZALVES commented that we can't dictate to the county or the UC. The task is to have a framework plan in place that connects with the surrounding community. Ms. WISE commented that minimum and maximum development standards would be crafted with flexibility to enable the plan to respond to future markets. Committee Member DICKER suggested that greater flexibility be provided by allowing the land use character bubble areas to float and not be pinned to a particular location. Ms. WISE commented that they thought about this approach too, but concluded that such approach would not help with subsequent necessary tasks of infrastructure planning and the related task of determining costs and how to pay for future development.

Ms. WISE emphasized the importance of anchoring chunks of the high-intensity TOD (Lake/Bellevue/Mandeville) and R&D (Gardner/Bellevue/Mandeville) so that there is certainty for all property owners, so that the infrastructure and phasing planning to be completed, and to be consistent with the environmental review documents. Mr. SARGENT commented that the odds of creating an interconnected community, by developing based on floating land uses, are very low. Committee Member HOLMES commented that as a community member, he wants to be able to go to the City Council with a recommendation of what this community is going to look like, and not just allow developers to go in and develop anything so long as it is put in a grid system. He stated that the task of the Committee is to come up with a plan that is buildable, sellable and an asset to the community.

Mr. SIGMAN commented that the Committee is looking far into the future, and in the last 5 years, we were in a period of an economic reset, and we are still trying to understand how Merced and the region is going to emerge; it is not clear, we are at a turning point. The planning team is challenged with not knowing where the market is going. Academics say we are moving toward more multi-family, higher density,

housing, which is supported by the State for environmental reasons. But at the same time, communities that have re-emerged are going right back to single-family housing. Thus, the planning team is staying away from saying exactly what use or densities could occur, and instead to focus on the street connectivity, transit use, etc. which are the foundational building blocks to create a great place and investment certainty to set the stage for the right future growth pattern regardless of what the developers want to do, which will incentivize their development activity.

Topic: Community Shopping Center

Mr. SARGENT then noted the idea of a community shopping center being raised, and suggested a good model is the Fig Garden Village in Fresno, and showed images of the site showing parking areas, building facades, pedestrian ways, village scale buildings and arcades, near rural residential properties, beautifully landscaped, and a place for people to gather. He showed an area north side of Bellevue adjacent to Paulson Road. Ms. WISE noted it could go in different places, as these images are concept only. Mr. SARGENT noted it could go into any of those ¼ mile segments, north or south of Bellevue Road all the way over to G Street. Ms. WISE noted that this type of development is not transit-oriented (it is more auto-oriented), from that perspective, it makes more sense north of Bellevue Road. Mr. SARGENT noted you could have multiple sites, with bigger or smaller stores. Committee Member KOLLIGIAN stated he owns property north of Bellevue Road, and understands that the consultant is saying that as an auto-oriented use would fix itself to Bellevue Road, and asked about the flexibility of the land use designations; would they be placed at the corners, and would adjoining owners have the same opportunity for commercial uses? Mr. GONZALVES stated that there would need to be a balance, a mix of uses, and adding commercial would have to be proven economically.

Committee Member KOLLIGIAN asked where that floating designation (previously described as a concept by Ms. WISE) was going to end up. Mr. SARGENT reiterated the flexible siting of the use, and commented that it is a type of use that does not connect very well with other uses, and that may influence actual the possible locations. Mr. PEREZ mentioned the methodology one can use to identify where a use makes sense and where it doesn't in order to restrict the use from those areas, and then to establish minimums and maximum development standards for the remaining areas to account for their unique circumstances.

Committee Member HOLMES asked if we are creating an environment for people to walk to shopping, why would we put the shopping center on the north side of

Bellevue Road rather than the south side where there is access to transit. Ms. WISE commented that they were responding to comments about whether the area north of Bellevue Road is rural residential or other uses to occur over time. Another option is that it be left in reserve since there are plenty of developable sites between Bellevue Road and Cardella Road. She also noted that the responses on the survey from last meeting were all over the board on land uses north of Bellevue Road.

Committee Member HOLMES reiterated the quandary of enabling people to shop without having to get in their car to go to the north side of Bellevue Road. Ms. WISE commented that this is a lot to take in and there are a lot of people shaking their heads – this is not going to work – that we're not going in the right direction.

Committee Member HVIDT asked if there is a process in the City of Merced to make a general plan amendment. Mr. GONZALVES said yes. Committee Member HVIDT commented that long-range plans should be fluid and flexible, and over time given market conditions, the BCP land use designations can be changed. He also commented that the big elephant in the room that no one is talking about is infrastructure and that without infrastructure the BCP will not be implemented. Ms. WISE noted that while infrastructure is a big issue, if the BCP is adopted, that will accomplish a general plan amendment regarding land use for a lot of property. Establishing a zoning process would also be of benefit.

Committee Member CALLISTER commented that the circulation framework presented (Bellevue Road and Mandeville Avenue) makes sense, but would like to know the cost differential between that and an alternative approach. Committee Member GWIN asked why all of a sudden there are deadlines. Mr. GONZALVES said that we need to start writing the plan.

Committee Member ROBBINS summarized that the actions the consultants seek are direction on the circulation and open space network, and that getting to land use would be a challenge. Ms. WISE noted that recommendations on the R&D and higher-intensity TOD nodes would be as far as she would like to go.

Prior to hearing recommendation from the Committee, a five minute break was taken.

Committee Recommendations

Recommendation: Location of Transit? Bellevue Road or Mandeville Avenue

Chairperson SPRIGGS opened the discussion concerning the Committee recommendation for Mandeville Avenue vs. Bellevue Road. Which is the transit corridor? Sizing? Committee Member TINETTI said Mandeville Avenue should be the transit corridor because of the ease of access planned for Mandeville Avenue, and I can't see transit working on Bellevue Road due to the high vehicular speeds on the loop road. Chairperson SPRIGGS noted that the Committee concurred that the transit should be placed on Mandeville Avenue. Committee Member ROBBINS concurred with Committee Member TINETTI but cautioned that Merced can't build two big systems. Mr. TELEGAN commented that he is not opposed to transit on Mandeville Avenue, but raised a concern about how the transit will interface with the Bellevue Ranch Development. Mr. SARGENT noted that Mandeville Avenue exists west of G Street and no alteration would occur there to the street or to the land uses. Committee Member MCCOY commented that Mandeville Avenue connects to M Street which brings you to downtown and is the perfect corridor.

Recommendation: Size of Mandeville Avenue and Bellevue Road

Chairperson SPRIGGS described Mandeville Avenue as a 2-lane road with a median. Committee Member HOLMES noted that the width of Bellevue Road would be dependent upon the average daily trips (ADT). Committee Member HOLMES commented that the Committee shouldn't hem in Bellevue Road to be just four lanes; as planned it would have 4-lanes, but includes a median (total of 128-foot ROW) in case additional lanes are needed, avoiding the need to remove curb and gutter and widen the edges. Committee Member KOLLIGIAN commented that it should be wider to provide for a "boulevard" landscape presentation. Committee Member HOLMES described the City standard, which includes landscaping. Committee Member WESTMORELAND-PEDROZO commented that Bellevue Road should be designed similar to Campus Parkway, which also has four lanes with a wide median to add more lanes if needed. Access side roads are added by developers and not part of the public right-of-way. Committee Member ROBBINS asked Committee Member HOLMES to clarify a few items like Mandeville Avenue being 2-lanes with transit lane in the middle, on-street parking and bike lanes. Ms. WISE noted that the Committee doesn't need to design the road, but rather to conceptually describe them. For example, Mandeville Avenue is a 2-lane road with Bus Rapid Transit and Bellevue Road is a 4-lane gateway boulevard with room to add lanes.

Committee Member ROBBINS added that he thinks the grid system and connectability is great, but if you are going to put a picture of this in the BCP that there needs to be a narrative stating that we're going to take topography into

consideration. Chairperson SPRIGGS summarized the above descriptions. Committee Member KOLLIGIAN again expressed concern to provide adequate land, even if the road becomes six lanes, to create a boulevard appearance. Committee Member HOLMES observed that with the side roads and lack of need for a landscaped edge and sound walls, that there may be enough space already in the 128-foot right-of-way. Others noted that after a follow-up traffic study to determine ADT, the actual width need can be figured to ensure that Bellevue Road had adequate landscaping to create a Boulevard appearance. Chairperson SPRIGGS summarized the description as a boulevard with potential for six lanes. The Committee agreed to these designs.

Recommendation: High-intensity TOD node and R&D node

Chairperson SPRIGGS opened up the discussion as to the location of the high-intensity transit-oriented development node and the R&D node. Committee Member HOLMES expressed his support for these uses to be located as suggested by the consultant (the R&D at Gardner/Bellevue/Mandeville and the TOD at Lake/Bellevue/Mandeville). The Committee supported this suggestion. Committee Member WESTMORELAND-PEDROZO commented that one of the images showed an entertainment use at Lake Road and Bellevue Road. The group stated that that could be part of the transit-oriented development. Committee Member DICKER asked about the amount of uses permitted in the transit-oriented development. Mr. SARGENT noted that the plan would provide these details and that anchoring the location of these bubble land uses is the first step. Committee Member MCCOY commented that the transit-oriented development area needs to be flexible to respond to the growth and needs of the growth at the campus and cautioned against limiting the size.

Recommendation: Open Space

Chairperson SPRIGGS opened up the discussion as to the support for the open space concept. Committee Member HOLMES noted that single-loaded streets are cost-killers, while a few of those could occur, not all streets next to open space should be single-loaded. Committee Member TINETTI asked if we could put in a large recreational facility in the area west of Lake Yosemite. The Committee discussed the application of “transfer of density rights” (TDR) in the BCP area, notably in the

natural drainage west of Lake Yosemite. Though it appeared that the Committee supported the open space concept, there was no action to confirm this.

Recommendation: Larger Format Retail

Committee Member KOLLIGIAN asked if we are going identify a community center and its location. There was concurrent general discussion about this request. Chairperson SPRIGGS formally opened the discussion as to the support for retail at the northeast corner of G Street and Bellevue Road. Committee Member HOLMES disagreed and suggested the southeast corner because it is transit-oriented. Committee Member ROBBINS commented that the BCP could allow it on either corner and let the market decide. Committee Member KOLLIGIAN commented that he could see a retailer wanting to start something right away. Ms. WISE noted that they were thinking that the corners (Bellevue Road and G Street and Bellevue Road and Gardner Avenue) could be R&D, high density housing or some retail similar to Fig Garden Village. Committee Member TINETTI asked if the BCP needs to designate it now, or can the plan be flexible. Committee Member KOLLIGIAN stated that as a land owner, he would like some finality.

Committee Member CALLISTER commented that he is not prepared to make that decision today, and we are pressing to make a decision at the end of a long meeting. Ms. WISE asked the Committee if this is a topic to continue at the next meeting. Committee Member ROBBINS stated he believes it should be designated, but agreed (garbled). Committee Member KOLLIGIAN stated he believes it should be designated, but that the Committee can think about it. Ms. WISE commented that they can spend some more time on that corner because we don't have time today.

Committee Member KOLLIGIAN asked the Committee what they would put there instead. Committee Member WESTMORELAND-PEDROZO commented that on the west side of G Street there is nothing, a set of homes and a wall. Committee Member KOLLIGIAN commented that the east side needs to start correctly, a monument that presents this area in a manner the community can be proud of to start this tree-lined boulevard progression to UC Merced.

Chairperson SPRIGGS also pointed out for the consultant to think about what blends with the rural residential to the north. Mr. SARGENT commented that the reason they showed the Fig Garden Village is that it is built and designed at a scale that would be compatible with nearby housing. Committee Member HOLMES

commented that if it did go there, the control would need to be rigid, so as you build it, it becomes compatible with the homes that are there today.

Committee Member HOLMES also noted that the ingress and egress would need to be controlled, for example, the access to be ¼ mile away from the intersection of G Street and Bellevue Road, and that buildings need to be up to the street. Committee Member ROBBINS commented that this is getting into project design. Committee Member HOLMES disagreed and stated these controls are needed if we are to support this use at this particular location. Ms. WISE commented that they will look at a Fig Garden Type development on the north side of Bellevue Road and study that in terms of access, transitions, and (garbled) on the south side to, and noodle over that, and (garbled) recommendation too.

(F) BREAK/APPROXIMATELY 3:15 P.M. TO 3:30 P.M.

The Committee adjourned prior to this agenda item, having spent all time on agenda item E.

(G) URBAN DESIGN / IMPLEMENATION

The Committee adjourned prior to this agenda item, having spent all time on agenda item E.

(H) DRAFT OPEN SPACE, CONSERVATION, RECREATION CHAPTER

The Committee adjourned prior to this agenda item, having spent all time on agenda item E.

(I) NEXT STEPS

The Committee adjourned prior to this agenda item, having spent all time on agenda item E.

(J) ADJOURNMENT TO JULY 11, 2013, AT 1:30 P.M.

THERE BEING NO FURTHER BUSINESS, CHAIRPERSON SPRIGGS ADJOURNED THE MEETING AT 4:45 P.M. TO THE NEXT REGULARLY SCHEDULED BELLEVUE CORRIDOR COMMUNITY PLAN AD-HOC

CITIZENS ADVISORY COMMITTEE MEETING ON THURSDAY, JULY 11, 2013, AT 1:30 P.M.

BY: Bill King

BILL KING
COMMITTEE SECRETARY

APPROVED:

Bill Spriggs

BILL SPRIGGS, CHAIRPERSON
BELLEVUE CORRIDOR COMMUNITY PLAN
AD-HOC CITIZENS ADVISORY COMMITTEE

BELLEVUE CORRIDOR COMMUNITY PLAN
AD-HOC CITIZENS ADVISORY COMMITTEE

MINUTES

SAM PIPES CONFERENCE ROOM
678 W. 18TH STREET
MERCED, CALIFORNIA

THURSDAY
JULY 11, 2013

The meeting was cancelled.

BY: Bill King
BILL KING
COMMITTEE SECRETARY

APPROVED:
Bill Spriggs
BILL SPRIGGS, CHAIRPERSON
BELLEVUE CORRIDOR COMMUNITY PLAN
AD-HOC CITIZENS ADVISORY COMMITTEE

BELLEVUE CORRIDOR COMMUNITY PLAN
AD-HOC CITIZENS ADVISORY COMMITTEE

M I N U T E S

SAM PIPES CONFERENCE ROOM
678 W. 18TH STREET — THURSDAY
MERCED, CALIFORNIA — AUGUST 15, 2013

(A) CALL TO ORDER

Chairperson SPRIGGS called the meeting to order at 1:37 p.m.

(B) ROLL CALL

Present:	Committee Members:	Susan Gerhardt Dan Holmes Sharon Hunt Dicker Bill Hvidt Lee Kolligian Walt Lopes Carole McCoy Jeff Pennington Steve Simmons Justi Smith Bill Spriggs Steve Tinetti Diana Westmoreland Pedrozo (arrived at 2:00 p.m.)
Absent:	Committee Members:	Jerry Callister (excused) Melbourne Gwin, Jr. (excused) Richard Kirby (excused) Ken Robbins (excused) Greg Thompson (excused)
Staff Present:		Bill King, Principal Planner
Consultants Present:		Lisa Wise David Sargent Patrick Gilster

(C) APPROVE MINUTES OF MAY 2 AND JULY 11, 2013

M/S SIMMONS-HOLMES and carried by unanimous voice vote (five absent, one late), to approve the Minutes of May 2, 2013 and July 11, 2013, as submitted.

(D) ORAL COMMUNICATIONS

Rick TELEGAN advised that he would like to discuss infrastructure, specifically sewage issues at some point in the meeting's discussion.

(E) PLANNING PROCESS ACTIVITIES AND CALENDAR

Principal Planner KING spoke about the actions of the Committee at the May 2, 2013, meeting including advisory recommendations about: 1) the transportation and land use functions of Bellevue Road and Mandeville (Bellevue Road to serve regional traffic and Mandeville Avenue to serve local traffic with a significant transit service and associated land use variety and pedestrian-oriented designs); 2) open space network; 3) locations of Business Park and Transit-Oriented Development "character areas;" and, 4) placement of commercial centers (discussion to be concluded at today's meeting).

Principal Planner KING also provided an overview of the plan's draft policies to be reviewed later in the meeting.

Ms. WISE introduced the team present (David Sargent and Patrick Gilster), and provided a broad overview of the planning process to date and future meetings of the Committee, which would involve one final meeting in December 2013 or January 2014 at which time the full draft plan will be presented and discussed.

(F) DISCUSSION ABOUT RETAIL AT G AND BELLEVUE:

This discussion occurred as part of item G, after the break.

(G) DRAFT PLAN CORE ELEMENTS (Land Use, Circulation, Open Space)

Mr. Sargent's powerpoint presentation was arranged as a "visual questionnaire" filled with imagery of ways in which the plan area could be developed, and structured with time for the Committee to ask questions and make comments about, in order to be sure to incorporate the community's ideas into a more definitive level before the plan is fully developed. Mr. Sargent presented several topics:

Complete Streets: A goal of the plan is to create "transit-servable places." A foundation of this goal is to create a network of complete streets so the population can safely and comfortably walk or ride a bike to and from work and home.

Committee Member KOLLIGIAN asked about the design of Gardner Road. Mr. Sargent described the area south of the intersection of Gardner Road and Bellevue Road as an important business center, and that the typical 5-lane arterial with walls would cut it in half. Rather, provide roadway features to carry the anticipated traffic, but which may have fewer travel lanes, with or without on-street parking, and slow the vehicle speeds. This would be tested in subsequent traffic modeling. Committee Member KOLLIGIAN cautioned against going with a design similar to the funneling of M Street north of Cardella Road. Mr. Sargent stated the M Street design would not be used on Gardner Road.

Committee Member DICKER asked about the map showing the possible future location of Campus Parkway, and asked that the image shown at today's meeting not be included in the Bellevue Community Plan.

Mr. Sargent continued to describe the functional street layout for the area including arterials, collectors, important local streets, important block pattern to support transit, and the Mandeville transit-corridor. Principal Planner KING noted that the handout (page 13) includes language that describes the illustrative nature of the local street block pattern, as discussed by the Committee in May 2013. Mr. Sargent noted that at some point in time, performance standards should be developed as a tool to identify the minimum level of street connectivity needed in the plan to achieve the goal creating "transit-servable places."

Bellevue Road Design: Mr. Sargent described the different potential designs for Bellevue Road including: 1) 6-lane arterial with intersections every ½ mile (BAU); 2) 6-lane arterial with intersections every ½ mile, plus side-roads with parking (angled or parallel, single or double-loaded) and driveways to adjacent uses, and allowing a variety of building types and uses to face the side road, this option allows side traffic to operate without affecting the through traffic on the 6-lane arterial; 3) a 4-6 lane arterial that allows signalized street intersections every ¼ mile, and traffic moves at 35 mph, possibly with bike lanes and on-street parking; and 4) option (3) with one-way side road with the features noted above.

Committee Member HOLMES noted that the traffic model will still need to include through traffic that will occur in the planning area. Mr. TELEGAN asked about

driveway access to the side roads. Committee Member HOLMES asked if these different types can occur along the 2 mile stretch and MR. SARGENT said there should be consistency for at least a ¼ mile length. Committee Member WESTMORELAND-PEDROZO asked if the expressway design that exists off of SR 99 will continue all the way to and including Bellevue Road. Mr. Sargent commented that traffic from SR 99 will not travel a loop through Merced, but will function more as an access to local sites, such as UC Merced. Thus, in the plan, Bellevue Road is not being designed as an expressway. The design of Bellevue Road is more about creating and enhancing the adjacent neighborhood, rather than just serving as a through road for regional traffic and adding no value to adjacent properties.

Mandeville Road Design: Mr. Sargent described the transit-corridor with a future bus-rapid transit (BRT) lane, auto lanes, parking and bike lane, as well as the different land uses that would front it within the planning area. Mr. TELEGAN asked how the plan envisions Mandeville Avenue extending west of G Street and into the Bellevue Ranch development, because the plan shows it going to M Street. Mr. Sargent noted there isn't room for a dedicated transit lane, but that the bus service would run along that existing road sharing the road with vehicles. Mr. LAKIREDDY asked about the reasoning behind discouraging Bellevue Road as an expressway, because if there are many commercial corridors, then wouldn't slowing traffic create a mess in the future? Mr. Sargent clarified that slower traffic can actually move more cars than faster traffic. Poorly operating intersections have the potential to degrade capacity. Bellevue Road would need to include synchronized traffic signals, and perhaps the use of traffic roundabouts. Mr. Sargent also clarified that these roads are not commercial corridors, but rather walkalble and livable streets that will have a variety of adjacent land uses, including those with high concentrations of employees. Mandeville Avenue could also become mainly residential. Committee Member WESTMORELAND-PEDROZO commented that the M Street transit-corridor needs to be reassessed, especially given the new railroad under-crossing. She also pointed out that having an understanding of regional traffic, truck traffic, and design of Campus Parkway are factors that can be used to help determine the function of Bellevue Road. Committee Member HVIDT commented that an informed decision needs to be based on the cost of the infrastructure that is being proposed in the plan area. Chairperson SPRIGGS commented that first there needs to foresight to set aside space for a transit line, arterials and expressways to accommodate the needs of a growing community, regardless of the time to pay and construct it. The Committee discussed the role of the market in being able to, or not pay for planned infrastructure, and whether or not the market exists to develop property. Ms.WISE noted that the plan will include options to facilitate the kind of development that could occur, and

not come up with a detailed design, and at this level of planning, financial planning is not necessary. Principal Planner KING informed the Committee of the City's Municipal Services Review and its Public Facilities Financing Plan that address the costs of infrastructure improvements (including roadways, street lights, and transit) that are proposed at the General Plan level. Mr. Sargent commented that the mobility elements of the plan are being devised to maximize developability and to generate value along the roadways edges as opposed to a narrow view of merely creating a buffer from traffic noise and pollution. Continuing the discussion on Mandeville Avenue, Mr. Sargent commented that the BRT may be able to run with traffic and not have a fixed guide-way.

Other Road Design: Mr. Sargent described the designs of Lake Road, collectors, edge-drives and local streets. Committee Member TINETTI commented that it would be ideal to extend a bike path from Golf Road to Lake Yosemite through the planned open space.

Open Space: Mr. Sargent described the extent and types of open space throughout the plan area ranging from public parks to private open spaces in housing complexes. Mr. TELEGAN commented that the area southwest of Lake Yosemite could be used as a regional park. Committee Member PENNINGTON commented that the updated UCM 2020 plan included recreational uses at Lake Yosemite; Committee Member HVIDT commented he would be happy to present the updated UCM 2020 plan to the Committee.

BREAK/APPROXIMATELY 3:00 P.M. TO 3:15 P.M.

Continued discussion of agenda items F and G:

Mr. Sargent presented a series of possible building types that may occur in each of the plan's place-types (Business Park, Transit-Oriented Development, etc.) for the Committee to review and comment on. These images showed possible land uses and building intensity defined by height, setbacks, and lot coverage. Committee Member HOLMES, to help the Committee visualize, commented that the TOD area sits on a hill. Committee Member MCCOY commented that the view of UC Merced is attractive and tall buildings would block that view. Other Committee members commented that the view of UC is itself changing and will include tall buildings. Committee Member DICKER asked how the plan will complement the town center in the University Community Plan. Mr. Sargent commented that the development of either one would affect the growth of the other. The plan is designed to respond to those changes by allowing development of a different type, and in this way, the plan

is flexible by adjusting what is developed around it. Mr. LAKIREDDY asked about the connectivity of the plan area to the areas to the east. Mr. Sargent commented that Mandeville Avenue would go across. Mr. Sargent commented that the plan will emphasize connectivity and open space to enable many possibilities over time and with changes to the market. Committee Member PENNINGTON asked if there would be a "jobs metric" to determine how much research and development should occur. Ms. WISE noted that at this initial planning stage, and absent proximity to actual development, there shouldn't be this type of assessment, and that this is the first planning step of many. Mr. Sargent commented that the flip side of flexibility is ambiguity, but as development occurs, it is important to more precisely master plan the surrounding street network, removing the ambiguity of the plan.

Mr. Sargent commented about his involvement in the Silicon Valley to "re-make" an existing business park to one that adds more local roads and adding bikeways and pedestrian walkways, to create a lively urban environment where employees from different companies can mingle informally. The old model of driving in from the countryside, parking and then driving home is not the model that will attract and retain a highly educated and smart workforce. Mr. Sargent commented that the plan builds this from scratch, as opposed to the "remake" underway in the Silicon Valley. Mr. NICHOLSON commented whether the pattern of land uses proposed is similar to what is occurring in the Bay Area, and the value of placing more Research and Development next to it or a mix of uses that is proposed in the Transit-Oriented Development area. Ms. WISE commented that this was discussed at the May 2013 meeting. Mr. Sargent commented in the Mountain View area, biking is becoming a significant form of transportation during the day. Committee Member PENNINGTON asked how a variety of land uses can be placed near each other without controversial public hearings. Ms. WISE noted that there are strategies that can be used to minimize these conflicts and to minimize the entitlement process. Mr. TELEGAN asked about the absence of school sites in the plan. Principal Planner KING commented that we are at the stage where general location of schools can be marked on the community plan land use map; these are marked as "floating schools sites."

Mr. Sargent presented a series of slides depicting the idea for a Western Gateway Design to create an attractive welcoming space at the intersection of G Street and Bellevue Road. The idea is to create an open space with attractive building facades instead of ending up with a parking lot and/or the back of buildings. The uses could be several types, including retail, for example, the Fig-Garden Village model from Fresno. The open space between the buildings and streets would create an attractive space for housing, or mixed-use designs. The Committee offered several ideas that

could work in this gateway area. Mr. TELEGAN asked if there would be any assurance in the plan as to the availability of sewer for initial phases of development. Mr. KING commented that an update to the sewer master plan is to occur soon, and that the plan, without these infrastructure master plans, cannot itself guarantee the availability of service. Mr. TELEGAN offered the suggestion that the plan include a flexible alternative for on-site sewage treatment, noting that such a plant would be sustainable by enabling the use of discharge water. Committee Member HVIDT asked whether or not there are creative solutions to allowing development of lands next to UC Merced with minimal permitting process. Mr. NICHOLSON commented that development does not have to be in a City, so the real question is how do you get sewer and water to a position near the campus? He stated that the use of a reverse-tax sharing agreement could be discussed whereby development occurs in the County and revenues are shared until such time as the site is annexed could be an option worth examining. Mr. TELEGAN commented that development could be "outside-in" instead of "inside-out" with the use of satellite sewer plants, which the County and the UCP support.

Mr. Sargent presented a conceptual shopping center at G Street and Bellevue Road, similar to a design much like Fig-Garden Village, describing circulation and design options. If a center showed up in this area, it could reduce the demand for commercial services in the areas south of Bellevue Road. [The following dialog was shifted from the end of the meeting: Mr. Sargent stated that the design of the center on G Street and Bellevue Road has a strong statement at the street, but has a soft transition with the future neighborhoods to the north. Committee Member HOLMES commented that because of the property owner, he is comfortable with what his vision for the site is, as opposed to an unknown developer. He also likes the gateway concept and that the center would be constructed at an urban scale. What doesn't make sense is a large big-box shopping center.]

Mr. Sargent also described how commercial sites could occur in the areas south of Bellevue Road. Mr. TELEGAN commented that the rural residential area north of Bellevue Road is a significant change from the City's General Plan, and feels the creek should be captured as part of an open-space feature of a commercial development. Committee Member HOLMES noted that the bus route may be located on Gardner/Parsons Road.

(H) DRAFT PLAN POLICIES

Principal Planner KING described a few of the policies to give an example of how policy development for the Bellevue Community Plan can be developed, and asked

the Committee for comments, several of which were discussed. Committee Member WESTMORELAND-PEDROZO asked how much sensitive habitat is in the planning area and whether or not resource agencies are going to require lands to be set aside for protection. Principal Planner Mr. KING explained that the plan's open space plan includes a large area of open space, some of which may or may not be required to be set aside. The amount of open space in the plan may be lessened after proposed development plans go through the permit process with the resource agencies. Committee Member WESTMORELAND-PEDROZO emphasized the importance to use existing information to minimize future surprises that result in modifications to the plan. She encouraged owners to approach planning and habitat protection from a collaborative approach to allow greater flexibility in locating development and conservation lands, emphasizing this to occur as a follow-up step to preparation of the plan.

(I) NEXT STEPS

The next CAC meeting will occur in December 2013 or January 2014.

(J) ADJOURNMENT TO AN UNDETERMINED THURSDAY IN DECEMBER 2013, OR JANUARY 2014, AT 1:30 P.M.

THERE BEING NO FURTHER BUSINESS, CHAIRPERSON SPRIGGS ADJOURNED THE MEETING AT 4:35 P.M. TO AN UNDETERMINED BELLEVUE CORRIDOR COMMUNITY PLAN AD-HOC CITIZENS ADVISORY COMMITTEE MEETING ON A THURSDAY IN DECEMBER 2013, OR JANUARY 2014, AT 1:30 P.M.

BY: Bill King

BILL KING
COMMITTEE SECRETARY

APPROVED:

Bill Spriggs

BILL SPRIGGS, CHAIRPERSON
BELLEVUE CORRIDOR COMMUNITY PLAN
AD-HOC CITIZENS ADVISORY COMMITTEE

BELLEVUE CORRIDOR COMMUNITY PLAN
AD-HOC CITIZENS ADVISORY COMMITTEE

M I N U T E S

SAM PIPES CONFERENCE ROOM
678 W. 18TH STREET — THURSDAY
MERCED, CALIFORNIA — JUNE 12, 2014

(A) CALL TO ORDER

Vice-Chairperson LOPES called the meeting to order at 1:41 p.m.

(B) ROLL CALL

Present:	Committee Members:	Susan Gerhardt Melbourne Gwin, Jr. Dan Holmes Sharon Hunt Dicker Bill Hvidt Lee Kolligian Walt Lopes Carole McCoy Jeff Pennington Steve Simmons Bill Spriggs Greg Thompson
Absent:	Committee Members:	Jerry Callister (excused) Richard Kirby (unexcused) Justi Smith (unexcused) Steve Tinetti (unexcused) Ken Robbins (excused) Diana Westmoreland Pedrozo (excused)
Staff Present:		Bill King, Principal Planner David Gonzalves, Director of Development Services
Consultants Present:		Lisa Wise

(C) APPROVE MINUTES OF AUGUST 15, 2013

M/S HOLMES-GWIN and carried by unanimous voice vote (six absent), to approve the Minutes of August 15, 2013, as submitted.

(D) ORAL COMMUNICATIONS

There were no oral communications.

(E) PLANNING PROCESS / NEXT STEPS

Development Services Director GONZALVES gave an overview of the context of his direction to prepare a unique, fiscally sustainable, and flexible plan, and the challenge to balance a variety of interests including input from the advisory committee, General Plan, development community, Local Agency Formation Commission (LAFCo), general community at-large, and environmental review considerations. Mr. GONZALVES highlighted the desired plan outcomes of the members of the advisory Committee, emphasizing how the draft community plan addresses them (these are listed in Chapter 2 of the draft plan). Mr. GONZALVES thanked the Committee for their work in crafting the plan.

Consultant WISE provided an overview of the plan, and used a powerpoint presentation to guide it. She described the process to develop the plan over the last 2 years, which included eight advisory committee meetings, two community workshops, and stakeholder meetings. She described the role of the plan as an important step in the land use entitlement process. She presented the guiding principles, foundational elements, and visioning elements of the plan, many of which tie back to the Committee Members desired plan outcomes discussed by Mr. GONZALVES.

(F) OVERVIEW AND DISCISSION OF DRAFT PLAN

MS. WISE presented the key aspects of the plan as they appeared in the chapters of the plan, including Urban Design and Visioning, Mobility, Recreation and Open Space, Community Character, Public Facilities, and Urban Expansion. During this presentation, members of the Committee and audience commented or asked questions, including:

Committee Member THOMPSON inquired whether that large green space to the north is designated open space and located in the inundation area of Lake Yosemite. Ms. WISE replied yes and that it is consistent with the City's General Plan.

A Committee Member asked about scenic corridors and Ms. WISE responded that Bellevue Road is already designated a scenic corridor in the City's General Plan, and that the designation means that features along the corridor, including signs, street lights, landscaping, and pedestrian access are designed to enhance the aesthetic quality of the corridor. Principal Planner KING noted that Lake Road also has this designation in the General Plan.

Committee Member DICKER inquired about the ratio of open space to development in the plan. Mr. KING stated that the plan meets the City's service standard of acres per dwelling units (population), and in addition, includes approximately 50-acres of open space lands notably the area in the inundation area, but that this area is presently privately owned, and that any future public use in the area is uncertain.

Committee Member KOLLIGIAN noted that with Bellevue Road being a regional roadway, that regional uses would accompany it. Ms. WISE noted the plan provides for a major commercial facility on the corner of G Street and Bellevue Road, and that this is something the Committee expressed their support for. Mayor THURSTON noted that there is language in the plan that retail is not permitted on two arterials and is a conflict. Mr. KING noted that that statement is adopted General Plan policy, but that it includes the possibility for commercial to be placed at the corner of two arterials such as G Street and Bellevue Road, and therefore the inclusion of commercial at this corner is consistent with current General Plan policy. Committee Member KOLLIGIAN noted that several Committee Members expressed concern about the urban village concept, and that for regional uses it has not been a success, and that the plan should allow for regional uses at this corner. Ms. WISE noted that the urban village concept was modified to fit the vision of the *Bellevue Community Plan* (BCP), and that the *Bellevue Community Plan* (BCP) supports commercial location at two arterials. Committee Member KOLLIGIAN noted that the narrative about the gateway should explain in greater detail the flexibility and importance of that area in terms of presentation. With regard to presentation, he suggested that the plan could be flexible to allow up to 5-stories in the gateway area. Ms. WISE noted that the Transit Oriented Development (TOD) allows building heights to five stories, and that in the gateway design area (Bellevue Road and G Street) that 3-stories would be permitted on both sides of Bellevue Road. She further stated that to increase the building heights at this site would require reduced intensities elsewhere, and that the

proposed expansion areas in the Research and Development and TOD areas will already require additional California Environmental Quality Act (CEQA) review if and when development in response to the market is proposed there. Mr. GONZALVES pointed out the draft plan does not prevent future entitlement applications and related City Council actions to amend the plan at a later date.

Mayor THURSTON asked how the City would permit commercial development at the corner of G Street and Bellevue Road while protecting the viability of retail within the Neighborhood Centers and TOD portions of the plan area, as described on page 89 of the draft plan. Mr. KING noted the intent of the plan was to balance the need of commercial with the anticipated population. The plan provides for both locally serving neighborhood commercial, but also enables regional type commercial. The language on page 89 is intended to assure that the regional sector does not absorb the market that should be served in the other areas of the plan in order to meet the goals of the plan to provide a mix of uses near dwellings and all forms of mobility. Ms. WISE noted that market studies could be performed later at time of development. Mr. GONZALVES noted that those decisions would be made by policy makers and that the word "only" should be changed to "need to consider" to align with the intent of the section. Ms. WISE noted that on page 97, the plan describes the Major neighborhood center. She emphasized the intent of the section on page 89, that the center developed at G Street and Bellevue Road isn't so large that it precludes the formation of neighborhood centers in other areas of the plan area, notably along the transit corridor. Committee Member THOMPSON noted that future changes to the plan during its implementation may occur through the General Plan Amendment (GPA) process. Ms. WISE noted that the *Bellevue Community Plan* (BCP) includes adequate description and policy to provide for a major commercial use at G Street and Bellevue Road without a future GPA, however.

Committee Member HOLMES stated his concern that if Hillcrest Road is extended from the existing Rural Residential to Foothill Drive it will become a raceway and dump traffic onto the narrow roads that exist in the Rural Residential area. Ms. WISE and some Committee Members suggested the use of design features such as traffic calming and street off-sets to protect the character of those existing neighborhoods. Committee Member KOLLIGIAN suggested that a general statement be crafted to apply to other similar areas of the plan, using the Hillcrest Road area as an example. Committee Member THOMPSON suggested general language such as, "In consideration of existing Rural Residential neighborhoods, the use of design features such as traffic calming, street off-sets design should be utilized to minimize traffic impacts in order to protect and enhance those areas." Ms. WISE concluded the

presentation with a discussion of urban expansion, and then opened the discussion up for more comments and a vote.

Committee Member MCCOY asked about the sewer system. Mr. GONZALVES noted that master plans would be prepared for sewer and water infrastructure, and that the community plan is not the place to plan for those utilities. Committee Member GWIN noted the importance of managing the City's water resources. Ms. WISE noted that the BCP aligns with the amount of new uses and overall intensity already contemplated in the City's General Plan and current state law requires new development over a certain size to show access to water supplies. Committee Member KOLLIGIAN inquired as to whether or not another committee is looking at the ability of the City's wastewater treatment plant to service anticipated growth. Mr. GONZALVES noted there is no committee but that a sewer master plan is being crafted. Committee Member HOLMES emphasized the work needed to address the collection component of the City's sewer system and the importance for work on the sewer master plan to be completed soon after the BCP.

Mayor THURSTON noted the need to provide for potential retail sites in Merced, but that General Plan Policy L-2.7 in Technical Appendix (page C-41) includes language that limits the ability for this to occur, and is concerned that if the BCP is adopted, then that policy becomes law, not a guide. Ms. WISE noted Policy L-2.7 is current city policy, and that the BCP is written to be consistent with it, and noted that the Committee could recommend a policy change. Committee Member HOLMES commented that the Committee said it would be OK for the intersection of G Street and Bellevue Road to be a high-quality retail space, because of its unique quality as a gateway, but did not say take every arterial-arterial intersection and make it commercial.

Mr. LAKIREDDY commented that the language in the Executive Summary of the plan states the BCP is written to be consistent with the Urban Village Concept, but if the intent in the BCP is to move away from that, then that needs to be spelled out very clearly. Ms. WISE noted that the BCP is not trying to replicate the urban village design you see in the Bellevue Ranch Development, and that the BCP intent can be clearer about being unique and flexible and would not result in an urban village pattern that looks like Bellevue Ranch, yet is still consistent with the General Plan. Mr. KING noted that the draft BCP attempted to address the concerns of the Committee concerning the urban village, and takes a step forward by getting rid of the structured model or image of the amounts and location of land uses, while retaining the principles which allows potential retail sites to float throughout the BCP

area; these principles include the placement of land uses in a manner that maximizes choice of mobility. He noted the benefit of this approach resulted in a 20% reduction in forecasted traffic within the plan area, which translates to reduced roadway infrastructure costs and an enhanced living environment. Ms. WISE commented that a more flexible way of referring to the urban village without the rigid model, is to describe it as a complete neighborhood.

Committee Member HVDIT asked what the purpose of the plan will be. He asked, adoption by whom and for what purpose? Mr. GONZALVES stated that after adoption of the General Plan, the Council requested the BCP to be drafted, and, in order for any of the area to be annexed, the community plan needs to be in place. Committee Member DICKER commented that the plan, if annexed, removes the ability for the University Community to develop at the same time. Mr. GONZALVES said that it creates a free market and does not dictate the market. Infrastructure plans will strongly influence the market, but the plan does not. Rather, the plan creates opportunities and options.

In reply to a question by Committee Member HVIDT, Mr. KING noted that all of the BCP plan area is located outside the City Limits. If the plan is adopted, property owners could then seek annexation. Mr. KING noted that the BCP does not dictate the shape or location of annexation; it does describe different possibilities. Mr. LAKIREDDY noted that the possibility of urban growth adjacent to UCM and the city limits could also happen concurrently.

Mr. HERR, a recent property owner within the BCP area near Paulson Road (extended) and Bellevue Road, expressed his interest to improve his home and concern about the impact that widening Bellevue Road would have on his property. Ms. WISE noted that the rights-of-way, would be 200-feet at the greatest. Mr. KING stated that the widening is not so big as to impact the house, and that there is language in the BCP identifying the need to establish a plan line for Bellevue Road to minimize improvement costs and impacts to existing homes.

Committee Member KOLLIGIAN stated that he would not be comfortable with participating in a vote today until he could see the changes discussed at today's meeting. His concern is that the language in the Executive Summary is presented in such a way as supporting the urban village that does not allow for exceptions and rubber stamps the old way of looking at things. Committee Member DICKER agrees and supported updating the language in the BCP to reflect its unique way of looking at the urban village, without attacking the concept. Simply remove the words urban

village and use descriptive words in its place. Mr. KING noted that page A-21 of the draft BCP describes that unique view.

Mr. LAKIREDDY expressed his skepticism that the market demand would be as high as depicted in the intensity of buildings. Ms. WISE stated that the dwelling unit count and anticipated employees is consistent overall with those of the General Plan for this area. Mr. GONZALVES noted that an objective of the planning process for the BCP was that it would be consistent with General Plan, but that wouldn't preclude future actions to build upon the BCP and consider more intense uses along with the required environmental and market studies.

Committee Member KOLLIGIAN stated that the Gateway District described on page 89 (it is actually on page 88) does not mention retail at all. Mr. KING clarified that the language about the Gateway District on page 88 refers to UC Merced's Gateway District located on the east side next to Lake Road, and not to the BCP Gateway District on to the west side next to G Street. Committee Member KOLLIGIAN stated that there is nothing in the draft plan that talks about retail at Bellevue and G Street. Ms. WISE noted that on page 97 there is a discussion of a *Major Neighborhood Center* at the corner of Bellevue Road and G Street, and also listed in Table 9 on page 104. Committee Member KOLLIGIAN expressed concerns about the qualifiers that are put on this use. Committee Member DICKER commented that this is similar to the language about the Lake Road view sheds. Mr. KING noted that language there was modified to affect development with the BCP and not to properties east of the plan area.

Ms. WISE asked if the Committee wanted to vote on the matter, or to see the revised changes at the next meeting. Committee Member SPRIGGS commented that what he is hearing is for the revisions to be made prior to a vote. Mayor THURSTON asked if the minutes to the meetings would be included in the plan; Mr. KING replied, yes, and that they are located in Appendix F.

M/S HOLMES-MCCOY and carried by unanimous voice vote (six absent), for Staff and the consultant to amend the draft plan to address the comments received during the meeting and bring the amended plan back to the Committee as soon as possible. Ms. WISE requested written comments from the public and Committee to be submitted and all agreed to submit these by the end of June, and she also reviewed the changes to be made.

(G) COLLECTION OF FORM 700 FROM COMMITTEE

Since the final Committee meeting date was deferred, the 700 Forms will need to be collected at the next Committee meeting.

(H) ADJOURNMENT TO AN UNDETERMINED THURSDAY IN AUGUST 2014, OR SEPTEMBER 2014, AT 1:30 P.M.

THERE BEING NO FURTHER BUSINESS, CHAIRPERSON SPRIGGS ADJOURNED THE MEETING AT 3:30 P.M. TO AN UNDETERMINED BELLEVUE CORRIDOR COMMUNITY PLAN AD-HOC CITIZENS ADVISORY COMMITTEE MEETING ON A THURSDAY IN AUGUST 2014, OR SEPTEMBER 2014, AT 1:30 P.M.

BY: Bill King

BILL KING
COMMITTEE SECRETARY

APPROVED:

Bill Spriggs

BILL SPRIGGS, CHAIRPERSON
BELLEVUE CORRIDOR COMMUNITY PLAN
AD-HOC CITIZENS ADVISORY COMMITTEE

BELLEVUE CORRIDOR COMMUNITY PLAN
AD-HOC CITIZENS ADVISORY COMMITTEE

M I N U T E S

SAM PIPES CONFERENCE ROOM
678 W. 18TH STREET
MERCED, CALIFORNIA

MONDAY
AUGUST 25, 2014

(A) CALL TO ORDER

Chairperson SPRIGGS called the meeting to order at 1:40 p.m.

(B) ROLL CALL

Present:	Committee Members:	Susan Gerhardt Melbourne Gwin, Jr. Dan Holmes Sharon Hunt Dicker Bill Hvidt Lee Kolligian Carole McCoy Ken Robbins Steve Simmons Justi Smith Bill Spriggs Steve Tinetti
Absent:	Committee Members:	Jerry Callister (excused) Walt Lopes (unexcused) Richard Kirby (excused) Diana Westmoreland Pedrozo (excused) Jeff Pennington (unexcused) Greg Thompson (unexcused)
Staff Present:		Bill King, Principal Planner David Gonzalves, Director of Development Services
Consultants Present:		None

(C) APPROVE MINUTES OF JUNE 12, 2014

M/S SIMMONS-TINETTI and carried by unanimous voice vote (six absent), to approve the Minutes of June 12, 2014, as submitted.

(D) ORAL COMMUNICATIONS

Committee Member GERHARDT informed the group about the 8th Annual Ride/March against Methamphetamines.

(E) REVIEW AND VOTE ON UPDATED DRAFT PLAN

Director of Development Services GONZALVES introduced the topic and expressed his appreciation of the Committee member's effort and input. Committee Member KOLLIGIAN asked about the next steps, whether this was a project under CEQA, and if it would be a part of the General Plan. Mr. GONZALVES said the BCP relies on the General Plan EIR and for that reason, needs to be consistent with the General Plan. With regard to next steps, he noted that creation and adoption of the *Bellevue Community Plan* (BCP), per the General Plan, is the next step. Principal Planner KING noted that the BCP is a project subject to CEQA. The next steps would be to bring a recommendation forward to the Planning Commission concerning the BCP and a General Plan Amendment, along with an addendum to the EIR that was prepared for the *Merced Vision 2030 General Plan*. This package would then be considered by the City Council. In response to a question from Committee Member ROBBINS, he stated that the addendum finds that the BCP is consistent with the General Plan and that there are no significant changes in the BCP.

Mr. KING gave an overview of the past meetings and progress in development of the BCP, noting its review by the public and City commissions and committees. He noted that updates were performed and the staff report summarizes the changes and where no changes were made, and that these can be discussed in this meeting. He highlighted the effort to adjust the draft language concerning the urban design features of the plan, notably its uniqueness as compared to the "Urban Village Concept." He opened the floor to discussion of the draft plan, to be followed by a vote on the plan.

Mr. KING started the discussion by walking through six points made in a letter submitted by Mayor THURSTON. Committee Member TINETTI informed the group that the West Hills Subdivision was developed as a rural residential neighborhood and that development surrounding it has access to both Golf Road and

Bellevue Road and should not have to include road connections to and through it from adjacent higher intensity development. Mr. KING summarized the Committee's action in June 2014 that addressed through a BCP policy, the potential for high levels of traffic to impact existing rural residential neighborhoods and the measures to reduce those impacts. Committee Member KOLLIGIAN brought up a point raised in the Mayor's letter concerning the urban village, notably that it refers to the classic urban village design as described in the General Plan. Mayor THURSTON noted that the first item in his letter is part of the cleanup needed to clarify the intent of the BCP. Committee Member GWIN asked if the Bellevue Ranch Project is a classic urban village. Mr. KING confirmed it is and went on to describe the classic image of an urban village in the General Plan. Several committee Members commented that that form of urban design should not be developed in the BCP area.

Mr. KING re-started the discussion of walking through six requests made in a letter submitted by Mayor THURSTON. Requests: ***Request #1:*** Figure 3 of the BCP, which is the illustrative plan of the *Bellevue Corridor Community Plan*, should be removed. Mr. KING noted that this illustrative plan is not representative of the classic urban village land-use concept, but did concur that it could be confused with one. Committee Member DICKER asked if the Figure can be removed and Mr. KING said yes. Committee Member DICKER asked if the BCP will affect other areas of the General Plan that are subject to the classic urban village concept. Mr. KING replied that the BCP applies only to the geography within its boundaries. ***Request #2:*** Requests that BCP language summarizing the General Plan guidelines to development community plans, notably the language that says, use of urban village concepts should be used where feasible, be removed. Mr. KING recommended that in lieu of removal of this language, that the BCP include language that notes how the BCP is different than the classic model. Mayor THURSTON asked if the clarification could be as was done in the executive summary, and Mr. KING replied yes. ***Request #3***: Requests that the table marked as Table A-1 on page A-8 (Appendix A of the BCP) be removed because the density described is contrary to the flexibility the Committee wants and was never discussed as a zoning issue. Mr. KING explained that this table refers to the *Bellevue Corridor Community Illustrative Plan*, not the BCP, but that this table could be removed if desired. ***Request #4***: Requests that Section C-2 of Appendix C regarding urban design be removed because it refers to the urban village concept. Mr. KING handed out a copy of that policy section so that meeting attendees could see the policies, and noted that there are some policies that are not related to the urban village, specifically pointing out the set of recommended policies from UC Merced students of Professor S.A. Davis concerning the development of an innovation hub in the BCP. Committee Members DICKER

and GWIN asked about the formatting of Appendix C. Mr. KING noted that Appendix C includes both adopted *Merced Vision 2030 General Plan* policies, with proposed BCP policies "nested" within it, noting that indents and shading of BCP policies distinguish them from General Plan policies. Committee Member ROBBINS inquired of the Mayor what his concern was with the narrative as compared to the classic urban design model. Mayor THURSTON responded that future interpretation of the BCP in the future could be misinterpreted if the reader views the numerous citations back to the General Plan as indicators that the BCP was to follow the classic model of the urban village. Committee Member KOLLIGIAN noted that these references to the classic urban village model create confusion and that the plan needs to focus on the different concepts presented in the BCP. Committee Member MCCOY commented that the term Urban Village was creating confusion, and pitched the use of the term "New Urban Design" instead. Committee Member GWIN stated that the place to start is to define what is meant by "the village." Mr. KING noted that the intent Staff had in nesting the BCP policies with the General Plan policies wasn't meant to strengthen the urban village ideas that originate from the General Plan as a way to subvert the efforts of the Committee. Rather, the intent is to make it clear to a reader that these policies are consistent with General Plan. From that perspective, Appendix C is a handy tool. If the Appendix is creating unintended consequences or links back to an idea that may not be valid in the BCP, then there is no requirement that the policies be presented this way and that the Chapters contain the policies in any case. Committee Member DICKER noted that the BCP does not need to give homage to the Calthorpe diagram of urban design that doesn't work for several communities, and to simply remove all references to that concept. Mr. KING noted that the BCP includes several statements that sets it apart from the classic urban village model. Committee Member HOLMES noted that challenge to remain consistent with the General Plan needs to be considered. Mr. LAKIREDDY noted that the BCP needs to include mention of the classic urban village or be subject to an extensive environmental review process and related documentation preparation, which would be costly and take years, derailing any projects in the area. He noted that the BCP needs to work within the framework of the General Plan and some level of compromise is needed, and that the current draft may be the maximum amount of flexibility that can be achieved. Mayor THURSTON noted that his letter is not intended to trigger what was described by Mr. LAKIREDDY. ***Request #5***: Requests to remove an existing General Plan policy concerning density. Mr. KING noted that such a request is beyond the scope of the Committee and its effort to help craft the BCP. ***Request #6***: Requests that the "Findings Report" for the BCP (Appendix I) be amended to remove specific references to Form-Based Code and the Urban Village Concept.

Committee Member MCCOY commented that the description of the urban design is very good. Committee Member TINETTI asked whether or not the BCP would support the siting of a research and development related business looking for a 300-acre site. Mr. KING replied yes. Committee Member HVIDT commented that the Committee should focus on the outcome rather than the label. He noted that the UC is happy to be part of this effort and supports efforts to create a transit-oriented development next to the campus. He asked where and how will 6,500 students be housed off-campus (3,500 will be housed on-campus). He noted that the Committee has identified the basic building blocks or outcomes of the plan. What you call it shouldn't interfere with designing the essential aspects of creating a prototype development next to the UC campus. Mayor THURSTON agreed, but wants to assure flexibility by assuring that the BCP isn't misconstrued by future planners by requiring application of the classic urban village to the BCP. Committee Member ROBBINS noted that the BCP would not trigger extensive CEQA review if conceptual outcomes are the same. He stated that the narrative in the plan achieves the outcome by allowing a mixture of uses and would not result in hard boundaries between singular land use types which are located in predefined models. He supports the request to remove Figure 3 in request #1 described above. Mr. KING commented that if all requests described above were followed (other than removing current general plan language), then that would be OK, because the outcome of the plan still retains the concepts of mixed-used, soft boundaries, and consistency with the General Plan. Committee Member HOLMES suggested that the policy consistency review be part of the Environmental Review and not the BCP.

Committee Member HOLMES commented that it is critical not to show Hillcrest Road connecting straight to Farmland Avenue, as it would be used as a cut-through road, as opposed to use of G Street or Golf Road. Hillcrest Road from Old Lake Road to Farmland Avenue isn't a collector, but a road with slow traffic enjoyed by pedestrians. Instead of a straight route with traffic calming, the design should include a circuitous road network, and the image of a straight road should not be shown. Mr. TELEGAN brought up the idea to have collector spacing every 1/3 mile instead of the ¼ mile spacing, and that the elevation challenge at the ¼ mile site (Paulson extended) could be avoided. Mr. KING noted that the Callister plan already includes the ¼ mile spacing. Committee Member KOLLIGIAN noted that page 97 discusses retail and gateway designs on both corners, but does not mention which corner. Mr. KING noted that the BCP includes language noting the Committee's support for retail on the north, and that page 97 can be updated to reflect this. Committee Member KOLLIGIAN also asked about the image on page 67 as it pertained to critical habitat.

KING responded that the image on that page does not refer to critical habitat, but to conservation easements. Although the BCP states there is critical habitat in the planning area, there are no images in the BCP that mark the location of critical habitat.

M/S ROBBINS- KOLLIGIAN and carried by unanimous voice vote (six absent), that Figure #3, Bellevue Community Plan "Illustrative Plan," located on page 10 of the July 2014 Draft BCP, be removed from the plan.

Committee Member HOLMES moved to recommend approval of the BCP subject to changes to make sure we are talking about the BCP concept and not the GP Concept (Mr. KING – add to executive summary), which is not concentric circles, but soft edges with transitions between land uses. Seconded by Committee Member SIMMONS. Committee Member TINETTI asked for clarification on the meaning of soft boundaries as it applies to different uses in a building. Committee Member HOLMES stated that the intent of the motion would support that arrangement. Mr. KING noted that it would be more important to say that the BCP does not follow the concentric ring model as opposed to trying to define a soft boundary. Mayor THURSTON asked if the executive summary rule over other sections. Mr. KING said it doesn't rule, but summarizes the plan's elements. Committee Member ROBBINS offered that it is a statement of intent. Committee Member KOLLIGIAN asked if we should first vote on any amendments before voting on the plan. Committee Member HOLMES rescinded his motion.

Committee Member KOLLIGIAN motioned that the executive summary contains language that differentiates the BCP urban village as a mixed use transit-oriented use as opposed to the concentric circle that is part of the historic classic urban village model. This was seconded by Committee Member HOLMES. Committee Member KOLLIGIAN asked if the differentiation can be named. The Committee offered varied names, and the group agreed to call it "Bellevue Urban Design." **The original motion was modified as follows: M/S KOLLIGIAN - SIMMONS and carried by unanimous voice vote (six absent), that the executive summary and throughout the BCP document, that we call this the "Bellevue Urban Design" as opposed to the classic urban village.**

Committee Member HOLMES motioned that staff evaluate the use of 1/3 mile collector intersections in the area north of Mandeville Lane, Farmland Avenue, G Street, and Golf Road. Committee Member SIMMONS seconded the motion.

Committee Member GWIN asked what the criteria would be. Committee Member HOLMES noted it would be shown as an option. Mr. KING noted that staff would not support it being shown as an option, but that an assessment of factors and considerations, such as satisfying the function of a collector road. Committee Member HOLMES also noted the need to consider grade and excavation issues. Committee Member HVIDT suggested that a traffic study be conducted to determine impact within an area. Mr. KING noted the assessment would cover the area previously described by Committee Member HOLMES. Mr. KING described his understanding of the motion that a study would be performed, and based on those findings, that a future decision as to the use of 1/3 mile spacing would be made. Committee Member ROBBINS commented that this would most likely be part of a mitigation of a future Specific Plan project. **The original motion was modified as follows: M/S by HOLMES-TINETTI and carried by a majority voice vote (six absent), for staff to evaluate use of 1/3 mile collectors on Bellevue Road in the area described above and evaluation criteria would include traffic flow and terrain grade.** Committee Members HVIDT and ROBBINS dissented.

M/S HOLMES- KOLLIGIAN and carried by unanimous voice vote (six absent), for removal of as much of Appendix C as possible and that it be moved to the environmental review document instead. Mr. KING noted that the whole document would be moved.

M/S HOLMES- TINETTI and carried by unanimous voice vote (six absent), to recommend approval of the BCP subject to the modifications of the earlier motions. Though not included in the motion, Mr. TELEGAN suggested that the road be named Bellevue Parkway. Committee Member HOLMES noted the Council would need to make such change. Mr. KING noted that the Campus Parkway ends at Yosemite Avenue.

Mr. KING requested Mayor THURSTON to present certificates of appreciation to the Committee, which he did.

(F) COLLECTION OF FORM 700 FROM COMMITTEE

Staff collected 700 Forms from the Committee.

(G) ADJOURNMENT OF THE COMMITTEE.

THERE BEING NO FURTHER BUSINESS, CHAIRPERSON SPRIGGS ADJOURNED THE MEETING AT 2:50 P.M.

BY:

Bill King

BILL KING
COMMITTEE SECRETARY

APPROVED:

Bill Spriggs

BILL SPRIGGS, CHAIRPERSON
BELLEVUE CORRIDOR COMMUNITY PLAN
AD-HOC CITIZENS ADVISORY COMMITTEE

Technical Appendix G: Merced Loop Road

Table of Contents

G.1 Merced Loop Road

G.1.1 Introduction

G.2 Atwater Merced Expressway (AME)

G.2.1 Overview

G.2.2 AME Cost Estimate

G.2.3 Proposed Intersections with the AME

G.2.4 AME Phasing Plan

G.3 Campus Parkway

G.2.1 Phases of the Campus Parkway

G.2.2 Character of the Campus Parkway

G.2.3 Funding and Constructing the Campus Parkway Project

G.1 Merced Loop Road

G.1.1 Introduction

The loop concept came from the Highway 99 Major Investment Study begun in 1993 and adopted by the Merced County Association of Governments (MCAG) in 1997. It derived from an assessment that State Highway 99 through Merced/Atwater could only fit 6 lanes on the existing footprint, although 8 lanes would be needed in the future; with a full loop-road, 6 lanes would suffice. The Campus Parkway idea came from the City of Merced's "Eastern Beltway" study. The Atwater-Merced Expressway originated from plans for a functional north-south state highway to replace the existing Highway 59 alignment. The other sides of the loop were drawn where they seemed most reasonable.

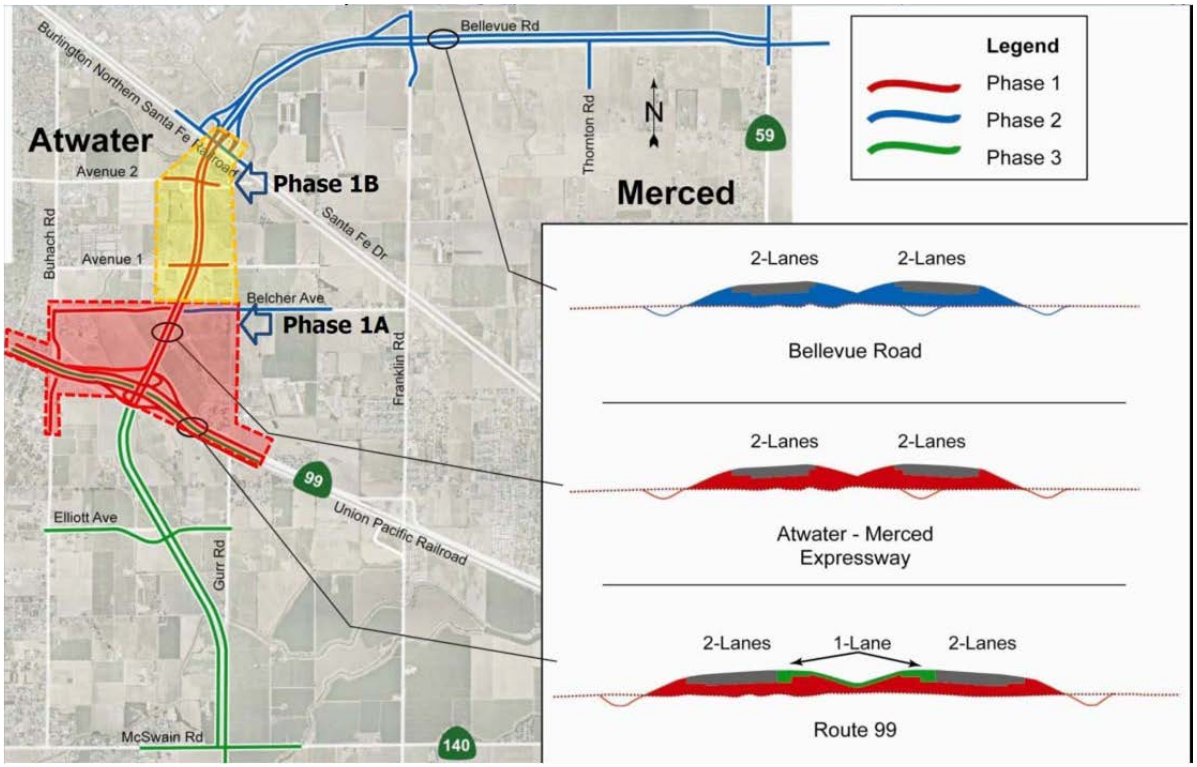
Portions of the loop-road were never definitively identified as an expressway, for example, Bellevue Road between State Highway 59 and Lake Road; Mission Avenue/Dickenson Ferry Road; and that section of Campus Parkway located north of Yosemite Avenue, among others. An all-expressway loop-road isn't being actively planned, and the loop has not been called out prominently in the Regional Transportation Plan (RTP) for several years. While major transportation infrastructure is still needed to support planned growth, funding expectations are much less than they were years ago.

The Campus Parkway Project and the Atwater-Merced Expressway (AME) are two segments of the loop road that are being planned, designed, and constructed as funding becomes available. These are described below in greater detail.

G.2 Atwater Merced Expressway (AME)

G.2.1 Overview

The design of the Atwater-Merced Expressway calls for tightly controlled access and an ultimate 4-lane expressway. The Project is a multi-phased project.



G.2.2 AME Cost Estimate

Funding for Phase 1A-Remainder, Phase 1B, Phase 2, and Phase 3 has not been identified or collected.

Phase	Cost	Funding Need
1A-Reduced		
R/W	$ 11.9 M	$ 11.9 M
CON	$ 54.3 M	$ 54.3 M
1A-Remainder	$ 46.9 M	$ 46.9 M
1B	$ 66.2 M	$ 66.2 M
2	$ 83.9 M	$ 83.9 M
3	$ 71.8 M	$ 71.8 M

G.2.3 Proposed Intersections with the AME

G.2.4 AME Phasing Plan

Phase 1A-Reduced

A Tier 1 Project in the Regional Transportation Plan, this phase includes the construction of a new Hwy 99 interchange (replace Buhach Road Interchange), along with a 2-lane expressway to connect with Green Sands Ave. Ashby Road will be closed off near Gurr and Buhach Roads. Phase 1A-Reduced is fully funded for design, and right-of-way certification is anticipated to be completed by mid-December 2012. MCAG will request ~$55 million funding allocation for construction from CTC in March 2013.

Phase 1A-Remainder

Replace OH Bridge, widen to 4 Lanes for AME segment, local facilities and Bridge Structures. Replace Buhach Road Overhead Bridge. Widen to 4 lanes the AME Phase 1A segment, local facilities, and bridge structures.

Phase 1B

Green Sands Avenue to Santa Fe Drive. Construct new expressway from Green Sands Avenue north to Santa Fe Drive overcrossing structure. Funds will need to be identified.

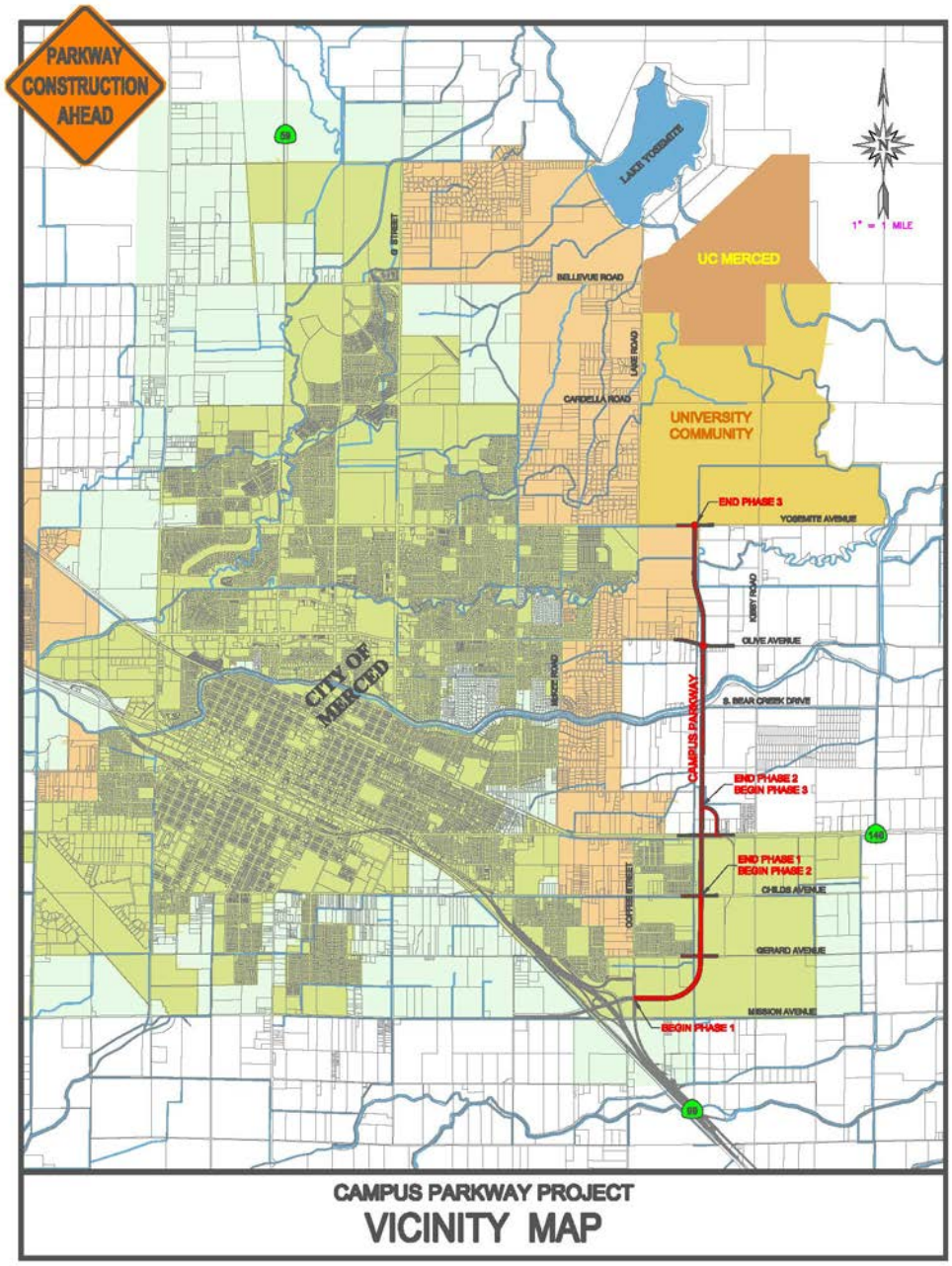
Phase 2

Santa Fe Drive to Hwy 59. Construct new expressway from Santa Fe Drive overcrossing structure to connection with Hwy 59. Funds will need to be identified.

Phase 3

New Hwy 99 Interchange to Hwy 140. Construct new expressway from new Hwy 99 interchange south to connection with Hwy 140. Funds will need to be identified.

G.3 Campus Parkway



G.3.1 Phases of the Campus Parkway Project

The planning, design, and construction of the portion of Campus Parkway located south of Yosemite Avenue is being spearheaded by Merced County, whereas the segment between Yosemite Avenue and Bellevue Road will be incorporated into the development plans of UC Merced and the University Community. The Circulation Element of the *Bellevue Corridor Community Plan* refers to the southern segment as Campus Parkway "Proper," and the southern segment as Campus Parkway "Extended."

Campus Parkway "Proper"

Merced County took the lead to prepare detailed analysis and design plans for the portion of Campus Parkway from SR-99 to Yosemite Avenue, and has received CEQA and NEPA EIR and EIS certification respectively.

Phase 1 – Mission Avenue Interchange (Hwy 99) to Childs Avenue: This segment has been completed and is open to traffic.

Phase 2 – Childs to Connector Road to SR 140: The segment is fully designed, right of way is being acquired, and ready to construct as soon as sufficient funds have been identified. According to Merced County, this segment is the most critical at this time and would be constructed next. The cost to construct this segment has been determined to be approximately $33 million; NOTE: the 2011 RTP states $43 million.

Phase 3 – Connector Road to SR 140 to Yosemite Avenue: This segment is fully designed, right of way is being acquired, and ready to construct as soon as sufficient funds have been identified. The cost to construct this segment has been determined to be approximately $54.6 million.

Campus Parkway "Extended"

Detailed plans of this section of the Campus Parkway have yet to be prepared. Detailed analysis and design of Campus Parkway Extended has been deferred until the UC and Trust move forward with their next phase of planning for the University Community. Based on land ownership patterns, "Campus Parkway Extended" has three phases.

Segment 1 – Yosemite Avenue to Cardella Road: This segment is located through the southern portion of the University Community.

Segment 2 – Cardella Road to a point ¼ mile south of Bellevue: This segment is located along the western edge of the University Community.

Segment 3 – The ¼ mile segment south of Bellevue Road : This segment is located along the western edge of UC Merced.

G.3.2 Character of the Campus Parkway

Campus Parkway is planned to extend 4.5 miles from the Mission Interchange at Highway 99 to Yosemite Avenue. While constructed as a four lane road, it has the potential for six lanes.

Access to Campus Parkway

Campus Parkway was envisioned and designed to be a limited-access expressway. At-grade intersections are proposed with other major streets, namely: Yosemite Avenue, Olive Avenue, Childs Avenue, and Gerard Avenue. A connection with State Route 140 is proposed to be provided with a hook-shaped ramp connector roadway. Overpass bridge structures are proposed over State Route 140 and the adjacent BNSF Railroad as well as over Bear Creek and the adjacent Bear Creek Drives. Access to adjacent parcels via collector roads, local roads and driveways, while not prohibited, would be inconsistent with the design and purpose of the intent of the roadway. Development of lands adjacent to the Campus Parkway will be influenced by plans approved by the City of Merced, Merced County, and the State of California (UC Merced). These are discussed briefly below. Generally, an expressway nature with limited access will characterize that segment located between the Mission Avenue Interchange and Yosemite Avenue, while those portions of Campus Parkway that are adjacent to more intensive land uses (commercial, residential, business centers, and research and development parks) are likely to function more like a limited access major arterial with signalized collector street intersections.

City of Merced

The Campus Parkway extends through the City of Merced from the Mission Avenue Interchange at State Route 99 to the south side of SR 140. Although mostly vacant today, adjacent lands have urban land use designations for future commercial, industrial, business-park, and residential uses. Discussions between Staff and property owners have included consideration of access points in a manner that benefits the Parkway and provides reasonable access to adjacent development.

Merced County

The Campus Parkway is planned to extend through unincorporated lands in Merced County from SR 140 to Bellevue Road. In this area, the Campus Parkway may have three separate designs:

1) From SR 140 to Yosemite Avenue - The nature of this segment is an expressway, with road connections at SR 140, Olive Avenue, and Yosemite Avenue, and overpasses of Bear Creek and adjacent Bear Creek Drives. Adjacent land uses are agricultural and lay outside the City of Merced's Sphere of Influence.

2) Between Yosemite Avenue and a point ¼ mile south of Bellevue Road, the Campus Parkway will extend through the future University Community. According to the adopted *2004 University Community Plan* (Figure 16 and Table 3), south of Cardella Road, Campus Parkway is conceptually described as a major arterial boulevard having a maximum of 6 lanes, posted speed of 35 mph to 45 mph, and intersection spacing of ¼ mile within a 128-foot right of way. Adjacent land uses will be residential, commercial, and business centers. Although Campus Parkway may not be an expressway through the community, it will still be a limited-access major arterial.

3) Per the 2009 Long Range Development Plan for UCM, which includes lands controlled by the State of California and the Virginia Smith Trust (VST), the segment of the Campus Parkway between Cardella Road and a point ¼ mile south of Bellevue is adjacent to lands planned for a future high school and park, and research and development. Street intersection spacing is ¼ mile, and less in some areas. The southern leg of the Campus Loop Road (a four lane road with a 120-foot right of way) intersects with Campus Parkway at a traffic circle, approximately ½ mile south of Bellevue Road. Campus Parkway planned as a four lane facility (with potential to expand to 6 lanes) in a 150-foot right-of-way.

UC Merced

Between Bellevue Road and a point ¼ south of Bellevue Road, Campus Parkway is a four lane facility (with potential to expand to 6 lanes) within a 150-foot right-of-way. A large traffic circle is planned at its intersection with Bellevue Road, and an at-grade street intersection with Campus Parkway is planned ¼ south of Bellevue Road. This intersection provides access to the research and development land uses located in this area; this connecting road is described as a 2 lane facility with turn lanes in an 80-foot right-of-way.

Pedestrian and Bicycle Facilities

A dual-use pedestrian sidewalk and off-street bike path is located on the north side of the Campus Parkway, between Coffee Street and Childs Avenue. This facility is separated from the roadway by a landscaped parkway, and north of Gerard Avenue, it meanders through landscaped stormwater detention facilities that serve the Campus Parkway.

Utilities

The Campus Parkway contains an east-west oriented replacement sewer and water lines in the Gerard Avenue intersection. Irrigation lines for landscaping along the roadway were also installed.

G.3.3 Funding and Constructing the Campus Parkway Project

Campus Parkway "Proper"

Phase 1 – Has been constructed.

Funding Sources: The RTP includes Phases 2 and 3 as Tier 1 projects, costing approximately $43 million and $57 million respectively, to be covered by RTIF funds and funds collected locally as fees from developers. For example, UC Merced will pay a "proportionate share" as a CEQA mitigation-related fee. The RTIF estimates the overall cost to be $63 million to complete Phases 2 and 3, with $48 million from RTIF sources and $15 million from other sources. As of October 2012, $518,000.00 is available for construction.

Design: The Campus Parkway "Proper" project is a Merced County project. Phase 2 and 3 are fully designed and ready to construct as soon as sufficient funds have been identified.

Construction: According to Merced County, Phase 2 is the most critical and would be constructed next. Although the current Regional Transportation Plan (RTP) lists Phases 2 and 3 to be constructed and opened to traffic in 2012/2014 and 2014/2016 respectively, these forecasts will be adjusted with the next RTP.

Campus Parkway "Extended"

Funding: The 2011 RTP lists Campus Parkway Extended as a Tier 2 project of the regional roadway network. Tier 2 projects are not on the list of regional projects and do not receive regional funding; they are funded by local mechanisms. The 2011 RTP estimates the construction of Campus Parkway Extended will cost $50 million dollars. No local dollars have been set aside for construction of this segment of the Campus Parkway.

Design: The Campus Parkway "Extended" project is to be designed and constructed by adjacent landowners/developers. Detailed plans of this section of the Campus Parkway have yet to be prepared. Detailed analysis and design of Campus Parkway Extended has been deferred until the UC and Trust move forward with their next phase of planning for the University Community.

Construction: Currently, there are no construction forecasts for the Campus Parkway Extended. From the County's perspective, the developers of the University Community, UC Merced and/or other projects which will create the need for this section of roadway are expected to construct this portion of Campus Parkway. While the *UC Merced 2009 Long Range Development Plan* accommodated the Parkway, UCM does not plan to construct the road. Further discussions are needed to define construction responsibilities of the road adjacent to UC Merced. Until such time as the Campus Parkway is constructed, traffic will utilize Lake Road, and as traffic levels

increase, necessary improvements to Lake Road would be made. No additional travel lanes are being planned for Lake Road, however.

Table 16: Regionally Funded Projects – all amounts in millions (x $1,000,000) in YOE*

map	Projects: Route - Project – Scope/Type - Limits and/or (Post-miles)	Year (CON / Open to traffic)	Total Cost (in YOE dollars)	Cost by Funding Programs/Source (deciding agency in parentheses): IIP, TCRP, SHOPP (State)	99 Bond (State)	RIP (MCAG)	RTIF (MCAG)	Dev., Local (Other)
	Tier 1							
D	99 - Arboleda Freeway - 4E to 6F - (4.6 - 10.5)	'10 / '13	177	37	140			
E	99 - Plainsburg Freeway - 4E to 6F - (0.0 / 4.6)	'11 / '14	119	11	108			
F	99 - Livingston-Delhi Widen - 4F to 6F - (28.8 / 37.3)	'14 / '16	80	80				
G2	n/a - Campus Parkway - new 4E – Childs Ave. to Hwy. 140	'12 / '14	43	5			27	11
G3	n/a - Campus Parkway - new 4E - Hwy 140to Yosemite Ave	'14 / '16	57				21	36
H1	152 - Los Banos Bypass, segment 1 - new 4E - Hwy. 165 to Santa Fe Grade (x / 24.8)	'14 / '16	72	30		17	25	
H2	152 - Los Banos Bypass, segment 2 - new 4E - w. of Los Banos to Hwy. 165 (16.0 / x)	'20 / '22	154	45		84	25	
I1	59 – Widening phase 1 – intersection, turn lanes	'12 / '13	6			6		
I2	59 - Widening - 2C to 4C - 16th to Olive (15.4 / 16.6)	'16 / '18	35			35		
K1	99 – Atwater-Merced Expressway Phase 1A (19.3 / 20.9)	'12 / '15	98		50	18	30	
K	59 - Atwater-Merced Expressway - new 4E	'22 / '25	116			52	30	34
	Tier 1 Subtotal		**957**	**208**	**298**	**212**	**158**	**81**
	Tier 2 - Unconstrained							
	Bellevue Rd connection to 99 Westside		10				2.15	
	Mission Ave. Improvement (59 to 99)		16				1.70	
	SR 99 Merced to Atwater Freeway – to 6 lane - (12.8 - 19.3)		260					
	SR 99 Atwater Freeway and Applegate Interchange – to 6 lanes – (20.9 – 23.8)		160					
	SR 59 widen to 4/5 lanes – Mission to Childs		10				5.00	
	SR 59 widen shoulders, passing lanes – SR 152 to Mission Ave.		45					
	SR 140 widen to 4 lanes – Bradley Overhead to Campus Pkwy		14				5.25	
H3	152 - Los Banos Bypass, segment 3 - interchanges		191					
	SR 165 realignment / N. of Hilmar		43				11.20	
	140/33 Gustine Truck Route		15				3.05	
	Campus Parkway – Yosemite Ave. to Bellevue Rd.		50					
	SR 165 widening/bypass Los Banos		25					
	Santa Fe Ave. widening from 59 to Winton		50					
	SR 59 Southern re-alignment		150					
	Tier 2 subtotal		**1,039**					
	Total Need =		**1,996**					

*: YOE is "Year of Expenditure".
Note that all amounts are estimates based on the information available and are subject to change.

Technical Appendix H, "Innovation Hub"

-Elements, Relevance and Suggested Policies

Table of Contents

H.1 Innovation Hub Project

H.1.1 Project Overview

H.1.2 What is an Innovation Hub?

H.1.3 Essential and Supportive Inputs of an Innovation Hub

H.1.4 Examples of Innovation Hubs

H.2 Recommended Community Plan Policies

H.2.1 A Locally Engaged and Attractive Research University

H.2.2 Collaborative Efforts by Industry and University

H.2.3 Attract and Retain Entrepreneurs and UCM Graduates

H.2.4 A Supportive Local Government and Community

H.1 Innovation Hub Project

H.1.1 Project Overview

The addition of UC Merced to California's San Joaquin Valley is hoped and expected to expand local economies through what is commonly called "spin-off industries." Yet, a research university is only one part of a larger system that is needed to generate such growth. This system is commonly referred to as an innovation hub, or innovation ecosystem. Communities with research universities, such as Merced and the surrounding areas, have some form of this system. What are these systems? How can these systems be developed and assembled to form an environment for UC spin-off development? What cultural and physical elements should be deployed to facilitate these changes to occur?

In cooperation with UC Merced's *Resource Center for Community Engaged Scholarship Program* (ReCCES), undergraduate students have conducted research about Innovation Hubs and its relevance to the greater Merced Community and the Bellevue Corridor Community Plan area, so that applicable findings could be woven into the Bellevue Corridor Community Plan, located immediately west of UC Merced. The project sought two deliverables:

1. Technical Memorandum

   The Technical Memorandum includes an assessment and recommended policies for the City to consider. The assessment defines and describes what is meant by an Innovation Hub (IH), describes existing IH's in California, and describes essential traits of an IH. Using this knowledge, and with guidance from the City's planners and consultants, the students created draft plan policy language to give guidance to the City as to how it can encourage the growth of IH's in Merced, and to facilitate development of future research parks in the *Bellevue Corridor Community Plan* area.

2. Public Presentation

   The presentation was made on November 1, 2012, to the Bellevue Corridor Community Plan's Ad-hoc Citizens Advisory Committee and Technical Advisory Committee, as well as other invited guests of the community.

H.1.2 What is an Innovation Hub?

An innovation hub is a place that supports the flow of both information and technology through various enterprises. A*n innovation hub models the relationships that are formed between community members, and enables technological development through innovation. These relationships occur geographically, whether at a local research university, nearby neighborhoods, in government offices and throughout the environmental, social, and economic sectors of the community. It's a process occurring between people in their community.* By this direct process flow of information, the original idea can manifest into an educational thought, a service or a product on the market. A conceptual model of an Innovation Hub is presented below.

Although Innovation Hubs are generally known in the economic sector, according to the *USC Stevens Center for Innovation*, innovation can come from the arts and social sciences as well as engineering or medicine. It can take the shape of new products or services; new ventures, ranging from venture-backed startups to non-profits; as well as new organizational models. Innovation can be any groundbreaking approach or advancement that changes the way we live, work, and play. All forms of innovation should be encouraged to provide a wide array of benefits. One of the best ways to spur job creation and economic growth is by facilitating more efficient translation of budding innovations from research centers into the commercial sector.

H.1.3 Essential and Supportive Inputs of an Innovation Hub

An innovation hub requires certain inputs to be present. These include:

Research University - A research university generates knowledge and ideas, facilitating innovation. Researchers ponder big questions. How would you improve cancer treatment? Can solar power be produced more efficiently? Why can't X-rays be taken with smaller devices? And sometimes they come up with the answers. When that happens, the *technology transfer offices* at the university can then help them "spin-off" their research into businesses that create jobs or other societal benefits.

"A rich pool of talent with diverse experience and skill-set can bring about market-place disruptions. Academia, another stakeholder, plays a big role in developing such talent. Today's business environment requires creating a mindset shift from the traditional career paths to encourage risk-taking, challenging status quo, ability to think differently and be more adaptive. University and colleges have a significant role to play in shaping this kind of talent base." [2]

Industry - Industry can help create, support, and grow an environment conducive for innovation by:

- Supporting the development of key technology clusters;
- Investing resources in industry-higher education partnerships in key technology sectors;
- Committing to the investment of start-up funding for these industry-higher education initiatives - particularly early stage; and,
- Committing to supporting the seed capital and venture capital continuum to ensure there is sufficient funding at each stage in the cycle to promote market worthy opportunities.

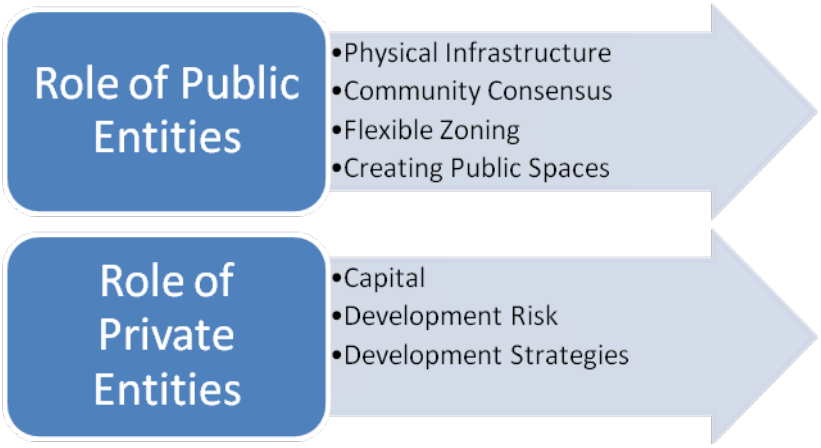
Entrepreneurs/Talent – According to Krisztina Holly of the *USC Stevens Center for Innovation*, innovation starts with the "understory" of the economic food chain: the entrepreneurs. In this group are diverse and future-oriented thinkers that have the potential to advance an economy despite times of struggle; entrepreneurs gives us the mutations - the radical changes that enable groundbreaking ideas to enter the ecosystem if they are worthy. Supportive traits for entrepreneurs include places to meet and network, and housing.

Supportive Traits

Places to Meet/Networks **-** It is important to create public spaces of interest to attract a variety of people with varying ideas and perspectives. Tech firms value public realms that foster a melting pot of ideas. Innovation strategist Vivek Wadhwa, Director of Research at the Center for Entrepreneurship and Research Commercialization at Duke University's Pratt School of Engineering, says "Innovation is about people," and stresses the importance of fostering an environment that facilitates interaction among individuals. Similarly, in the Wall Street Journal's article "For Creative Cities, the Sky Has Its Limit," (July 27, 2012), Richard Florida states, "what matters most for a city's metabolism- and ultimately, for its economic growth – isn't density itself, but how much people mix with each other." Richard Florida is the director of the Martin Prosperity Institute at the University of Toronto's Rotman School of Management and author of "The Rise of the Creative Class, Revisited." Social Innovation System and Networking Systems support the formation of entrepreneurs. The Innovative Cities Model (ICM) is a framework of eight elements that outlines the necessary conditions for nurturing and sustaining social innovation within a city's limits.

Housing - Diverse housing options for families and students in a close proximity to research and retail facilities.

Local Government/Community Understanding and Involvement **-** Understanding the roles that different partners contribute to the process of developing an innovation hub is the final key input. Michael Cohen, Partner of the Strada Investment Group, summarized the Public—Private partnership as follows:



H.1.4 Examples of Innovation Hubs

Each Innovation Hub provides essential resources for the surrounding area's economy including entertainment, research, and housing for residents. Three of the most successful innovation hubs are the Riverside campus University Village, UC Davis community, and the Claremont Village. Examining the case studies of these innovation hubs' mistakes and challenges/obstacles, provide insight on how to make the Bellevue Corridor successful, sustainable, and innovative.

Developed in 1996, UC Riverside developed its University Village, designed to be a shopping hub catering to the local student population with lively entertainment. However, the village faced various obstacles and made vital mistakes, preventing its potential success and overall reputation of the project. Delayed construction prior to the village being built not only lost interest in consumers, but lost potential housing residents. Additionally, once construction was completed, the structure found retail properties for tenants and retailers to be vacant with little interest in demand, and little to no available parking during peak hours in the day and an overwhelmingly large crowd of consumers during lunchtime only rather than early in the morning or later in the evening. Lastly, the village catered more to student demands rather than that of the local community, therefore summertime and other holiday breaks caused retailers to generate little to no profit.

Davis attempted to develop a "university – oriented city" community by combining big city and small-town amenities alongside conservation and environmental programs. In contrast to Riverside's University Village, Davis provided an excess amount of available parking while most of its consumers were taking public transportation to its location. The Davis community also did not accommodate to interests and demands of the local community residents and was located in accordance and access simply to the campus, with little retail stores located in the actual town of Davis. Its mistakes were more so architectural in the fact that their buildings were one-story and flat, low-hanging trees blocked signs of retail stores, and car and bike lanes were blocked by congested intersections.

The Claremont Village (also called the New Village), built in 2007, is a metropolis comprised of small boutiques, offices, art galleries, and restaurants, notorious for its immense parking structure, five-

screen movie theater, hotel and commercial buildings that include their own offices from the local, regional, and national sector and retail stores. Also, because Claremont attempted to impede automobile transportation of its consumers it limited parking availability, which became one of the most detrimental mistake of the Village. Reducing the amount of parking especially influenced congestion during prime consumer hours of lunch and dinner and unmarked roads confused pedestrian consumers. The New Village shops threatened the success of the Old Village, (an innovation hub previously built), that housed many local mom and pop stores and was losing appeal from local consumers that appreciated the Old Village's "unique charm."

Analyzing the mistakes of these three primary innovation hubs, the Bellevue Corridor should offer the following traits to be successful. Firstly, the Corridor should strive to meet the demands of not only the students, but the local community as well, to guarantee profit generation year-round, not just during the academic schedule. Secondly, the Corridor should be a combination of local mom and pop shops and various retail chains to reflect the relationships of the students and local community. The architecture of the Corridor should be modern and up to date with the city regulations of transportation with clearly marked roads and cross walks for pedestrians, bike riders and automobiles. There should be an adequate amount of appealing competitively priced housing. Lastly, the Corridor should be spacious as to not become congested throughout the prime rush hours.

H.2 Recommended Community Plan Policies

The opportunity to plan for future land uses and to develop places that invite social networking on land immediately adjacent to UC Merced presents a unique and valuable opportunity to expand and enhance an innovation hub. A concerted effort to expand and enhance a local innovation hub in Merced, framed by an understanding of the City's strengths and weaknesses, and implemented overtime at a scale and focus suited to the community, can enable the City to maximize the social, environmental, and economic benefits.

Our vision of the *Bellevue Corridor Community Plan* area, consists of research, retail, and residency. It will create an affordable and sustainable community that will generate new ideas. This will bring the town, businesses, and research together creating a unique and distinctive place. These new ideas will strengthen the economy and Merced will become a major city gateway. No longer will UC Merced be isolated from its city.

While the entire San Joaquin Valley and points beyond will benefit from the research, innovation, and new technologies from UC Merced, the local community and development pattern of lands near the university will influence the success of the *Innovation Hub* in Merced. The *Bellevue Corridor Community Plan* can contribute the following:

- Attract new researchers, and sustain current graduates and their research;
- Attract small businesses;
- Identify future sites for research and development parks for UC Merced Spin-Off Development;
- Create a gateway community to UC Merced; and,
- Create a living environment for entrepreneurs and the work force to work, live, and play/network .

H.2.1 A Locally Engaged and Attractive Research University

- Support the development of a premier research university. The university serves as a stepping stone for the student population to begin to become part of the Merced Community and to bring ideas back to the public "innovation realms" that are located in the Bellevue Corridor.
- Attract new researchers and sustain current graduates and their research.

H.2.2 Collaborative Efforts by Industry and University

- Seek and encourage local industries that align with the academic and research focus of UC Merced.
- Support and encourage the development of an "Innovation Institute" for local innovators to help develop intellectual property into tangible products to improve the economic, social, and environmental needs of the community.
- Provide retail and office incubator-spaces for small businesses.

H.2.3 Attract and Retain Entrepreneurs and UCM Graduates

Places to Meet/Network: Some of the most important meetings are spontaneous. Spontaneous meetings occur when paths intersects while traveling from one place to another or standing in line for coffee or lunch. Chance interactions have the qualities of being informative, creative, and social in an important way that reinforces relationships. The Bellevue Corridor should be a place that invites such interactions.

- *Land Uses*: Interactive nightlife comprised of art galleries, live music to showcase local talent, and family outdoor events are primary activities that would be implemented within the Bellevue Corridor to encourage growth and development.
- *Activities*: Support and encourage community-based farmers markets for local farmers and shoppers, hosted by local businesses or other sites in the Bellevue Corridor Plan area.
- *Pedestrian-Related Street Components*: Develop streetscapes with ample amenities such as landscaping, shade trees, generous sidewalks, street furniture, signage, lighting, and art to promote pedestrian movement, community attractiveness, and informal meeting spaces.
  Done right, pedestrian-related street components can spark street-level interaction and maximizes the potential for informal contact of the average person in a given public space at any given time.
- *Scale*: To assure frequent interactions, ensure that pedestrian-scale design exists throughout the plan area, but particularly in highly populated areas.
  At the individual space level, indoor and outdoor spaces will be intimate and active enough to encourage people to meet or stop to engage when they encounter one another. "In the absence of a pedestrian scale, density can be big trouble" -- Jane Jacobs.[3]

Residency: To encourage the flow of ideas, the innovation hub should not only have places to meet, but a population to fill such space. This includes: 1) researchers expanding on current and new research and development; 2) students, both undergraduate and graduate levels; 3) young families seeking new business or research opportunities; 4) anyone willing to embrace a lifestyle of creativity with the incorporation of thoughts inspired by surrounding people; 5) target market solely seeking

products/service from innovation hub; 6) entrepreneurs who have the passion to be an addition to an innovative community; and, 7) small businesses offering a variety of options for the innovative community (restaurants, coffee shops, boutiques, apparel stores, etc.)

- Provide a myriad of housing options, proximate to research, retail, and recreation.
- Develop family-oriented public and private spaces, separate (in time or space) from incompatible entertainment activities (dance clubs, bars, hookah lounges, night-clubs).
- Encourage the siting of student housing adjacent to or in close proximity to UC Merced.
  This supports the efforts of UC Merced to form strong interpersonal bonds within the academic community, which supports interdisciplinary learning, innovation, and knowledge development. It also serves as a stepping stone for the student population to begin to become part of the Merced Community, and brings ideas back to the public "innovation realms" that are located in the Bellevue Corridor.

H.2.4 A Supportive Local Government and Community

- Through interactive activities and programs held within the Corridor, encourage relationships to develop between local Merced residents and UC Merced students.
- Community outreach such as health and education awareness.
- Support and encourage local collaboration between industry, UC Merced, entrepreneurs, and local governments.

Sources

1. Krisztina Holly, *Former Vice Provost for Innovation at the University of Southern California, and Executive Director for the USC Stevens Institute for Innovation.*
2. Tathagat Varma, Sr Director-Business Operations, Yahoo! Software Development India.
3. Wall Street Journal article "For Creative Cities, the Sky Has Its Limit," (July 27, 2012).

CITY OF MERCED | BELLEVUE CORRIDOR COMMUNITY PLAN

PUBLIC REVIEW DRAFT

FINDINGS REPORT

January 23, 2014

CONTENTS

1. Introduction 5

2. Key Findings 5

3. Recommendations 11

1. INTRODUCTION

This Report summarizes key findings and recommendations from economic, circulation, complete streets, and land use and zoning background reports prepared as part of the Bellevue Corridor Community Plan (BCCP) project. The findings and recommendations herein will serve as a basis for the draft BCCP chapters and the Urban Village Form-Based Code. A detailed description of the BCCP project can be found in the Foundation Report and Draft Introduction Chapter. NOTE: The Form Based Code was not drafted.

Findings and recommendations were drawn from the following reports:

Economic Analysis. This study, prepared by Economic Planning Systems, examines the economic context of the BCCP area, and identifies relevant market, demographic, and real estate trends.

Transit Priority Project & Public Right-of-Way. This study, prepared by Nelson\Nygaard Consulting Associates Inc., analyzes Transit Priority Project (TPP) requirements, planned Transitways, potential service options, and the circulation network and street design.

Complete Streets. This study, prepared by City Staff. This study, prepared by the City of Merced Planning Staff, provides an overview of complete streets, describes a framework applicable to the BCCP, and provides a comparative analysis of existing policies with proposed BCCP complete street policies.

Zoning, Development and Land Use Standards to Implement the Bellevue Corridor Community Plan. This study, prepared by Tony Perez Associates, addresses how the relevant direction in the Urban Design and BCCP sections of the General Plan will be implemented in the BCCP.

2. KEY FINDINGS

2.1. **Regional Market.** The Merced regional market is characterized by continuing weak economic conditions, depressed housing prices, and stressed local government finances. While recent market activity suggests economic recovery, a return to healthy economic conditions is likely to be gradual.

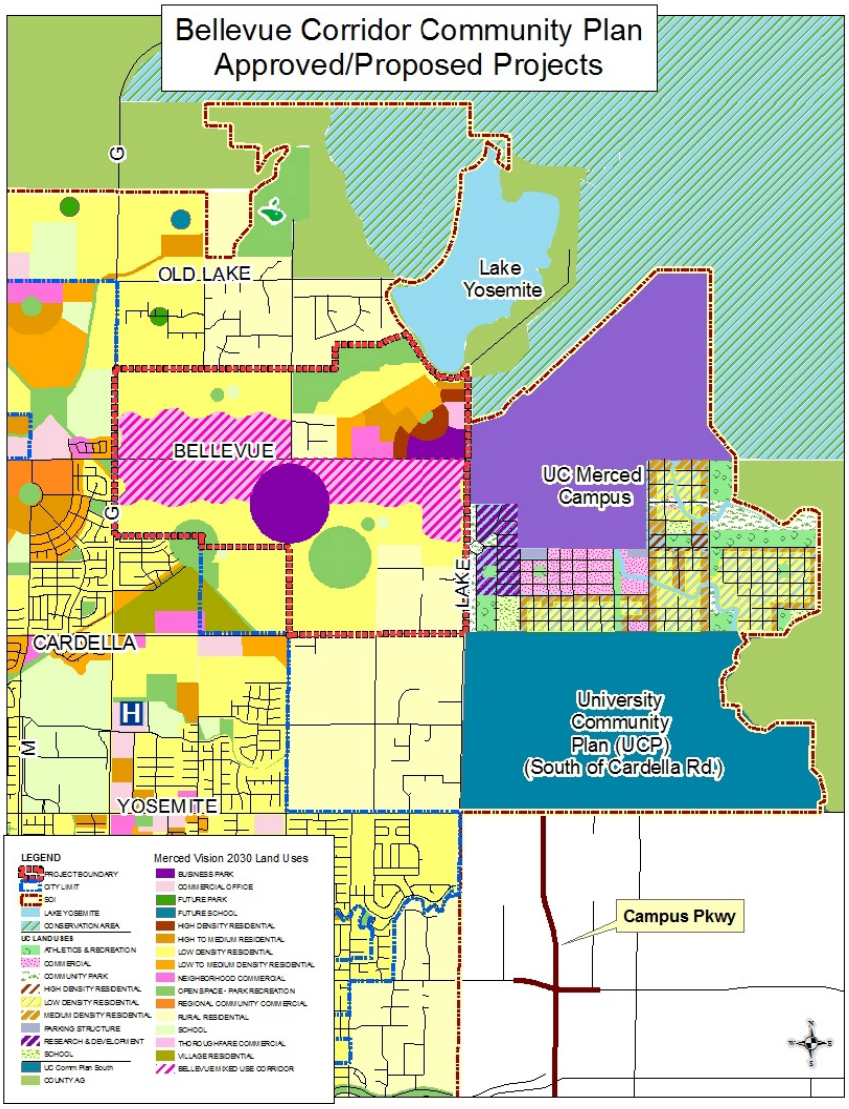
2.2. **Demographics.** Recent statewide and regional growth forecasts indicate a wide range of potential future population growth scenarios (from 45,000 (Woods & Poole Economics, Inc.) to 160,000 (Merced County Association of Governments) by 2030) for Merced County, suggesting a high level of uncertainty associated with the type and amount of new real estate development.

2.3. **Development Capacity.**

Planned Development. During the past several decades, the City has entitled and planned for a substantial amount of new development within its Sphere of Influence; other nearby jurisdictions have also created significant development capacity. There are over 21,000 housing units and over seven million square feet of office and commercial uses in approved plans and projects within, adjacent to, or near the BCCP, This includes the University Community Plan, which encompasses almost 2,000 acres including parks, schools, and streets. The Plan calls for over 11,000 residential units, 1.4 million square feet of commercial (office and retail), and 2.3 million square feet of R&D. In the Project Description in the EIR for UC Merced and the University Community Project, the

University Community is divided into the Community North (about 800 acres), which is covered by the EIR, and the Community South, which is not covered by the EIR.

Map of Approved Plans and Projects Near the BCCP (from the City of Merced)



List of Approved Plans and Projects Near the BCCP (from the City of Merced)

PLANS AND PROJECTS	Detached			Attached			Office [3]		Commercial	
	DU	Acres	Density	DU	Acres	Density	Sq.Ft.	Acres	Sq.Ft.	Acres
Bandoni Sunset GP[8]	45	4.5	10	810	45	18	0	0	313,000	20.5
Bright Homes Map	168	39.8	4.2	0	0	0	0	0	0	0
Guardanapo GP	306	56	5.5	216	17.6	12.3	196,000	18	0	0
Bellevue Ranch [1, 5, 7]	4,533	896	4.5	1,216	76	16	501,000	23	1,403,000	92
Mercy Medical Center (MMC) [6]	0	0	0	0	0	0	600,000	17	0	0
Mercy Cancer Center	0	0	0	0	0	0	12,730	1.7	0	0
Merced Pavilion (MOB)	0	0	0	0	0	0	65,500	0.5	0	0
Future MMC Expansion	0	0	0	0	0	0	200,000	10	0	0
Moraga Map	520	102	5	0	0	0	0	0	0	0
Palisades Park Map	155	48.9	3.2	0	0	0	0	0	0	0
Paseo Map and GP	6	0.8	8	85	8.5	10	0	0	39,400	8.5
Vista Del Lago	58	75.7	0.8	0	0	0	0	0	0	0
West Hills Estates Map	26	30.4	0.9	0	0	0	0	0	0	0
Yosemite Lake Estates	1,388	278	5	0	0	0	0	0	15,000	6
University Community										
Towncenter - Mixed Use Area [4]	0	0	0	540	N/a[8]	N/a[8]	313,600	7.5	183,000	7.5
Towncenter - Other Areas	0	**0**	0	1,418	45	30	292,700	5	130,700	8
Research and Development Use							2,308,300	71		
Other UCP Areas [2]	7,385	890	8.3	2,274	85	26.8	140,000	9	328,400	21
Total	**14,590**	**2,422**	**6.0**	**6,559**	**277**	**23.7**	**4,629,830**	**163**	**2,412,500**	**164**

Notes:

1. Includes all existing and planned amounts.
2. Data extrapolated from 2009 EIR/EIS for the 2009 UCM LRDP & UCP, Table 2.0-6, Page 2.0-41.
3. As a unique use, the *Research and Development Use* is "called-out" under the Office Category. The R&D site is located west of the Town Center.
4. These amounts are in addition to "Towncenter-Other Areas" and "Other UCP Areas". The 15-acre area is divided bewteen office and commercial uses.
5. Includes 2529 "detached standard" units (562 ac) and 2004 "detached patio" units (334 ac) at density of 4.5 and 6 DU/acre respectively.
6. Currently at 260,000 sq. ft., long-term 600,000.
7. A FAR of 0.5 was used to estimate future office use, and a FAR of 0.35 was used for commercial. (In other cases, acreage based on submitted plans/documents.)
8. Part of 15 acre mixed use area. Acreage included under Office and Commercial.

2.3.1. Factors and Limitations. Development cannot be realized without substantial investments in infrastructure, including expanded utility capacity and major transportation system improvements, as well as environmental clearance. Fiscal and institutional factors will also influence the location and timing of new development and associated infrastructure. Scarce funding resources and depressed housing prices constrain development-based financing. The County's jurisdiction in the area limits ability of the City to extend municipal services. City annexation of the BCCP area will require LAFCO approval and likely a tax sharing agreement.

2.4. Impact of UC Merced. UC Merced is anticipated to drive growth proximate to the campus, supporting levels of absorption and density that may not be achievable elsewhere in the County. Areas proximate to the campus are likely to support more dense development patterns, especially for sites that are easily accessible (walkable). UC-related development adjacent to the campus will be governed by the manner and pace in which UC programs grow.

UC Merced and the surrounding districts could evolve into an innovation hub. As research advances and technologies become commercial, UC programs will "spin-off" economic activity. The degree of technology transfer, independent enterprise, and space demand is unknown.

2.5. Development Competition. The timing and share of market demand captured by the BCCP will depend on how a range of highly uncertain economic and institutional factors unfold over time.

2.5.1. Citywide Competitive Advantages. While the City competes with other locations in Merced County and the broader San Joaquin Valley for jobs and associated commercial real estate development, it maintains a number of competitive advantages that make it well positioned to capture a disproportionate share of growth. These advantages include:

- Growth associated with UC Merced;

- Planned high-speed rail station;
- Downtown core, retail, and other amenities;
- Existing municipal sewer and water infrastructure and associated operations, maintenance, and financing options; and
- The City's location at the gateway to Yosemite.

2.5.2. BCCP Area Competitive Advantages. While the Bellevue Corridor likely to face direct competition from other areas planned for development within and outside the City's Sphere of Influence, including the University Community, it is well positioned for growth due the following factors:

- The BCCP creates the opportunity to absorb UC Merced-related uses, without a "leap-frog" development pattern;
- The BCCP area is large enough to accommodate a diversity of urban uses;
- A number of large parcels are adequately sized for development without assembly;

2.5.3. Infrastructure. While both the planned University Community and the Bellevue Corridor will need to resolve a number of infrastructure and institutional issues before development can occur, Bellevue appears to have a competitive advantage in this regard. Bellevue benefits from existing infrastructure (water and sewer are in place, though upgrades are needed). Depending on how a number of institutional and infrastructure issues are resolved, the Bellevue Corridor appears well-positioned to capture a portion of the regional growth currently designated to occur on the University Community plan area.

2.6. Planned Circulation Network.

2.6.1. Street Types. The General Plan describes street types and corresponding designs for the City. The relative street types include Arterials, Collectors, Locals, and Transitways. Bellevue Road is a planned Arterial.

2.6.2. Arterial Grid. The planned arterial street grid network described in the Merced General Plan would distribute nearly all traffic through a grid of arterial streets placed one mile apart. As planned, the high volume of traffic on arterials may not be conducive to creating walkable, "complete streets" bordered by transit-supportive land uses.

2.6.3. Transitway Corridors and Hubs. The Transitway Corridors as planned in the General Plan are M Street and Bellevue Road/Atwater Merced Expressway (transit passengers would transfer between M Street and Bellevue/AME buses at a transit center at the intersection of M Street and Bellevue Road). The travel distance between Downtown Merced and UC Merced based on this alignment is seven miles with a typical transit travel time of 26 to 35 minutes. Several transit stations or hubs have also been identified including, (1) the UCM transit hub near Lake Road, ¼ mile south of Bellevue Road, (2) the Bellevue Ranch transit hub, on M street just south of Bellevue Road, and (3) the high-speed train station in downtown Merced near M and 16th Streets.

2.6.4. Regional Loop System / Expressways. The proposed regional loop system, which would connect Bellevue Avenue and the Atwater Merced Expressway with Campus Parkway and a potential

southern extension across Highway 99, may challenge the idea of creating a TPP on Bellevue Avenue within the study area. Regional expressways tend to encourage lower-density development patterns and can discourage adjacent residential development (within a half mile), thus potentially not supporting a TPP corridor along Bellevue Road.

2.6.5. Complete Streets Benefits. Access to public space is critical to safe, healthy, and prosperous communities. Successful implementation of a comprehensive *complete street* program can accomplish numerous public benefits including: support for existing businesses, reduced public and private costs, business attraction, increased development potential, reduced air pollution and greenhouse gases, reduced traffic collisions, provision for safe routes to school; health benefit, and increased mobility options for all, notably those unable to drive.

2.6.6. The California Complete Streets Act (AB 1358). This laws states in part, **"**Commencing January 1, 2011, upon any substantial revision of the circulation element [this would include adding a circulation element to a community plan] , the legislative body shall modify the circulation element to plan for a balanced, multimodal transportation network that meets the needs of all users of the streets, roads, and highways for safe and convenient travel in a manner that is suitable to the rural, suburban, or urban context of the general plan."

2.6.7. Foundational Goals and Policies. The City's General Plan envisions that all streets should be designed as "Complete Streets" which address all modes of motorized and non-motorized transportation, including vehicles, transit, pedestrians, and bicycles. These goals and policies form a foundation upon which to design, build, and construct complete streets within the Bellevue Corridor Community Plan.

2.6.8. Bellevue Corridor Community Plan (BCCP) Circulation. The *Merced Vision 2030 General Plan* and public comments gathered during the community outreach efforts of the BCCP are the cornerstones that define the vision of the BCCP. The overall vision for circulation is to provide multi-modal transportation system throughout the planning area for use by vehicles, pedestrians, bicycles, and public transit, consistent with the principles of the General Plan's Urban Design Chapter. These principles emphasize planning, design, and construction for all modes in a manner that results in high usage levels. As such, roadways are treated as the essential element in the urban fabric that *connects* rather than *separates* neighborhoods located on opposite sides of a road. Separation of neighborhoods typically occur when road planning, design, and construction focuses primarily on vehicular travel, to the detriment of other travel modes.

2.6.9. Placemaking. Streets comprise a large portion of publicly owned land in cities and towns. Streets are a huge part of any community's public space network, and historically served as meeting places, playgrounds for children, marketplaces, and more. As populations spread out from city centers, most American cities have come to view streets primarily as conduits for moving vehicles from one place to another. While moving vehicles is one of their purposes, streets are spaces, even destinations in and of themselves, for example, the intersection of Canal Street and Main Street (Bob Hart Square) in downtown Merced.

2.7. Future Traffic Volumes. Traffic volumes on planned arterials based on buildout described by the General Plan are as follows for the BCCP:

Bellevue Road. The forecasted traffic volume for Bellevue Road is between 50,000 and 60,000 vehicles per day within the BCCP area. This volume of traffic typically requires a six-lane configuration (up to eight lanes in some cases) in an Expressway or Major Arterial alignment in order to satisfy level-of-service standards.

Cardella Road. The forecasted traffic volume for Cardella Road is between 30,000 and 40,000 daily vehicles. This volume of traffic typically requires a four-lane configuration.

G Street. The forecasted traffic volume for G Street is over 30,000 vehicles per day. This volume of traffic typically requires a four-lane configuration.

Gardner Road. The forecasted traffic volume for Gardner Road is just over 30,000 vehicles per day. This volume of traffic typically requires a four-lane configuration.

2.8. Transit Priority Projects.

2.8.1. Definition. Transit Priority Areas were introduced in California's Senate Bill 375, which was intended to align regional transportation, land use, housing and greenhouse gas emission reduction planning. Transit Priority Projects (TPPs) are housing or mixed-use residential projects with 20 dwellings per acre or more that are located within a Transit Priority Area and meet the following criteria:

- Contain at least 50 percent residential use. If non-residential uses are between 26 and 50 percent, a floor area ratio (FAR) of not less than 0.75 is required.
- Minimum net density of 20 dwelling units per acre.
- Located within one half mile of either a major transit stop or high-quality transit corridor included in a regional transportation plan, with service intervals of not less than 15 minutes during peak hours.

2.8.2. Transit-Adjacent vs. Transit-Oriented Development. The intent of a TPP is to encourage transit-oriented development (TOD). However, the creation of truly transit-oriented land uses along transit corridors can be a challenge and often results in transit-adjacent development (TAD) that is not truly transit oriented.

TOD is characterized by land use patterns that are oriented to maximize access to transit stations within a half-mile radius (a ten-minute walk). Characteristics include: a grid street pattern, high densities, mostly underground or structured parking, pedestrian-focused design, bicycle access and parking, multi-family homes, office an retail land uses (especially along main streets), vertically and horizontally mixed land uses, and stores and local-servicing land uses designed for pedestrian access. Older segments of Merced's street network were developed with land uses oriented toward adjacent streets, a desirable trait for promoting TOD.

TAD is characterized by land use patterns within a half-mile radius of a transit station that do not use the proximity to transit to promote compact, focused development that fosters multimodal transportation. Characteristics include: a suburban street pattern, low densities, dominance of surface parking, limited or no pedestrian access, single-family homes, industrial land uses, segregated land uses, and gas stations, car dealerships, drive-thru stores and other auto-focused land uses. Newer segments of the M Street Transitway Corridor have been developed with characteristics of TAD. Land uses are internally oriented with sound walls separating the transit corridor from adjacent residences.

2.9. Urban Village Concept. The Urban Village is essentially a neighborhood with high connectivity and internal variety that are served by some type of commercial area The Urban Village includes an "Inner

Village" which contains the most intense housing in the neighborhood along with any civic, commercial or retail businesses, as well as an "Outer Village" that contains the least intense housing in the neighborhood any parkland and schools.

2.10. **Open Space.** The General Plan establishes an integrated framework of open spaces. Chapter 7 'Open Space, Recreation and Conservation' identifies eight types of park space ranging from Mini-Parks and Neighborhood Parks to Athletic Parks and Linear Parks.

2.11. **Urban Design Guidelines.** The General Plan provides design guidelines for the following:

Street Design. This includes guidance on a variety of subjects including commercial streets to street vistas, street trees, pedestrian routes, and bike parking.

Commercial Areas. This addresses parking lots, architectural character, landscaping, Center configuration, building setbacks, and upper story uses in Centers.

Residential Areas. This addresses the appearance of single- and multi-family housing types including building entries, garages, facades, building setbacks and heights.

Overall Community. This addresses a wide variety of subjects aimed at enhancing Merced's identity as a community.

3. RECOMMENDATIONS

3.1. **Plan Name.** If the BCCP continues using 'Corridor' as an implementation term as described below, the Plan name should be changed from Bellevue *Corridor* Community Plan to Bellevue Road Community Plan or another acceptable name.

3.2. **Circulation Network.**

3.2.1. **Traffic Dispersal Strategy.** As part of the BCCP effort, the City should consider a dispersal strategy within the BCCP area. For example, creation of a half-mile grid of mixed-use collector streets to augment the one-mile grid of arterial streets to help disperse traffic that would access potential mixed-use development and reduce volumes on the adjacent arterials.

3.2.2. **Recommended Elements of the BCCP *Complete Street* Program.** *Complete-stree*t approaches and designs to be used when crafting prescriptive right-of-way cross sections and design templates for Plan streets and adjacent public and semi-public spaces should consider: street networks and road classifications, traveled way design, intersection design, pedestrian design, bikeway design, transit accommodations and placemaking.

3.2.3. **Apply the Grid Street Network.** The chosen street network design of a city is a significant factor in determining whether the environmental, social, and economic needs of its residents can be met. A street network can foster or constrain economic and social activity, enhance or limit social equity in ability to travel and provide or negate a setting for high quality design at all scales: building, neighborhood, and region.

3.2.4. **Road Design is Land Use Design.** The design of the road is critical to the design of the entire street right-of-way because it affects not just the users in the road, but those using the entire right-of-way, including the areas adjacent to the street. This in turn affects the design and vitality of the adjacent land uses. Select the best right-of-way to support and enhance the desired land uses.

3.2.5. Boost Bicycle Usage. Bicycle infrastructure should use planning and designing options, from shared roadways to separate facilities, to accommodate as many user types as possible and to provide a comfortable experience for the greatest number of cyclists.

3.2.6. Use the Road to Create Special Places for People to Gather. Within the plan area, identify road segments and/or intersections that can also be public spaces, places that offers greater value to pedestrians, bicyclists, and transit riders, and which create a unique site for business and community events.

3.2.7. Benchmark and Performance Measures. Conventional street design applies auto-centric performance measures. The most common is the Level of Service (LOS), which seeks to maintain flow of vehicles and leads to widening streets and intersections, removing on-street parking, and other strategies to accommodate the flow of traffic. These techniques undermine the goals and tenets of complete streets. To meet the goals and tenets of complete streets, the BCCP plan should adopt additional benchmarks and performance measures.

3.2.8. Boulevard. A variation of the boulevard configuration, including on-street parking, could be considered as part of a complete street strategy for Bellevue Road.

3.2.9. Mixed-Use Collector. The City should consider introducing a "mixed-use collector" street type that allows on-street parking, shorter distances and less setbacks from the sidewalks. The provision of collector streets within the BCCP area can help to reduce traffic volumes on portions of Bellevue and Cordella, creating a half-mile grid of arterial and mixed-use collectors within the Plan area to better disperse future traffic growth and allow for narrower street types (including narrower arterial streets), more conducive to pedestrian circulation. Mixed-use collectors can be modeled after existing, walkable "complete street" segments in Downtown Merced.

Mixed-Use Collector Prototypes: Downtown Merced

3.2.10. Transitway Corridors. The UC Merced campus is a key transit trip attractor with a transit hub near Lake Road about ¼ mile south of Bellevue Road. With this in mind, the City should plan as direct a transit corridor as possible between UC Merced and Downtown Merced, and/or the potential high speed rail station and include:

- A Transitway corridor for BRT with dedicated bus lanes between Downtown and UC Merced via M Street or G Street; or

- A Transitway corridor for RBS with shared travel lanes on the Bellevue Road/Atwater Merced Expressway (AME).

3.3. Transit Priority Projects.

3.3.1. Development Standards Implications. The TPP requirements should be implemented through standards for the blocks within a half-mile of a major transit stop once those areas are identified in the vision for the BCCP.

3.3.2. Transit Options. Bus Rapid Transit and Rapid Bus Service are potential transit options for the BC. On some corridors, RBS can achieve similar travel time savings as could be achieved with dedicated bus lanes, with substantial cost savings. This may be a viable option for the Bellevue Road and AME segments.

3.4. Blocks.

3.4.1. Walkable Block. The term 'walkable block' should refer to blocks that are not large and do not favor vehicles to the exclusion of pedestrians. A walkable block is typically up to 600 feet long in any direction and has pedestrian-oriented streetscapes with vehicular speeds that are typically less than 35 miles per hour. If speeds need to be higher, such as along a Boulevard, the street is designed to be in balance with the pedestrian activity expected along its edges. Block sizes within the BCCP area should range from 200 to 600 feet.

3.4.2. Blocks System. Using a system of flexible blocks allows an owner to map out a preferred pattern that can be adjusted as needs or priorities change while still adding up to a coherent pattern of land uses. Mapping out the potential blocks on a property enables an owner to move forward with different areas of the property while knowing generally how each portion will connect and make sense with the rest. The mapping of blocks only becomes official when a subdivision is approved. Through this approach, there is less need to map blocks and lots prematurely. In addition, using this approach will help when the market is changing for other types of development that were not anticipated when drafting the BCCP and standards.

3.4.3. Retail and Business. Implementation standards should generate blocks and streets that are conducive to retail and business environments which may also need large parking areas while connecting with adjacent neighborhoods.

3.5. Land Uses.

3.5.1. Mix of Uses. The BCCP should include a mix of uses: residential, retail, office, research and development (R & D)/flexible space.

3.5.2. Ability to Adapt to the Market. Knowing that land use demand will change over time, the BCCP should identify the sizes of buildings that are expected and then accommodate not require a variety of land uses that may be in demand over the long term. Then, the BCCP code should provide standards that identify the maximum sizes of buildings (in stories and length, not FAR) depending upon their location and adjacencies along with a set of allowable land uses so that the owner has flexibility on to occupy the building over time.

3.5.3. R & D/Flexible Space. Planning for 2.5 to 5 MSF R&D/flexible space around UC Merced would be aggressive but also allow for "upside potential".

3.6. Organizing Components. The Urban Village concept described in the General Plan is best implemented using traditional city environments: Centers, Neighborhoods, Districts, and Corridors.

3.6.1. Centers. Centers are concentrations of non-residential and residential activity such as retail, office and service commercial with housing that is more intense than the housing in Neighborhoods or along corridors. The main purpose of Centers is to provide the focal points of business, housing, and civic activity that serve a variety of needs. Centers are sometimes located in geographically central locations but are typically located between Neighborhoods along key streets or at the edges of Districts and along Corridors.

The recommended Regional, Community and Neighborhood Center types described below modify and build upon the Center concepts described in the General Plan. A Regional Center type should be added and the Community Center type should be merged with the Neighborhood Center to provide flexibility to respond to the changing retail industry. Additionally, the minimum acreage requirements are modified based on the trend toward smaller stores in the retail industry.

3.6.1.1. Center Types.

Regional. Regional Centers contain retail and service businesses that attract customers from the region. This typically includes anchor stores that have the widest trade area of stores in Merced. A planned Regional Center is centered 0.5 miles west of the intersection of Bellevue Road and "G" Street.. Regional Centers should be a minimum of 20 acres for the Center and a minimum of 20 acres for urban residential for a total required minimum size of 40 acres.

Community. Community Centers contain retail and service businesses aimed at the greater Bellevue area. This typically includes a supermarket, pharmacy, ancillary retail, professional office, junior anchor stores, and health clubs. Community Centers should be a minimum of 20 acres for the Center and a minimum of 10 acres for urban residential for a total required minimum size of 30 acres.

Neighborhood. Neighborhood Centers contain retail and services aimed at the nearby Neighborhoods. This typically includes a supermarket, additional anchor, major ancillary retail, and provisional office. The Neighborhood Center should also incorporate the Convenience Center type as described in the General Plan, which was intended to include a convenience mini-market with some ancillary retail. Neighborhood Centers should be a minimum of five acres for the Center and a minimum of 10 acres for urban residential for a total required minimum size of 15 acres.

3.6.1.2. Characteristics.

Components. Centers consist of interconnected, walkable blocks of commercial or mixed uses. The second component of each Center is the immediately adjacent area that typically focuses on more intense residential or mixed-use residential (generally the Urban Residential Neighborhood type as described below.

Location and Layout. Centers are located adjacent to the intersection of a collector or side street and a major arterial while the Urban Residential Neighborhood areas are located further into the site, away from the major arterial but with high interconnectivity to the Center. It is essential that the commercial and retail space be visible to and accessible by

community-wide traffic. Some of the commercial buildings should be located along the arterial to shape the streetscape while providing strong views of the parking for larger tenants farther from the arterial.

To create connectivity, side streets should be inserted into the larger shopping center pattern to break up the mass of buildings, promote walking from adjacent neighborhoods and generate an appealing physical character.

The land for each Center should be as efficient as possible so as not to result in physical separations that waste land and to create positive adjacencies with neighboring residences.

Flexible Buildings. The development standards should provide a variety of flexible building types, rather than conventional zoning requirements, to address the wide range of uses (including civic) in Centers and as the way to realize commercial space. The standards should offer a variety of compatible building sizes that can be adjacent to each other and still generate an appealing physical character. The standards should require connectivity along the streetscapes adjacent to facades instead of cutting up a development site with unnecessary and poorly visible pedestrian-only pathways.

3.6.2. Neighborhoods. Neighborhoods are primarily residential areas consisting of a variety of housing choices. Neighborhoods will comprise most of the area and will be shaped by Centers, Districts and Corridors. There are three types of neighborhoods: Urban Residential, Neighborhood Residential, and Rural Residential. The appropriate neighborhood type depends on factors such as location, role and intensity. Different neighborhoods can and should be located next to each other for variety, flexibility and adaptation to changing conditions.

3.6.2.1. Types

Urban Residential. This is the most intense of the neighborhood types. Housing typically ranges from rowhouses to courtyard apartments to dense apartment buildings in a variety of sizes. Mixed-use activity typically occurs in the transitions between this neighborhood type and adjacent Districts, Corridors or Centers. Urban Residential streetscapes are typically shaped by narrow, tree-lined streets with on-street parking and short front yards, and entries to buildings directly from the front yard.

Neighborhood Residential. This is the typical neighborhood type with housing types ranging from single-family houses to a variety of house-form multi-family buildings such as duplexes and quadplexes. Neighborhood Residential Streetscapes are typically shaped by tree-lined streets with on-street parking and a variety of moderate to large front yards and entries to buildings directly from the front yard.

Rural Residential. This is the least intense of the neighborhood types and housing typically ranges from single-family housing in agricultural settings to single-family houses in rural settings. Rural Residential streetscapes are typically shaped by natural features with a rural character along both sides of streets and large yards around all sides of buildings.

3.6.2.2. Characteristics

Components. Each neighborhood consists of interconnected, walkable blocks.

Building Type. The primary building in Neighborhoods is the house and its various multi-family versions. Some Urban Residential Neighborhoods will have house-form buildings and larger, denser residential or mixed-use buildings.

The house-form range of building types that is most appropriate based on location, role, and overall intensity should be applied. The ability of the house-form range to adapt to the three neighborhood environments inherently provides for a realistic variety of housing choices and allows each neighborhood to adjust to its setting with flexibility and predictability.

3.6.3. Districts. Districts are areas with a unique size or function, typically as R & D or light industrial.

3.6.3.1. Types

Research and Development. These Districts are typically high in proportion of employees to building area and may have outdoor areas for activities such as light assembly and testing.

Light Industrial. These Districts are typically low in proportion of employees to building area and have large outdoor areas for activities such as assembly and testing.

3.6.3.2. Characteristics

Components. Each District consists of interconnected, walkable blocks that are large enough to accommodate the large size of buildings associated with the unique activities of the Districts. Blocks are not as interconnected as in other areas of quadrants but are connected to adjacent blocks and their environments.

Streetscapes. District streetscapes are typically shaped by tree-line streets with on-street parking and short front yards or commercial shopfronts along the sidewalk with entries to buildings directly from the sidewalk.

Buildings and Adjacencies. The primary buildings in Districts are the largest of buildings in the BCCP. These block-form buildings are sometimes located within the middle of a site but often are toward the street behind a front yard or commercial shopfront to emphasize space at the rear of sites for maneuvering of vehicles and equipment.

Adjacent Neighborhoods are buffered by streetscapes that serve as a physical transition between large office and light industrial buildings on one side of a street to larger residential building such as those in the Urban Residential Neighborhood type. Alternatively, transitions can be made at the rear of a District and the rear of a Neighborhood type, but this puts more focus on the need for compatibility between outdoor activities on both sides of the boundary.

Where Districts are immediately adjacent to a major thoroughfare, buildings are oriented to front on the thoroughfare or at least orient a side of the building along the thoroughfare to shape and provide identity to the streetscape.

3.6.4. Corridors. The term 'Corridor' refers to the land on both sides of a major thoroughfare but only for the half-block or lots fronting the thoroughfare. The main purpose of a corridor is to function as the segment of development and activity between major components such as Centers and Districts and to buffer Neighborhoods from major thoroughfares.

3.6.4.1. Types

Urban. These Corridors are typically the Urban Neighborhood Residential environment adjusted for office and housing along major thoroughfares. Urban Corridor streetscapes are typically shaped by tree-lined streets with on-street parking and a variety of modest front yards. Where office activity is included, ground floor commercial shopfronts along the sidewalk provide entries to buildings directly from the sidewalk.

Neighborhood. These Corridors are typically the Neighborhood Residential environment adjusted for the type of housing appropriate along major thoroughfares. Neighborhood Corridor streetscapes are typically shaped by tree-lined streets with on-street parking and large front yards with entries to buildings directly from the front yards.

3.6.4.2. Rural. These Corridors are typically the Rural Residential Neighborhood environment adjusted for interface along major thoroughfares. Rural Corridor streetscapes are typically shaped by the natural or rural character along both sides of streets and a variety of the largest front yards in the Plan area.

3.6.4.3. Characteristics

Components. Each Corridor consists of lots that face each side of the major thoroughfare connecting directly to the adjacent blocks in Centers, Neighborhoods, or Districts.

Buildings and Adjacencies. Buildings in Corridors are primarily a variety of house-form and block-form buildings that are in keeping with the intended physical character of a Corridor segment. Adjacent areas and buildings are typically buffered by physical transitions in building scale and massing along the side and rear boundaries of Corridor lots.

3.7. Open Space. Upon establishing the intent and role of each quadrant in the BCCP, the corresponding range of appropriate open space types as described by the General Plan will be identified for adjustment to each environment within Centers, Neighborhoods, Districts and Corridors.

3.8. Scale, Interconnectivity and Compatible Adjacencies. The issues of scale, interconnectivity and compatible adjacencies should be addressed in the standards. We recommend using an approach that identifies the range of building types and sizes for the various types of Centers, Neighborhoods, Districts and Corridors. This information can be adjusted for each location and translated into clear development standards for each implementing zone.

3.9. Building Size and Intensity. Using a scale of size and intensity that sorts buildings into two categories (Block-Form and House-Form), the appropriate buildings and sizes can be identified for each environment. Buildings in Centers, Districts and Corridors fall into mostly the Block-Form category with some House-Form buildings. Buildings in Neighborhood areas fall entirely into the House-Form category.

REPORT 1:

Economic Analysis for the Bellevue Corridor Community Plan

MEMORANDUM

To: Lisa Wise Consulting

From: Jason Moody, Walter Kieser, and Ben Sigman

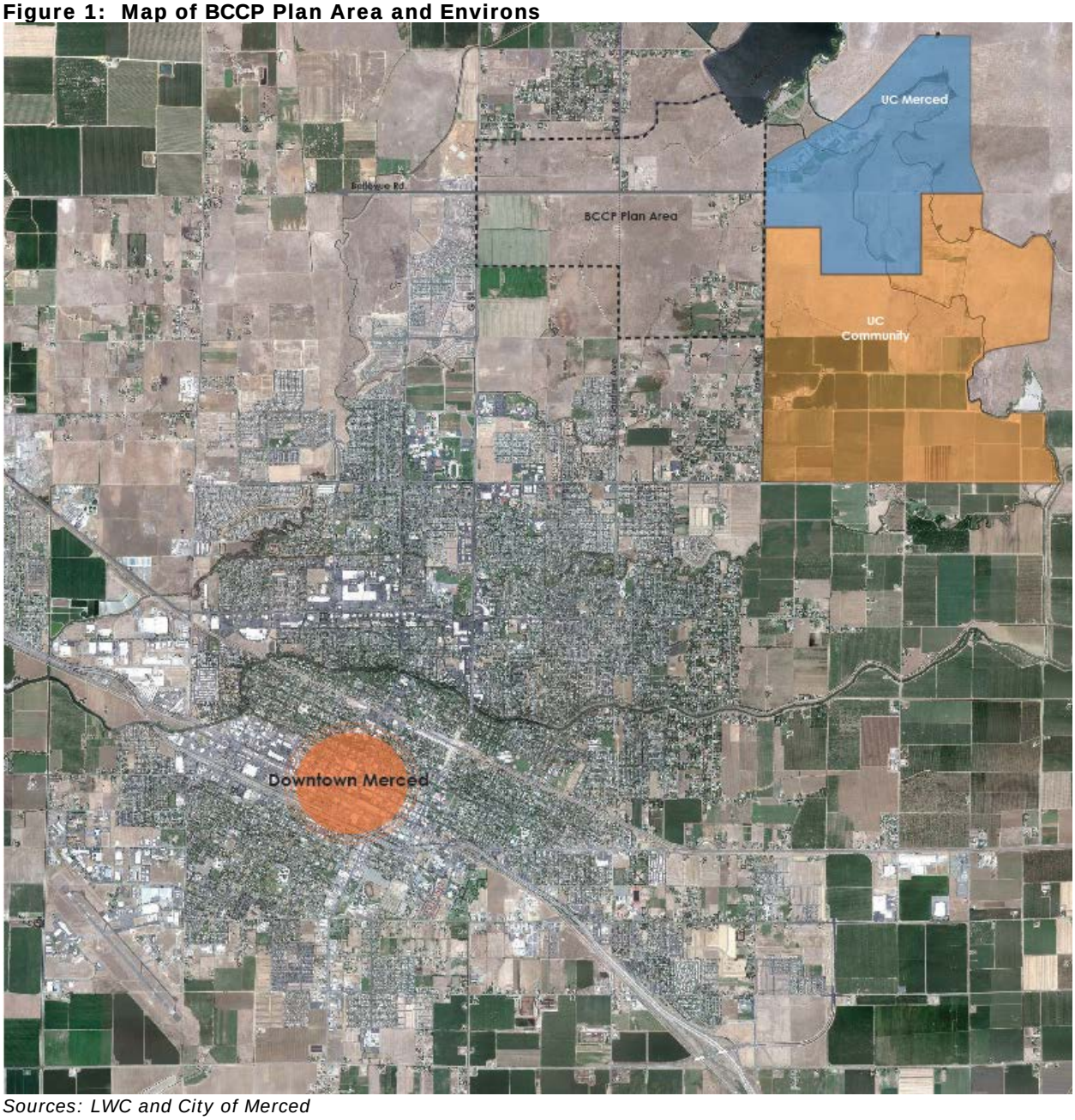
Subject: Economic Analysis for the Bellevue Corridor Community Plan; EPS #21139

Date: January 18, 2012

The City of Merced has retained a planning team led by Lisa Wise Consulting (LWC) to prepare the Bellevue Corridor Community Plan (BCCP). As a part of this team, Economic & Planning Systems, Inc. (EPS) is tasked with providing an assessment of real estate market conditions affecting development feasibility. This memorandum provides our assessment, including a general background on existing market conditions, future growth prospects, and supply and demand dynamics. Following consideration of this market assessment, EPS will work with the BCCP team to prepare recommendations concerning specific development opportunities and strategies for the Bellevue Corridor.

The Bellevue Corridor is located northeast of the City of Merced, roughly five miles from downtown Merced and Highway 99. As illustrated in **Figure 1**, the BCCP Area is located between G Street and the University of California, Merced (UC Merced) campus, within unincorporated Merced County. With the exception of the UC Merced campus, the Bellevue Corridor is presently characterized by rural residential and agricultural uses, though nearby areas within the City boundary exhibit suburban residential development patterns and some commercial uses. The Plan area is located within the City's Sphere of Influence and is considered for urban expansion by the City's General Plan.

Figure 1: Map of BCCP Plan Area and Environs



Sources: LWC and City of Merced

Key Findings Concerning Economic Context

1. ***Consideration of an appropriate land use program for the Bellevue Corridor occurs within a regional market context characterized by continuing weak economic conditions, depressed housing prices, and stressed local government finances.***

While recent market activity suggests economic recovery, a return to healthy economic conditions is likely to be gradual.

The Great Recession continues to have a profound effect on real estate market conditions in the San Joaquin Valley, including Merced County and the City of Merced. The San Joaquin Valley remains one of the most severely affected regions in the United States in terms of foreclosures, "up-side down" properties, construction industry contraction, and unemployment. Merced County, in particular, has been hard hit. In 2010, for example, residential foreclosures as a share of total housing units was greater in Merced County than any other county in California, one of the hardest hit states in the nation.[1]

Weakness in the residential market remains a persistent and harmful drag on the Merced economy. Currently, home pricing remains below construction cost for most product types and homebuilders are unable to compete with existing re-sale properties available in the marketplace. Specifically, after City of Merced single-family residential prices peaked at more than $230 per square foot in 2005, values plummeted to roughly $60 per square foot in 2009, and have hovered in the $60 to $70 range since. Price recovery is likely to be slow, with substantial existing "latent supply" associated with bank-held properties, speculative ownership, and pending foreclosures coming to market in the future. While there was virtually no new residential construction in Merced in 2009 and 2010 (building permit activity dropped to nearly zero), permitting did pick up in 2011.

2. Recent statewide and regional growth forecasts indicate a wide range of potential future population growth scenarios for Merced County, suggesting a high level of uncertainty associated with the type and amount of new real estate development.

Demographic forecasts for Merced County vary widely by source, ranging from a high of 160,000 to a low of 45,000 new residents by 2030. While recent private forecasts indicate the county might grow by 45,000 between 2010 and 2030, the Merced County Association of Governments projection is for nearly 160,000 new residents over the same time period. Meanwhile, California's most recent Department of Finance forecast indicates that the population of Merced County will increase by about 100,000 between 2010 and 2030, consistent with recent projections prepared on behalf of the eight San Joaquin Valley regional planning organizations. Taken as a whole, these projections reveal that actual growth depends on a number of variables that are difficult to predict with a certainty at this time.

3. During the past several decades the City of Merced has entitled and planned for a substantial amount of new development within its Sphere of Influence; other nearby jurisdictions have also created significant development capacity.

In Merced, as is the case in most other San Joaquin Valley jurisdictions, planned development capacity greatly exceeds short- and, in many cases, long-range development forecasts. While the recently-adopted update of the City of Merced General Plan reduced previous development capacity, substantial development capacity remains available.[2] By

[1] RAND California; DataQuick; US Census Bureau; and EPS.

[2] Merced Vision 2030 General Plan includes a combined SUDP/SOI that is slightly smaller than the 1997 SOI.

way of example, a reasonable estimate of development capacity within and near the BCCP Area, even after recent reductions, suggests planned and approved projects to the northeast of the City could generate about 21,000 housing units and 7 million square feet of non-residential real estate.[3]

4. Merced's planned development capacity cannot be realized without substantial investments in infrastructure, including expanded utility capacity and major transportation system improvements, as well as environmental clearance.

In the context of relatively unconstrained land supply, development and absorption of particular areas or at specific sites will depend on availability of infrastructure, including utility capacity (e.g., sewer and water) and transportation improvements. Much of the entitled land both within and outside the City of Merced's Sphere of Influence does not have the level of infrastructure needed to accommodate planned of approved growth. In addition, development in many of the areas planned for expansion (or the infrastructure needed to serve these areas) still needs to obtain a variety of environmental clearances (e.g., CEQA/NEPA, ESA).

5. Fiscal and institutional factors will also influence the location and timing of new development and associated infrastructure.

Although the Bellevue Corridor is within the City's Sphere of Influence, the County's jurisdiction in the area limits the ability of the City to extend municipal services and infrastructure to new development. City annexation of the BCCP area will require approval by the Merced LAFCO, and likely the negotiation of a new property tax-sharing agreement with the County (without such an agreement the City will not receive property taxes from the area). Moreover, the persistence of depressed housing prices continues to make the development-based financing that historically provided funding for needed infrastructure much more constrained and challenging.

Even regional-serving beneficial projects are proving difficult to fund, due in part to increasing conflict and tension between local jurisdictions as they compete for scarce fiscal resources. By way of example, the Atwater/Merced Expressway Project (AME) would transform Bellevue Road into a regional transportation route, creating a high-volume road that connects Highway 99 (at Buhach Rd), Castle Air Force Base, and UC Merced. However, the timing and funding for the AME project remain uncertain with more than $120 million still needed to cover the cost of the first two phases (I-99 to SR 59 at Bellevue).

6. While the City of Merced competes with other locations in Merced County and the broader San Joaquin Valley for jobs and associated commercial real estate development, it maintains a number of competitive advantages that make it well positioned to capture a disproportionate share of growth.

Various cities in the US 99 corridor, including Modesto and Turlock, as well as nearby Atwater and unincorporated areas such as Castle Air Force Base offer alternatives to Merced as

[3] City of Merced, January 2013

locations for both business and housing. However, the City of Merced possesses a number of competitive attributes that will enable it to compete effectively for regional growth potential:

- UC Merced, the only University of California Campus in the San Joaquin Valley;
- Likely location of a future high-speed rail station and existing multi-modal public transit;
- Stable, diverse community with attractive residential neighborhoods and appealing urban form (including a historic Downtown);
- "Gateway" to Yosemite and other outdoor recreation areas; and
- Convenient and successful retail shopping options (e.g., Merced Mall).

Key Findings Concerning the Bellevue Corridor

1. While the Bellevue Corridor is well positioned for growth, it is likely to face competition from other areas planned for development both within and outside the City Sphere of Influence.

The BCCP area location between developed portions of the City and the UC Merced Campus creates the opportunity to absorb UC Merced-related uses, without a "leap-frog" development pattern. The Plan area is large enough to accommodate a diversity of urban uses including a range of residential formats, retail uses, office, and institutional uses. In addition, a number of relatively large parcels are adequately sized for development without site assembly, a cost advantage over development areas with smaller sites. However, the existing development pattern that includes a number of rural residential developments may include some "hold out" property owners that constrain capacity and design of new development.

While the Bellevue Corridor is a logical location for the City's expansion, existing development capacity within the existing City limit, especially in North Merced (e.g., Bellevue Ranch), will have a substantial cost advantage over the Bellevue Corridor location until a substantial portion of that existing approved development capacity is absorbed. In addition, the Bellevue Corridor could compete directly with planned development in the University Community that lies immediately south of the UC Merced Campus.

2. UC Merced is anticipated to drive growth proximate to the campus, supporting levels of absorption and density that may not be achievable elsewhere in the County.

At build out, UC Merced anticipates having a student population of 25,000, faculty and staff population of 6,500, and other daily population of about 600.[4] Current schools include the School of Engineering, School of Natural Sciences, and School of Social Sciences, Humanities and Arts, while planned schools include a School of Management and School of Medicine. UC Merced is committed to research activities, having already established programs such as the Health Sciences Research Institute, Sierra Nevada Research Institute, UC Merced Energy Research Institute and University of California Advanced Solar Technologies Institute. Funding is in place for additional research institutes in a number of other specialized fields.

[4] 2009 DEIS/DEIR

UC Merced will be the primary economic driver of real estate development in the Bellevue Corridor. This strategic location is likely to support clustered and more dense development patterns, especially for sites that are easily accessible (i.e., within walking distance) from the UC campus. Over time improved roadway connections such as the Atwater/Merced Expressway Project (described above) and the Campus Parkway Project, a connection between the Bellevue Corridor and Highway 99 to the south, may also expedite development of the BCCP area.

The time frame for UC-related development adjacent to the campus will be affected by the manner and pace in which UC programs grow. Currently, the State's fiscal crisis is affecting UC Merced's ability to proceed with its capital investment program for the campus, which may actually create opportunities for private sector actors to pursue real estate development that supports the campus expansion goals. The UC recently convened a ULI panel to evaluate the impacts and feasibility of a more "distributed growth" model for the UC as a potential mechanism address funding shortfalls.

3. While both the planned University Community and the Bellevue Corridor will need to resolve a number of infrastructure and institutional issues before development can occur, Bellevue appears to have a competitive advantage in this regard.

Though UC Merced is located in unincorporated Merced County and is not within the service area of the utilities provided by the City of Merced, the campus area is provided water and wastewater service by the City of Merced under a Pre-Annexation Agreement. Water is primarily supplied by a line constructed within the roadway alignment of Bellevue Road. A sanitary sewer line also runs along Bellevue and connects to the City of Merced's sewer system at an existing trunk line on G Street, near Merced College. Although the sewer pipeline under Bellevue Road is sized to serve the full development of the campus, upgrades to the existing trunk line on G Street would be required.[5] There is no existing infrastructure of this nature serving the UC Community Plan area.

While detailed infrastructure cost estimates would be required to quantify any advantage the BCCP has over the UC Community Plan area, the presence of existing sewer and water lines along Bellevue Road suggests that new development could be more readily accommodated within the BCCP area. The timing and ease of annexation to the City of Merced, and thus the provision of urban services, would also seem to favor Bellevue Corridor since its location represents a more logical extension of the existing City limits.

4. Depending on how a number of institutional and infrastructure issues are resolved, the Bellevue Corridor appears well positioned to capture a portion of the regional growth currently designated to occur on the University Community Plan area.

The University Community Plan, located along the southern border of the UC Merced campus, calls for more than 800 acres of new residential, retail, office/R&D, and other urban land

[5] Ibid.

uses, as summarized in **Figure 2**.[6] The Plan was designed to capture economic activity generated by UC Merced (and students, faculty, and staff), based on its demand for goods and services in the regional economy. However, as noted above, the Community Plan must address a number of challenges before construction can commence, including the provision of adequate infrastructure and other public services. In many respects, the Bellevue Corridor is equally or better positioned to capture market demand generated by the UC, given the corridor's location, access to infrastructure, ownership patterns, and other factors. Ultimately, the timing and share of market demand absorbed by these two areas, or other competitive locations nearby, will depend on how a range of highly-uncertain economic and institutional factors unfold over time.

Figure 2: Land Use Summary for the University Community (Northern Area)

Land Use	Town Center	Neighborhoods	Total
Single Family			
Units	1,418	3,356	4,774
Acres	45	330	375
Multi-Family			
Units	-	480	480
Acres	4	10	14
Mixed-Use			
Office (Sq. Ft.)	313,600	-	313,600
Retail (Sq. Ft.)	183,000	-	183,000
Housing (units)	540	-	540
Total Acres	15	-	15
Retail			
Sq. Ft.	130,700	78,400	209,100
Acres	8	6	14
Research & Development			
Sq. Ft.	2,308,300	-	2,308,300
Acres	71	-	71
Other[1]	66	273	339
Total Acres			**828**

(1) Includes schools, parks, shared parking, and public ROW.

[6] Based on the land program described in the UC Merced and University Community Project EIS/EIR which has California Environmental Quality Act (CEQA) clearance.

5. While demand for research and development space is unknown, a high-level case study analysis reveals that planning for 2.5 to 5 million square feet of R&D/flex space around UC Merced would be aggressive, but also allow for upside potential.

The uncertainty surrounding UC Merced's future research programs and their potential for technology transfer and independent enterprise, coupled with the lack of an established real estate market for R&D space in Merced, make it difficult to establish a reliable estimate of long-run demand for research space. A review of market areas with a UC campus reveals that these areas support a range real estate market demand for R&D/flex space (see **Figure 3**). For example, Yolo County, near Sacramento and home to the UC Davis campus (established more than 50 years ago), supports about 500,000 square feet of R&D/Flex space. Meanwhile Orange County, where UC Irvine is located, supports roughly 18 million square feet of such space. Employment in scientific industries in Orange County is dramatically higher than in both Yolo and Merced Counties. Consideration of real estate market factors, employment characteristics, and UC programs suggest that Merced will attract demand for R&D space, but it is unlikely to exceed 5 million square feet.

Figure 3: Research and Development Case Study Findings

UC Host County	Nonfarm Employment	PSTS (% of Nonfarm)[1]	R&D/Flex Space (MSF)
Yolo (UC Davis)	113,000	6%	0.5
Merced	82,000	3%	***2.3*** [2]
Riverside	800,000	5%	2.7
Orange (UC Irvine)	1,876,000	9%	18

(1) Professional, Scientific, and Professional Services Sector

(2) Proposed development (see **Figure 2** above)

Sources: US Bureau of Economic Analysis; CoStar Group; and Economic & Planning Systems

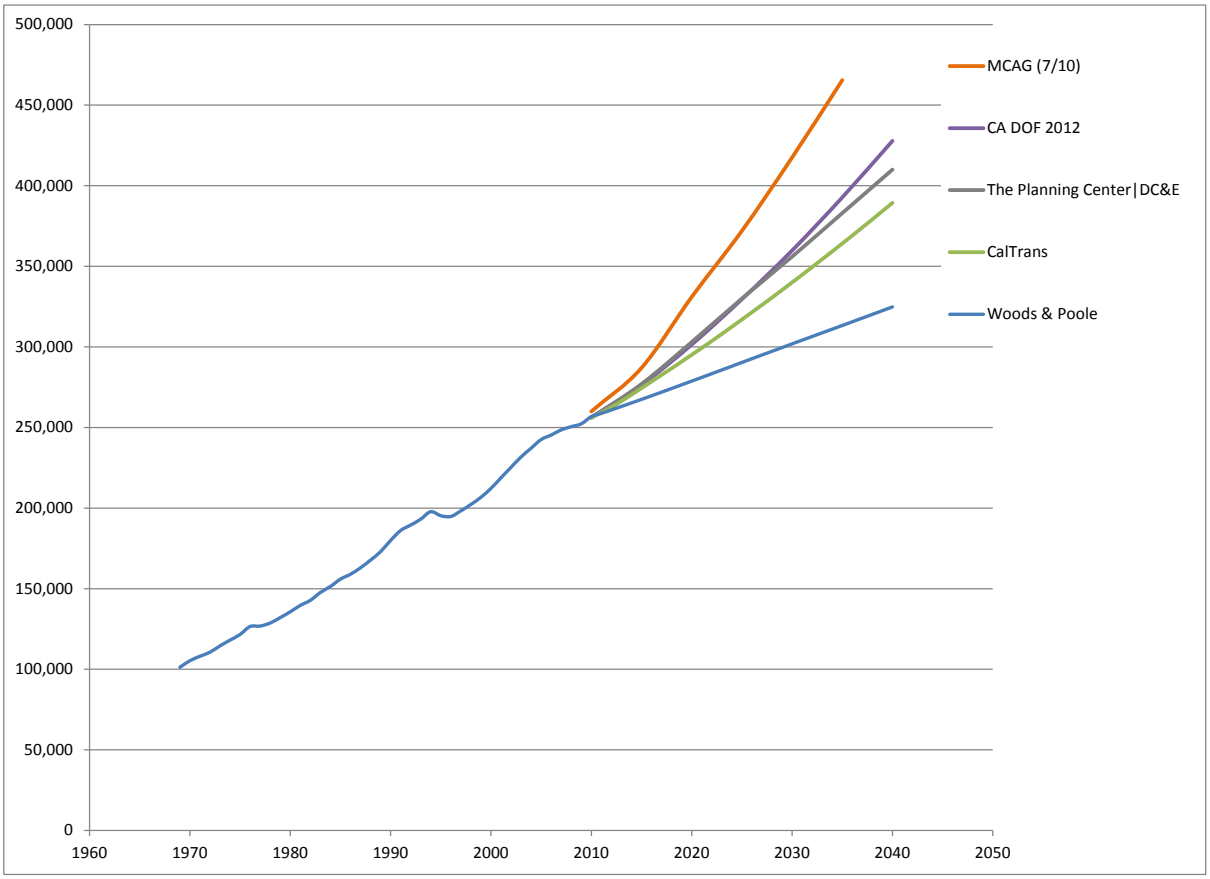
Socio-Economic Trends

Regional socio-economic trends and projections indicate moderate levels of growth and real estate development will continue in Merced County over the next two decades. Recent studies of San Joaquin Valley demographics indicate that Merced County might grow by about 100,000 people by 2030.[7] More conservative forecasts indicate that the County will grow by only 45,000 people (Woods & Poole), while relatively aggressive projections the indicate the figure could be 160,000 (Merced County Association of Governments) over the same time horizon. These

[7] Demographic Forecast for the San Joaquin Valley, Planning Center|DC&E, 2012 and California Department of Finance 2012.

forecasts suggest that average annual population growth rates will likely range from 0.8 percent to 2.4 percent in Merced County.

Figure 4: Total Population Forecasts for Merced County



Sources: Merced County Association of Governments (July 2010); State of California, Department of Finance (DOF); Woods & Poole Economics, Inc., 2012 State Profile; California Department of Transportation, Long-Term Socio-Economic Forecasts by County; San Joaquin Valley Demographic Forecasts 2010 to 2050, The Planning Center|DC&E, 2012; Economic & Planning Systems, Inc.

A recent study by The Concord Group (TCG) considers new housing demand under the population growth forecast prepared by The Planning Center|DC&E. In Merced County, TCG forecasts average annual demand for roughly 1,390 residential units per year (2010-50), one new residential unit for every 3.7 new persons over the next 40 years. Interestingly, TCG projects a significant increase in multifamily housing. The forecast indicates that about 46 percent of new units in the county will be in multifamily projects. This finding is in stark contrast to over 20 years of permit history data which indicate that less than 5 percent of Merced County's new housing units have been multifamily units. TCG's results are reflective of national data that indicate a preference for multifamily products among households with similar demographic characteristics to those households found in Merced County. In the City of Merced, TCG projects that 64 percent of housing demand will be for multifamily units, versus only 11 percent historically.

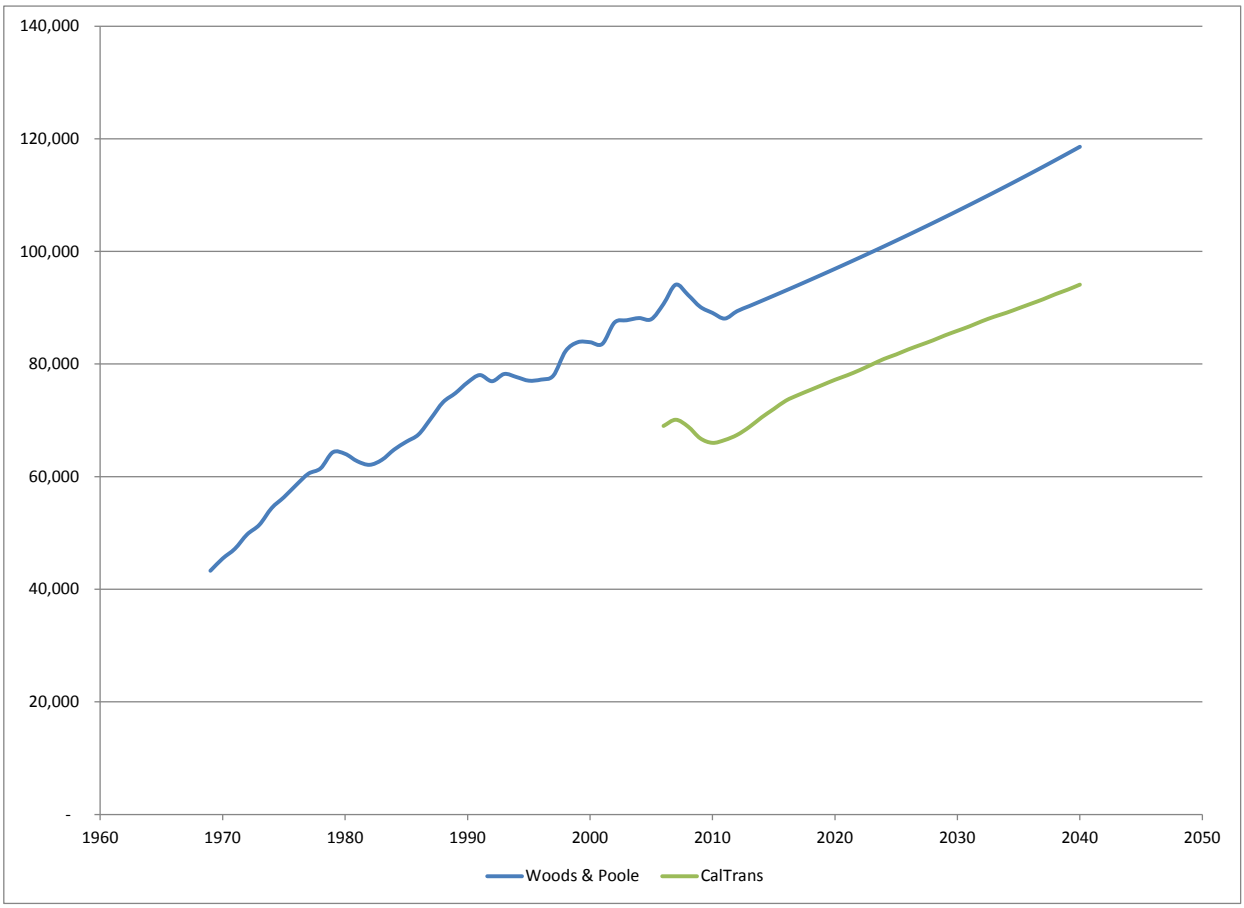
Employment projects support the notion of continued growth in Merced County, although it is unclear whether job growth will be sufficient to support the most aggressive population growth projections. A relatively conservative but well-accepted forecast of employment in Merced County from Woods & Poole indicates that average annual job growth will be approximately 0.9 percent, an increase of about 18,000 jobs over 20 years and 28,000 by 2040.[8] By comparison, the California Department of Transportation forecasts an employment growth rate of about 1.3 percent over the same period.

EPS calculations reveal that 18,000 new jobs over 20 years could support average annual net new demand for 100,000 square feet of office space each year in Merced County. There will also be demand for additional retail and industrial/flex commercial uses. Having captured nearly all County-wide office growth in recent years, the City of Merced is well-positioned to continue to attract new real estate development projects.[9]

[8] Ibid.

[9] While the forecasts are consistent in terms of projected absolute employment growth, the historical and future employment levels reported by Woods & Poole are systematically higher that those reported by the California Department of Transportation due to underlying data sources.

Figure 5: Employment Forecasts for Merced County



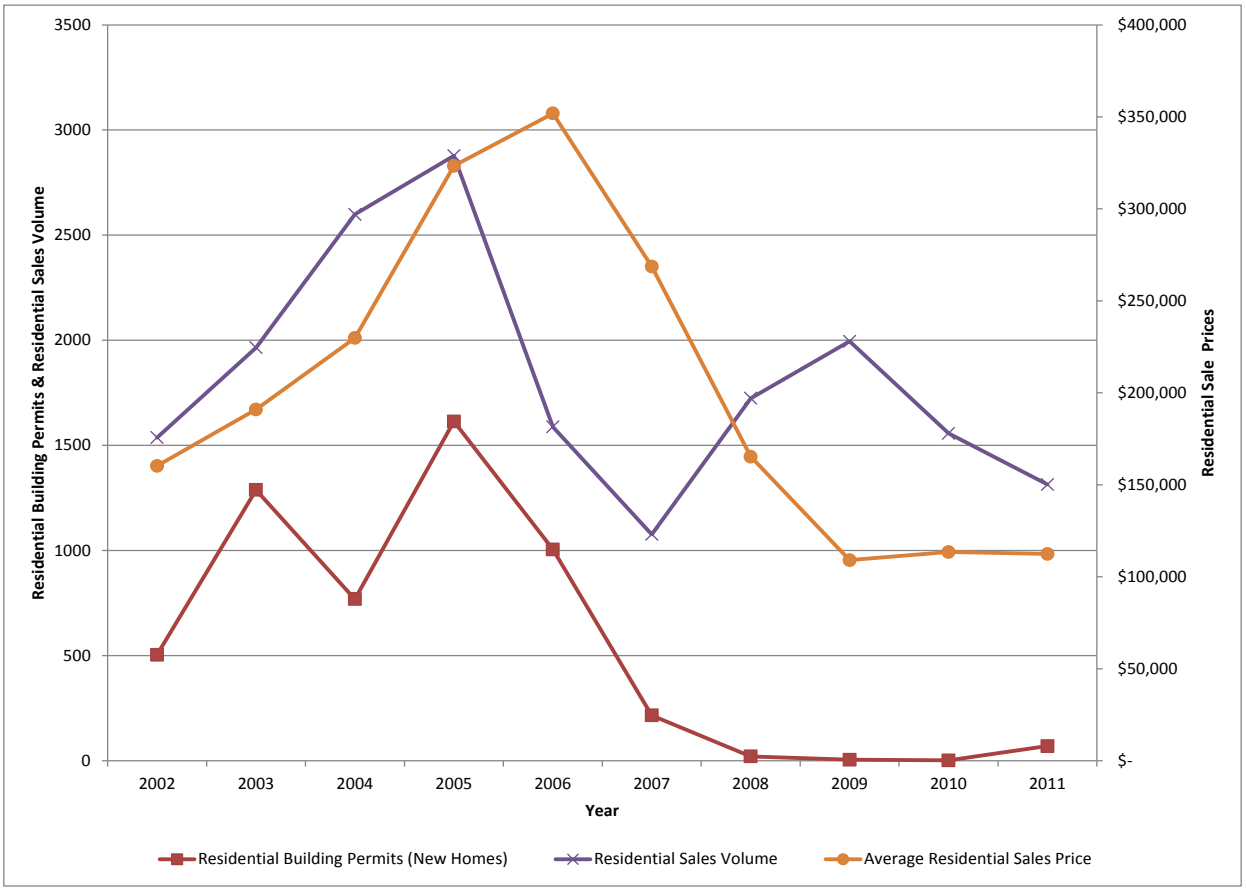
Sources: Woods & Poole Economics, Inc., 2012 State Profile; California Department of Transportation, Long-Term Socio-Economic Forecasts by County; Economic & Planning Systems, Inc.

Real Estate Trends

Residential Market

Recent residential real estate market activity in the City of Merced has increased since hitting a cyclical low in 2007 and there are indications that over time conditions will return to a more normal market and construction activity. However, while prices have stabilized with an average home selling for about $110,000 over the past three years, values remain well below the peak price of $350,000 for an average home in 2006. Sales volumes plummeted with the market prices in 2007, but bounced back as investors entered the market in 2008 and 2009, though transaction volumes have fallen off since then, likely due to diminished market inventory. A substantial portion of market activity is attributable to investors seeking to reap gains as housing market improves. While City permitting of new homes dropped to nearly zero in 2009 and 2010, Merced issued 70 permits for new homes in 2011, a positive sign for housing developers in the City.

Figure 6: City of Merced Residential Permits, Sales, and Prices

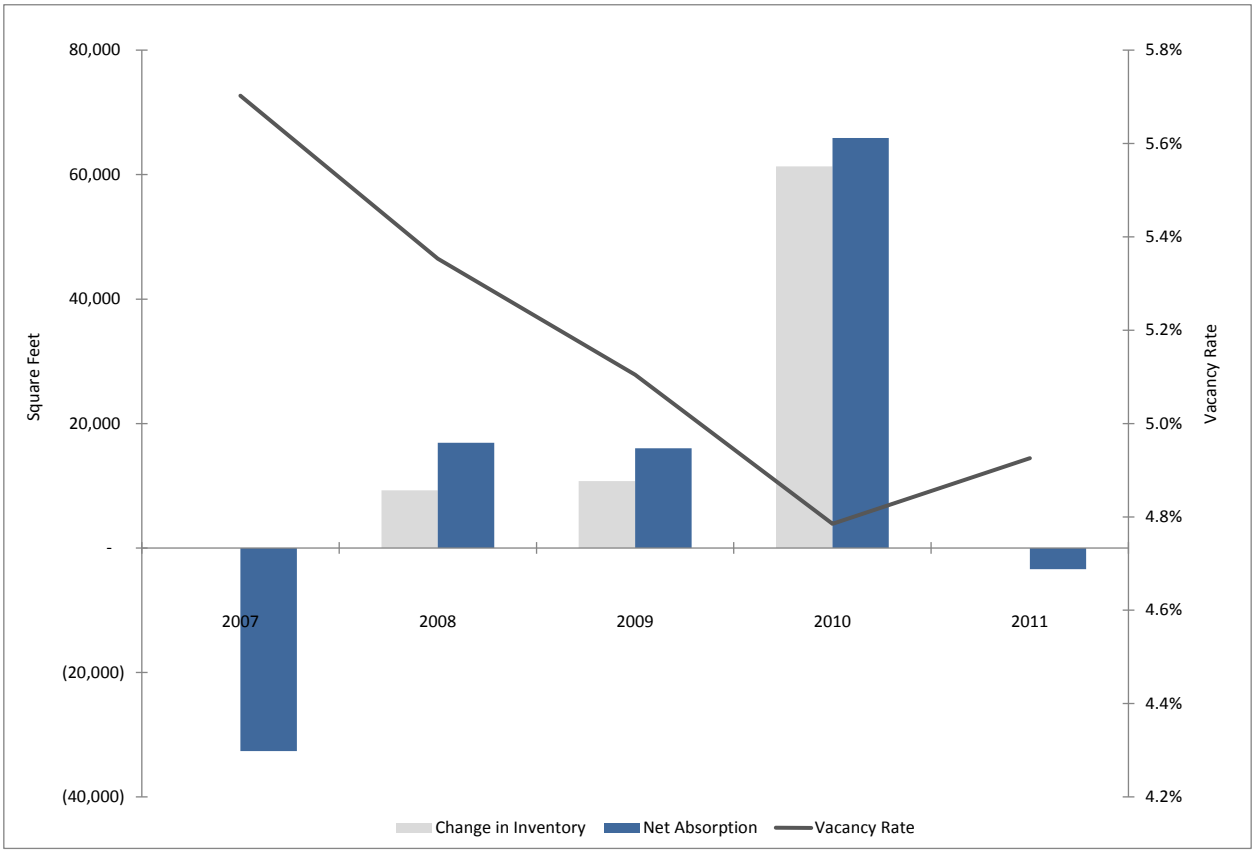


Source: RAND California and EPS

Office Market

Considering the dismal macroeconomic trends in the US during recent years, the City of Merced office market has performed well. Office vacancy has fallen since 2007 and remains below 5 percent, even with over 80,000 square feet of new space introduced in the market during that timeframe. Vacancy countywide is over 10 percent. Despite a relatively healthy market for office space in the City, with lease rates for new space in the range of $1.25 to $1.50 per square foot (per month), office development has been generally limited to single-story structures.

Figure 7: City of Merced Office Market Trends

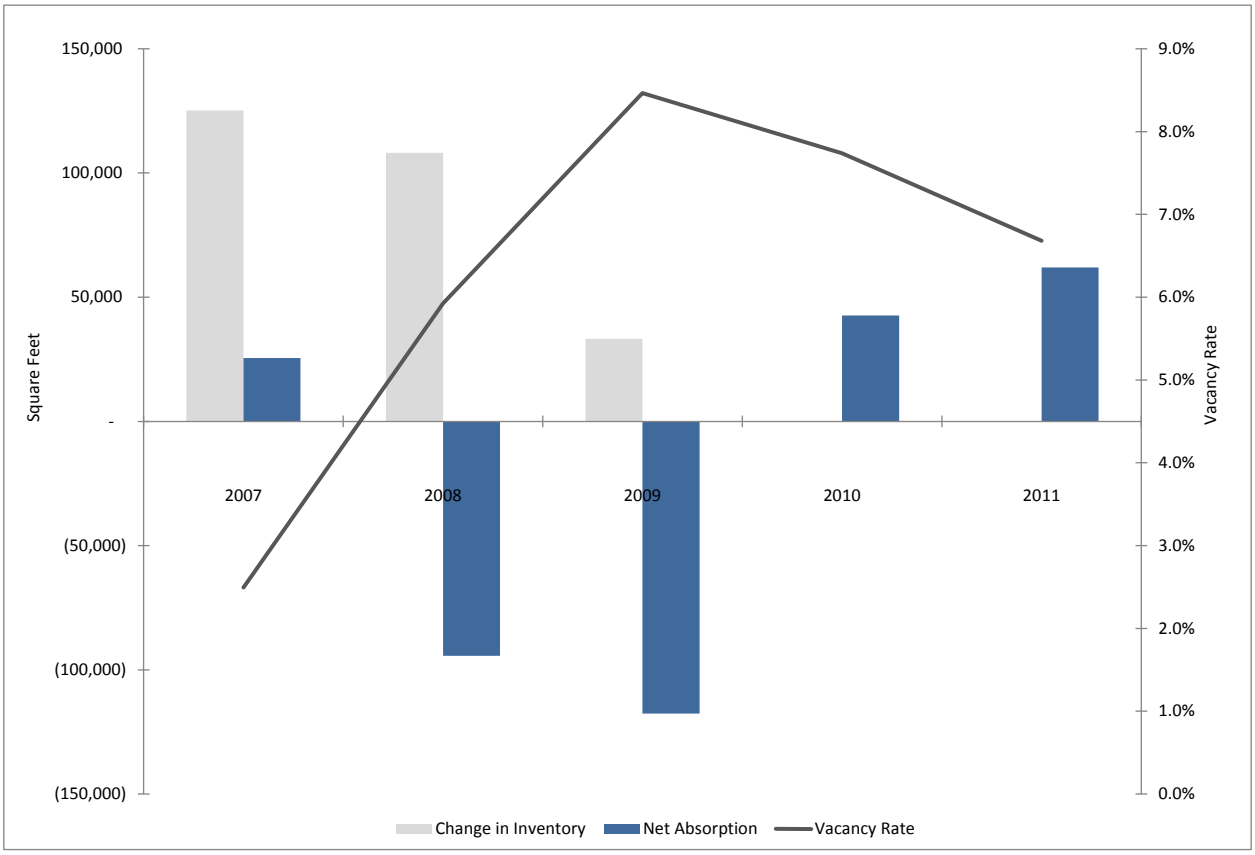


Sources: CoStar Group; Economic & Planning Systems, Inc.

Retail Market

Developers delivered over a quarter of million square feet of new retail development in the City of Merced between 2007 and 2009, about 30 percent of total deliveries in the County during that period. However, the development of this new retail space, in combination with negative net absorption, pushed the City's retail vacancy rate up dramatically. Retail vacancy peaked at about 8 percent in 2009 but fall to less than 7 percent in 2011, as retailers have filled unoccupied spaces. These are similar trends to those observed in the County overall. The available data indicate that positive net absorption of retail space may be partially attributable to more affordable leases, with average asking rates now as much as 50 percent less than their pre-recession peak.

Figure 8: City of Merced Retail Market Trends

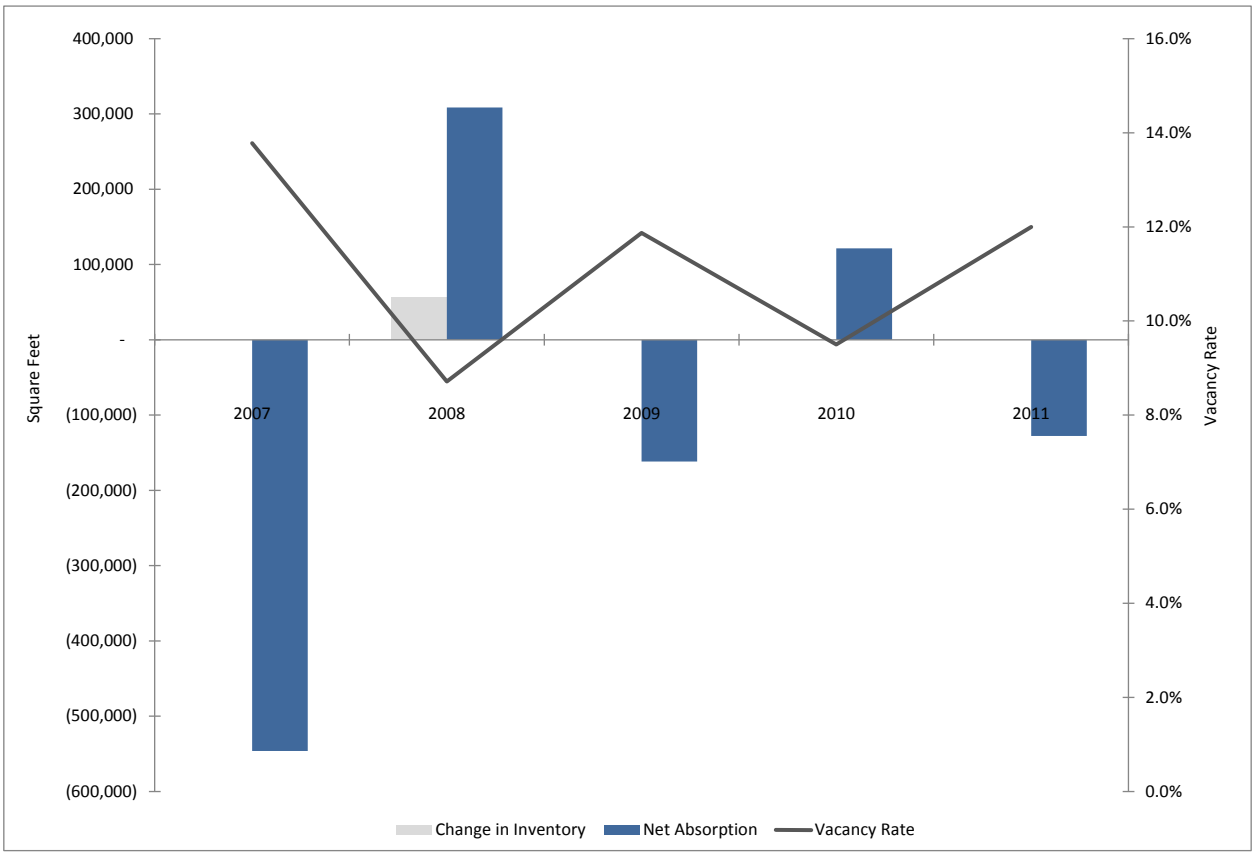


Sources: CoStar Group; Economic & Planning Systems, Inc.

Industrial Market

The market for industrial real estate in the City of Merced has been volatile in recent years, with dramatic swings in net absorption. Significant negative net absorption in 2007, combined with existing vacancy, left nearly 700,000 square feet of unoccupied industrial space in the City of Merced. However, 2008 and 2010 saw positive net absorption and industrial vacancy is lower today than in 2007. With built space available, there has been little new development of industrial real estate in recent years.

Figure 9: City of Merced Industrial Market Trends



Sources: CoStar Group; Economic & Planning Systems, Inc.

Land Market

Even with recent changes to the City's planned expansion areas, there is significant entitled land capacity within Merced's Sphere of Influence.[10] A recent EPS study determined that there is un-built development capacity for roughly 30,000 dwelling units and 12 million square feet of commercial space in sphere of influence areas located to the north and east of the current city boundary. Some undeveloped land is already entitled for new projects, with those approved projects enjoying a substantial cost advantage over creating new subdivision plans. Outside of the Merced Sphere of Influence, future competition is anticipated to come from nearby growth areas such as Atwater and Castle Air Force Base.

In addition, a significant amount of campus-related demand could be accommodated by land controlled by the UC and its partners. The UC Merced campus includes approximately 225 acres for student neighborhoods (accommodating 12,500 beds) and 75 acres for research and development uses. Further, University Community (northern area) located south of the UC

[10] The Merced Vision 2030 General Plan, which was adopted by the City Council on January 3, 2012, revises the planned urban expansion area around Merced (now a combined Specific Urban Development Plan and Sphere of Influence) to be "slightly smaller than the 1997 Sphere of Influence".

Merced campus is envisioned to provide housing and services for 30,000 people. Even more development is planned for University Community South. While the Bellevue Corridor is well positioned to capture growth associated with the evolution of UC Merced, it likely will compete with the campus and campus village areas to accommodate growth associated with UC Merced.

Reflective of the availability of undeveloped land, there is a notable market for raw land in and around Merced. A review of available data reveals that over 5,000 acres has transacted in ZIP codes around the City of Merced (95303, 95340, 95341, 95348, and 95388) since 2002. Excluding identifiable property "flips" and land purchased for conservation, EPS estimates that about 2,000 acres was sold for development from 2002 through mid-2012. The available data reveal that six transactions accounted for more than half of the acreage sold. The buyers of these large parcels reported that the purchases were made as investments, to hold for future development, or for development of single family homes.

REPORT 2:
Transit Priority Project
& Public Right-of-Way

MEMORANDUM

To: Lisa Wise

From: Colin Burgett

Date: October 31, 2012

Subject: *Bellevue Community Corridor Plan* Background Report:
Transit Priority Project & Public Right-of-Way

This memorandum provides background reports concerning proposed Transit Priority Project (TPP) and the future public right-of-way network (i.e., streets, paths, and transitways) relevant to the *Bellevue Corridor Community Plan* (BCCP).

The BCCP is intended to guide the physical development of approximately 1,920 acres of currently unincorporated land north of the current City of Merced and west of the University of California (UC) Merced campus. Key goals identified for public right-of-way include:

- **The establishment of standards for circulation and "complete streets", "transit priority projects", and land uses, site plans, and building design**
- A key goal of this planning effort is to ensure that the future street network includes elements that will provide:
    - Capacity to accommodate anticipated travel on the Bellevue Road corridor
    - Coherent and pedestrian-friendly streetscapes
    - Design elements to accommodate all modes of transportations
    - Road connections to UC Merced

Report Overview

This report is divided into the following three sections:

1. **Transit Priority Project (TPP)**
    a. Definition of TPP
    b. City's Planned Transitways
    c. Land Use & Transportation Challenges
    d. Potential Transit Service Options
2. **Public Right-of-Way**
    a. Planned Circulation Network & Street Design
    b. Constraints & Opportunities Related to TPP

3. Preliminary Recommendations

a. Transitway Alignment Alternatives

b. Mixed Use Collectors

1. TRANSIT PRIORITY PROJECT

This section provides information relevant to potential transit service, and transit-related physical improvements, that would support the City's goal of identifying "transit priority project" (TPP) locations within the Plan Area.

Definition of "Transit Priority Project"

Transit Priority Areas were introduced in California's Senate Bill 375 (SB 375) intended to align regional transportation, land use, housing and greenhouse gas emissions planning.

- A key element of SB 375 is the option for regions and their local governments to provide significant California Environmental Quality Act (CEQA) regulatory streamlining incentives for Transit Priority Projects.
- Transit Priority Projects are housing or mixed-use residential projects with 20 dwellings per acre or more that are located within a Transit Priority Area. CEQA streamlining can provide time certainty, cost and benefits needed by infill and transit-oriented development.

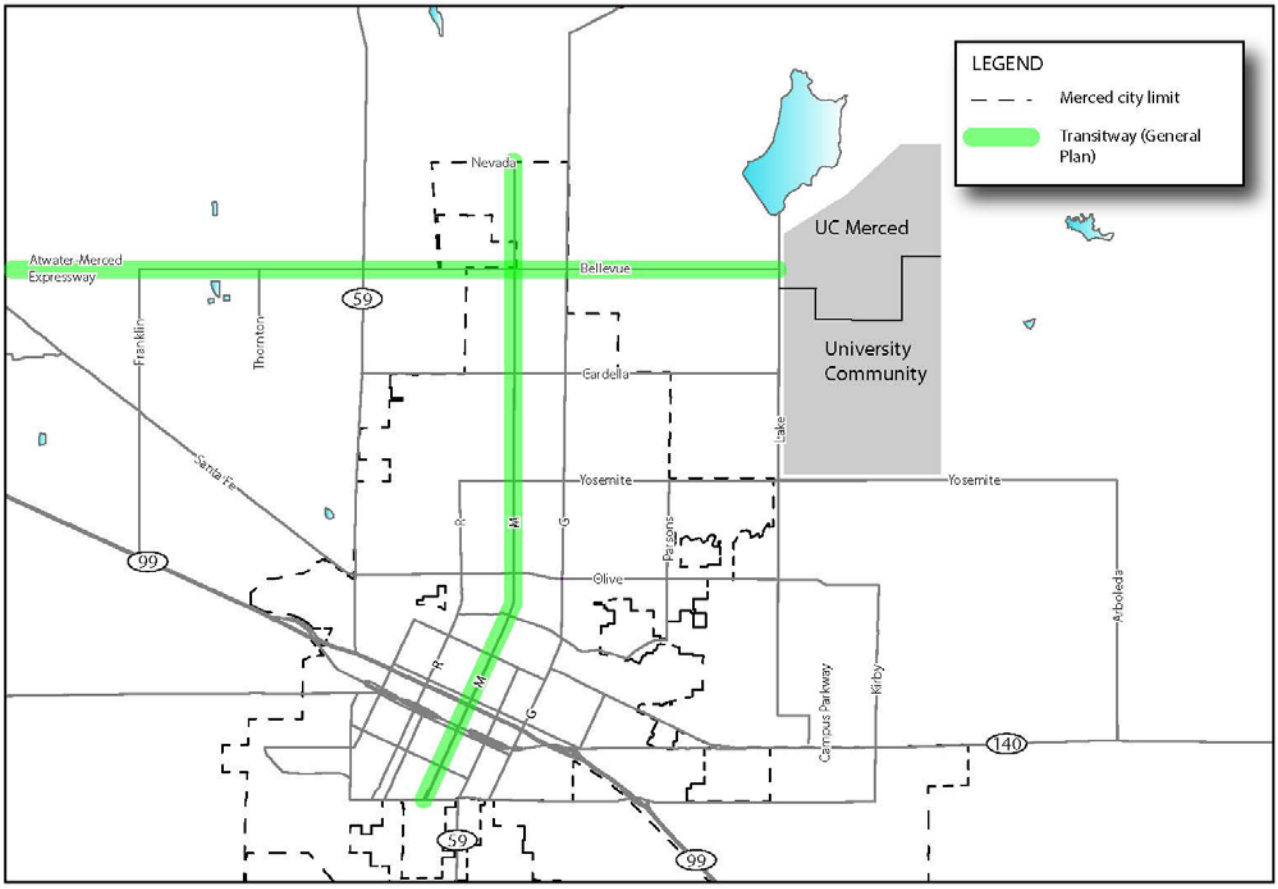
"Transit priority projects" are projects that meet the following criteria (see Appendix A for the full ordinance):

- Contain at least 50% residential use
    - If non-residential uses are between 26% and 50%, a floor area ratio (FAR) of not less than 0.75 is required
- Minimum net density of 20 dwelling units per acre
- **Located within one-half mile of either a major transit stop or high-quality transit corridor included in a regional transportation plan, with service intervals of not less than 15 minutes during peak hours.**

This report focuses primarily on the transportation-related components of creating a TPP corridor in the BCCP area.

City's Planned Transitways

Figure 1-1 Planned Transitways (Merced General Plan)

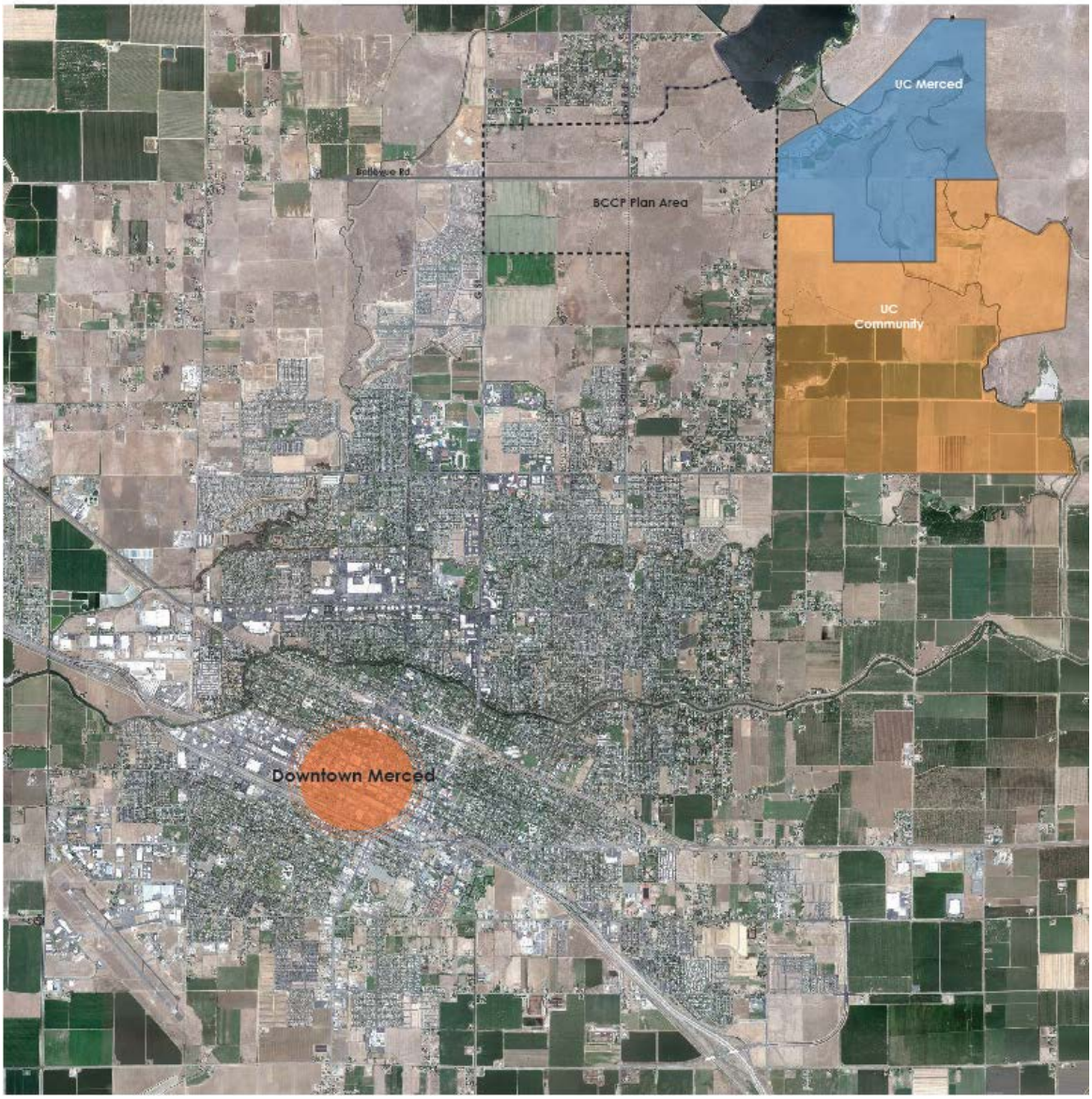


The Merced General Plan designates M Street and Bellevue Avenue / Atwater Merced Expressway (AME) as future "transitway" corridors. As described in the General Plan: transit passengers would transfer between M Street and Bellevue/AME buses at a proposed transit center to be located at the intersection of Bellevue Road and M Street.

The travel distance between Downtown Merced and UC Merced, based on the M Street + Bellevue alignment, is approximately seven (7) miles. *Typical transit travel time for a corridor of this distance is 26 to 35 minutes.*

Land Use & Transportation Challenges

Figure 1-2 Plan Area Proximity to UC Merced & Downtown



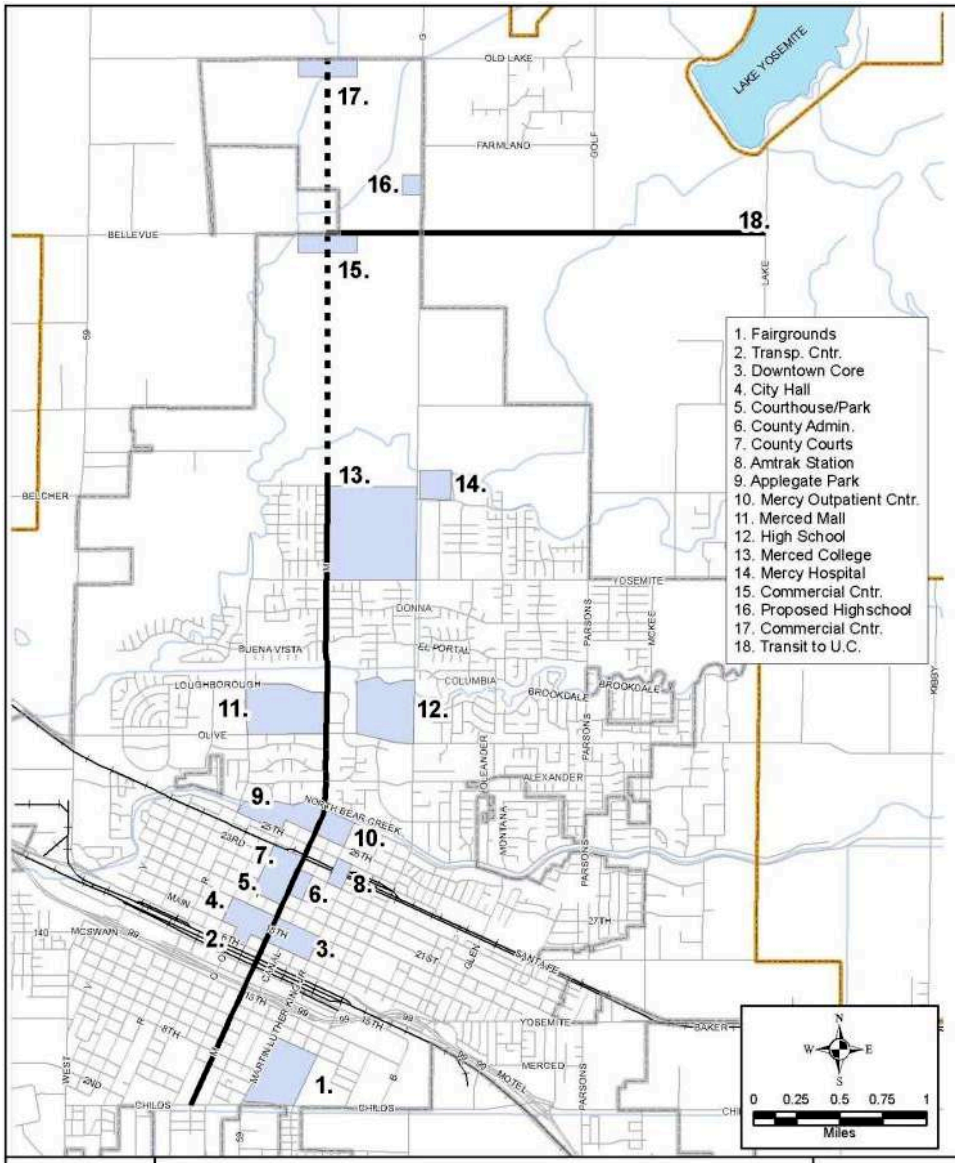
The BCCP area borders a key trip attractor – the UC Merced campus. As part of the BCCP effort: the City may wish to ***consider provision of a more direct transit corridor between UC Merced and Downtown Merced****, particularly given the anticipated "expressway" configuration for the proposed Merced Loop system (see Figure 1-3) as well as potential trip attractors on G Street (including the medical center), Castle Airport, and potential mixed-use development south of Bellevue Road.*

Proposed Merced Loop System

The proposed regional loop system, which would connect Bellevue Avenue and the Atwater Merced Expressway (AME) with Campus Parkway and a potential southern extension across Highway 99, may conflict with the goal of creating a Transit Priority Project (TPP) corridor on Bellevue Avenue within the study area.

Regional expressways tend to encourage lower-density development patterns and can discourage adjacent residential development (within one-half mile), thus potentially not supporting the goal of creating a TPP corridor along Bellevue Road itself.

Figure 1-3 Transitway & M Street Land Uses (General Plan)



Transit-Adjacent vs. Transit-Oriented Development

As described in the introduction, providing a high level of frequent transit service to the Plan Area is just one part of the requirement to create a TPP. The intent of the TPP is to ultimately encourage transit oriented development (TOD). However, the creation of truly transit-oriented land uses along transit corridors can be a challenge, often resulting in transit adjacent development (TOD) that is not truly transit oriented.

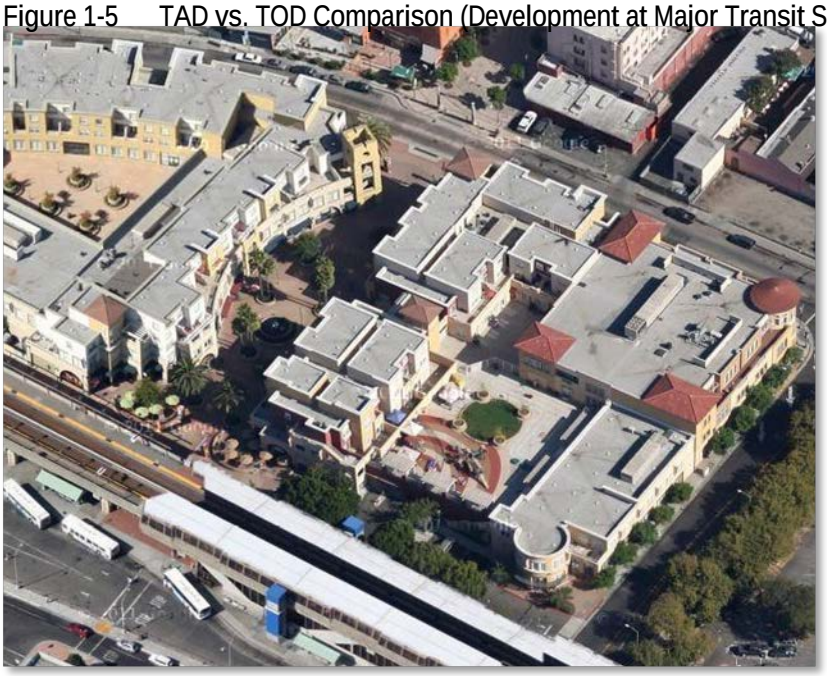
- **Transit Oriented Development (TOD)** is characterized by land use patterns that are oriented to maximize access to transit stations within a half-mile radius (a ten-minute walk).
- **Transit Adjacent Development (TAD)** is characterized by land use patterns within a half-mile radius of a transit station that do not use this proximity to transit to promote compact, focused development that fosters multimodal transportation.
- Figure 1-5 adapts a chart composed by John L. Renne to differentiate between TADs and TODs, and Figure 1-7 illustrates an example of "transit-adjacent" (not "transit-oriented") development on an existing corridor near the BCCP area.

Figure 1-4 TOD vs. TAD

• Characteristics of Station Area Development Patterns	
• **TAD (Transit-Adjacent Development)**	• **TOD (Transit-Oriented Development)**
Suburban street pattern	Grid street pattern
Low densities	High densities
Dominance of surface parking	Mostly underground or structured parking
Limited or no pedestrian access	Pedestrian-focused design
Limited or no bicycle access/parking	Bicycle access/parking
Single-family homes	Multi-family homes
Industrial land uses	Office and retail land uses, especially along main streets
Segregated land uses	Vertically and horizontally mixed land uses
Gas stations, car dealerships, drive-thru stores and other auto-focused land uses	Stores and local-serving land uses designed for pedestrian access

Source: Adapted from Renne, 2009 (i)

Figure 1-5 TAD vs. TOD Comparison (Development at Major Transit Stops)



Transit Oriented Development (TOD) Example *– characterized by a development pattern that orients land uses for pedestrian access to adjacent transit station (while parking is relocated to a less-central location).*

Transit Adjacent Development (TOD) Example *– characterized by a large surface parking lot that occupies most of the site bordering a transit station (and drive-through windows serving key land uses within the site).*

Figure 1-6 TAD vs. TOD Comparison (Merced Photo Examples)

Newer segments of the M Street Transitway corridor have been developed with characteristics of ***Transit Adjacent Development (TAD)*** *as land uses are internally oriented, with sound walls separating the transit corridor from adjacent residences.*

Older segments of Merced's street network were developed with land uses oriented towards adjacent streets – a desirable trait for promoting ***Transit Oriented Development (TOD)***

Potential Transit Service Options

Several types of transit service and physical improvement types would support the level of permanency envisioned for a TPP site, including:

- Bus Rapid Transit (BRT)
- Rapid Bus Service (RBS)

Bus Rapid Transit (BRT) improvement and service options would provide dedicated travel lanes for bus service in combination with high-occupancy transit vehicles, enhanced boarding platforms and signal pre-emption measures to minimize travel time and maximize potential ridership. BRT systems have been implemented in over 25 cities in North America.

Figure 1-7 Bus Rapid Transit (BRT) Examples

BRT vehicles currently in operation in Los Angeles, California (left) and Las Vegas, Nevada.

Examples of dedicated bus lanes and BRT stop amenities in Eugene, OR (left) and Vancouver (BC).

Key features of BRT systems including the following elements:

- **Dedicated Bus Lanes** that remove or reduce conflicts between cars and buses. This provides a BRT vehicle with its own travel lane free of conflicting traffic, double-parked or stopped vehicles. Removing these causes of delay can significantly increase the speed, efficiency, and reliability of transit service, which in turn can improve rider experience and increase transit ridership.
- **Transit Traffic-Signal Priority** helps buses to spend less time stopped at red lights, enabling faster trips and more reliable overall service.
- **Faster Boarding through Improved Fare Collection** is a key element of BRT. Passengers pay before boarding the vehicle at easy-to-use, convenient paystations on the station platform and then are able to board through any door. Once on the bus, tickets or monthly passes serve as proof of payment when requested by inspectors. This multi-door boarding, proof-of-payment system eliminates the need for buses to wait while all passengers pay at the front door, removing a significant factor in vehicle delay. It also improves the rider experience by allowing for a wider variety of payment choices including multi-use universal transit cards, monthly passes, and credit cards.
- **Modern, Low-Floor, High-Capacity Buses** with multiple doors allow for more convenient and faster boarding/exiting, and provide passengers with a more comfortable and quieter ride.
- **Distinctive Stations and Boarding Areas,** ranging from protected shelters to large transit centers, are designed to serve as both traveler amenities and neighborhood enhancements. Improved bus stops aim to enhance safety and comfort for waiting passengers and strengthen neighborhood identity by including better signage and maps, high-quality shelters, and lighting.
- **Real-Time Information** tells riders when the next bus will arrive, allowing users more control over their time.
- **Streetscape, Bicycle, and Pedestrian Access Improvements** such as landscaping, countdown signals, bicycle racks, and well-designed crosswalks, enhance the adjacent neighborhoods and make the street safer and more comfortable for pedestrians and bicyclists accessing the bus stops. Good street design enhances safety and comfort for residents, shoppers, and other users, and gives the street a cohesive sense of identity.

BRT can reduce travel times, increase reliability, and attract new riders, at a lower construction cost compared to more expensive alternatives.

Typical BRT Cost Range (Physical Improvements): $6 million to $25 million per mile

BRT Example: Eugene EMX

The Eugene/Springfield area (home of the 22,000-student University of Oregon) has an estimated population in its urbanized area in the year 2008 of about 240,000[11]. Despite a relatively small population, the area is served by a fully featured BRT service between the two cities' downtowns and major trip generators. The Emerald Express (EMX) includes several different segments with varying design and operational characteristics:

- About three-fifths of the existing route is in bus-only lanes in the median.
- In addition to downtown Eugene and Springfield, the initial EmX route (named the "Green Line"), **serves two college campuses (the University of Oregon, with 22,000 students, and Northwest Christian College) and a major regional hospital (Sacred Heart Medical Center).** Ridership has exceeded expectations.

Within 17 months of the Green Line's introduction in early 2007, ridership in the corridor had roughly doubled from 2,700 to 5,400 average weekday boardings[12], or about 675 boardings per unidirectional mile. EmX service was free until late-2009). Ridership on the Green Line is now about 90 passengers per hour of revenue service. By reducing delay, dedicated rights-of-way improve not just speed, but reliability. On-time performance significantly improved.

- The Green Line replaced a local bus line (Route 11), and has reportedly reduced approximate average end-to-end travel times over the four-mile route from up 16-22 minutes[13] to a predictable 15 minutes.
- While these savings may appear insignificant on a per-trip basis, more passengers ride during the most congested peak periods, when time savings are greater, and dedicated rights-of-way ensure that transit speeds remain relatively constant over time, even as traffic congestion increases. Lane Transit District, the operator of EmX, has estimated that cumulative time saved by all riders could reach 175,000 hours annually within roughly 20 years.

The Green Line cost about $6.15 million per mile to construct, significantly less than the $30 to $50 million per mile it is estimated a light rail line might have cost[14]. The route is also relatively cost-effective to operate, at $1.54 per boarding[15].

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[11] U.S. Census Bureau American Community Survey, 2006-2008

[12] The primary source for information in this case study is *From Buses to BRT: Case Studies of Incremental BRT Projects in North America,* by John Niles and Lisa Callghan Jerram for the Mineta Transportation Institute, 2010.

[13] Travel times for Route 11 vary by source. According to the EmX Frequently Asked Questions page at the Lane Transit District website (http://www.ltd.org/search/showresult.html?versionthread=6d517154d17fc3e09be84a0ee196bd7b), the projected 16-minute travel time for the Green Line was projected to amount to a six-minute savings. Other sources have reported travel time for Route 11 of 16 minutes. It is likely that this discrepancy is a result of different speeds at different times of day, as transit vehicles operating in traffic are often much slower during peak periods.

The EMX line is served by six vehicles (four in service, plus two spares) purchased at a cost of $960,000 each. EmX (Emerald Express) vehicles are specially designed 63-foot buses with doors on both sides (so that some stops can be center island platforms) and stops feature raised platforms to allow near-level boarding.

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[14] Lane Transit District staff, as cited in *From Buses to BRT: Case Studies of Incremental BRT Projects in North America*

[15] For Fiscal Year 2009-10, according to information provided by LTD staff

Figure 1-8 BRT Median Transitway Example: Eugene EMX

Source: Flickr user "functoruser" (used under Creative Commons license: http://creativecommons.org/licenses/by-sa/2.0/)

3-mile BRT line was constructed in Eugene, Oregon at a cost of approximately $25 million. Several other US cities are proposing to implement BRT including San Francisco and Oakland.

EmX serves as an especially illustrative example of the design and flexibility afforded by BRT:

- While much of the EmX alignment is provided within a "median busway" (similar to the proposed "median busway" on segments in Merced), designers were constrained in other locations by a policy decision to limit impacts on traffic and parking.
- In some segments, EmX buses operate in curbside bus lanes.
- Also, as shown in Figure 2, in some segments there is only a single bus lane shared by buses in both directions. According to LTD staff, this limits the capacity of the system to seven-minute headways, or about 800 to 900 passengers per hour in each direction.
- Currently, buses run every 10 minutes, and ridership reaches around 500 passengers per hour during peak periods.

Another notable design element of EmX is its raised platforms enabling near-level boarding. This allows able-bodied passengers to simply step onto or out of vehicles, rather than up or down. More importantly,

it can greatly reduce the time required for passengers using wheelchair or other mobility devices, or passengers with strollers, to be loaded and unloaded.

Figure 1-9 BRT Median Station Example: Eugene EMX

Source: Creative Commons license: http://creativecommons.org/licenses/by-sa/2.0/)

Rapid Bus Service (RBS) would provide some of the same key elements as BRT, but with:

- Shared travel lanes with motor vehicles on most segments
- Incorporating measures to increase bus operating speed including:
    - Traffic-signal priority measures
    - Bus queue jump lanes at some locations
    - Enhanced boarding platforms to reduce "dwell" time for buses and facilitate faster boarding for passengers

On some corridors, RBS service can achieve similar travel time savings for buses as could be achieved with dedicated bus lanes, with a substantial cost savings. This may be especially applicable to Bellevue Road and the Atwater Merced Expressway (AME) segments.

Typical RBS Cost (Physical Improvements): ~$150,000 to $300,000 per mile

RBS Example: San Pablo Rapid (Oakland/Berkeley/Emeryville/Richmond)

Examples include the "San Pablo Rapid" service operated in the San Francisco Bay Area by AC Transit that resulted in travel time reductions and increased ridership on the San Pablo Boulevard corridor that connects Oakland, Emeryville, Berkeley, Albany, El Cerrito and Richmond.

The San Pablo Rapid (AC Transit Line 72R) is a 14-mile "rapid bus" line (with buses operating in mixed-flow traffic) on a four-lane roadway (2 lanes in each direction). The rapid service began operation in June 2003 and runs along San Pablo Avenue covering two counties and seven cities; San Pablo, Richmond, El Cerrito, Albany, Berkeley, Emeryville, Oakland. The 72R operates from Monday through Friday from 6:00 am to 7:00 pm. The service operates on 12 minute headways.

Planning for BRT service along the San Pablo Avenue Corridor began in 1995 as a coordinated effort between the cities bisected by this corridor and AC Transit as a way to improve the economic vitality, mobility, accessibility, and quality of this corridor. **Key attributes of the San Pablo Rapid are:**

- **There are 26 bus stops over the 14 mile segment and each stop is spaced approximately 0.54 miles apart.**
    - Each stop is equipped with a shelter or kiosk as well as NextBus real-time bus arrival data, schedule, map, bench, trash bin and lighting.
- **The service employs transit signal prioritization at intersections, Automatic Vehicle Locator technology, and Automatic Passenger Counters.**
    - Compared to the previous "limited" bus service (72L), the 72R has reduced the travel time from one end of the corridor to the other by 12 minutes which is equivalent to a 17% reduction in travel time as compared to the 72L and 21% compared to local service (72 and 73).
- **The total capital cost for the project was approximately $3.2 million or $228,571 per mile**.[16]
    - The cost for the 72R was lower than is typical for in-street mixed traffic alignments due to the fact that AC Transit already had the necessary vehicles and did not have any right-of-way acquisition costs.

[16] The San Pablo Rapid BRT Project Evaluation funded by the Federal Transit Administration. June 2006.

– Funding for this project came from Contra Costa and Alameda County allocated federal funds as well as a federal budget earmark.

Net Ridership on the San Pablo corridor increased by 8.5% after the implementation of the rapid bus service.

RBS Example: Los Angeles Metro Rapid

The Los Angeles County Metropolitan Transportation Authority's (MTA) Metro Rapid program serves to demonstrate that buses can be made significantly faster and more attractive to potential riders at relatively little cost using methods relevant to cities of all sizes.

Figure 1-10 RBS Station Amenity Example: LA Metro Rapid Kiosk

Source: Flickr user "fredcamino" (used under Creative Commons license: http://creativecommons.org/licenses/by-sa/2.0/)

The Metro Rapid program was a pioneering effort in North American rapid bus service. Its first two lines, in the Wilshire/Whittier and Ventura corridors, were rolled out in the year 2000. Today, the network encompasses 25 lines spanning roughly 440 miles.

This rapid deployment has been made possible by a relatively simple approach emphasizing eight no- or low-cost attributes[17]:

- Frequent service
- Traffic signal priority
- Headway-based schedules
- Simple routes
- Widely-spaced stops
- Integration with local routes
- Low-floor buses
- Distinct branding

[17] The primary source for information in this case study is *From Buses to BRT: Case Studies of Incremental BRT Projects in North America,* by John Niles and Lisa Callghan Jerram for the Mineta Transportation Institute, 2010.

Of the attributes listed above, only two incur notable cost, according to MTA:

- **Signal priority or "Intelligent Transportation Systems" (ITS) treatments cost approximately $100,000 per mile to implement.**

- **Metro Rapid stops, with varying amenities, cost about $50,000 apiece.** While all Rapid buses are low-floor models, with higher-capacity buses used on some lines, Metro has purchased vehicles through its regular procurement process, so Rapid buses are, in effect, ordinary buses distinguished by their color-coded (red) livery featuring prominent logos.
- **The total cost to implement Metro Rapid has averaged about $240,000 per mile.**

The Metro Rapid program grew out of a late-1990s study that found that MTA buses spent roughly half their travel time stopped, either at stops or at red lights. The simplest way to speed buses is to have them make fewer stops, and Rapid stops are approximately 0.7 miles apart on average, compared to 0.3 miles on limited-stop routes and 0.2 miles on local routes.

The Rapid system has achieved impressive gains in speed and ridership. Rapid buses are on average about 25 percent faster than local buses, and between 2000 and 2007 ridership in Rapid corridors, including both Rapid and local lines, increased by about 20 percent. Studies conducted on the first two lines (Wilshire/Whittier and Ventura) shortly after their debut found that about one-third of riders were new to transit, and that one-third of the improvements in speed could be attributed to signal priority. The other improvements can be attributed to fewer stops, far-side stop locations, low-floor buses, headway-based schedules, and a coordinated management effort by field supervisors and central control.

The system's low cost has also allowed it to be expanded primarily using federal Congestion Mitigation and Air Quality (CMAQ) funding rather than more restrictive Federal Transit Administration (FTA) Small Starts program grants. Operating costs, meanwhile, are relatively low at $2.51 per boarding[18].

RBS Example: Stockton Metro Express

Stockton has an urbanized area population of about 350,000 and the annual San Joaquin Regional Transit District, or RTD ridership, in 2008, was about 4.8 million annual boardings19.

The first route in Stockton's Metro Express system, Route 40 (additional routes are under construction and planned), runs from Downtown north past two college campuses (the University of the Pacific and San Joaquin Delta College) and two major shopping centers (Weberstown and Sherwood Malls). Most of the route is along major arterials (Pacific Avenue and the one-way couplet of North El Dorado and Center Streets), and stops are on average more than a mile apart.

Route 40 is a "rapid" line without bus-only lanes – yet within three years of introduction, it has almost tripled ridership in the corridor, from fewer than 1,000 daily boardings on three local routes serving the alignment to about 2,700 daily boardings20.

According to RTD staff, productivity now stands at about 42 passengers per hour, and the service's farebox recovery ratio is close to 50 percent.

---

[18] Based on Fiscal Year 2010 budget and 3rd Quarter FY09-10 data, as provided by MTA staff

[19] National Transit Database

[20] Presentation by Paul Rapp, Marketing and Communications Manager for RTD

Route 40 is relatively fast for a bus route operating in traffic: average scheduled one-way travel time during peak periods is 23 minutes, over roughly a 5.7 mile route, for an average speed including stops of nearly 15 miles per hour.

This can be attributed to several factors, including low-floor buses, traffic signal priority, and a system of prepaid boarding allowing simultaneous boarding through all doors.

Boarding through all doors may be the most notable feature because it is a relatively rare attribute for a rapid bus line. While ticket vending machines (TVMs) can be somewhat costly (the Transit Cooperative Research Program's *Report 118: Bus Rapid Transit Practitioner's Guide*, gives an average cost of $65,000 per TVM), a "proof-of-payment" or honor system can reduce average dwell time per boarding from between 3.6 and 4.3 seconds (for passengers paying cash fares) to between 2.25 and 2.75 seconds. On a relatively high-ridership service, this can represent a significant savings: for example, if just one second was saved per passenger, but 60 passengers were to board over the course of a trip, it would amount to a savings of one minute per trip.

Metro Express is also notable for its relatively elaborate and highly visible stops, with double-canopied shelters offering benches as well as distinctive "lean rails." These high-profile facilities contribute to a branding strategy that also includes distinctly designed buses.

Figure 1-11 RBS Station Amenity Example: Ticket Machine (Stockton)

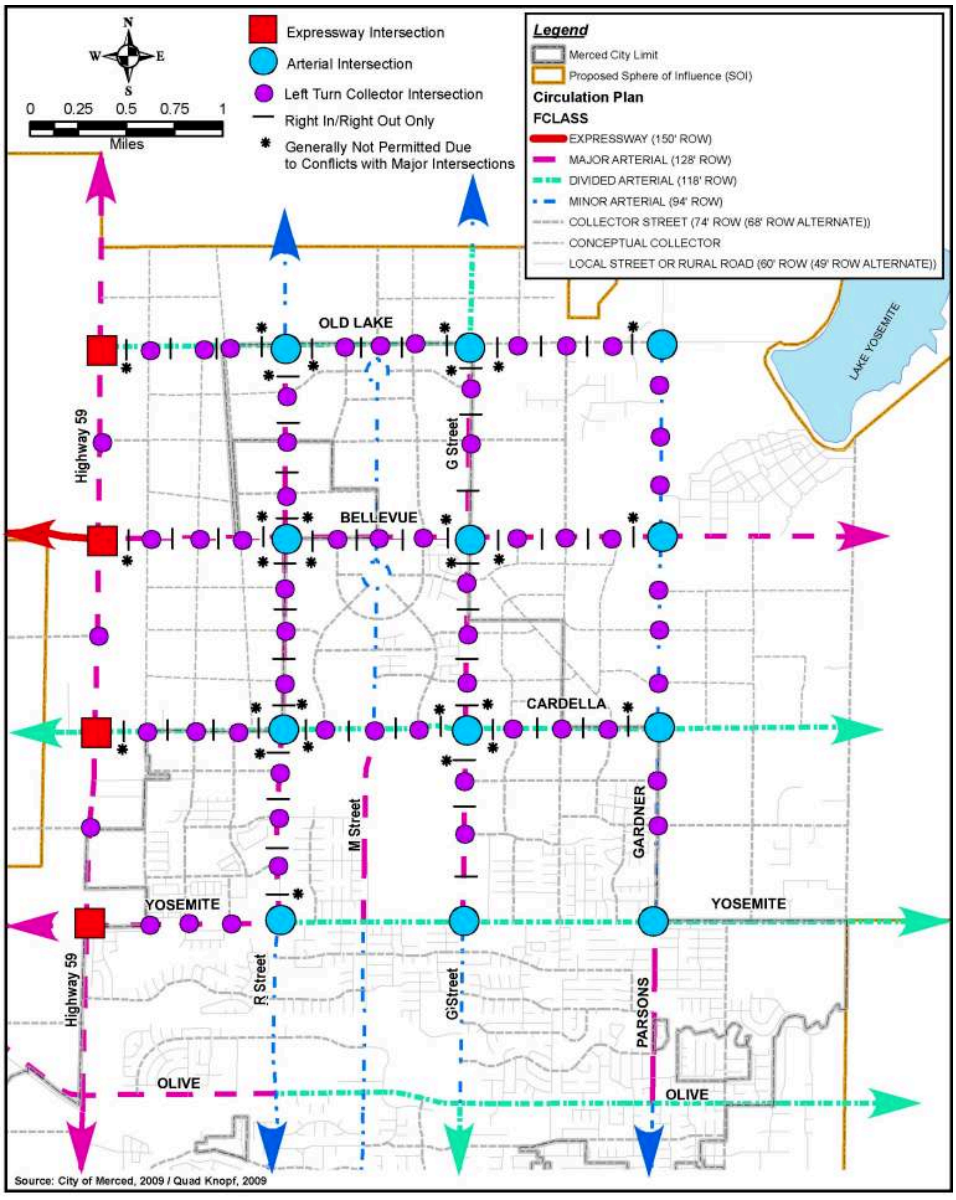
Photo Source: San Joaquin RTD

PUBLIC RIGHT-OF-WAY

Planned Circulation Network

The recently adopted Merced General Plan identifies the key components of the City's planned circulation network.

Figure 2-1 Planned Arterial Grid Network



The planned street network would distribute nearly all traffic via a grid of arterial streets placed one mile apart.

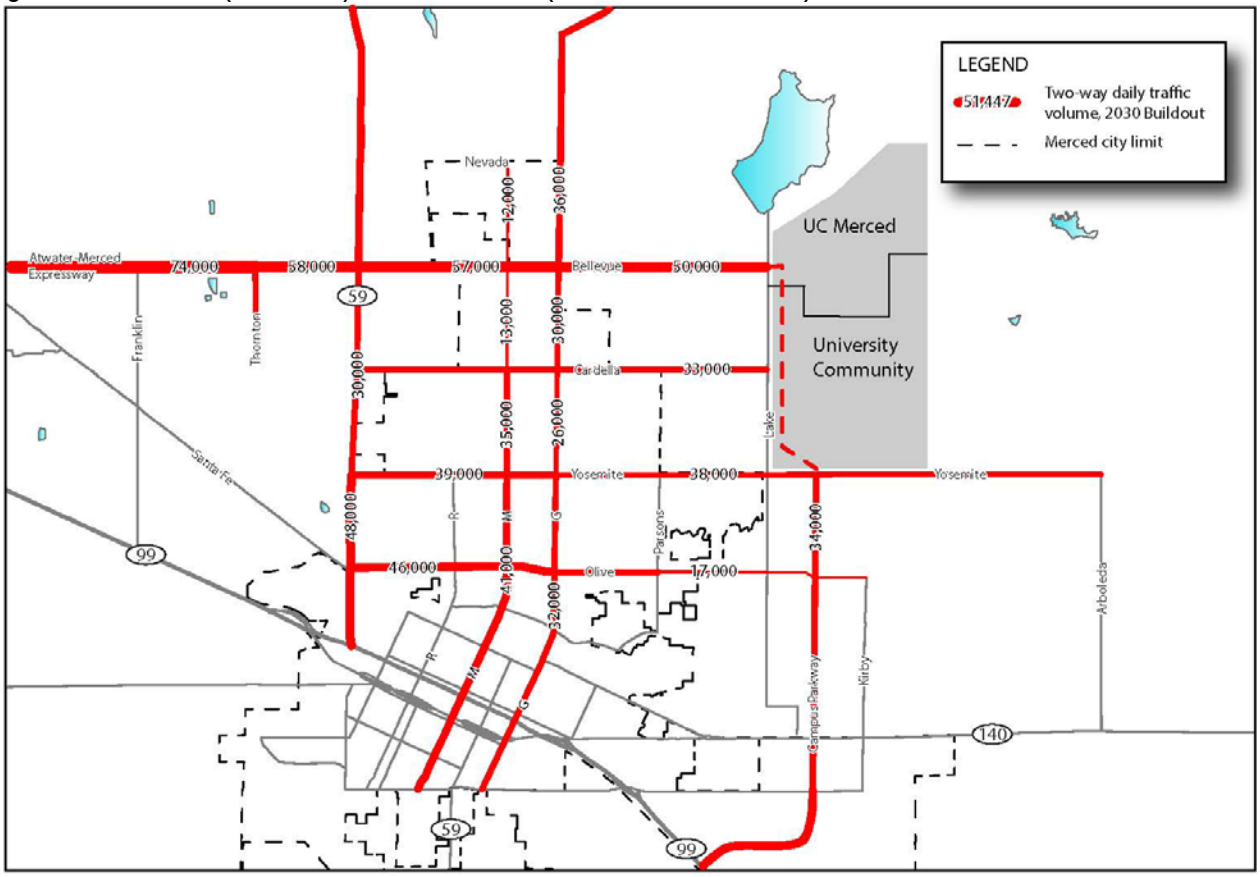
Planned Bikeway Network

The planned bikeway network would primarily follow the same pattern as arterial streets placed one mile apart, with the exception of Cardella Street that was not included in the General Plan bikeway network.

Note: the General Plan bikeway map above was derived from an older map that does not show the precise boundary of the UC Merced campus.

Future Traffic Volumes

Figure 2-2 Future (Year 2030) Traffic Volumes (General Plan Buildout)



Forecasted traffic volumes at buildout of the General Plan land uses are shown above:

- ***Between 50,000 and 60,000 daily vehicles on Bellevue Road*** *within the BCCP area*
  - *This volume of traffic will typically require a* ***6-lane configuration*** *(and/or 8 lanes in some cases). Alternatively: the City could consider modifying the planned one-mile grid in this area to include a "half-mile" network of arterial and collector streets to better disperse traffic and reduce the ultimate width requirement for Bellevue Road.*
  - *Note: this traffic forecast is based on potentially ambitious land use assumptions*

- ***Between 30,000 and 40,000 daily vehicles on Cardella Road, and over 30,000 daily vehicles on G Street***
    - *This volume of traffic will typically require a* ***4-lane configuration***

The planned, high volume of traffic on the planned arterials may not be conducive with the goal of creating walkable "complete streets" bordered by transit-supportive land uses. *As part of the BCCP effort, the City may wish to consider a "dispersal" strategy with the BCCP area. For example: creation of a "half-mile grid" of Mixed Use Collector streets (to augment the one-mile grid of Arterial Streets) within the BCCP area can help to disperse traffic that would access potential mixed-use development, and reduce volumes on the adjacent arterials.*

Planned Street Design (General Plan Cross-sections)

Figure 2-3A Expressway (General Plan Drawing)

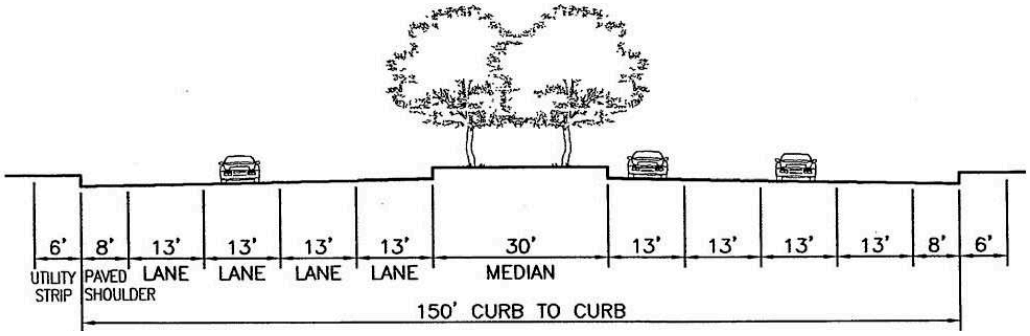
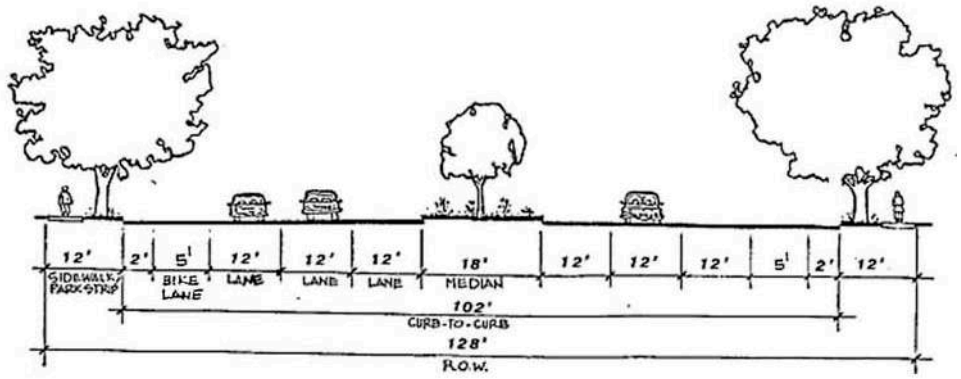


Figure 2-3B Major Arterial (General Plan Drawing)



Based on forecasted traffic volumes on Bellevue Road: an Expressway or Major Arterial alignment (as shown above) may ultimately be required to satisfy level of standards (LOS) at buildout. Alternatively, the potential need for a 6-lane alignment could be reduced by dispersing a potion of traffic to "Mixed Use Collectors".

Figure 2-3C Divided Arterial (General Plan Drawing)

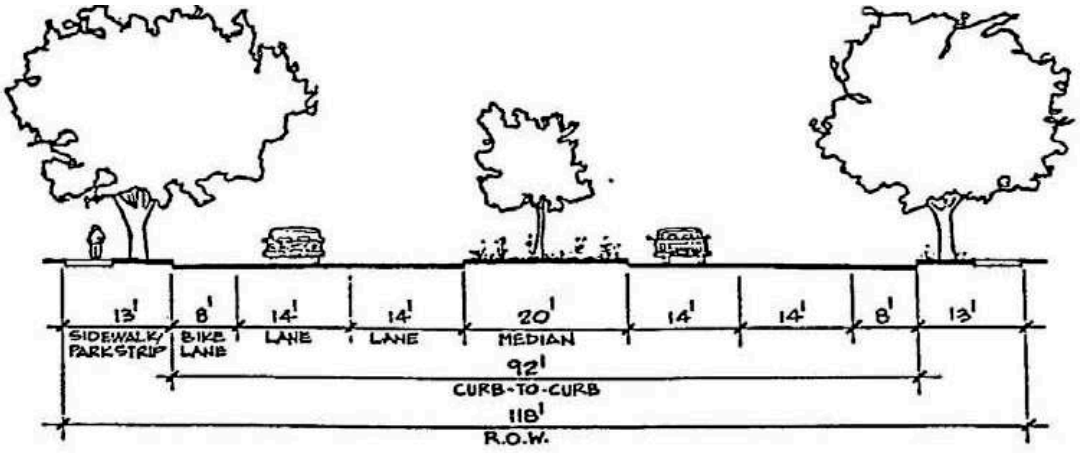


Figure 2-3D Minor Arterial (General Plan Drawing)

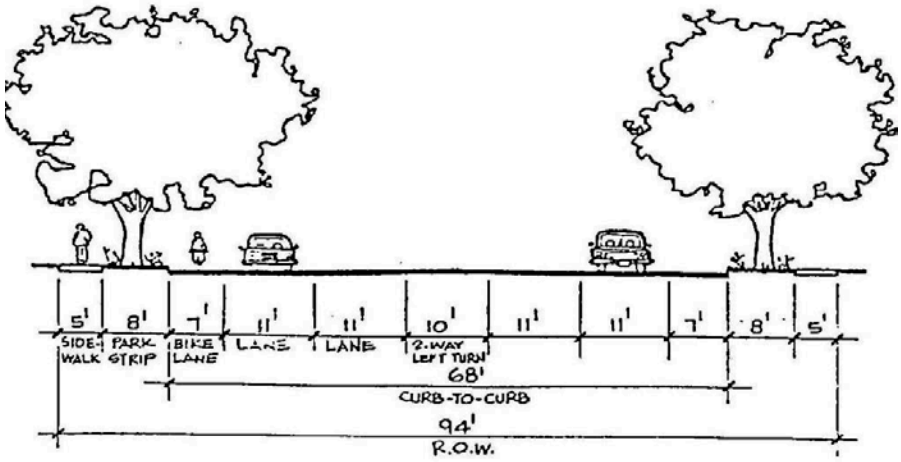
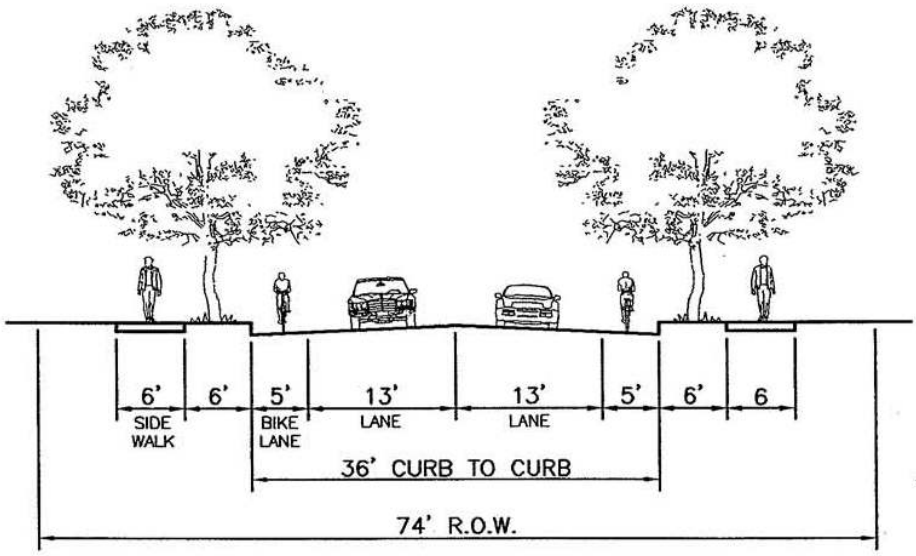


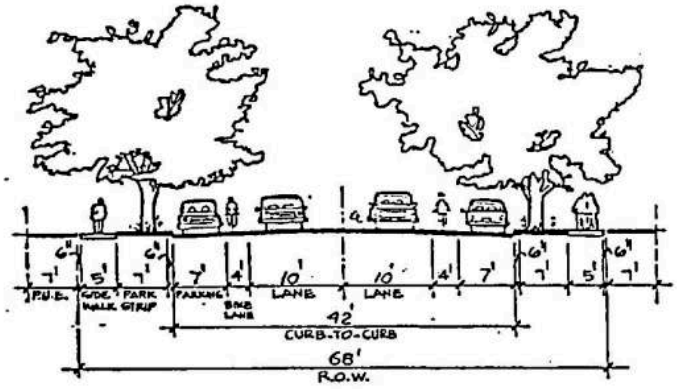
Figure 2-3E Transitway (General Plan Drawing)



"Transit Only" Segment

As shown in the General Plan: the Transitway is designated as a "Transit Only" facility (although the General Plan drawing suggests its use will not limited only to transit vehicles).

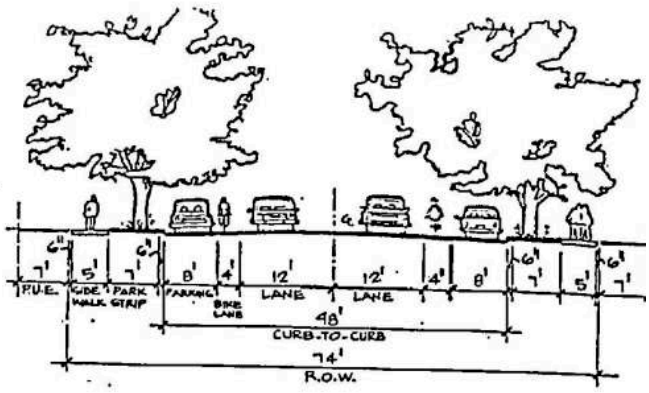
Figure 2-3F Collector (General Plan Drawing)



Collector Street Alternate

NOTES FOR ALTERNATE COLLECTOR:

1) 68 feet of right-of-way may be permitted where supported by a traffic analysis to assure that the narrower street would not be overloaded. Analysis would include trip generation and distribution based on existing and future land use and circulation system. Additional width may be necessary at intersection where analysis shows need for turn lane(s).
2) Fronting lots would be permitted on collectors where a traffic analysis shows daily traffic volumes will not exceed 1,500 vehicles under ultimate conditions.
3) On-street parking may be deleted if adequate, convenient off-street parking is provided in a subdivision design.
4) A subdivision design with deletion of on-street bike lanes may be permitted if adequate, convenient Class I bikepath is available.



Collector

The General Plan description of Collector Streets is limited to Residential Collectors only (i.e., non-residential collector streets are not envisioned to be built with new development). *As part of the BCCP effort: the City may wish to consider allowing a "Mixed Use Collector" street type to allow for a dispersal of a portion of traffic from Bellevue Road.*

Figure 2-4 Street Type Summary Table (General Plan)

Road Classification	*Right-of-Way*	*# of Lanes*	*Driveway Access Restrictions*	*Street Intersection Spacing*	*Parking*
Expressway (Atwater-Merced & Campus Parkway)	150	4-6	Full	1/2 – 1 mile	No
Major Arterial	128 feet	4-6	Full	1/4 - 1/2 mile	No
Arterial	128 feet	4-6	[1]Partial	1/4 - 1/2 mile	No
Divided Arterial	118 feet	4-6	[1]Partial	1/4 - 1/2 mile	No
Minor Arterial	94 feet	2-4	[1]Partial	1/8 - 1/4 mile	Generally Not Permitted
Major Collector	[2]68-74 ft	2-4	[3]Partial	As needed	[3]Permitted in Selected Areas
Collector	68 ft	2	[4]Partial	As needed	[4]Permitted in Selected Areas
Local	[5]51-62 ft	2	No	As needed	Permitted
Transitway	[6]Varies	2-6	[6]Varies	[6]Varies	[6]Varies

Constraints & Opportunities Related to TPP

What does a high-volume street look like?

This section several photo examples of high-volume streets relevant to the potential design of Bellevue Road, forecasted to carry between 50,000 and 60,000 daily vehicles within the BCCP area.

Expressway Example: Lawrence Expressway

The following images captured from Google Streetview provide an indication of the general nature of the Lawrence Expressway in Sunnyvale, California. It is clearly very much an auto-dominated streetscape, with narrow bike lanes and relatively narrow sidewalks with no planted strip separation from the street. In its favor, signalized intersections with crosswalks are closely spaced which makes for an easier walking experience than if the street had ½ mile spacing between intersections.

Figure 2-5 High Volume Expressway Example: Lawrence Expressway (Photos)

Lawrence Expressway at Bollinger Road

Source: Google Maps Streetview, © Google 2012

Lawrence Expressway at Lehigh Drive (Kaiser Permanente)

Source: Google Maps Streetview, © Google 2012

Lawrence Expressway at Miraloma Way

Source: Google Maps Streetview, © Google 2012

Lawrence Expressway at Prospect Road

Source: Google Maps Streetview, © Google 2012

As shown in the photos above: ***expressway designs are generally not conducive to the creation of walkable corridors with transit-oriented land uses****. As a result: the City may wish to relocate the proposed Transitway corridor (through the BCCP area) to a lower-volume parallel route.*

High-volume Street Example: Octavia Boulevard

Figure 2-6 Boulevard Example: Octavia Boulevard Cross Section

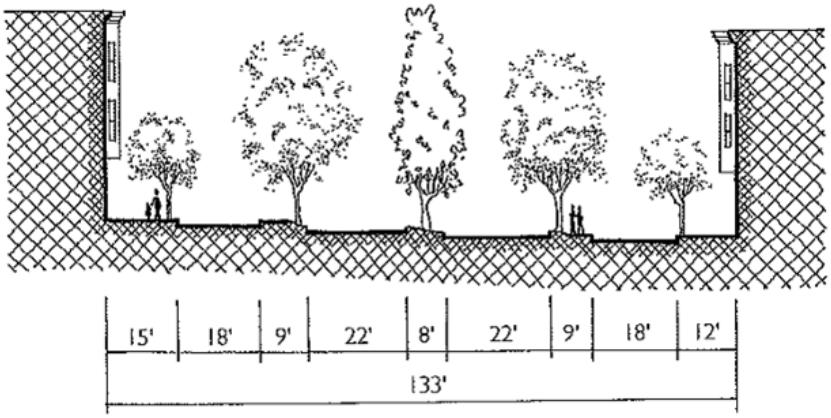


Figure 2-7 Boulevard Example: Octavia Boulevard (Photos)

Octavia Boulevard in San Francisco carries 45,000 daily vehicles with just four travel lanes within a 133-foot wide right-of-way that also accommodate on-street parking within a "boulevard configuration". *A variation of this configuration could be considered as part of a "complete street" strategy for Bellevue Road.*

Lower Volume Street Example: Valencia Street

Valencia Street in San Francisco carries 20,000 daily vehicles and 5,000 daily bicyclists, as well as a very high volumes of pedestrians, with just 2 motor vehicle lanes within a 62.5 foot right-of-way.

- A key advantage of the narrower right-of-way is that relatively short 60-second signal cycles can efficiently accommodate vehicle and pedestrian movements.
- Wider streets, by contrast, require lengthier 90 to 120 second cycles, resulting in lengthier vehicle queues and extended delays, including longer waits for pedestrians between "WALK" intervals.

Figure 2-8 Complete Street Example: Valencia Street (Photo)

Source: Google Maps Streetview, © Google 2012

This 2-lane segment of Valencia Street in San Francisco carries 20,000 daily cars and 5,000 daily bicyclists, within a 62-foot wide right-of-way.

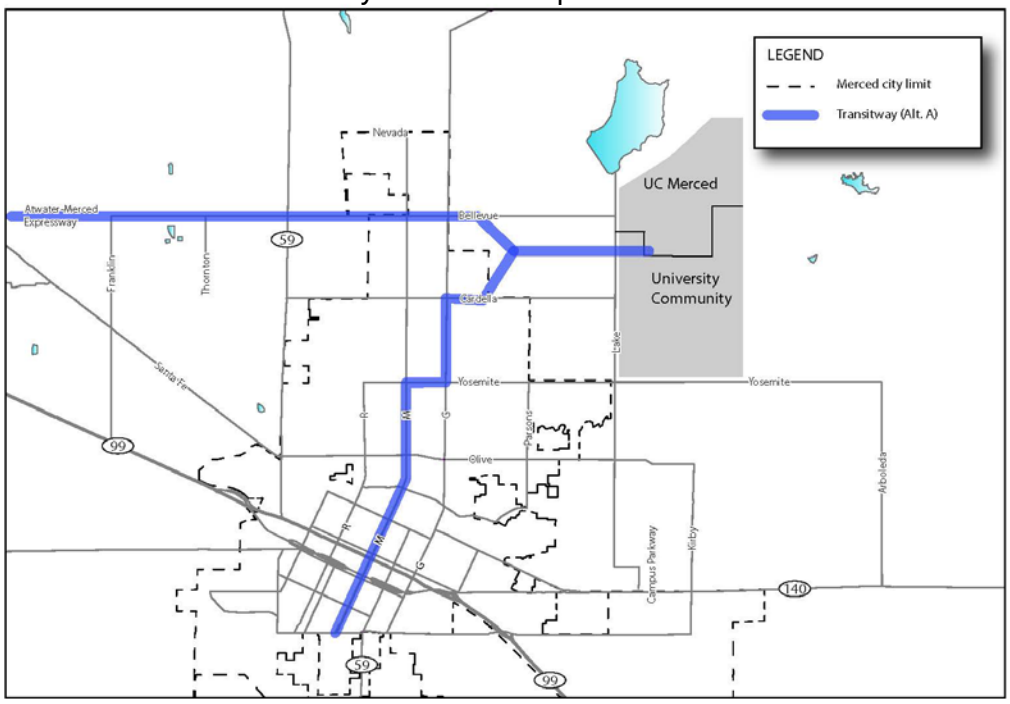
In comparison, planned streets in Merced that would carry similar traffic volumes are generally envisioned to include 4 lanes within a wider right-of-way, no on-street parking, longer walking distances and land uses set further back from the sidewalk.

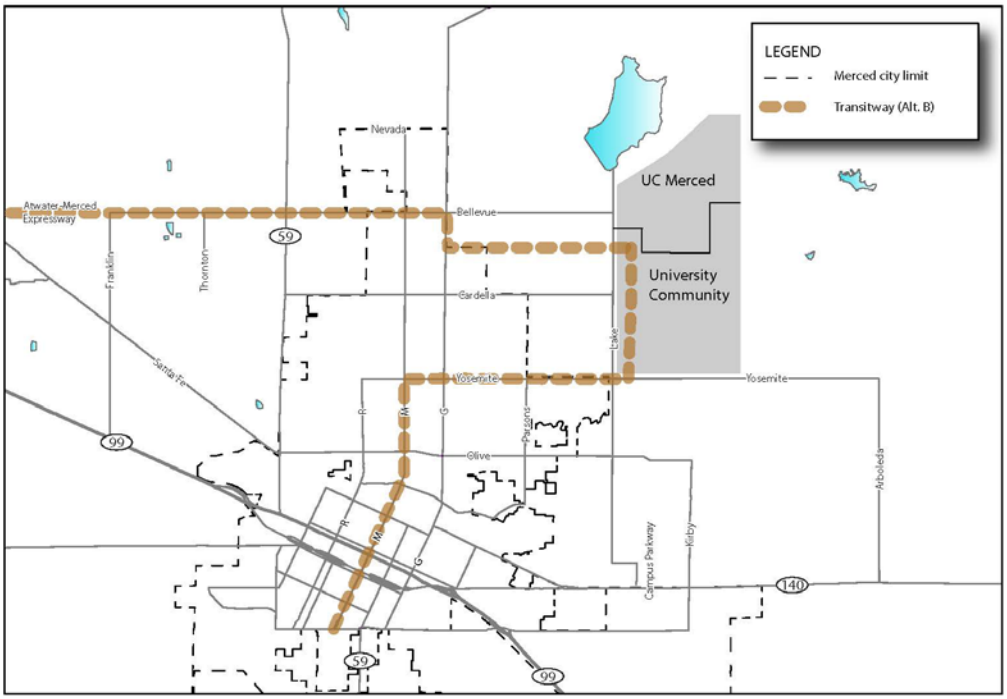
To allow a similar street and land use configuration with the BCCP area (including on-street parking): the City may wish to consider allowing the introduction of a new street type: Mixed Use Collectors.

2. *Preliminary Recommendations*

Transitways

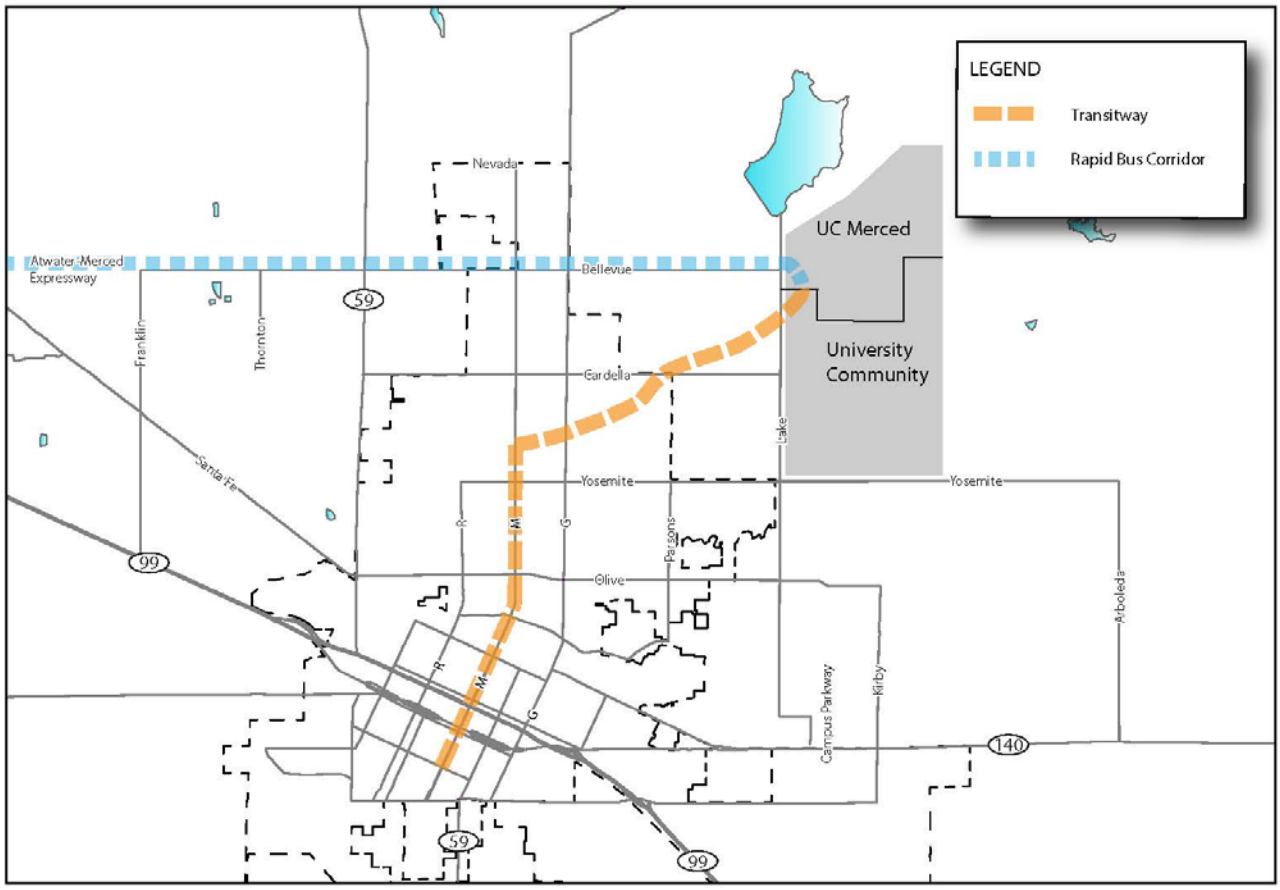
Figure 3-1 Alternative Transitway Corridor Concepts





Alternative transitway corridors shown above would provide for more direct connections between Downtown and UC Merced. See Figure 3-2 below for a modified concept.

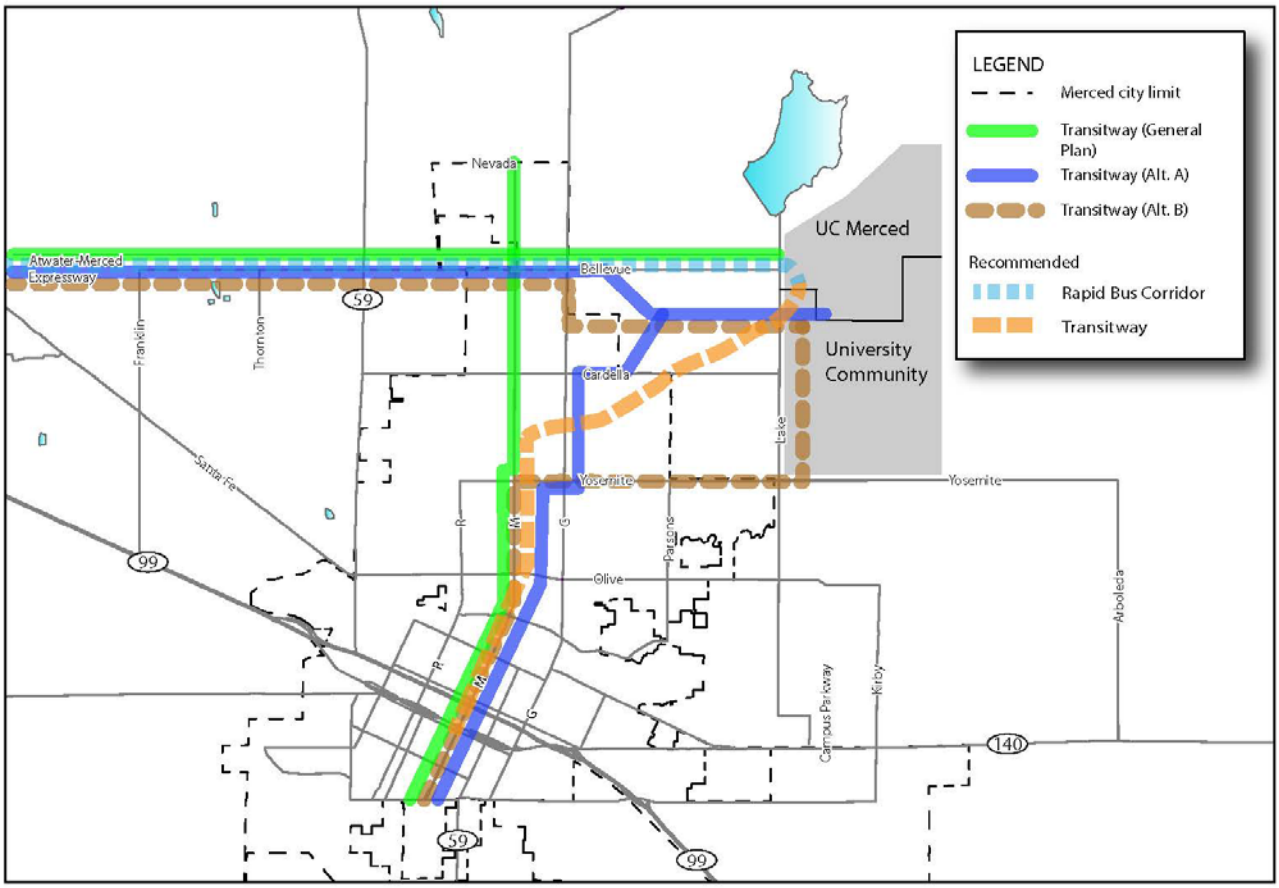
Figure 3-2 Modified Transitway Corridors for BCCP (Concept)



As shown above: modification of the planned Transitway could include:

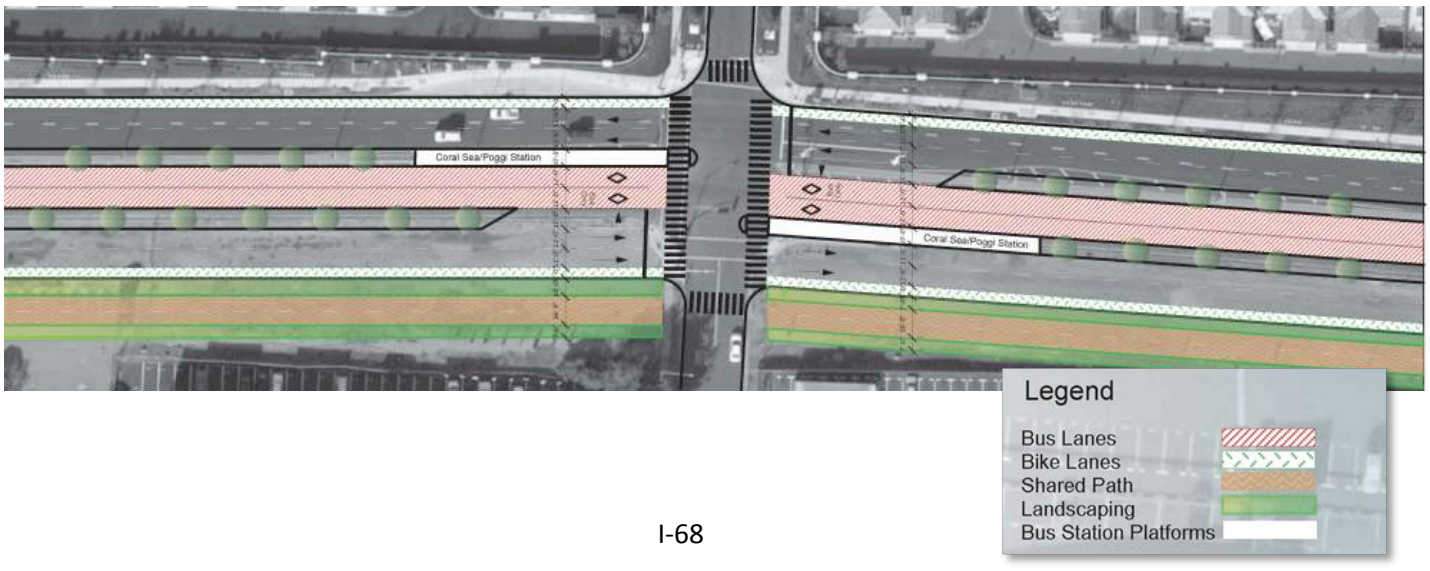
1. ***Transitway Corridor for potential Bus Rapid Transit (BRT) with dedicated bus lanes between Downtown Merced and UC Merced*** *via M Street and an alternate "diagonal" configuration to serve the medical center and potential mixed-use development south of Bellevue Road (incorporating a portion of the Cardella corridor). See description of Eugene EMX BRT service type option in Section 1 of this report.*
2. ***Transit Corridor for Rapid Bus Service (RBS) with shared travel lanes on Bellevue Road / Atwater Merced Expressway (AME).*** *See description of RBS Service options in Section 1 of this report.*

Figure 3-3 Comparison of Transitway Route Options



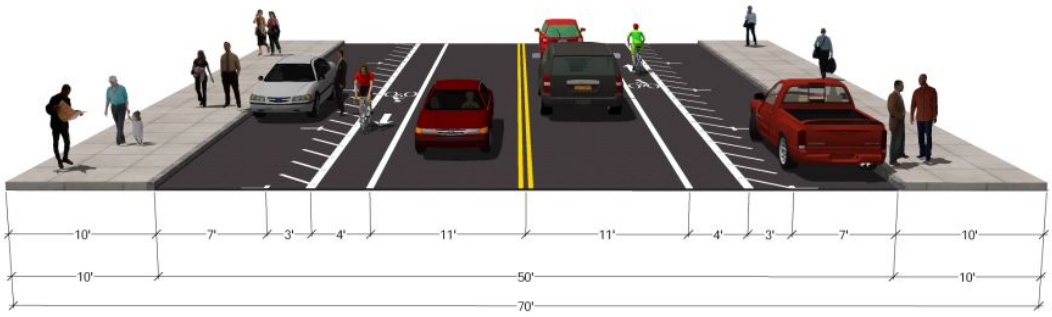
The travel distance between Downtown Merced and UC Merced, based on the Modified Transitway concept shown above, is approximately six (6) miles, representing a potential 15 percent reduction in distance, travel time, operating and construction costs.

Figure 3-4 Transitway Design for Bus Rapid Transit (Concept)



Mixed Use Collectors

Figure 3-5 Mixed Use Collector Concept Drawing



As described in previous sections: the Merced General Plan does not currently specify the provision of Collector Streets as part of non-residential development. ***The BCCP could include creation of a "Mixed Use Collector" street type to support the Plan goals related to complete streets.***

In particular: the provision of collector streets within the BCCP area can help to reduce traffic volumes on portions of Bellevue Road and Cordella Road, ***creating a "half-mile grid" of Arterial and Mixed-Use Collectors within the Plan area, to better disperse future traffic growth and allow for narrower street types (including narrower arterial streets), more conducive to pedestrian circulation.***

Figure 3-6 Mixed Use Collector Prototypes: Downtown Merced

Although not part of the General Plan street types: the creation of Mixed Use Collectors can be modeled after existing, walkable "complete street" segments in Downtown Merced.

APPENDIX A

Transit Priority Project Definition

PUBLIC RESOURCES CODE SECTION 21155-21155.3

21155. (a) This chapter applies only to a transit priority project that is consistent with the general use designation, density, building intensity, and applicable policies specified for the project area in either a sustainable communities strategy or an alternative planning strategy, for which the State Air Resources Board, pursuant to subparagraph (H) of paragraph (2) of subdivision (b) of Section 65080 of the Government Code, has accepted a metropolitan planning organization's determination that the sustainable communities strategy or the alternative planning strategy would, if implemented, achieve the greenhouse gas emission reduction targets.

(b) For purposes of this chapter, a transit priority project shall (1) contain at least 50 percent residential use, based on total building square footage and, if the project contains between 26 percent and 50 percent nonresidential uses, a floor area ratio of not less than 0.75; (2) provide a minimum net density of at least 20 dwelling units per acre; and (3) be within one-half mile of a major transit stop or high-quality transit corridor included in a regional transportation plan. A major transit stop is as defined in Section 21064.3, except that, for purposes of this section, it also includes major transit stops that are included in the applicable regional transportation plan. For purposes of this section, a high-quality transit corridor means a corridor with fixed route bus service with service intervals no longer than 15 minutes during peak commute hours. A project shall be considered to be within one-half mile of a major transit stop or high-quality transit corridor if all parcels within the project have no more than 25 percent of their area farther than one-half mile from the stop or corridor and if not more than 10 percent of the residential units or 100 units, whichever is less, in the project are farther than one-half mile from the stop or corridor.

21155.1. If the legislative body finds, after conducting a public hearing, that a transit priority project meets all of the requirements of subdivisions (a) and (b) and one of the requirements of subdivision (c), the transit priority project is declared to be a sustainable communities project and shall be exempt from this division.

(a) The transit priority project complies with all of the following environmental criteria:

(1) The transit priority project and other projects approved prior

to the approval of the transit priority project but not yet built can be adequately served by existing utilities, and the transit priority project applicant has paid, or has committed to pay, all applicable in-lieu or development fees.

(2) (A) The site of the transit priority project does not contain wetlands or riparian areas and does not have significant value as a wildlife habitat, and the transit priority project does not harm any species protected by the federal Endangered Species Act of 1973 (16 U.S.C. Sec. 1531 et seq.), the Native Plant Protection Act (Chapter 10 (commencing with Section 1900) of Division 2 of the Fish and Game Code), or the California Endangered Species Act (Chapter 1.5 (commencing with Section 2050) of Division 3 of the Fish and Game Code), and the project does not cause the destruction or removal of any species protected by a local ordinance in effect at the time the application for the project was deemed complete.

(B) For the purposes of this paragraph, "wetlands" has the same meaning as in the United States Fish and Wildlife Service Manual, Part 660 FW 2 (June 21, 1993).

(C) For the purposes of this paragraph:

(i) "Riparian areas" means those areas transitional between terrestrial and aquatic ecosystems and that are distinguished by gradients in biophysical conditions, ecological processes, and biota. A riparian area is an area through which surface and subsurface hydrology connect waterbodies with their adjacent uplands. A riparian area includes those portions of terrestrial ecosystems that significantly influence exchanges of energy and matter with aquatic ecosystems. A riparian area is adjacent to perennial, intermittent, and ephemeral streams, lakes, and estuarine-marine shorelines.

(ii) "Wildlife habitat" means the ecological communities upon which wild animals, birds, plants, fish, amphibians, and invertebrates depend for their conservation and protection.

(iii) Habitat of "significant value" includes wildlife habitat of national, statewide, regional, or local importance; habitat for species protected by the federal Endangered Species Act of 1973 (16 U.S.C. Sec. 1531, et seq.), the California Endangered Species Act (Chapter 1.5 (commencing with Section 2050) of Division 3 of the Fish and Game Code), or the Native Plant Protection Act (Chapter 10 (commencing with Section 1900) of Division 2 of the Fish and Game Code); habitat identified as candidate, fully protected, sensitive, or species of special status by local, state, or federal agencies; or habitat essential to the movement of resident or migratory wildlife.

(3) The site of the transit priority project is not included on any list of facilities and sites compiled pursuant to Section 65962.5 of the Government Code.

(4) The site of the transit priority project is subject to a preliminary endangerment assessment prepared by an environmental assessor to determine the existence of any release of a hazardous substance on the site and to determine the potential for exposure of future occupants to significant health hazards from any nearby property or activity.

(A) If a release of a hazardous substance is found to exist on the site, the release shall be removed or any significant effects of the release shall be mitigated to a level of insignificance in compliance with state and federal requirements.

(B) If a potential for exposure to significant hazards from

surrounding properties or activities is found to exist, the effects of the potential exposure shall be mitigated to a level of insignificance in compliance with state and federal requirements.

(5) The transit priority project does not have a significant effect on historical resources pursuant to Section 21084.1.

(6) The transit priority project site is not subject to any of the following:

(A) A wildland fire hazard, as determined by the Department of Forestry and Fire Protection, unless the applicable general plan or zoning ordinance contains provisions to mitigate the risk of a wildland fire hazard.

(B) An unusually high risk of fire or explosion from materials stored or used on nearby properties.

(C) Risk of a public health exposure at a level that would exceed the standards established by any state or federal agency.

(D) Seismic risk as a result of being within a delineated earthquake fault zone, as determined pursuant to Section 2622, or a seismic hazard zone, as determined pursuant to Section 2696, unless the applicable general plan or zoning ordinance contains provisions to mitigate the risk of an earthquake fault or seismic hazard zone.

(E) Landslide hazard, flood plain, flood way, or restriction zone, unless the applicable general plan or zoning ordinance contains provisions to mitigate the risk of a landslide or flood.

(7) The transit priority project site is not located on developed open space.

(A) For the purposes of this paragraph, "developed open space" means land that meets all of the following criteria:

(i) Is publicly owned, or financed in whole or in part by public funds.

(ii) Is generally open to, and available for use by, the public.

(iii) Is predominantly lacking in structural development other than structures associated with open spaces, including, but not limited to, playgrounds, swimming pools, ballfields, enclosed child play areas, and picnic facilities.

(B) For the purposes of this paragraph, "developed open space" includes land that has been designated for acquisition by a public agency for developed open space, but does not include lands acquired with public funds dedicated to the acquisition of land for housing purposes.

(8) The buildings in the transit priority project are 15 percent more energy efficient than required by Chapter 6 of Title 24 of the California Code of Regulations and the buildings and landscaping are designed to achieve 25 percent less water usage than the average household use in the region.

(b) The transit priority project meets all of the following land use criteria:

(1) The site of the transit priority project is not more than eight acres in total area.

(2) The transit priority project does not contain more than 200 residential units.

(3) The transit priority project does not result in any net loss in the number of affordable housing units within the project area.

(4) The transit priority project does not include any single level building that exceeds 75,000 square feet.

(5) Any applicable mitigation measures or performance standards or criteria set forth in the prior environmental impact reports, and

adopted in findings, have been or will be incorporated into the transit priority project.

(6) The transit priority project is determined not to conflict with nearby operating industrial uses.

(7) The transit priority project is located within one-half mile of a rail transit station or a ferry terminal included in a regional transportation plan or within one-quarter mile of a high-quality transit corridor included in a regional transportation plan.

(c) The transit priority project meets at least one of the following three criteria:

(1) The transit priority project meets both of the following:

(A) At least 20 percent of the housing will be sold to families of moderate income, or not less than 10 percent of the housing will be rented to families of low income, or not less than 5 percent of the housing is rented to families of very low income.

(B) The transit priority project developer provides sufficient legal commitments to the appropriate local agency to ensure the continued availability and use of the housing units for very low, low-, and moderate-income households at monthly housing costs with an affordable housing cost or affordable rent, as defined in Section 50052.5 or 50053 of the Health and Safety Code, respectively, for the period required by the applicable financing. Rental units shall be affordable for at least 55 years. Ownership units shall be subject to resale restrictions or equity sharing requirements for at least 30 years.

(2) The transit priority project developer has paid or will pay in-lieu fees pursuant to a local ordinance in an amount sufficient to result in the development of an equivalent number of units that would otherwise be required pursuant to paragraph (1).

(3) The transit priority project provides public open space equal to or greater than five acres per 1,000 residents of the project.

21155.2. (a) A transit priority project that has incorporated all feasible mitigation measures, performance standards, or criteria set forth in the prior applicable environmental impact reports and adopted in findings made pursuant to Section 21081, shall be eligible for either the provisions of subdivision (b) or (c).

(b) A transit priority project that satisfies the requirements of subdivision (a) may be reviewed through a sustainable communities environmental assessment as follows:

(1) An initial study shall be prepared to identify all significant or potentially significant impacts of the transit priority project, other than those which do not need to be reviewed pursuant to Section 21159.28 based on substantial evidence in light of the whole record. The initial study shall identify any cumulative effects that have been adequately addressed and mitigated pursuant to the requirements of this division in prior applicable certified environmental impact reports. Where the lead agency determines that a cumulative effect has been adequately addressed and mitigated, that cumulative effect shall not be treated as cumulatively considerable for the purposes of this subdivision.

(2) The sustainable communities environmental assessment shall

contain measures that either avoid or mitigate to a level of insignificance all potentially significant or significant effects of the project required to be identified in the initial study.

(3) A draft of the sustainable communities environmental assessment shall be circulated for public comment for a period of not less than 30 days. Notice shall be provided in the same manner as required for an environmental impact report pursuant to Section 21092.

(4) Prior to acting on the sustainable communities environmental assessment, the lead agency shall consider all comments received.

(5) A sustainable communities environmental assessment may be approved by the lead agency after conducting a public hearing, reviewing the comments received, and finding that:

(A) All potentially significant or significant effects required to be identified in the initial study have been identified and analyzed.

(B) With respect to each significant effect on the environment required to be identified in the initial study, either of the following apply:

(i) Changes or alterations have been required in or incorporated into the project that avoid or mitigate the significant effects to a level of insignificance.

(ii) Those changes or alterations are within the responsibility and jurisdiction of another public agency and have been, or can and should be, adopted by that other agency.

(6) The legislative body of the lead agency shall conduct the public hearing or a planning commission may conduct the public hearing if local ordinances allow a direct appeal of approval of a document prepared pursuant to this division to the legislative body subject to a fee not to exceed five hundred dollars ($500).

(7) The lead agency's decision to review and approve a transit priority project with a sustainable communities environmental assessment shall be reviewed under the substantial evidence standard.

(c) A transit priority project that satisfies the requirements of subdivision (a) may be reviewed by an environmental impact report that complies with all of the following:

(1) An initial study shall be prepared to identify all significant or potentially significant effects of the transit priority project other than those that do not need to be reviewed pursuant to Section 21159.28 based upon substantial evidence in light of the whole record. The initial study shall identify any cumulative effects that have been adequately addressed and mitigated pursuant to the requirements of this division in prior applicable certified environmental impact reports. Where the lead agency determines that a cumulative effect has been adequately addressed and mitigated, that cumulative effect shall not be treated as cumulatively considerable for the purposes of this subdivision.

(2) An environmental impact report prepared pursuant to this subdivision need only address the significant or potentially significant effects of the transit priority project on the environment identified pursuant to paragraph (1). It is not required to analyze off-site alternatives to the transit priority project. It shall otherwise comply with the requirements of this division.

21155.3. (a) The legislative body of a local jurisdiction may adopt traffic mitigation measures that would apply to transit priority projects. These measures shall be adopted or amended after a public hearing and may include requirements for the installation of traffic control improvements, street or road improvements, and contributions to road improvement or transit funds, transit passes for future residents, or other measures that will avoid or mitigate the traffic impacts of those transit priority projects.

(b) (1) A transit priority project that is seeking a discretionary approval is not required to comply with any additional mitigation measures required by paragraph (1) or (2) of subdivision (a) of Section 21081, for the traffic impacts of that project on intersections, streets, highways, freeways, or mass transit, if the local jurisdiction issuing that discretionary approval has adopted traffic mitigation measures in accordance with this section.

(2) Paragraph (1) does not restrict the authority of a local jurisdiction to adopt feasible mitigation measures with respect to the effects of a project on public health or on pedestrian or bicycle safety.

(c) The legislative body shall review its traffic mitigation measures and update them as needed at least every five years.

REPORT 3:

Complete Streets

January 24, 2013

CONTENTS

1. Purpose of Memorandum

2. Implementation and Recommendations

2.1 Research, Collect, and Assess existing "Complete Streets" *Merced Vision 2030 General Plan* Policies

2.2 Recommendations for how to implement the Merced General Plan complete street related policies and implementing actions.

2.3 Listing of community plan specific "Complete Streets" policies for later consideration.

3. Bibliography and Acknowledgements

1. PURPOSE OF MEMORANDUM

This memorandum addresses how complete street policies will be developed and implemented in the BCCP. The BCCP will need to result in a comprehensive approach that achieves the goals for the Bellevue area as well as those of the City as a whole.

In order to generate and apply appropriate "complete street" policies for the BCCP area, the following actions are necessary:

- Research, collect, and assess existing "Complete Streets" Merced Vision 2030 General Plan Policies
- Provide recommendations for how to implement the Merced General Plan complete street related policies and implementing actions. This will include specific ideas that can be used to craft prescriptive right-of-way cross sections and design templates for all Plan area streets and adjacent public and semi-public spaces
- Listing of community plan specific "Complete Streets" policies for later consideration
- A transportation-related vision supported by the community that can be articulated in enough detail in the BCCP to guide development

The analysis in this Memorandum addresses the first three steps above. The analysis is in narrative format to expose and discuss issues that need to be clarified in order to move forward confidently. Based on community input through the public process, the consultant team will then work with the community to prepare the fourth item, the transportation-related vision for the BCCP area. The vision will then be turned into part of the transportation chapter of the Bellevue Corridor Community Plan, containing specific goals, policies, and implementing actions.

2. IMPLEMENTATION AND RECOMMENDATIONS

2.1 Research, Collect, and Assess existing "Complete Streets" *Merced Vision 2030 General Plan* Policies

2.1.1 Introduction

For many reasons, the State of California AB 1358, *The California Complete Streets Act*, was passed and gives direction to local governments to address "complete streets" in their general plans. This section discusses the benefits of complete streets, state legislation and policies, and the City of Merced's existing "complete streets" policies.

2.1.2 What are Multimodal Transportation Networks, otherwise known as complete streets?

Multimodal transportation networks allow for all modes of travel including walking, bicycling, and transit to be used to reach key destinations in a community and region safely and directly. Jurisdictions can use complete streets design to construct networks of safe streets that are accessible to all modes and all users no matter their age or ability. Complete streets are defined by various interest groups and Caltrans below:

- **The National Complete Streets Coalition**
  Complete streets are designed and operated to enable safe access for all users. Pedestrians, bicyclists, motorists, and transit riders of all ages and abilities must be able to safely move along and across a complete street. Creating complete streets means transportation agencies must change their orientation toward building primarily for cars. Instituting a complete streets policy ensures that transportation agencies routinely design and operate the entire right of way to enable safe access for all users.

- **The American Planning Association (APA)**
  Complete streets serve everyone – pedestrians, bicyclists, transit riders, and drivers – and they take into account the needs of people with disabilities, older people, and children. The complete streets movement seeks to change the way transportation agencies and communities approach every street project and ensure safety, convenience, and accessibility for all.

- **The California Department of Transportation (Caltrans)**
  A transportation facility that is planned, designed, operated, and maintained to provide safe mobility for all users, including bicyclists, pedestrians, transit vehicles, truckers, and motorists, appropriate to the function and context of California Department of Transportation (Caltrans) Complete Streets Policy:

  The *California Department of Transportation Deputy Directive 64-Revision #1: 'Complete Streets: Integrating the Transportation System'* (DD-64-R1) was released on October 2, 2008.

DD-64-R1 directs Caltrans staff to support increased mobility and access for all Californians on Caltrans built and maintained roads.

2.1.3 Potential Benefits of Multimodal Transportation Networks

Access to public space is critical to safe, healthy, and prosperous communities. Successful implementation of a comprehensive *complete street* program can accomplish numerous public benefits:

- **Supporting Existing Businesses**

  A network of complete streets can be safer and more appealing to residents and visitors, which can benefit retail and commercial development. Streets designed to maximize social value, also spurs healthy economic exchange. In this way, multimodal streets can improve conditions for existing businesses by helping revitalize an area and attracting new economic activity.

- **Reduced Public and Private Costs**

  Integrating sidewalks, bike facilities, transit amenities, and safe crossings in the early planning phases of roadway construction in both residential and commercial development reduces the complexity and costs of attempting to retrofit years later.

- **Business Attraction**

  Communities that support "complete streets" strive to create amenities that will enhance the quality of life of its residents, improve the physical and social environment in ways that attract businesses and workers, and contribute to economic development. In this way, streets become arteries distributing prosperity. Streets that invite social interaction are more likely to ensure prosperous growth...

- **Development Potential**

  Population growth will put greater demands on existing streets. If streets continue to largely function to move people traveling in motor vehicles, they will not be able to accommodate this growth. Streets will need to enable people to do more while traveling less and to travel more efficiently. Alternatives to single occupant vehicles must also be pursued to provide for the needs of an increasing population.

- **Greenhouse Gas (GHG) Emission Reduction**

  The need to reduce transportation-related GHG emissions was highlighted in the California Air Resources Board's (CARB) *2008 AB 32 Climate Change Scoping Plan*. Transportation accounts for 38 percent of California's GHG emissions. Studies show that even with aggressive state and federal vehicle efficiency standards and the use of alternative fuels, meeting the State's GHG reduction goals will require a shift in the mobility choices of the average Californian.

- **Reduced Traffic-Related Collisions**

  Multimodal transportation networks, using complete streets best practices, can lead to safer travel for all roadway users. Designing streets and travel routes that consider safe travel for all modes can reduce the occurrence and severity of vehicular collisions with pedestrian and bicyclists.

- **Safe Routes to Schools**

  Local multimodal transportation networks address the needs of parents and children by providing safe active transportation options to and from schools. Doing so can reduce vehicle trips, reduce congestion, improve road safety near schools, and increase children's activity rates.

- **Health Benefits**

Multimodal transportation networks that allow people to walk or bicycle as a viable transportation option can promote an active lifestyle. These active transportation modes increase physical activity rates. Frequent exercise is known to reduce obesity rates and lower the risk of heart disease and diabetes. A comprehensive transportation network that allows safe walking and bicycling to multiple destinations, including transit, promotes better health.

- **Air Quality**

  Reducing the amount that people drive by increasing the opportunity for walking, bicycling, and transit also reduces vehicle emissions. Emissions from vehicles are a major contributor to poor air quality, which in turn, is a major contributor to health ailments such as asthma. Although poor air quality is not always the cause of asthma, vehicle emissions are a major contributor to asthma related illnesses.

- **Mobility Options**

  Multimodal transportation networks provide options and increase mobility for people who cannot or do not drive to stay connected to their communities. This is especially important for people with disabilities and for all people as they age. Without alternatives to the automobile, these individuals can easily become socially isolated; unable to access essential resources such as grocery stores, houses of worship, and medical care.

2.1.4 The California Complete Streets Act (AB 1358) [1]

On September 30, 2008, Governor Arnold Schwarzenegger signed Assembly Bill 1358, the California Complete Streets Act. The Act states: "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."

The legislation impacts local general plans by adding the following language to Government Code Section 65302(b)(2)(A) and (B):

A. Commencing January 1, 2011, upon any substantial revision of the circulation element, the legislative body shall modify the circulation element to plan for a balanced, multimodal transportation network that meets the needs of all users of the streets, roads, and highways for safe and convenient travel in a manner that is suitable to the rural, suburban, or urban context of the general plan.

B. For the purposes of this paragraph, "users of streets, roads, and highways" means bicyclists, children, persons with disabilities, motorists, movers of commercial goods, pedestrians, users of public transportation, and seniors.

2.1.5 California Department of Transportation (Caltrans) Complete Streets ` Policy:

The *California Department of Transportation Deputy Directive 64-Revision #1: 'Complete Streets: Integrating the Transportation System'* (DD-64-R1) was released on October 2, 2008. DD-64-R1 directs Caltrans staff to support increased mobility and access for all Californians on Caltrans built and maintained roads. DD-64-R1 states that Caltrans will:

1.

- "Provide for the needs of travelers of all ages and abilities in all planning, programming, design construction, operations, and maintenance activities and products on the State Highway System;
- View transportation improvements (new and retrofit) as opportunities to improve safety, access, and mobility for all travelers and recognizes bicycle, pedestrian, and transit modes as integral elements of the transportation system;
- Develop integrated multimodal projects in balance with community goals, plans, and values; addressing the safety and mobility needs of bicyclists, pedestrians, and transit users in all projects, regardless of funding;
- Facilitate bicycle, pedestrian, and transit travel by creating "complete streets' beginning early in system planning and continuing through project delivery and maintenance and operations; and,
- Collaborate among all (Caltrans) department functional units and stakeholders to develop a network of complete streets."

DD-64-R1 is limited to Caltrans owned and maintained streets, roads, and highways and focuses on the planning, construction, and maintenance of complete streets and when possible, on the creation of multimodal networks. The goals of DD-64-R1 provide important guidance for the design of streets that make up a local integrated multimodal transportation network.

Caltrans' *Complete Streets Implementation Action Plan* and other information on Caltrans' complete street policies can be found at the following website:

http://www.dot.ca.gov/hq/tpp/offices/ocp/complete_streets.html

2.1.6 City of Merced Complete Street Policies

The Merced Vision 2030 General Plan is a statement of the community's vision of its long-term or ultimate physical form, and is a guiding framework for land use decisions. The heart of the General Plan is the set of integrated and internally consistent "Goals," "Policies," and "Implementing Actions." *Goals* state finished conditions--the community's vision of what should be done and where. *Policies* state the City's clear commitment on how these *Goals* will be achieved. *Implementing Actions* carry out the *Policies* and are specific.

While there are many "Complete Street" Implementing Actions in the City's General Plan that also apply to the BCCP area, the goal and related policies that guide the development of streets for use by all modes of transportation are presented below.

Goal: A Comprehensive System of "Complete Streets" Addressing all Modes of Transportation

Complete-Street Related

Policy T-1.1: Design streets consistent with circulation function, affected land uses, and all modes of transportation.

Policy L-3.1: Create land use patterns that will encourage people to walk, bicycle, or use public transit for an increased number of their daily trips.

Policy UD-1.2: Distribute and design urban villages to promote convenient vehicular, pedestrian, and transit access.

Policy UD-1.1: Apply transit-ready development or urban village design principles to new development in the City's new growth areas.

Policy L-3.3: Promote site designs that encourage walking, cycling, and transit use.

Transit-Related

Policy T-2.1: Provide for and maintain a major transitway along "M" Street and possibly along the Bellevue Road/Merced-Atwater Expressway and Campus Parkway corridors.

Policy T-2.2: Support and enhance the use of public transit.

Policy T-2.3: Support a safe and effective public transit system.

Bike-Related

Policy T-2.4: Encourage the use of bicycles.

Policy T-2.5: Provide convenient bicycle support facilities to encourage bicycle use.

Policy T-2.6: Maintain and expand the community's existing bicycle circulation system.

Policy OS-3.2: Maintain and expand the City's bikeway and trail system.

Pedestrian-Related

Policy T-2.7: Maintain a pedestrian-friendly environment.

Policy T-2.8: Improve planning for pedestrians.

In summary, the City's General Plan envisions that all streets should be designed as "Complete Streets" which address all modes of motorized and non-motorized transportation, including vehicles, transit, pedestrians, and bicycles. These goals and policies form a foundation upon which to design, build, and construct complete streets within the Bellevue Corridor Community Plan.

2.2 Recommendations for How to Implement the Merced General Plan Complete Street Related Policies and Implementing Actions

This section will suggest complete-street approaches and designs for use in crafting prescriptive right-of-way cross sections and design templates for all Plan area streets and adjacent public and semi-public spaces in the Planning Area. Suggested elements of the BCCP Complete Street Program include:

- Street Networks and Classification
- Traveled Way Design
- Intersection Design
- Pedestrian Design
- Bikeway Design
- Transit Accommodations
- Placemaking

Los Angeles County Model Design Manual for Living Streets

Much of Section 2.2 is from the *Los Angeles County Model Design Manual for Living Streets*. Acknowledgement of the individuals who worked to prepare the design manual are listed at the end of the background memorandum on complete streets.

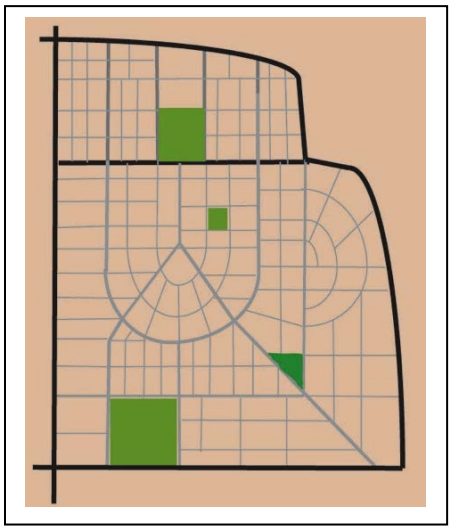
2.2.1 Street Networks and Classification

The chosen street network design of a city is a significant factor in determining whether the environmental, social, and economic needs of its residents can be met. A street network can foster or constrain economic and social activity, enhance or limit social equity in ability to travel and provide or negate a setting for high quality design at all scales: building, neighborhood, and region. Generally, two street networks exist in an urban area, the "Hierarchical" and "Grid" street patterns.

Grid Street Network

Traits

- Highly Connected Streets
- Traffic Dispersed throughout network
- Slower vehicle travel
- Additional road spaces allows for higher density
- The grid street network is built to walking dimensions
- Offers many route choices that connect origins with their destinations



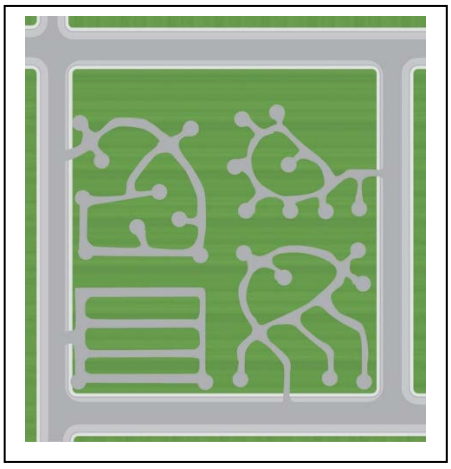
Outcomes

- More conducive to walking and bicycling
- Reduces vehicle miles traveled and associated air pollution impacts
- Low rate of severe car-related injuries
- Quicker response times and reduced service costs
- Compact Urban Form and associated reduced public service costs
- Conservation of farmland and open spaces

Hierarchical Street Network

Traits

- Low Street Connectivity
- Traffic Focused at points and segments
- Higher vehicle speeds
- Street pattern creates amorphous development sites



Outcomes

- Reduced the number of people walking and bicycling
- Increased vehicle miles traveled and associated air pollution impacts
- Higher rate of severe injury
- Challenged fire response time and related costs
- Limits development options

ESSENTIAL PRINCIPLES OF SUSTAINABLE STREET NETWORKS

Complete street networks come in many shapes and forms, but have the following overarching principles in common:

- The complete street network both shapes and responds to the natural and built environment.
- The complete street network privileges trips by foot, bike, and transit.
- The complete street network is built to walking dimensions.
- The complete street network works in harmony with other transportation networks, such as pedestrian, bicycle, transit, and private vehicle networks. Large parts of all of these networks are coincidental with the street network, but if any parts are separate from the street network, they must connect and interact with the network.
- The complete street network protects, respects, and enhances a city's natural features and ecological systems.
- The complete street network maximizes social and economic activity.

Street Types

Federal Highway Function and Classification system contains the conventional classification system that is commonly accepted to define the function and operational requirements for streets. These classifications are also used as the primary basis for geometric design criteria. Traffic volume, trip characteristics, speed and level of service, and other factors in the functional classification system relate to the mobility of motor vehicles, not bicyclists or pedestrians, and do not consider the context or land use of the surrounding environment. This approach, while appropriate for high speed rural and some suburban roadways, does not provide designers with guidance on how to design for living streets or in a context-sensitive manner.

The street types described here provide mobility for all modes of transportation with a greater focus on the pedestrian. The functional classification system can be generally applied to the street types in this document. Designers should recognize the need for greater flexibility in applying design criteria, based more heavily on context and the need to create a safe environment for pedestrians, rather than strictly following the conventional application of functional classification in determining geometric criteria.

Boulevard (conventionally arterials)
A boulevard is a street designed for high vehicular capacity and moderate speed, traversing an urbanized area. Boulevards serve as primary transit routes. Boulevards should have bike lanes. They may be equipped with bus lanes or side access lanes buffering sidewalks and buildings. Many boulevards also have landscaped medians. Boulevards traverse and connect districts and cities, primary a longer distance route for all vehicles, including transit.

Avenue (conventionally collectors)

An avenue is a street of moderate to high vehicular capacity and low to moderate speed acting as a short distance connector between urban centers and may or may not be equipped with a landscaped median. Avenues traverse and connect districts, and links street with boulevards for all vehicles including transit.

Street (conventionally local streets)
A street is a local, multi-movement facility suitable for all urbanized transect zones and all frontages and uses. A street is urban in character, with raised curbs (except where curbless treatments are designed), drainage inlets, wide sidewalks, parallel parking, and trees in individual or continuous planters aligned in an alley. Character may vary in response to the commercial or residential uses lining the street. Streets serves neighborhoods; connects to adjoining neighborhoods and serve local function for vehicles and transit.

Alley/Lane
An alley or lane is a narrow street, often without sidewalks. Alleys and lanes connect streets and can provide access to the backs of buildings and garages.

Main Street
Main streets feature slower vehicle speeds, favor pedestrians most, contain the highest level of streetscape features, and are typically dominated by retail and other commercial uses Main Streets function differently than other streets in that it is a destination.

Bike Boulevard
A Bike Boulevard is a through street for bicycles, but short distance travel for motor vehicles. Bike Boulevards are usually local streets with low traffic volumes

Festival Street
Festival Streets contain traffic calming, flush curbs, and streetscape features that allow for easy conversion to public uses such as farmers' markets and music events.

2.2.2 Traveled Way Design

Streets and their geometric design have traditionally focused on the movement of motor vehicles, resulting in street environments that neglect other users. This emphasis can be seen in wide travel lanes, large corner radii, and turn lanes that severely impede the safety of pedestrians and the overall connectivity for non-automobile users. The geometric design of the traveled way and intersections has usually reflected the need to move traffic as quickly as possible. A paradigm shift needs to occur to reclaim the public right-of-way for pedestrians and bicyclists and create living streets.

Traveled way design in this chapter is defined as the part of the street right-of-way between the two faces of curbs and can include parking lanes, bicycle lanes, transit lanes, general use travel lanes, and medians. The design of the traveled way is critical to the design of the entire street right-of-way because it affects not just the users in the traveled way, but those using the entire right-of-way, including the areas adjacent to the street.

As a note on terminology, "traveled way" in this document is more or less the equivalent of "roadway" in most conventional design manuals: the curb-to-curb portion of a curbed street.

ESSENTIAL PRINCIPLES OF TRAVELED WAY DESIGN

The following key principles should be kept in mind for a well-designed traveled way:

- **Design to accommodate all users.** Street design should accommodate *all* users of the street, including pedestrians, bicyclists, transit users, automobiles, and commercial vehicles. A well-designed traveled way provides appropriate space for all street users to coexist.
- **Design using the appropriate speed for the surrounding context.** The right design speed should respect the desired role and responsibility of the street, including the type and intensity of land use, urban form, the desired activities on the sidewalk, such as outdoor dining, and the overall safety and comfort of pedestrians and bicyclists. The speed of vehicles impacts all users of the street and the livability of the surrounding area. Lower speeds reduce crashes and injuries.

Senior citizens need more time to cross the street (Credit: Ryan Snyder)

- **Design for safety.** The safety of all street users, especially the most vulnerable users (children, the elderly, and disabled) and modes (pedestrians and bicyclists) should be paramount in any design of the traveled way. The safety of streets can be dramatically improved through appropriate geometric design and operations.

CROSS SECTIONAL ELEMENTS

Living street design treats streets as part of the public realm. The street portion of the public realm is shaped by the features and cross section elements used in creating the street. Attention to what features are included, where they are placed, and how the cross section elements are assembled is necessary.

On-Street Parking

On street parking can be important in the urban environment for the success of the retail businesses that line the street and to provide a buffer for pedestrians and help calm traffic speeds. On-street parking occupies about half the surface area per car compared to off-street, which requires driveways and aisles for access and maneuvering. However, cities should manage demand for on-street parking by charging market-rate prices. Free or underpriced parking encourages people to drive instead of taking transit, biking, or walking. Parking expert Donald Shoup recommends setting variable parking prices to target a 15 percent vacancy rate for curb parking. In addition to encouraging people to curtail driving, it also creates turnover that benefits retailers by making convenient parking available for short shopping trips.

Reverse-in angled parking: Boise, ID (Credit: Dan Burden)

Where angle parking is proposed for on-street parking, designers should consider the use of reverse-in angle (or front out) parking in lieu of front-in angled parking. Motorists pulling out of reverse-in angled parking can better see the active street they are entering. This is especially important to bicyclists. Moreover, people exiting cars do so on the curb side and aren't likely to step into an active travel lane.

Another tool for on-street parking is the park assist lane. Often when on-street parking is provided on busy roads, drivers find it difficult to enter and leave their parked vehicle. Where space is available, consideration should be given to adding a park assist lane between the parking lane and travel way to provide 3 feet of space so car doors can be opened and vehicles can enter or depart with a higher degree of safety and less delay. Bike lanes can serve this function as well. Parking assist lanes also narrow the feel of the travel lane and slow traffic.

Bicycle Facilities

Bicycle facilities within the traveled way may include bicycle lanes, bicycle boulevards, other types of shared roadways (with or without shared lane markings), and cycle tracks.

Transit Facilities

Transit accommodations within the traveled way may include dedicated transit lanes, bus bulbs, bus pullouts, and other features.

Travel Lanes

Travel lane widths should be provided based on the context and desired speed for the area that the street is located in. Table 4.3 shows lane widths and the associated speeds that are appropriate. In low speed urban environments, lane widths are typically measured to the curb face instead of the edge of the gutter pan.

Consequently, when curb sections with gutter pans are used, the vehicle, bike, and parking lane all include the width of the gutter pan.

In order for drivers to understand how fast they should drive, lane widths have to create some level of driver discomfort when driving too fast. The presence of on-street parking is important in achieving the speeds shown in Table 4.3. When designated bike lanes or multi-lane configurations are used, there is more room for large vehicles, such as buses, to operate in, but car drivers will feel more comfortable driving faster than is desired.

Alleys can be designed as one-way or two-way. Right-of-way width should be a minimum of 20 feet with no permanent structures located within the right-of-way that would interfere with vehicle access to garages or parking spaces, access for trash collection, and other operational needs. Pavement width should be a minimum of 12 feet. Coordination with local municipalities on operational requirements is essential to ensure that trash collection and fire protection services can be completed.

Turn Lanes

The need for turn lanes for vehicle mobility should be balanced with the need to manage vehicle speeds and the potential impact on the border width such as sidewalk width. Turn lanes tend to allow higher speeds to occur through intersections, since turning vehicles can move over to the turn lane, allowing the through vehicles to maintain their speed.

Left-turn lanes are considered to be acceptable in an urban environment since there are negative impacts to roadway capacity when left turns block the through movement of vehicles. Sometimes just a left-turn pocket is sufficient, just long enough for one or two cars to wait out of traffic. The installation of a left-turn lane can be beneficial when used to perform a road diet such as reducing a four lane section to three lanes with the center lane providing for turning movements.

In urban places, normally no more than one left-turn lane should be provided. While right turns from through lanes may delay through movements, they also create a reduction in speed due to the slowing of turning vehicles. The installation of right-turn lanes increases the crossing distance for pedestrians and the speed of vehicles; therefore, exclusive right turn lanes should rarely be used except at "T" intersections. When used, they should be mitigated with raised channelization islands. See Chapter 5, "Intersection Design," for more details.

Medians

Medians used on urban streets provide access management by limiting left turn movements into and out of abutting development to select locations where a separate left turn lane or pocket can be provided. The reduced number of conflicts and conflict points decreases vehicle crashes, provides pedestrians with a refuge as they cross the road, and provides space for landscaping, lighting, and utilities. These medians are usually raised and curbed. Landscaped medians enhance the street or help to create a gateway entrance into a community.

Well-designed street medians bring multiple benefits (Credit: Dan Burden)

Medians can be used to create tree canopies over travel lanes, contributing to a sense of enclosure. As shown in Table 4.4, medians vary in width. Recommended widths depend on available right-of-way and

function. Because medians require a wider right-of-way, the designer must weigh the benefits of a median with the issues of pedestrian crossing: distance, speed, context, and available roadside width.

2.2.3 Intersection Design

Most conflicts between roadway users occur at intersections, where travelers cross each other's path. Good intersection design indicates to those approaching the intersection what they must do and who has to yield. Exceptions to this include places where speeds are low (typically less than 18 mph) or where a shared space design ("naked streets") causes users to approach intersections with caution. Conflicts for pedestrians and bicyclists are exacerbated due to their greater vulnerability, lesser size, and reduced visibility to other users.

Lively intersection (Credit: Dan Burden)

This chapter describes design considerations in intersection geometry and intersection signalization, as well as roundabouts and other features to improve safety, accessibility, and mobility for all users. The benefits and constraints of each feature are examined and the appropriate use and design of each feature are described.

ESSENTIAL PRINCIPLES OF INTERSECTION DESIGN

The following principles apply to all users of intersections:

- Good intersection designs are compact.
- Unusual conflicts should be avoided.
- Simple right-angle intersections are best for all users since many intersection problems are worsened at skewed and multi-legged intersections.
- Free-flowing movements should be avoided.
- Access management practices should be used to remove additional vehicular conflict points near the intersection.
- Signal timing should consider the safety and convenience of all users and should not hinder bicycle or foot traffic with overly long waits or insufficient crossing times.

INTERSECTION GEOMETRY

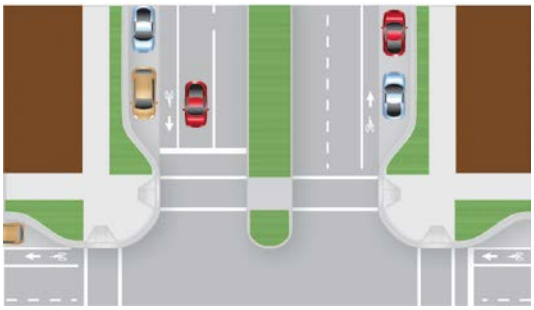
Intersection geometry is a critical element of intersection design, regardless of the type of traffic control used. Geometry sets the basis for how all users traverse intersections and interact with each other.

Corner Radii

This intersection geometry feature has a significant impact on the comfort and safety of non-motorized users. Small corner radii provide several benefits.

Curb Extensions

Where on-street parking is allowed, curb extensions should be considered to replace the parking lane at crosswalks. Integrating curb extensions and on-street



Curb extensions (Credit: Michele Weisbart)

parking into the sidewalk corridor enhances pedestrian safety and the walking experience.

Crosswalk and Ramp Placement
Crosswalks and ramps at intersections should be placed so they provide convenience and safety for pedestrians.

On-Street Parking Near Intersections
On-street parking should be positioned far enough away from intersections to allow for good visibility of pedestrians preparing to cross the street. Curb extensions allow parking to be placed closer to the intersection.

Right-Turn Channelization Islands
Right-turn lanes should generally be avoided as they increase the size of the intersection, the pedestrian crossing distance, and the likelihood of right-turns-on-red by inattentive motorists who do not notice pedestrians on their right. However, where there are heavy volumes of right turns (approximately 200 vehicles per hour or more), a right-turn lane may be the best solution to provide additional vehicle capacity without adding additional lanes elsewhere in the intersection.

2.2.4 Pedestrian Design

Nowhere is the concept of **universal** access more important than in the design of the pedestrian environment. While perhaps not intuitively obvious at first glance, this is the realm of streets with the greatest variation in user capabilities, and thus the realm where attention to design detail is essential to effectively balance user needs. This is also the realm where signs and street furniture are located, and where transitions are made between modes (e.g., driver or passenger to pedestrian via parking, bus stop/train station, or bike rack). The pedestrian environment includes sidewalks, curb ramps, crosswalks, bus stops, signs, and street furniture.

Sidewalks constructed without adequate design guidelines (Credit: Chanda Singh)

Without design guidelines, sidewalks are often too narrow, utility poles obstruct travel, steep driveway ramps are impassable to wheelchair users, and bus stops become blocked by the disorderly placement of shelters, poles, trash receptacles, and bike racks.

With well-defined guidelines, sidewalks are built to accommodate pedestrians of all ages and physical abilities, and become inviting pedestrian environments as the adjacent picture shows.

Designing the pedestrian realm for universal access enables persons with disabilities to live independently and lead full, enriched lives; they are able to go to work and to school, to shop, and otherwise engage in normal activities. Moreover, walking environments that accommodate people with disabilities improve walking conditions for everyone. People with strollers and rolling suitcases can make their way about with ease. Children can mature by learning to navigate through their neighborhoods with independence. Inaccessible pedestrian networks, on the other hand, can lead to people becoming housebound and socially isolated, which in turn can lead to a decline in well-being and a host of associated negative health outcomes such as depression.

LAND USE AND SIDEWALK DESIGN GUIDELINES

The sidewalk design guidelines in this chapter integrate design and land use to provide safe and convenient passage for pedestrians. Sidewalks should have adequate walking areas and provide comfortable buffers between pedestrians and traffic. These guidelines will ensure sidewalks in all development and redevelopment provide access for people of all ages and physical abilities.

Walking requires two important features in the built environment: people must walk along streets and they must get across streets. Crossing a street should be easy, safe, convenient, and comfortable. While pedestrian behavior and intersection or crossing design affect the street crossing experience, motorist behavior (whether and how motorists stop for pedestrians) is the most significant factor in pedestrian safety.

Crossings are a necessary part of the pedestrian experience. (Credit: Sky Yip)

A number of tools exist to improve pedestrian safety and to make crossing streets easier. Effective traffic management can address concerns about traffic speed and volume. A motorist driving more slowly has more time to see, react, and stop for a pedestrian. The number of pedestrians also influences motorists; in general, motorists are more aware of pedestrians when more people walk. Most tools to address crossing challenges are engineering treatments, but tools from the enforcement, education, and planning toolboxes are also important.

Providing marked crosswalks is only one of the many possible engineering measures. When considering how to provide safer crossings for pedestrians, the question should *not* be: "Should I provide a marked crosswalk?" Instead, the question should be: "What are the most effective measures that can be used to help pedestrians safely cross the street?" Deciding whether to mark or not mark crosswalks is only one consideration in creating safe and convenient pedestrian crossings.

ESSENTIAL PRINCIPLES OF PEDESTRIAN CROSSINGS

The following principles should be incorporated into every pedestrian crossing improvement:

- Pedestrians must be able to cross roads safely. Cities have an obligation to provide safe and convenient crossing opportunities.
- The safety of all street users, particularly more vulnerable groups, such as children, the elderly, and those with disabilities, and more vulnerable modes, such as walking and bicycling, must be considered when designing streets.
- Real and perceived safety must be considered when designing crosswalks—crossing must be “comfortable.” A “safe” crossing that no one uses serves no purpose.
- Crossing treatments that have the highest crash reduction factors (CRFs) should be used when designing crossings.
- Safety should not be compromised to accommodate traffic flow.

Curb extensions and median make crossing four-lane streets safer and more manageable. (Credit: Dan Burden)

- Good crossings begin with appropriate speed. In general, urban arterials should be designed to a maximum of 30 mph or 35 mph (note: 30 mph is the optimal speed for moving motor vehicle traffic efficiently).
- Every crossing is different and should be selected and designed to fit its unique environment.

The following issues should also be considered when planning and designing crossings:

- Ideally, uncontrolled crossing distances should be no more than 21 feet, which allows for one 11-foot lane and one 10-foot lane. Ideally, streets wider than 40 feet should be divided (effectively creating two streets) by installing a median or two crossing islands.
- The number of lanes should be limited to a maximum of three lanes per direction on all roads (plus a median or center turn lane).
- There must be a safe, convenient crossing at every transit stop.
- Double (or triple) left or right turns concurrent (permissive) with pedestrian crossings at signalized intersections must never be allowed.
- Avoid concurrent movements of motor vehicles and people at signalized intersections.
- People should never have to wait more than 90 seconds to cross at signalized intersections.
- Pedestrian signals should be provided at all signalized crossings where pedestrians are allowed.

2.2.5 Bikeway Design

Bicyclists operate a vehicle and are legitimate road users, but they are slower and less visible than motor vehicles. Bicyclists are also more vulnerable in a crash than motorists. They need accommodation on busy, high-speed roads and at complex intersections. Cyclist skill level also provides a wide variety of speeds and expected behaviors. Bicycle infrastructure should use planning and designing options, from shared roadways to separate facilities, to accommodate as many user types as possible and to provide a comfortable experience for the greatest number of cyclists.

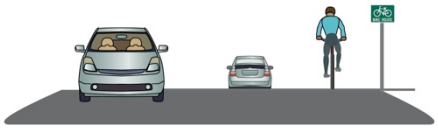
ESSENTIAL PRINCIPLES OF BIKEWAY DESIGN

The following principles inform the recommendations made in this chapter:

- Bicyclists should have safe, convenient, and comfortable access to all destinations.
- Every street is a bicycle street, regardless of bikeway designation.
- Street design should accommodate all types, levels, and ages of bicyclists.
- Bicyclists should be separated from pedestrians.
- Bikeway facilities should take into account vehicle speeds and volumes, with
  - Shared use on low volume, low-speed roads.
  - Separation on higher volume, higher-speeds roads.
- Bikeway treatments should provide clear guidance to enhance safety for all users.
- Since most bicycle trips are short, a complete network of designated bikeways has a grid of roughly ½ mile.

BIKEWAY TYPES

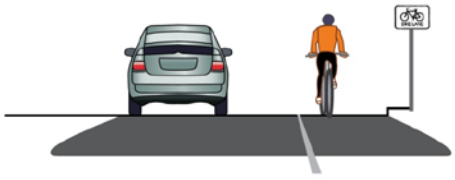
Shared Roadways - A shared roadway is a street in which bicyclists ride in the same travel lanes as other traffic. There are no specific dimensions for shared roadways. On narrow travel lanes, motorists have to cross over into the adjacent travel lane to pass a cyclist. Shared roadways work well and are common on low-volume, low-speed neighborhood residential streets, rural roads, and even many low-volume highways In California shared roadways are known as Class III bikeways.



Shared-use path
(Credit: Marty Bruinsma)

Bicycle Boulevards - A bicycle boulevard is a street that has been modified to prioritize through bicycle traffic but discourage through motor vehicle traffic. Traffic calming devices control traffic speeds and discourage through trips by automobiles. Traffic controls limit conflicts between automobiles and bicyclists and give priority to through bicycle movement at intersections.

Shoulder Bikeways - This facility accommodates bicycle travel on rural highways and country roads by providing a suitable area for bicycling and reducing conflicts with faster moving motor vehicles.



Bike Lanes - Portions of the traveled way designated with striping, stencils, and signs for preferential use by bicyclists, bike lanes are appropriate on avenues and boulevards. They may be used on other streets where bicycle travel and demand is substantial. Where on-street parking is provided, bike lanes are striped on the left side of the parking lane. In California bike lanes are designated as Class II bikeways.

Cycle Tracks - Cycle tracks are specially designed bikeways separated from the parallel motor vehicle travelway by a line of parked cars, landscaping, or a physical buffer that motor vehicles cannot cross. Cycle tracks are effective in attracting users who are concerned about conflicts with motorized traffic.

Shared Use Paths - Shared use paths are facilities separated from motor vehicle traffic by an open space or barrier, either within the highway right-of-way or within an independent right-of-way. Bicyclists, pedestrians, joggers, and skaters often use these paths. Shared-use paths are appropriate in areas not well served by the street system, such as in long, relatively uninterrupted corridors like waterways, utility corridors, and rail lines. They are often elements of a community trail plan. Shared use paths may also be integrated into the street network with new subdivisions as described in Chapter 3, "Street Networks and Classifications." In California shared-use paths are designated as Class I bikeways.

Shared-use path
(Credit: Marty Bruinsma)

2.2.6 Transit Accommodations

Public transit serves a vital transportation function for many people; it is their access to jobs, school, shopping, recreation, visitation, worship, and other daily functions. Except for subways and rail lines on exclusive rights-of-way, most transit uses streets. For transit to provide optimal service, streets must accommodate transit vehicles as well as access to stops. Transit connects passengers to destinations and is an integral component of shaping future growth into a more sustainable form. Transit design should also support placemaking.

ESSENTIAL PRINCIPLES OF DESIGNING STREETS FOR TRANSIT

Public transit should be planned and designed as part of the street system. It should interface seamlessly with other modes, recognizing that successful transit depends on customers getting to the service via walking, bicycling, car, taxi, or paratransit. Transit should be planned following these principles:

Bus stops are centers of activity (Credit: Ryan Snyder)

- Transit has a high priority on city streets.
- The busiest transit lines should have designated bus lanes.
- Where ridership justifies, some streets, called transit malls, may permit only buses or trains in the travelled way. These often also allow bicycles.
- Technology should be applied to increase average speeds of transit vehicles where appropriate.
- The essential streetscape elements for transit include signs, shelters, and benches. Shelters should be located in a sidewalk's furniture zone so they don't conflict with the pedestrian zone.
- Transit stops should be easily accessible, with safe and convenient crossing opportunities.
- Transit stops should be active and attractive public spaces that attract people on a regular basis, at various times of day, and all days of the week.
- Transit stops should also provide other amenities to make waiting for the next bus comfortable.
- Transit stops function as community destinations. The largest stops and stations should be designed to facilitate programming for a range of community activities and events.
- Transit stops should provide space for a variety of

Bus stop shelter
(Credit: Sky Yim)

amenities in commercial areas, to serve residents, shoppers, and commuters alike.

- Transit stops should be attractive and visible from a distance.
- Transit stop placement and design influences accessibility to transit and network operations, and influences travel behavior/mode choice.
- Zoning codes, local land use ordinances, and design guidelines around transit stations should encourage walking and a mix of land uses (see Chapter 13, "Designing Land Use along Living Streets").
- Streets that connect neighborhoods to transit facilities should be especially attractive, comfortable, and safe and inviting for pedestrians and bicyclists.

Bicycle facilities at transit stations encourage intermodal travel: Los Angeles, CA

2.2.7 Placemaking

Placemaking for Streets

Streets comprise a large portion of publicly owned land in cities and towns. Streets are a huge part of any community's public space network, and historically served as meeting places, playgrounds for children, marketplaces, and more. As populations spread out from city centers, most American cities have come to view streets primarily as conduits for moving vehicles from one place to another. While moving vehicles is one of their purposes, streets are spaces, even destinations in and of themselves. Conceiving of a street as a public space and establishing design guidelines that serve multiple social functions involves several fundamental steps. Behind them all is a redefinition of whom streets ought to serve. By approaching streets as public spaces, cities redirect their attention from creating merely traffic conduits to designing a place that offers greater value to pedestrians, bicyclists, and transit riders.

PLACEMAKING FOR STREETS

In order to be places, streets must

- Augment and complement surrounding destinations, including other public spaces such as parks and plazas
- Reflect a community's identity
- Invite physical activity through allowing and encouraging active transportation and recreation
- Support social connectivity
- Promote social and economic equity
- Be as pleasant and accessible for staying as for going
- Prioritize the slowest users over the fastest
- Balance mobility and public space functions

So that people can

- Walk and stroll in comfort
- Sit down in nice, comfortable places, sheltered from the elements
- Meet and talk—by chance and by design
- Look at attractive things along the way
- See places that are interesting
- Feel safe in a public environment
- Enjoy other people around them
- And get where they need to go

2.3 Listing of Community Plan Specific "Complete Streets" Policies for Later Consideration.

The *Merced Vision 2030 General Plan* and public comments gathered during the community outreach efforts of the BCCP are the cornerstones that define the vision of the BCCP. The overall vision for circulation is to provide multi-modal transportation system throughout the planning area for use by vehicles, pedestrians, bicycles, and public transit, consistent with the principles of the General Plan's Urban Design Chapter. These principles emphasize planning, design, and construction for all modes in a manner that results in high usage levels. As such, roadways are treated as the essential element in the urban fabric that *connects* rather than *separates* neighborhoods located on opposite sides of a road. Separation of neighborhoods typically occur when road planning, design, and construction focuses primarily on vehicular travel, to the detriment of other travel modes. Consistent with *Merced Vision 2030 General Plan* Transportation Policy T-2.1 (Implementing Action 2.1d), the BCCP emphasizes travel by all transportation modes.

To achieve this vision within the BCCP, plan goals, policies, and implementation actions need to be prepared and adopted for later use by the community. Section 2.3 provides a suggested set of tools to help with this process, and include:

- State Context of Mandatory Circulation Element Issues
- Suggested Goals
- Policy Development Considerations
- Suggested BCCP Complete-Street Policies
- Suggested BCCP Benchmarks and Performance Measures

2.3.1 Mandatory Circulation Element Issues

The circulation element shall contain objectives, policies, principles, plan proposals, and/or standards for planning the infrastructure to support the circulation of people, goods, energy, water, sewage, storm drainage, and communications. Mandatory circulation element issues as defined in statute include: major thoroughfares, transportation routes, terminals, any military airports and ports, and other local public utilities and facilities. Additionally, the statute requires the circulation element be modified to plan for a balanced, multimodal transportation network that meets the needs of all users of streets, roads, and highways. The statute defines "all users of streets, roads, and highways" as "bicyclists, children, persons with disabilities, motorists, movers of commercial goods, pedestrians, users of public transportation, and seniors." Transportation networks should additionally consider pedestrian, bicycle, and transit routes, which may not always be located on or along streets, roads, and highways. Circulation elements shall also take into consideration the provision of safe and convenient travel that is suitable to the rural, suburban, or urban context of a local jurisdictions general plan. This could include policies and implementation measures for both retrofitting and developing streets to serve multiple modes and the development of multimodal transportation network design standards based on street types.

2.3.2 Suggested Goals

Guiding Principle

Development of the Bellevue Corridor Community Plan will occur in a manner that enhances the safety, access, convenience and comfort of all users of all ages and abilities, including pedestrians (including

people requiring mobility aids), bicyclists, transit users, motorists, and freight drivers, through the design, operation, and maintenance of the transportation network so as to create a connected network of facilities accommodating each mode of travel that is consistent with and supportive of the local community, recognizing that all streets are different and that the needs of various users will need to be balanced in a flexible manner.

Goals state the broad, overriding outcomes a city wants to achieve. The goals of designing complete streets are to: [2]

- Serve the land uses that are adjacent to the street; mobility is a means, not an end
- Encourage people to travel by walking, bicycling, and transit, and to drive less
- Provide transportation options for people of all ages, physical abilities, and income levels
- Enhance the safety and security of streets, from both a traffic and personal perspective
- Improve peoples' health
- Create livable neighborhoods
- Reduce greenhouse gas emissions and other air pollution
- Reduce energy consumption
- Promote the economic well-being of both businesses and residents
- Increase civic space and encourage human interaction

2.3.3 Policy Development Considerations

The following suggestions are examples of possible complete street policy areas that could be used to prepare the circulation element for the *Bellevue Corridor Community Plan*. [1]

Streets, Roads, and Highways

- The availability of a mix of transportation modes and the infrastructure to support those modes to meet community needs
- The consideration of street patterns; curvilinear, grid, modified grid, etc
- The design of streets (including, but not limited to, width, block size, etc.)
- The consideration of sidewalks and curbs as a standard street design principle
- The consideration of bicycle lanes and/or shared lanes as a standard street design principle
- The consideration of transit accessibility and transit priority measures as a standard street design principle
- The consideration of shade trees and planting strips as a standards street design principle
- The consideration of traffic calming measures (narrower travel lanes, roundabouts, raised medians, speed tables, planting strips, etc.)
- The safety of the traveling public, including pedestrians and bicyclists
- The accessibility and accommodation of bicycle and pedestrian traffic, where appropriate, on and across major thoroughfares
- The design of intersections and public right-of-ways to include adequate and safe access for all users including pedestrians, bicyclists, and motorists of all ages and abilities
- The development of a connected system of streets, roads, and highways that provides continuous, safe, and convenient travel for all users

- The consideration of separate performance and level-of-service standards for bicycle and pedestrian traffic or integrated performance and level-of-service standards that include multiple modes
- The development and improvement of transit, including transit services within a roadway right-of-way
- The consideration of bus HOV lanes or other exclusive right-of-way for transit vehicles

Truck Routes

- The development of proposed truck routes and policies supporting truck route regulations
- The accessibility and accommodation of pedestrian and bicycle traffic, where appropriate, on truck routes

Pedestrian and Bicycle Routes

- The development of a comprehensive pedestrian and/or bicycle plan. See California Streets and Highways Codes Sec. 891.2 requirements for bicycle transportation plans
- The development and improvement of pedestrian and bicycle routes, on and off, streets, roads, and highways. Consider special accommodations such as car-free zones, bicycle boulevards, and paths
- The connectivity of pedestrian and bicycle routes between homes, job centers, schools and facilities, and other frequently visited destinations
- The development of Safe Routes to School programs that address pedestrian and bicycle safety for a two mile radius around all elementary, middle, and high school facilities
- The development of pedestrian and bicycle facilities along routes that support the use of these routes such as benches, shelters, trees, bicycle parking, etc.
- The dedication and preservation of independent alignments (utility, abandoned waterways, or live rail right-of-ways) for the development of bicycle paths
- The development of performance and level-of-service standards for pedestrian and bicycle routes and intersection.
- The development and use of marketing and incentive programs to promote the increase of walking and bicycling

Transit Routes

- The development and improvement of public and private transit routes
- The development and improvement of access to and from transit routes by walking and bicycling and by people with disabilities
- The development of performance and level-of-service standards for transit routes and intersections that consider all transportation modes

Public and Private Transit Terminals

- The location and characteristics of transit terminals to maximize accessibility by all modes of transportation
- The development and improvement of both public and private transit terminals and stops
- The development of inter-modal transfer facilities, such as bicycle parking and bus transfer stations
- The provision of adequate and safe transit facilities including covered shelters, lighting, safe crossings, and locations that support eyes on the street
- The provision of safe and efficient multimodal access to and within transit terminals, complying with ADA standards

Transit and Railroads

- The development and improvement of transit and paratransit services, including mass rapid transit services, commuter light rail and heavy rail metro/subway systems, in consultation with the appropriate transportation agencies
- The accessibility and accommodation of all transit users
- The review and/or development of paratransit plan proposals for jitneys, car pooling, van pooling, taxi service, dial-a-ride, etc.
- The adoption of technology that creates a more effective usage of existing transit such as real time monitors and personalized automatic notification arrivals

Land Uses and Transportation Integration

- The development of transit-oriented development standards, including the appropriate mix of density and intensity of land uses near transit stations, parking requirements, and service and delivery requirements
- The creation of land use patterns, such as mixed-use overlay districts, that allow frequently visited destinations to be accessible by multiple transportation modes
- The availability of transportation infrastructure needed to accommodate increased density and transit-oriented development

Transportation Operations Management

- The development of transportation operations management policies, such as the consideration of reducing speeds, separating pedestrians and bicyclists from vehicle traffic, and adding or upgrading traffic control devices, etc.
- The provision of adequate crossing times and detection for all users at signalized intersections, consistent with AB 1581 (Fuller, Statutes of 2007)
- The appropriate balancing of needs of various users when establishing speed limits for motor vehicles, consistent with AB 2767 (Jackson, Statutes of 2000)

Parking Facilities

- The provision of bicycle parking
- The development of strategies for the control of parking demand such as improved transit services, amenities for bicyclists, subsidized rideshare vehicles, and the consideration of eliminating minimum parking requirements
- The development of strategies for the management of vehicle parking supply such as increased parking fees, graduated parking fees, shared parking, metered on-street parking, staggered work schedules, etc.

2.3.4 Suggested Set of Complete Street Policies

To ensure success of Complete Streets in the BCCP, it is important that the planning and project development process includes consideration of these policies.

All Users and All Modes

Cities will incorporate the full range of appropriate streets elements when planning and designing their transportation networks.

Cities will enhance the safety, access, convenience, and comfort of users of all ages and abilities. Cities understand that children, elderly adults, and persons with disabilities will require special accommodations.

Cities will plan, design, and build high quality access and mobility for pedestrians, bicyclists, and transit passengers.

Connectivity

Cities will design, operate, and maintain a transportation system that provides a highly connected network of streets that accommodate all modes of travel.

Cities will seek opportunities to repurpose rights-of-way, and to add new rights-of-way to enhance connectivity for pedestrians, bicyclists, and transit.

Cities will prioritize non-motorized connectivity improvements to services, schools, parks, civic uses, regional connections, and commercial uses.

Cities will require large, new developments to provide interconnected street networks with small blocks that connect to existing or planned streets on the perimeter of the development.

Jurisdiction

A city's complete streets policy document is intended to cover all roads, streets, and alleys in the city.

Every city agency, including public works, planning, redevelopment, street services, and others will follow the policies in this document.

Cities will require all developers to obtain and comply with their standards.

Phases

Cities will apply their complete streets policy document to all roadway projects including those involving operations, maintenance, new construction, reconstruction, retrofits, repaving, rehabilitation, or changes in the allocation of pavement space on an existing roadway. This also includes privately built roads intended for public use.

Transportation facilities are long-term investments that should be designed and constructed to anticipate all current and future demand and connectivity needs. Those planning and designing street projects will give due consideration to bicycle, pedestrian, and transit facilities from the very start of planning and design work. This will apply to all street construction, re-construction, re-paving, and re-habilitation projects, or changes in the allocation of pavement space on an existing roadway (such as the reduction in the number of travel lanes or removal of on-street parking).

Complete streets may be achieved through single projects or incrementally through a series of smaller improvements or maintenance activities over time.

Cities will draw on all sources of transportation funding to implement complete streets.

Exceptions

Complete streets will be included in all street construction, reconstruction, repaving, and rehabilitation projects, except under one or more of the following conditions:

A. A project involves only ordinary maintenance activities designed to keep assets in serviceable condition, such as mowing, cleaning, sweeping, spot repair, concrete joint repair, or pothole filling, or when interim measures are implemented on temporary detour or haul routes.
B. The City Council exempts a project due to an excessively disproportionate cost of establishing a bikeway, walkway, or transit enhancement as part of a project.
C. The City Engineer and the Planning Manager jointly determine that the construction is not practically feasible or cost effective because of significant or adverse environmental impacts to waterways, flood plains, remnants of native vegetation, wetlands, mountainsides, or other critical areas, or due to impacts on neighboring land uses, including from right of way acquisitions.
D. The City Engineer issues a documented exception that application of complete streets principles is unnecessary or inappropriate.
E. The Director of Development Services issues a documented exception where changes to the street may detract from the historical or cultural nature of the street or neighborhood.

Design

Cities will adopt new complete streets design guidelines to guide the planning, funding, design, construction, operation, and maintenance of new and modified streets while remaining flexible to the unique circumstances of different streets where sound engineering and planning judgment will produce context-sensitive designs.

Cities will incorporate the street design guidelines' principles into all city plans, manuals, rules, regulations, and programs as appropriate. As new and better practices evolve, cities will incorporate those as well.

Cities will keep street pavement widths to the minimum necessary.

Cities will provide well-designed pedestrian accommodation in the form of sidewalks or shared-use pathways on all arterial and collector streets and on local streets.

Cities will provide frequent, convenient, and safe street crossings. These may be at intersections designed to be pedestrian friendly, or at mid-block locations where needed and appropriate.

Cities will provide bicycle accommodation along all avenues, boulevards, and connector streets.

Where physical conditions warrant, cities will plant trees and manage streetwater whenever a street is newly constructed, reconstructed, or relocated.

Context Sensitivity

Cities will plan their streets in harmony with the adjacent land uses and neighborhoods.

Cities will design their streets with full input from local stakeholders.

Cities will design their streets in harmony with natural features such as waterways, slopes, and ravines.

Cities will design their streets to connect or provide continuity between existing trail or path networks, where appropriate.

Cities will design their streets with a strong sense of place. They will use architecture, landscaping, streetscaping, public art, signage, etc. to reflect the community, neighborhood, history, and natural setting.

Cities will coordinate with merchants along Main Street corridors to develop vibrant retail districts.

Performance Measures

Use performance measures below

Implementation Plan

Cities will adopt and apply a complete-street design manual.

Cities will incorporate complete streets concepts into the next circulation element of their general plans.

Cities will either implement complete streets designs on every street, or initiate the process by preparing and adopting bicycle plans, pedestrian plans, green streets plans, Safe Routes to School plans, and an Americans with Disabilities Act transition plan.

2.3.5 Suggested Benchmark and Performance Measures

Conventional street design applies auto-centric performance measures. The most common is the Level of Service (LOS), which seeks to maintain flow of vehicles and leads to widening streets and intersections, removing on-street parking, and other strategies to accommodate the flow of traffic. These techniques undermine the goals and tenets of complete streets.

To meet the goals and tenets of complete streets, communities should adopt the following benchmarks and performance measures. [2]

BENCHMARKS

- Every street and neighborhood is comfortable to walk and bicycle in.
- Every child can walk or bike to school safely.
- Seniors, children, and disabled people can cross all streets safely and comfortably.
- An active way of life is available to all.
- There are zero traffic fatalities.
- Retail streets become one of the most popular destinations for tourists in the country.

PERFORMANCE MEASURES

- Street fatalities and injuries decrease for all age groups.
- The number of trips by walking, cycling, and transit increases.
- Vehicle travel is reduced.
- Prevailing speeds of vehicles on local streets decrease.
- Retail sales and tourism increase.
- Resident satisfaction increases.

3. BIBLIOGRAPHY AND ACKNOWLEDGEMENTS

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2. *Los Angeles County Model Design Manual for Living Streets*

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Useful Definitions [1]

Air Installation Compatible Use Zone (AICUZ): A land use compatibility plan prepared by the U.S. Department of Defense for military airfields. AICUZ plans serve as recommendations to local government bodies having jurisdiction over land uses surrounding these facilities.

Airport: An area of land or water that is used or intended to be used for the landing and taking off of aircraft, and includes its building and facilities, if any.

Airport Land Use Compatibility Plan: A plan adopted by an Airport Land Use Commission, which sets forth policies for promoting compatibility between airports and the land uses which surround them.

All Users: Users of streets roads and highways including bicyclists, children, persons with disabilities, motorists, movers of commercial goods, pedestrians, users of public transportation and seniors.

Arterial: A major street carrying the traffic of local and collector streets to and from freeways and other major streets, with controlled intersections and generally providing direct access to properties.

Bicycle Boulevard: The Bicycle Boulevard Design Guidebook defines a Bicycle Boulevard as "low-volume and low-speed streets that have been optimized for bicycle travel through treatments such as traffic calming and traffic reductions, signage and pavement markings, and intersection crossing treatments.

Bicycle Lane: According to Caltrans' Highway Design Manual, Chapter 1000, a bicycle lane is a Class II Bikeway and provides a striped lane for one-way bicycle travel on a street or highway,

Bicycle Path: According to Caltrans' Highway Design Manual, Chapter 1000, a bicycle path is a Class I Bikeway and provides a completely separated right of way for the exclusive use of bicycles and pedestrians with cross flow by motorists minimized.

Bus Rapid Transit (BRT): The Federal Transit Administration defines BRT as a "combination of facility, systems, and vehicle investments that convert conventional bus services into a fixed-facility transit service, greatly increasing their efficiency and effectiveness to the end user."

Collector: A street for traffic moving between arterial and local streets, generally providing direct access to properties.

Complete Street: The National Complete Streets Coalition defines complete streets as follows:

> Complete streets are designed and operated to enable safe access for all users. Pedestrians, bicyclists, motorists, and transit riders of all ages and abilities must be able to safely move along and across a complete street.

> Creating complete streets means transportation agencies must change their orientation toward building primarily for cars. Instituting a complete streets policy ensures that transportation agencies routinely design and operate the entire right of way to enable safe access for all users.

The American Planning Association (APA) describes complete streets as follows:

> Complete streets serve everyone – pedestrians, bicyclists, transit riders, and drivers – and they take into account the needs of people with disabilities, older people, and children. The complete streets movement seeks to change the way transportation agencies and communities approach every street project and ensure safety, convenience, and accessibility for all.

The California Department of Transportation (Caltrans) defines complete streets as follows:

> A transportation facility that is planned, designed, operated, and maintained to provide safe mobility for all users, including bicyclists, pedestrians, transit vehicles, truckers, and motorists, appropriate to the function and context of the facility. Complete street concepts apply to rural, suburban, and urban areas.

Connectivity: A well connected circulation system with minimal physical barriers that provides continuous, safe, and convenient travel for all users of streets, roads, and highways.

Conventional H**ighway:** According to the California Highway Manual, a conventional highway is, "a highway without control of access which may or may not be divided. Grade separations at intersections or access control may be used when justified at spot locations."

Expressway: A highway with full or partial control of access with some intersections at grade.

Farm-to-Market: Transportation facilities which provide connections between areas of agricultural production, processing, and storage facilities to agricultural distribution and sales activities.

Freeway: A highway serving high-speed traffic with no crossings interrupting the flow of traffic (i.e., no crossings at grade). Streets and Highways Code §23.5, in part, states that "Freeway means a highway in respect to which the owners of abutting lands have no right or easement of access to or from their abutting lands or in respect to which such owners have only limited or restricted right or easement of access."

Heliport: A facility used for operating, basing, housing, and maintaining helicopters.

L**ocal Scenic** H**ighway:** A segment of a state or local highway or street that a city or county has designated as "scenic."

Local Street: A street providing direct access to properties and designed to discourage through traffic.

Level-of-Service: According to the Transportation Research Board's 2000 Highway Capacity Manual Special Report, Level-of-Service is a qualitative measure describing the efficiency of a traffic stream. It also describes the way such conditions are perceived by persons traveling in a traffic stream. Level-of-Service measurements describe variables such as speed and travel time, freedom to maneuver, traffic interruptions, traveler comfort and convenience, and safety. Measurements are graduated, ranging from level-of-Service A (representing free flow and excellent comfort for the motorist, passenger, or pedestrian) to Level-of-Service F (reflecting highly congested traffic conditions where traffic volumes exceed the capacities of streets, sidewalks, etc.). Level-of-Service can be determined for freeways, multi-lane highways, two-lane highways, signalized intersections, intersections that are not signalized arterials, and transit, bicycle, and pedestrian facilities.

L**ight Rail or** L**ight Rail** T**ransit (**L**R**T**):** A form of urban rail public transportation which typically travels at a lower speed and capacity than heavy and metro rail systems, but typically travels at higher speeds and capacity than traditional tram systems. LRT operates mostly in private right-of-ways, but can also at times be incorporated into public right-of-ways.

Major Thoroughfare: A major passageway such as a street, highway, railroad line, or navigable waterway that serves high traffic volumes.

Multimodal T**ransportation** N**etwork:** A well balanced circulation system that includes multiple modes of transportation that meets the needs of all users of streets, roads, and highways. §65302(b)(2)(A).

National Scenic Byway: A segment of a state or interstate highway route that the United States Forest Service has designated as a scenic byway or which another federal agency has designated as a national scenic and recreational highway.

Official County Scenic H**ighway:** A segment of a county highway the Director of Caltrans has designated as "scenic."

Official State Scenic H**ighway:** A segment of a state highway identified in the Master Plan of State Highways Eligible for Official Scenic Highway Designations and designated by the Director of Caltrans.

Paratransit: Transportation systems such as jitneys, car pooling, van pooling, taxi service, and dial-a-ride arrangements.

Railroad Depot: A railroad terminal where passengers and goods are loaded and unloaded.

Recreational T**rails:** Public areas that include pedestrian trails, bikeways, equestrian trails, boating routes, trails, and areas suitable for use by persons with disabilities, trails and areas for off-highway recreational vehicles, and cross-country skiing trails.

Route: A sequence of roadways, paths, and/or trails that allow people to travel from place to place.

Scenic H**ighway Corridor:** The visible area outside the highway's right-of-way, generally described as "the view from the road."

Terminal: A station, stop, or other transportation infrastructure along or at the conclusion of a transportation route. Terminals typically serve transportation operators and passengers by air, rail, road, or sea (i.e., airports, railroad depots, transit stops and stations, and ports and harbors).

Transit-Oriented Development (TOD): A moderate- to high-density development located within an easy walk or bicycle of a major transit stop, generally with a mix of residential, employment, and shopping opportunities. TOD encourages walking, bicycling, and transit use without excluding the automobile.

Utilities: A set of services provided by local public utilities such as electricity, natural gas, water, and sewage.

Walkability: The measurement of how walkable a community is. Walkable communities typically include footpaths, sidewalks, street crossing, or other pedestrian oriented infrastructure.

REPORT 4:

Zoning, Development and Land Use Standards to Implement the Bellevue Corridor Community Plan

January 22, 2013

CONTENTS

1. Purpose of Memorandum 79

2. Implementation and Recommendations 121

2.1 Implementing the Urban Village Concept with the Key Features of the Bellevue Corridor Planning Area 121

2.2 Implementing Merced's Urban Village Concept through the BCCP 121

1. PURPOSE OF MEMORANDUM

This memorandum addresses how the relevant direction in Chapter 3 of the City of Merced (City) 2030 General Plan (Land Use) will be implemented in the BCCP. The BCCP will need to result in a comprehensive approach that achieves the goals for the Bellevue area as well as those of the City as a whole.

The land within the BCCP area is located within the City's Sphere of Influence, not yet within the incorporated City boundaries. As a result, there is no City zoning on the properties. The BCCP will serve as a tool for describing the vision and establishing zoning, development and land use standards for the 2.5-square mile area. Zoning will be the primary tool for implementing the vision described in the BCCP.

In order to generate and apply the appropriate zoning, development and land use standards to the BCCP area, the following are necessary:

- Recommendations for how to implement the Urban Village concept balanced with the key features of the planning area;
- A vision supported by the community that can be articulated in enough detail in the BCCP to be implemented through zoning;
- Evaluation of the vision to determine which of the City's current zoning districts and standards are appropriate to implement the vision and direction in the BCCP; and
- Identification of zoning standards necessary to implement the vision and direction in the BCCP.

The analysis in this Memorandum addresses the first item above. The analysis is in narrative format to expose and discuss issues that need to be clarified in order to move forward confidently. Based on community input through the public process, the consultant team will then work with the community to prepare the second item, the vision for the BCCP area. The vision will then be turned into a complete plan that will be accompanied by zoning, development and land use standards for implementation.

2. IMPLEMENTATION AND RECOMMENDATIONS

2.1 Implementing the Urban Village Concept with the Key Features of the Bellevue Corridor Planning Area

The BCCP process should ensure that the General Plan is implemented at the appropriate level (e.g., policy or regulation). This memo directs implementation of the General Plan Urban Village concept (Section 3.6.2) and the Bellevue Corridor planning area (Section 3.7.4). Key features and direction from these sections of the General Plan are summarized below.

Key Features and Issues to be Addressed in the BCCP:

- Economics/Market: Long-term sustainability and demand to determine size and location of research and development (R & D), medical/professional offices, retail/commercial, and housing;
- Land Use: Implementation of the Urban Village concept; compatible and complementary land uses, influence and effects from the UC on nearby land; interface with existing rural areas; a variety of housing types and densities in addition to job-generating land uses;
- Transportation/Circulation: Establish Bellevue Road as a multi-modal access corridor that unifies rather than separates the opposite sides of the road; Establish a system of collector streets and arterials to encourage internal circulation within the BCCP area;
- Public Facilities: Location and financing of public facilities; off-street bike and pedestrian paths; parks and open space;
- Environment: Lake Yosemite Inundation Area; Sensitive species and habitat conservation;
- Character/Design: Establish design guidelines for development along Bellevue Road; Consider the natural hill on the south side of Bellevue between G and Gardner as a focal point.

The following analysis will refer back to these key features, with recommendations on approaches or adjustments as necessary to best support these key features. For example, 1) how to incorporate employment land uses such as R & D parks; 2) compatibility issues of buildings and land uses with adjacent regional transit and roads; and 3) accommodation for transit priority projects.

2.2 Implementing Merced's Urban Village Concept through the BCCP

The Urban Village concept (about 1 square mile, or 64 acres) establishes options for new growth at a scale larger than that of individual projects: new pieces of Merced. The Urban Village concept is essentially a pattern of approximately four neighborhoods (about 160 acres each) with high connectivity and internal variety that are served by some type of commercial area as well as areas for industrial uses or business parks. Each neighborhood has its own shape, role and intensity based on its location and the BCCP vision, as established in the General Plan. Each group of four neighborhoods is expected to have an "Inner Village" which contains the most intense housing in the neighborhood along with any civic, commercial or retail businesses, as well an "Outer Village" that contains the least intense housing in the neighborhood and any parkland and schools.

The traditional city, one that matures while easily adapting to changing conditions, is based on an observable structure of Centers, Neighborhoods, Districts and Corridors. Merced is such a city, especially its downtown and adjacent neighborhoods. Each quadrant in the BCCP will be a mix of at least two of the traditional city environments mentioned above. The range of mixing depends upon the vision and policy direction of the BCCP.

In the analysis presented in this memo, we implement the Urban Village concept using our experience with the traditional city approach of Centers, Neighborhoods, Districts and Corridors. To summarize how our recommended approach implements the Urban Village concept, Tables 1 and 2 compare the General Plan's direction for the structure of new growth areas with our recommendations for the new structural pieces of Merced's growth. Each of the traditional city environments (Centers, Neighborhoods, Districts, and Corridors) is described following Tables 1 and 2.

Table 1: Urban Village Concept

Innver Village	Outer Village
Approximate amount in 1 Square Mile = 1/3	Approximate amount in 1 Square Mile = 2/3
Core Commercial Area	3.1. Low Density Residential Area
Either of 3 types of Core Commercial Areas: Community = 20 to 60 acres Neighborhood = 10 to 20 acres Convenience = 3 to 10 acres	3.2. Min Dwellings per Acre = 2 Max Dwellings per Acre = 6
Village Core Residential	3.3. Open Space and Schools
Min Dwellings per Acre = 7 Min Average Dwellings per Acre = 10 Max Dwellings per Acre = 30	
Range of Land Uses: The Inner Village may contain a wide variety of commercial, retail and business-park type uses as well as the most intense housing within the area.	**Range of Land Uses:** The Outer Village may contain a wide variety of lower density housing choices.
The Urban Village Concept and its direction identified above has been translated on the next page into a system of physical components that can be establisihed, adjusted and applied to each of the square mile sections or 'quadrants' in the BCCP. Moving forward, the system of Centers, Neighborhoods, Districts and Corridors will implement the Urban Village Concept.	

Table 2: Implementation

Centers	Neighborhoods	Districts	Corridors
Approximate amount in Quadrant = Distributed along Corridors at least 1/2 mile apart	**3.4. Approximate amount in Quadrant =** at least 50% or more depending upon location	**Approximate amount in Quadrant =** Distributed along Corridors between Centers, buffering Neighborhoods from large roads	**3.5. Approximate amount in Quadrant =** Square mile defined by Corridors ; may be applied to 1/2 mile areas
Description and Types	**Description and Types**	**Description and Types**	**Description and Types**
Centers are located to serve adjacent neighborhoods and districts and are typically located along a Corridor. One of three types of Centers is applied to a location along a Corridor or along the edges of a District or Neighborhood. Streets and streetscapes are the most urban of all in the BCCP. Three types of centers provide for the expected range of land use activity:	Neighborhoods are located between Corridors and accommodate a wide range of housing choices with the most intense housing nearer Corridors, Centers, and Districts. Depending upon location, Neighborhoods are composed of at least two and up to three Neighborhood Residential environments. Streets and streetscapes respond to and support the three general environments. Three types of Neighborhood-Residential provide for the expected range of land use activity:	Districts are areas that because of their size or function are neither neighborhoods or centers such as business and research parks. Districts are typically located along or near Corridors and may contain non-residential activity as well as Urban Residential. Streets range from urban for office areas to industrial for manufacturing areas. Two types of Districts provide for the expected range of land use activity:	Corridors are areas typically 1 block deep along the square-mile and half-mile grid. Corridors buffer neighborhoods from larger roads and are punctuated by Centers with Districts occurring as well and may contain a wide variety of non-residential and residential land use activity. Streets and streetscapes respond to and support the three general environments. Three types of Corridors provide for the expected range of land use activity:
Regional: Contains retail and service businesses that attract customers from the region.	**Urban Residential:** Consists of the most intense housing in the neighborhood and typically up to 25% of the total housing area depending upon location.	**3.6. Workplace:** Consists primarily of large office or light industrial buildings with jobs that attract employees from Merced and the region.	**Urban:** Segments that primarily consist of Urban Residential housing and District development. The street section along these segments is the most robust to accommodate mixed-use activity.
Community: Contains retail and service businesses and services aimed at the greater Bellevue area	**Neighborhood Residential:** Consists primarily of single-family housing and typically up to 75% of the total housing area depending upon location.	**Recreation:** Consists of unique recreationally-oriented activities and buildings.	**Neighborhood:** Segments that primarily consist of Neighborhood Residential housing. The street section along these segments is neighborhood-oriented.
Neighborhood: Contains retail and service businesses and services aimed at the nearby neighborhoods	**Rural Residential:** Consists primarily of single-family housing and typically up to 25% of the total housing area depending upon location.		**Rural:** Segments that primarily consist of Rural Residential housing. The street section along these segments is the least intense of all with natural landscaping and detailing.

Combining and Applying the Above Components: The actual combinations and amounts of each of the four components depends upon the vision and policy direction for each square mile or 'quadrant' in the BCCP.

Component A: Centers

Terminology: The term "Center" refers to concentrations of non-residential and residential activity such as retail, office and service commercial with housing that is more intense than the housing in neighborhoods or along corridors.

Purpose: The main purpose of Centers is to provide the focal points of business, housing and civic activity that serve a variety of needs. Centers are sometimes located in geographically central locations but typically are located between neighborhoods along key streets or at the edges of Districts and along Corridors.

Application to the BCCP: We recommend three types of centers as shown in Table 2. The appropriate type of center depends upon many factors such as location, role and intensity within the BCCP area.

As individual neighborhoods, districts and corridors will vary from one another across the 2.5 square-mile area, centers in the area will also vary in size, intensity, layout, physical character, range of land uses.

Based on our interpretation of the direction from the General Plan, the size of Centers appears to be at the larger end of the spectrum. Because Centers will vary in response to their context and economic role, we have provided an expanded discussion about the size of Centers below to clarify expectations.

The General Plan identifies a quarter-mile walking distance for how Centers are to be sized and integrated with adjacent areas. This distance translates into about three walkable blocks in any direction. For the purposes of the BCCP we recommend that the term 'walkable block' refer to blocks that are not large and that do not favor vehicles to the exclusion of pedestrians. In our experience, a walkable block is typically up to 600 feet long in any direction and has pedestrian-oriented streetscapes with vehicular speeds that are typically less than 35 miles per hour. If speeds need to be higher such as along a boulevard, the street is then designed to be in balance with the pedestrian activity expected along its edges. As discussed in other parts of this memorandum, while there are exceptions, these factors tend to make a street conducive to people walking or wanting to be on the street: all important factors for the viability of Centers. When these factors increase numerically, the tendency is for the resulting environment to be one where people do not feel as comfortable walking or cycling. Over time, such streets present a less than appealing address for the buildings and activities along these streets.

Local Example of a Walkable Center: As a local example of a walkable Center, Downtown Merced and the adjacent neighborhoods illustrate the above points very well. A summary of Downtown Merced and the adjacent neighborhoods is provided below:

Downtown Merced:

Role: The Main Street for Merced.

Size: Approximately 100 acres; This regional center consists of eight blocks from R to G Street on each side of Main Street extending north for two blocks into the adjacent neighborhoods and south for one block toward Highway 99. The blocks range in size from 400 to 425 x 325 feet.

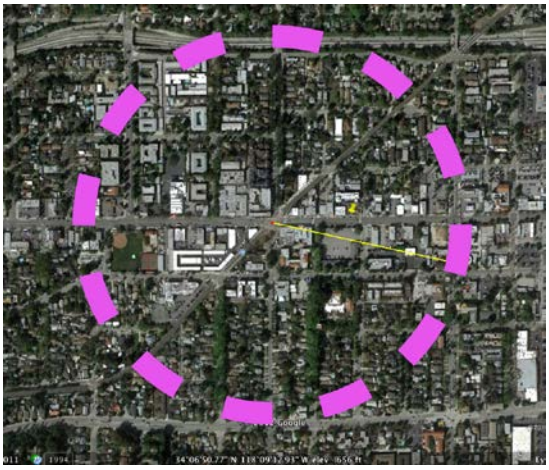
Physical Character: Most buildings are single- and two-stories with some taller buildings in the core. The ambience feels that of a small city as distinct from a town.

Example of a Range of Centers. In order to provide additional perspective on the size of Centers, the following examples are provided. The examples are listed from most intense and urban to least intense and rural for

successful Centers in a variety of physical and economic contexts ranging from small cities to small towns: South Pasadena, Healdsburg, Rancho Santa Fe, and Los Olivos.

Each of the following examples could serve entirely or partially as models for adaptation to the BCCP. The actual models to be adapted depend upon a range of factors, namely location and role in the overall mix and structure of the BCCP area.

Table3: Centers Comparison



Most Urban

South Pasadena, CA

Non-Residential Portion of Center: 20 acres

Physical Character: A small city at the upper end of the intensity spectrum.

Characteristics: A Local 'main street' at Mission and Meridian Streets. This 'center' consists of 4 blocks on both sides of Mission Street and is essentially 1 block deep as it connects with adjacent neighborhoods of single- and multi-family houses.

The blocks range in size with some at 220 x 280 feet, some at 275 x 280 feet and some at 280 x 345 feet.

Most buildings are single-story with some two-story buildings.

Healdsburg, CA

Non-Residential Portion of Center: 23 acres

Physical Character: A small town.

Characteristics: A community-oriented Main street and town square. This 'center' consists of 3 blocks on each side, surrounding a central town square and then connecting with adjacent neighborhoods of single- and multi-family houses. There is some corridor 'main street' development north and south of these 9 blocks. These blocks are perceived as the 'center'.

The blocks range in size but are generally between 235 to 260 feet x 260 to 275 feet.

Most buildings are two-stories with a few 3-story buildings.

Note: The area within the purple circle is the land within a 1/4 mile of each example's physical center.

Table 3: Centers Comparison

Most Rural

Rancho Santa Fe, CA

Non-Residential Portion of Center: 39 acres

Physical Character: A very small town with some rural character.

Characteristics: A local Main street. This 'center' consists of 3 blocks on each side, with one block at the south end that contains a hotel resort. These 7 blocks then connect with adjacent neighborhoods of estate-type houses in all directions.

The blocks range in size with some at 160 x 235 feet and some at 235 x 550 feet.

Most buildings are single-story with a few two-story buildings.

Los Olivos, CA

Non-Residential Portion of Center: 16 acres

Physical Character: A very small town with entirely rural character.

Characteristics: A local Main street at Grand and Alamo Pintado Avenues. This 'center' consists of 3 blocks on both sides of Grand Avenue and is one block deep as it connects with single- and small multi-family buildings in the adjacent neighborhoods.

The blocks range in size with half at 300 x 315 feet and the other half at 300 x 460 feet.

Most buildings are single-story with some two-story buildings.

Note: The area within the purple circle is the land within a 1/4 mile of each example's physical center.

The above examples show that whether or not the individual tenants are aimed at the region, the entire community, or at the neighborhood level, less rather than more acreage is needed to generate a viable Center. This is important when considering that *Implementing Action 1.2.b (page 6-12)* identifies that commercial areas should typically be of the following size depending upon the type.

Type of Center	Required Size of Center (Acres)	Required Size of Urban Residential	Total Required Size of Center (acres)
Regional: We recommend adding the Regional Center type. Typically includes anchor stores that have the widest trade area of stores in Merced. Only 1 is realistic in the BCCP.	We recommend Min 20	We recommend Min 20	We recommend Min 40
Community: Typically includes a supermarket, pharmacy, ancillary retail, professional office, junior anchor stores, health club	GP Reqmt: 20-60 We recommend Min 20	GP Reqmt: 40-80 We recommend Min 10	GP Reqmt: 100 Min 30
Neighborhood: Typically includes a supermarket, additional anchor, major ancillary retail, provisional office	GP Reqmt: 10-20 We recommend Min 5	GP Reqmt: 50-60 We recommend Min 10	GP Reqmt: 70 Min 15
Convenience: Typically includes a convenience mini-market with some ancillary retail. We recommend incorporating this type into the Neighborhood Center type.	GP Reqmt: 3-10 We recommend incorporating this type into Neighborhood Center type	GP Reqmt: 40-47 We recommend incorporating this type into Neighborhood Center type	GP Reqmt: 50 We recommend incorporating this type into Neighborhood Center type

Based on the above information in implementing action 1.2.b, discussion is needed to understand the role and effect of the identified parameters. With the variety of changes occurring in the retail industry, the above assumptions about acreage and associated business activity are at the large end of the scale. Increasingly, retail stores are shrinking in size and are beginning to include small versions of other stores within their footprint. With this in mind, and recognizing the intent and work that went into the above information, we recommend providing alternative ways of implementing the above policy direction for acreage. For example, adding a Regional Center type and allowing the Community Center to be developed and function within the acreage for a Neighborhood Center is one way to provide flexibility that responds to the rapidly changing retail industry. In addition we recommend eliminating the Convenience Center type and incorporating it into the Neighborhood Center because it most often occurs within a Neighborhood Center. Accordingly, we recommend lowering the acreage requirements as shown above in the table along with parameters to be developed for the range of Centers identified earlier in 'Implementation' that will

be based on the BCCP vision. Last, we recommend using a variety of flexible buildings instead of conventional zoning requirements to address the wide range of uses (including civic) and as the way to realize commercial space. Over time, this approach is more realistic than applying a strict zoning requirement for a land use when there is no market to support its existence.

Main Components of Centers: Each Center consists of interconnected, walkable blocks of commercial or mixed uses in three types of environments focused on one of three types of business/service-oriented activity, as described in the table on the preceding page: Regional Center, Community Center, Neighborhood Center. The second component of each Center is the immediately adjacent area that typically focuses on more intense residential or mixed-use residential. This second component is typically the Urban Residential Neighborhood type and is described on page 12.

In general, the Center is adjacent to the intersection of a collector or side street and a major arterial while the Urban Residential Neighborhood areas are located further into the site, away from the major arterial but with high interconnectivity to the Center. The location of the Center adjacent to a key intersection along a major arterial is critical to the success of the commercial and retail space. It is essential that commercial and retail space be visible to and accessible by community-wide traffic. This highlights the importance of connectivity to draw customers from both the highly visible arterial and from side streets that intersect with the arterial. Instead of the commercial stores being located at the back of a large parking lot, the interconnected models place a few buildings along the arterial to shape the streetscape while providing strong views of the parking for larger tenants farther from the arterial. To further create connectivity, side streets should be inserted into the larger shopping center pattern to break up the mass of the buildings, promote walking from adjacent neighborhoods, and generate an appealing physical character for the shopping center. We recommend that the implementation standards generate blocks and streets that are conducive to retail and business environments which may also need large parking areas while connecting with adjacent neighborhoods.

Buildings and Adjacencies in Centers: Another key factor to address in the implementation standards is how to locate buildings that are meant to attract motorists from arterials and ensure that they are also good neighbors to adjacent residences. This concern is threefold: 1) massing and scale, 2) adjacent outdoor activity such as truck deliveries and 3) connectivity that is inviting, not circuitous and running through the backs of buildings or through large amounts of parking. We recommend that the standards address these issues by providing a variety of compatible building sizes that can be adjacent to each other and still generate an appealing physical character. Some buildings are more appropriate near or facing a large road and some buildings are more appropriate near or facing adjacent residential. Each group of buildings has needs and physical characteristics that can be identified and anticipated. This is in contrast to the typical approach of a setback between buildings based on land use. The setback approach has little effect on buildings that are long, simply making a longer building a bit further away but not really lessening the effects. The key issue to focus on is building size not building use. In response, the requirements need to vary depending upon building height and length for small and large buildings. We recommend that the standards require connectivity along the streetscapes adjacent to facades instead of cutting up a development site with unnecessary and poorly visible pedestrian-only pathways that are not used much.

The land for each Center should be as efficient as possible so as not to result in physical separations that waste land, and to create positive adjacencies with neighboring residences. As a result, the opportunity to mix ingredients will be high. Mixing these ingredients is achievable in a variety of ways: within the same

building, adjacent to one another, or across and down the street from each other. For the mixing to be effective, how and to what degree the mixing occurs needs to be in response to the particular Center and its location, role and intensity.

Component B: Neighborhoods

Terminology: The term "Neighborhood" refers to the primarily residential areas consisting of a variety of housing choices.

Purpose: The main purpose of Neighborhoods is to serve as the primary source of places to live in the area. Neighborhoods comprise most of a traditional city and are shaped by Centers, Districts and Corridors. According to the General Plan, Neighborhoods are to comprise the majority of each quadrant and are to consist mainly of regular neighborhoods of single-family houses.

Application to the BCCP: We recommend that Neighborhoods be made of three types as shown in Table 2: Urban Residential, Neighborhood Residential, and Rural Residential. The appropriate type of neighborhood depends upon many factors such as location, role and intensity. It is important to keep in mind that different neighborhood types can and should be located next to each other for variety, flexibility and adaptation to changing conditions.

Main Components of Neighborhoods: Each Neighborhood consists of interconnected, walkable blocks of housing in three types of environments – Urban Residential, Neighborhood Residential, Rural Residential.

Urban Residential. These areas are the most intense of the three neighborhood types and housing types typically range from rowhouses to courtyard apartments to dense apartment buildings in a variety of sizes. Mixed-use activity typically occurs in the transitions between this neighborhood type and adjacent Districts, Corridors or Centers. Streetscapes are typically shaped by narrow, tree-lined streets with on-street parking and short front yards and entries to buildings directly from the front yard.

Neighborhood Residential. These areas are the typical neighborhood type with housing types ranging from single-family houses to a variety of house-form multi-family buildings such as duplexes and quadplexes in some locations. Streetscapes are typically shaped by tree-lined streets with on-street parking and a variety of moderate to large front yards and entries to buildings directly from the front yard.

Rural Residential. These areas are the least intense of the three neighborhood types and housing types typically range from single-family houses in an agricultural setting to single-family houses in rural settings. Streetscapes are typically shaped by natural features with a rural character along both sides of streets and a variety of large yards around all sides of buildings.

Buildings and Adjacencies in Neighborhoods: The primary building in Neighborhoods is the house and its various multi-family versions. Some of the Urban Residential Neighborhoods will tend to have house-form buildings and larger, more dense residential or mixed-use buildings. In response, we recommend applying the House-Form range of building types that fits each Neighborhood area based on location, role and overall intensity expectations. For example, some neighborhoods might be adjacent to Centers and will likely use the more intense (Urban Residential) end of the House Form range. Other neighborhoods might be adjacent to single-family neighborhoods and will tend to use the middle (Neighborhood Residential) portion of the House-Form range. Other neighborhood residential areas might be adjacent to more rural-oriented character and will tend to use the lower (Rural Residential) end of the House-Form range. The ability of the House-Form range to adapt to these three basic neighborhood environments inherently provides for a realistic variety of housing choices in each Neighborhood and allows each Neighborhood to adjust to its setting and expectations with flexibility and predictability.

Component C: Districts

Terminology: The term 'District' refers to an area that cannot and should not be expected to appear or function as a Center, Neighborhood or Corridor because of its unique size or function typically as Research & Development or Light Industrial.

Purpose: The main purpose of Districts is to enable development that uses land differently than Centers, Neighborhoods, and Corridors to function effectively while integrating into the whole. Districts can range from airports to hospitals to business parks. Some may incorporate residential, retail and commercial but not in the same way as Centers or Corridors.

Application to the BCCP: We recommend two types of Districts as shown in Table 2: Research & Development, and Light Industrial. The appropriate type of District for each quadrant and its locations depends upon many factors such as location, role and intensity.

Research & Development District. These areas are typically high in proportion of employees to building area and have outdoor areas for activities such as light assembly and testing. Streetscapes are typically shaped by tree-lined streets with on-street parking and short front yards or commercial shopfronts along the sidewalk with entries to buildings directly from the sidewalk.

Light Industrial District. These areas are typically low in proportion of employees to building area and have large outdoor areas for activities such as assembly and testing. Streetscapes are typically shaped by tree-lined streets with on-street parking and short front yards or commercial shopfronts along the sidewalk with entries to buildings directly from the sidewalk.

Main Components of Districts: Each District consists of interconnected, walkable blocks that are large enough to accommodate the large sizes of buildings associated with the unique activities of Districts. Blocks are not as interconnected as in other areas of quadrants but are connected to adjacent blocks and their environments.

Buildings and Adjacencies in Districts: The primary buildings in Districts are the largest of buildings in the BCCP. These block-form buildings are sometimes located within the middle of a site but often are toward the street behind a front yard or commercial shopfront to emphasize room in the rear of sites for maneuvering of vehicles and equipment.

Adjacent Neighborhoods are buffered by streetscapes that serve as a physical transition between large office and light industrial buildings on one side of a street to larger residential buildings such as those in the Urban Residential Neighborhood type. Alternatively, transitions can be made at the rear of a District and the rear of a Neighborhood type but this puts more focus on the need for compatibility between outdoor activity on both sides of the boundary.

Where Districts are immediately adjacent to a major thoroughfare, buildings are oriented to front the thoroughfare or at least orient a side of the building along the thoroughfare. In this way, the District does its part to shape and provide identity to the streetscape along major thoroughfares.

Component D: Corridors

Terminology: The term 'Corridor' refers to the land on both sides of a major thoroughfare but only for the half-block or lots fronting the thoroughfare. (Note: If the Plan continues using 'Corridor' as an implementation term, the Plan named should be changed from Bellevue *Corridor* Community Plan to Bellevue Road Community Plan (or another acceptable name).)

Purpose: The main purpose of a corridor is to function as the segment of development and activity between major components such as Centers and Districts and to buffer Neighborhoods from major thoroughfares.

Application to the BCCP: We recommend three types of Corridors as shown in Table 2: Urban Corridors, Neighborhood Corridors, and Rural Corridors. The appropriate type of Corridor depends upon many factors such as location, role and intensity. As the thoroughfare passes through each quadrant in the BCCP, appropriate Corridors will be identified in response to the vision and physical character expected for each area.

Urban Corridors. These areas are typically the Urban Neighborhood Residential environment adjusted for office and housing along major thoroughfares. Streetscapes are typically shaped by tree-lined streets with on-street parking and a variety of modest front yards. Where office activity is described, ground floor commercial shopfronts along the sidewalk provide entries to buildings directly from the sidewalk. Side streets from adjacent areas intersect with the major thoroughfare while maintaining the streetscape and character of the adjacent area.

Neighborhood Corridors. These areas are typically the Neighborhood Residential environment adjusted for the type of housing appropriate along major thoroughfares. Streetscapes are typically shaped by tree-lined streets with on-street parking and large front yards with entries to buildings directly from the front yards. Side streets from adjacent areas intersect with the major thoroughfare while maintaining the streetscape and character of the adjacent area.

Rural Corridors. These areas are typically the Rural Residential Neighborhood environment adjusted for its interface along major thoroughfares. Streetscapes are typically shaped by the nature or rural character along both sides of streets and a variety of the largest front yards in the area. Side streets from adjacent areas intersect with the major thoroughfare while maintaining the streetscape and character of the adjacent area.

Main Components of Corridors: Each Corridor consists of lots that face each side of the major thoroughfare connecting directly to the adjacent blocks in Centers, Neighborhoods, or Districts.

Buildings and Adjacencies in Districts: The primary buildings in Corridors are a variety of house-form and block-form buildings in response to the intended physical character of the particular segment. Adjacent areas and buildings are typically buffered by physical transitions in building scale and massing along the side and rear boundaries of Corridor lots.

General Topics

In support of the Centers, Neighborhoods, Districts, and Corridors that will organize and shape the variety of environments in the BCCP area, we have identified ten key general topics that need to be discussed for direction on their implementation.

1. Transit Priority Project Compliance: The requirements for 'transit priority projects 'are discussed in detail in the transportation analysis being prepared by other members of the consultant team. Key among those requirements are the following: a) minimum 50 percent of the transit priority project needs to be residential, b) the residential portion of the project needs to be at least 20 units per acre, and c) the project must be within a half mile of a major transit stop or transit corridor. We recommend that the above requirements be implemented through standards for the blocks within a half-mile of a major transit stop once those areas are identified in the vision for the BCCP.

2. Open Space, Parks & Plazas. The approach of Centers, Neighborhoods, Districts, and Corridors integrates open space in each of these environments depending upon the intended physical character and land use intensity to be established by the vision: all Centers Neighborhoods, Districts, and Corridors have some form of open space, depending upon location and role in the BCCP. This approach then takes the direction from the General Plan and applies it according to the vision for each environment.

There is a difference between the larger open spaces of Neighborhood areas and the more urban and compact open spaces of Centers, Districts and Corridors. Within Centers, Districts and Corridors, the amount of open space is less important as compared to how that open space, for example an urban plaza, is shaped by non-residential ground floors.

The General Plan establishes an integrated framework of open spaces. Chapter 7 'Open Space, Recreation and Conservation' (page 7-4) identifies eight types of park space ranging from Mini-Parks and Neighborhood Parks to Athletic Parks and Linear Parks. We recommend that upon establishing the intent and role of each quadrant in the BCCP, the corresponding range of appropriate Park Types be identified for adjustment to each environment within Centers, Neighborhoods, Districts and Corridors. This will allow each of these environments to internally distribute its open spaces as needed in the following general manner:

> **Centers.** Open spaces in these environments are the most physically intense and urban of all open spaces in the BCCP. These open spaces are smaller and typically gathering places such as plazas that are often lined by ground floor retail or service businesses.
>
> **Neighborhoods.** Open spaces in these environments are the least physically intense and suburban of all open spaces in the BCCP. These open spaces are larger and typically range from parks and community gardens to playgrounds and sportsfields. Which of these open space types are appropriate depends upon the vision for the area and which of the three neighborhood environments is being applied.
>
> **Districts.** Open spaces in Districts are less frequent than in the other environments and can range from a plaza that serves as an outdoor employee area to more suburban-oriented small parks that can serve as buffers for adjacent blocks.
>
> **Corridors.** Open spaces in these environments tend to be similar to the intensity and size of those in Neighborhoods. These open spaces are typically parks in response to the intended physical character of the adjacent thoroughfare.

Compatibility with nearby and adjacent businesses and houses is key when arranging blocks and placing buildings near open space. As the planning process moves forward, more information will be developed about which open spaces are most compatible with each of the above environments.

3. Scale, Interconnectivity and Compatible Adjacencies. Housing in the Urban Residential Neighborhoods will be the bridge between the typical Neighborhood Residential areas at one end of an area and Centers at the other end. While the Neighborhood Residential areas and Centers only share a boundary with one of these three environments, the Urban Residential Neighborhoods share boundaries with two: the more intense Centers and the less intense Neighborhood Residential areas. The interface between these different environments is critical to effective connections while generating a cohesive whole.

In many successful communities, Urban Residential Neighborhoods seamlessly serve the Centers while being a positive neighbor to the less intense Neighborhood Residential areas. In order to do so, residential development in the Urban Residential Neighborhoods needs to include a range of options for developers and the public that responds to the BCCP vision. In our experience, the most effective way to deal with this issue of adjacencies and transitions is through a combination of flexible blocks and a range of appropriate building types that best fit and function on each type of block. For every physical environment, there are certain buildings and sizes that result in positive adjacencies that can be identified and translated into standards. Similarly, there are buildings and sizes that do not make for appealing adjacencies that can be identified. We recommend that the issues of scale, interconnectivity and compatible adjacencies be addressed in the standards.

In addition to each building needing to be a positive neighbor, each building needs to contribute to the walkable environment of blocks to generate identity while adding to the whole. For example, it is possible to achieve the General Plan's minimum densities and direction for interconnectivity and yet generate an environment that does not result in positive adjacencies. Typically, this occurs by not appropriately connecting the scale (the types and sizes of individual buildings) with frontage (how the facades of buildings shape streetscapes) and streets (the variety of street types that support and generate certain environments).

Aside from knowing how many units a building can generate (its density), it is equally important to know what façade lengths and building heights result from certain building intensities. This information helps us to know the sizes of buildings and their site-needs, which in turn helps to identify the appropriate variety of streets and streetscapes to support these environments. If a building is too large or not large enough, or not located appropriately to the adjacent sidewalk and streetscape, the result can easily become a numerically compliant yet incongruous combination of buildings and environments. These subjects are all interrelated and need to be considered as a part of the whole. The 'whole' being each of the various environments ultimately identified by the vision for each quadrant. We recommend using an approach that identifies the range of building types and sizes for the various types of Centers, Neighborhoods, Districts and Corridors. This information can be adjusted for each location and translated into clear development standards for each implementing zone.

4. Block-Size. Block-size is essential in establishing the degree to which a place is walkable and connected. Block-size is also critical to land use flexibility (see '*5. Block-Size and Land Use Flexibility*' below). Generally, as block-length increases, it becomes less conducive for people to walk. Longer distances between intersections can encourage 'j-walking' and higher vehicle speeds, making the walking experience less appealing. We recommended a block size range of 200 to 600 feet. The blocks in Downtown Merced including the Downtown Neighborhoods are an example of walkable blocks. Most Downtown Merced blocks are 325 by 400 feet with

most including alleys. These blocks provide for high interconnectivity of vehicles and pedestrians while yielding very useable sites for the types and sizes of buildings that could be expected in these environments. The range of land uses appropriate for the intended environment will determine how individual blocks should be developed. For example, block-sizes need to be larger in Districts than in the other three environments. The appropriate range of block sizes for each environment will be based on the vision for each quadrant and its expected environments.

5. Block-Size and Land Use Flexibility. Organizing land into a system of blocks is as old as the practice of making cities and towns. The current practice of carving up land on demand is efficient from the perspective of need but not always efficient from the perspective of future options. Typically, land is carved out in response to a specific project. If that project becomes infeasible or isn't what the current developer wants to do on that site, the carved out land also might become infeasible or unrealistic. As an alternative, using a pattern of flexible blocks allows an owner to map out a preferred pattern that can be adjusted as needs or priorities change while still adding up to a coherent pattern of land uses. Mapping out the potential blocks on a property enables an owner to move forward with different areas of the property while knowing generally how each portion will connect and make sense with the rest. The mapping of blocks only becomes official when a subdivision is approved. Through the recommended approach, there is less need to map blocks and lots prematurely. In addition, using this approach will also help when the market is changing for other types of development that were not anticipated when drafting this plan and standards. Having a system of flexible blocks, the owner can adjust entire blocks or portions of blocks in response. Without a system of flexible blocks, mapping often is at the scale of projects. Projects do not always want to or need to concern themselves with the remainder of a property. Understanding property from the perspective of potential blocks provides a higher degree of understanding about options and flexibility than the current practice of developing superblocks or individual projects.

Implementing Action 1.2.d (page 6-13) states that *"The village street system should provide multiple and parallel routes between the Core Commercial Area and the rest of the village. In no case shall trips which could be internal to a square mile bound by arterials be forced onto an arterial."*

This action requires a network of interconnected streets. We recommend implementing this direction through standards for block-size and streets that make a range of blocks for Centers, Neighborhoods, Districts, and Corridors. An important component of this subject is the frequency of intersections in order for connectivity to disperse rather than concentrate traffic. For example, some plans have addressed 'connectivity' by having a network. But when that network is based on a pattern of fewer connections that force most traffic on to a few rather than more streets, the results are not positive. Over time, these less connected environments tend to dilute and not support the physical character of the adjacent areas. We recommend that the BCCP provide a range of street types for developers to choose from that both work from a circulation perspective to generate effective connectivity and the sense of place and value expected in the wide range of environments throughout the BCCP area.

6. Floor Area Ratio (FAR)

Implementing Action 1.3b (page 6-19) The General Plan states that *"…Commercial areas must be developed at sufficient intensity (typically a Floor Area Ratio [FAR] of at least 0.25) to create a focus of activity at the center of villages.*'

Implementing Action 1.3c states that *'Office areas should be built at an intensity that concentrates activity near transit stops and Commercial Areas.*' Further, this implementing action identifies a FAR of 0.35 to 0.60 as *'encouraged without structured parking and may be as high as 1.0 with structured parking'.*

The FAR requirement is quantitative and does not provide any indication of how the resulting building might be located on its site or how large it may be. Aside from the FAR and overall building height, neighbors or neighboring property owners may have little information about the building(s) that may occur next door. For example, a FAR of 0.25 could mean a single-story building covering ¼ of its site. Or, it could mean a two-story building covering 1/8 of the site and so forth. The implementing action identifies this FAR as a minimum with the next implementing action encouraging a higher FAR for office development. Effectively, the identified FAR range is 0.25 to 0.60 with the higher end of the range expecting office development.

This raises three key questions: 1) How much office is enough to comply with the intent of the General Plan? 2) How is the FAR calculated and is it the best tool for informing standards? 3) What happens when the uses in the building change over time?

All or Some Office? The General Plan language is clear about encouraging office development at a higher FAR than other land uses. As an employment generator, office development is certainly important. However, as stated, does the General Plan prevent a mixed-use building where residential is the majority of the building with an entire ground floor of office? Even if that ground floor is large? The drawing in Figure 6.15 (page 6-24) indicates that the building is not entirely office but the above policy direction could be interpreted a few ways. As currently stated, Implementing Action 1.3c could unintentionally result in smaller buildings than are necessary in the mid-term, possibly resulting in tenants choosing other sites or in demolition and reconstruction of relatively new buildings to suit new tenants. We recommend not connecting land use to the amount of allowable square feet (FAR). Knowing that land use demand will change over time, we recommend identifying the sizes of buildings that are expected and then *accommodating not requiring* the variety of land uses that may be in demand over the long term. We also recommend standards that identify the maximum sizes of buildings (in stories and length, not FAR) depending upon their location and adjacencies along with a set of allowable land uses so that the owner may choose how to occupy the building over time.

FAR Range: Depending upon the particular quadrant, the stated FAR range could be seen as very low. Although the Bellevue Corridor planning area is at Merced's northern end, individual Centers will range in intensity with some at the low end of the allowable FAR and others possibly needing more intensity than a 1.0 FAR. We recommend interpreting this upper limit based on the following discussion.

A key distinction is whether the far is FAR expected in the aggregate for an area prior to making blocks or for the individual blocks once they are identified? If for the entire area, the FAR is high but if for individual blocks and lots, it is low as explained below. It is important to keep in mind that a 'site' being prepared and sold by an owner might be small, ¼ -acre for example. Or, a 'site' might be a five-acre parcel or even larger. While the formula is the same, the meaning of the outcome (maximum FAR) is very different. In both cases, the FAR number is a lump sum. But, the FAR for a ¼-acre site speaks directly to the types and sizes of buildings that can work on the site while the FAR for a five-acre site stays a lump sum that could mean one or many buildings with no indication about size. The lump sum FAR information is useful for quickly identifying the total allowed FAR for an entire area but because it still has to be interpreted as to how many buildings and of what size, the tendency is to decrease these numbers. The reasoning is usually that such an amount is substantial and perhaps too much to deal with for an area, leaving the questions to the application-review process.

If the FAR is intended to simply forecast how much commercial or mixed-use square footage is expected in areas, this needs to be understood. It is critical to avoid confusing the role of FAR with regulation. As discussed, FAR is excellent at measuring how much development is expected. But, it is far less effective at informing the actual development of individual blocks and sites. We recommend keeping the FAR information at the aggregate level, as a maximum to inform infrastructure capacity, for example. Then, along with the vision, we recommend identifying the appropriate types of buildings and their associated outcomes to generate standards that deliver the range of expected outcomes. In this way, the FAR is applied at the policy level and does not have to continue as a layer of regulation. Often, this process is reversed: FAR limits are established and the vision is to conform to that abstract numerical direction.

7. Retail and Civic Land Use Activity: The General Plan description of commercial areas (Section 6.4.2) identifies retail and civic uses as key components of commercial areas. The ability to realize shops and civic uses is dependent upon when shops and civic uses are supportable by customers. As any land use activity responds to the needs of the area and the population, it is especially true for shops and civic uses: Shops won't appear until a sufficient customer base is established. We recommend that the approach for involving these uses be to *enable rather than require* shops and civic uses. The possibility for shops, office space and civic uses needs to in place so that when the timing is correct, those uses can be realized and located effectively. We recommend allowing buildings that in the short term utilize ground floors and upper floors for other uses but in the long term can easily be converted to shops, office space and civic uses. This gives property owners the option of moving forward while avoiding a scenario that may result in vacant land for years while waiting for the shops, office space and civic uses to be built from scratch. This approach requires a change to how parking standards are currently calculated. We recommend that except for residential buildings which should have their parking on the same site as the dwellings, non-residential parking be handled in a grouped manner as is practical for the location. This allows the sharing of parking spaces as in shopping centers and reduces unnecessary parking spaces while letting that land be used in other ways.

8. Residential Density

Implementing Action 1.4a (page 6-25) states *'A mix of residential densities, ownership patterns, cost, and building types is desirable in Villages.'*

Figure 6.16 'Housing Types' of the General Plan identifies 12 housing types ranging from a 'Carriage House' to 'Garden Apartments'. This range of choices is very broad and the information and graphics are abstract, and are intended to be developed further for implementation. The chart has minimal information about each housing type, however, it provides specifics such as '*maximum 3 stories*'. The following numerical direction is provided in the descriptions of housing types on pages 6-27 through 6-29:

	Single-Family Housing Types		Multi-Family Housing Types
	Gross Density Range per Acre	Density Range w/ancillary unit	Density Range
Zero-Lot Line Homes	7 - 10	17.5	
Small-Lot Single Family Homes	6 - 8	14	
Standard Lot Single-Family Homes	2 - 6	10.5	
Estate Residences	Up to 2	3.5	
Podium Apartments		n.a.	20 - 30
Garden Apartments		n.a.	16 - 22
Small Multiplexes		n.a.	10-18
Townhouses			10 - 20

The above information raises a few questions: What if there are emerging or recent housing types that would fit well in Merced but are not implicit in the above list? In addition, such numbers, while accurate about certain outcomes, reflect a certain set of assumptions that may or may no longer apply. For example, by adjusting the size of a lot by a small amount for very good reasons, the above assumptions can change substantially and a proposal may technically be out of compliance despite being a good idea and within the vision. Last, the term 'housing type' is accurate as long as all of the building is used for residential purposes. But what if a building contains mostly housing but has some non-residential activity? That possibility appears to only exist by viewing a commercial building as having some housing in it. But then what direction is there about the density of housing in those cases?

We recommend the Block-Form and House-Form approach as a way to transition the housing type information in the General Plan to a robust and flexible system that will translate the policy direction into standards for the BCCP.

9. Block-Form and House-Form Buildings. Another way to describe and understand density-related terms is to consider them within the context of what is physically intended in the each Center, Neighborhood, District, and Corridor. Centers are intended for the highest of density while at the other end of the spectrum are Neighborhood areas: Urban Residential, Neighborhood Residential, and Rural Residential. In between these two ends of the spectrum are Districts and Corridors. Using a scale of size and intensity that sorts buildings into two categories (Block-Form and House-Form), the appropriate buildings and sizes can be identified for each environment. Buildings in Centers, Districts and Corridors fall into mostly the Block-Form category with some House-Form buildings. Buildings in Neighborhood areas fall entirely into the House-Form category. Most regulations and policies are not equipped to make this distinction and as a result, rely on vague or complicated mathematical approaches.

House-Form buildings. These are buildings that regardless of land-use, are the size of what most people would expect for houses, including large houses. While there are certain repeating characteristics from one community to another, the parameters for 'House-Form' buildings in Merced need to be identified through the process of preparing the standards.

Block-Form buildings. These are buildings that are either individually small but abut to form a block or large buildings that occupy portions of blocks or entire blocks. Centers, Districts and Corridors may include some House-Form buildings but consist primarily of Block-Form buildings.

The House and Block building forms each have a variety of *building types* not *housing* types to choose from according to need and intended physical character. Each building type has inherent density and size outcomes that can be expressed, discussed and adjusted. The House-Form and Block-Form approach replaces the FAR and density approach, which typically imposes arbitrary numerical limits not connected to physical realities. The House-Form and Block-Form approach begins with identifying the range of buildings and sizes that could be expected in the BCCP, then identifying the numerical resultants of those buildings. Within these two categories of buildings, owners will have several choices to apply to their property in a variety of ways.

Through the recommended approach above, the issue of density is moot as it is controlled directly by parking. This approach requires some additional thought when initially proposing the building in order to provide flexibility on the site for less or more parking over the life of a building. However, this approach lets the building be pursued as a reusable container regardless of density.

Policy direction can be articulated throughout the BCCP in a way that is based on the physical realities and needs of buildings. For example, instead of requiring minimum densities in a particular area, which may be impractical or may leave out good ideas because of numerical limits, this approach enables the selection of appropriate building types based on relevant factors that are connected to the intended physical environment. This approach also enables policy direction for 'mixture' of certain densities to be more realistically implemented by identifying the appropriate building types and then establishing percentage ranges for mixing by location.

10. Implementation through Zoning and Standards. The above information will guide how the BCCP vision is expressed at the policy level and ultimately in implementing standards. The proposed structure of Centers, Neighborhoods, Districts and Corridors is easily translated into zoning and standards that deliver the vision one project at a time while adding up to a desirable whole. Such standards range in level of detail according to the desired level of regulation for the expected results across the 2.5 square-mile area. Some areas might need

or warrant more detailed standards while other areas or topics might benefit from less detail. The system we can apply is in direct response to the proposed structure described in this memo and adjustable across a number of topics. First, however, upon the vision being established, we will test the City's zoning and standards that could be used in the BCCP to determine if the vision is implementable through those standards.

Technical Appendix J, "Relevance of the Urban Land Institute Report to the BCP"

Table of Contents

J.1 Urban Land Institute (ULI) Panel Assignment

J.2 Urban Land Institute (ULI) Panel Recommendations
J.2.1 Overview
J.2.2 Solve the Infrastructure Problem
J.2.3 Develop a Strategic Plan for the UC Merced Brand
J.2.4 Identify Immediate Building Projects
J.2.5 Find Money
J.2.6 Evaluate Each Project Using the Guiding Principles
J.2.7 Build

J.3 Recommended BCP Policy Concepts
J.3.1 Overview
J.3.2 Recommended Policy Statements

J.1 Urban Land Institute (ULI) Panel Assignment

The *Urban Land Institute (ULI) Advisory Panel* was requested to identify and describe a path to the most cost-efficient and programmatically effective means to meet its capital facility requirements in order to achieve a 10,000 student enrollment by the year 2020."

While the topic of the ULI Report is growth of the UCM Campus, the report accurately identified the importance of local leadership and resources as key elements to address the challenge. The City of Merced's planning project, the *Bellevue Community Plan* (BCP), is a pivotal component of these potential resources. This technical memorandum presents recommended policy concepts the BCP can make which support the university's efforts to grow.

J.2 Urban Land Institute (ULI) Panel Recommendations

J.2.1 Overview

The Urban Land Institute (ULI) Report includes seven recommendations, in the form of steps (below), to achieve benefits and opportunities in satisfying the university's interest to meet its capital facility requirements in order to achieve a 10,000 student enrollment by the year 2020.

Steps

Step 1: Get Real Estate Expertise

Step 2: Solve the Infrastructure Problem

Step 3: Develop a Strategic Plan for the Brand

Step 4: Identify Immediate Building Projects

Step 5: Find Money

Step 6: Evaluate Each Project Using the Guiding Principles

Step 7: Build

Other than Step 1, all of recommendations could have some application to the BCP. Excerpts from the ULI Report comprise the entirely of Section J.2 (other than topic headings); the page number where the citation can be found is provided in parenthesis.

J.2.2 Solve the Infrastructure Problem

Common Purpose/Collaboration: Key services and infrastructure required by the university must be delivered by the city even though the campus is not currently within the city limits. UC Merced is therefore required to work closely with both the city and the county of Merced, which frequently have conflicting priorities and objectives. Developing the next phase of UC Merced requires that the university, the city, and the county work together more effectively and with a common purpose. They must increase the frequency and enhance the quality of their communication and work in a more collaborative way. Currently, monthly meetings are held by the city, the county, and the university to ensure that communication among them is maintained. These meetings have yet to address the obstacles to UC Merced's growth, such as accelerating the annexation of the campus by the city (pg. 14).

Annexation/Service Needs/Traffic Mitigation: Solve the problems of annexation into the city, future service needs, and potential traffic mitigation with the city of Merced, Merced County, and key surrounding landowners by reaching revised agreements that reflect the current conditions of the campus and its projected growth. This step is likely to be the linchpin in the entire development process and must be tackled and resolved quickly and efficiently (pg. 12). The resolution of annexation and on- and off-site infrastructure issues is the major and critical impediment to building out the remaining campus and realizing the goal of 10,000 full-time-equivalent students. A significant issue uncovered by the panel is that rigorous analysis, and identification and evaluation of alternative project delivery strategies for on- and off-site infrastructure have not been performed to shape the implementation of campus development (pg. 14). The proportional off-site infrastructure costs imposed on the university by the city and the county for its share of offsite infrastructure are based on the campus's full buildout projections of 25,000 students (pg. 18).

Annexation/Infrastructure:

"The resolution of annexation and on- and off-site infrastructure issues is the major and critical impediment to building out the remaining campus and realizing the goal of 10,000 full-time-equivalent students."

- Given UC Merced's revised medium-term buildout to 10,000 full-time-equivalent students, these infrastructure cost allocations should be revised. For example, current wastewater facilities may be adequately sized to meet the 10,000 medium-term target. Given the new growth target, the university should revisit capital commitments for the Campus Roadway and Bellevue Road (pg. 19).

- As the university renegotiates its off-site infrastructure commitments, it should also develop a strategy to guide its decision on whether to be annexed into the city (pg. 19).

J.2.3 Develop a Strategic Plan for the UC Merced Brand

Clarify and Re-message the UCM Brand: Underlying the challenge of building better relationships with all the stakeholders described is the lack of a clear vision of UC Merced's "brand." This absence of a coherent message puts the university at a competitive disadvantage, compared with its more mature sister campuses in the UC system (pg. 15).

Linked Fates: The fates of UC Merced and the city of Merced are inextricably linked. Many panel interviewees indicated they believe that the current quality of life, local workforce capacity, education, amenities, and so on in the city of Merced challenge the growth of the university (pg. 14). The university is also handicapped by a negative perception of the city of Merced (pg. 15). Every real estate and planning decision should reinforce the UC Merced brand (pg. 23)….. Such actions include ……boosting the local economy (pg. 23).

Fates

"The fates of UC Merced and the city of Merced are inextricably linked."

J.2.4 Identify Immediate Building Projects

Maximize infill development On-Campus: This (step) is likely to necessitate swapping uses within the LRDP to target the "low-hanging fruit" (pg. 12). Revising the land use plan to maximize infill development opportunities on the existing campus footprint would more efficiently make use of surface parking lots and other underused land already within the campus's original "golf course" footprint, ensuring adequate infrastructure (pg. 27).

Maximize Admin Space Off-Campus: The panel believes that a decentralized campus model for academics and core student services will not move the university toward its enrollment goals, and the university has recognized through its own self-assessment that it should preserve the limited space on campus for those with direct interaction with students. The self-assessment, which is to be reviewed annually, seeks to maximize the amount of administrative space that can be located in other

Decentralized Campus

"The panel believes that a decentralized campus model for academics and core student services will not move the university toward its enrollment goals."

places (pg. 26).

Consolidated UCM Office Space in Downtown Merced: Using space on campus more efficiently will result in a growing number of off-campus office space needs. The panel recommends that off-campus space be consolidated in downtown Merced for both its cost-effectiveness and to take advantage of the opportunity the location provides for enhanced community relationships and downtown revitalization (pg. 28).

J.2.5 Find Money

Development of Private Property near the Campus: The long-term development of the campus surroundings depends on high-quality collaboration with the owners of land to the immediate south and west of the campus site. These individuals and entities have a direct interest in the continued development of the UC Merced campus. Development on their properties using private capital could be an important component of solving the space and student housing needs of UC Merced (pg. 14).

Funding Research Operations and Facilities: Today's research universities depend on strong partnerships with private sector entities to help fund research operations and facilities and to disseminate that research to a worldwide audience. Relationships with industry partners who could be vital to the development of UC Merced's research capability remain embryonic. This situation seems in part to stem from lack of a clear research mission or brand for the university as well as lack of resources to build such relationships. Attracting private sector capital to help fund the growth and expansion of the UC Merced campus is one of the few funding sources currently available (pg. 14).

Collaboration with Adjacent Land Owners

"Development on their properties using private capital could be an important component of solving the space and student housing needs of UC Merced."

Recapture UCM Capital Costs: "Community North" represents an excellent opportunity for the university to recapture its capital costs to build the UC Merced campus. Explore additional financing mechanisms (grants, tax credits, etc.) that may be available to private developers in a PPP structure to drive down costs and render costs neutral to the university over time (pg. 31).

J.2.6 Evaluate Each Project Using the Guiding Principles

Engagement/Catalyst: Support and Nurture the City of Merced First: UC Merced real estate holdings, leases, operations, and outreach activities should support and nurture the city of Merced first and second the San Joaquin Valley region (pg. 23).

On-site Space and Use Efficiency: The University has limited shovel-ready land and entitlements with which to satisfy the need for various kinds of office, academic, and lab space as well as housing, including complementary off-site markets, otherwise known as *captive demand* (pg. 23).

Nurture the City of Merced

"UC Merced real estate holdings, leases, operations, and outreach activities should support and nurture the city of Merced first and second the San Joaquin Valley region."

On-site Space and Use Efficiency: A project cannot be sustainable if it does not reduce the university's environmental footprint, does not meet the needs of the community, and is not affordable to the end user. UC Merced must seek innovative ways to make sustainability a reality (pg. 24).

Flexibility: The 2009 LRDP should be considered a living document, a template that must adapt and grow. In terms of control, a key idea is that the university gives up a little to gain a lot; one gain is flexibility. This requires using the best public and private thinking and resources to deliver new assets (pg. 24).

J.2.6 Build

Traffic Impacts of Remote Campus: The remote campus location is creating significant traffic mitigation issues, including high off-site traffic infrastructure costs, parking issues, and lot costs. The university is trying to reduce vehicle miles traveled by single-occupant vehicles by offering a very good bus shuttle system; however, the buses seem to be under or inappropriately used (for example, by staff parking at Castle Airport Aviation and Development Center, in Atwater, and riding to main campus) and expensive to run because of frequency and trips to Castle (pg. 17). A disadvantage to the property (Castle Airport Aviation and Development Center) is its distance from the main campus relative to its use, especially by undergraduate students, and the transportation and associated costs that this distance begets (pg. 17).

Remote Campus

"The remote campus location is creating significant traffic mitigation issues, including high off-site traffic infrastructure costs, parking issues, and lot costs."

Housing Needs/Location: Currently, graduate students do not have an option for on-campus accommodations (pg. 21). The price differential (between on-campus and off-campus housing) would make off campus housing attractive to upper-class students, even if the supply of on-campus housing were greater (pg. 22). Many students rely on the free UC Merced bus transportation system, CatTracks, to reach campus and the Merced County Transit "The Bus" to move around the city. Unfortunately, CatTracks does not run continuously and has been known to reach capacity during peak periods. The presence of students in these single-family communities also does not promote the idea of walkable neighborhoods or the use of alternative forms of transportation (pg. 22).

J.3 Recommended BCP Policy Concepts

J.3.1 Overview

Based on the recommendations of the ULI Panel (presented above), City of Merced Planning Staff crafted recommended policy concepts to be incorporated into the *Bellevue Community Plan* (BCP) policy set (see Technical Appendix C). For referencing purposes, following each policy concept, in parenthesis, are references back to the ULI Panel recommendations.

J.3.2 Policy Concepts

1. Include BCP as a key document in the collaborative working group's toolkit as they continue to discuss and influence future development actions near the university (Collaboration, Step 2).

2. Recognize that a separate rigorous analysis, and identification and evaluation of alternative project delivery strategies for on- and off-site infrastructure to be utilized by UCM, the BCP and the UCP, may influence the development and implementation of the community plan (Annexation/Infrastructure, Step 2).

3. Among various BCP annexation scenarios will be the exploration and support for urban growth immediately west of the Campus, which would enable urban infrastructure, private investments, expansion of local economy, and resources for complimentary land uses (Fates, Step 3; Catalyst, Step 6).

4. Encourage the placement of UCM office space in downtown Merced, but allow it within the BCP planning area when it does not conflict with the collaborative

goals of the university and community (Downtown UCM Offices, Step 4; Efficiency, Step 6).

5. Encourage the placement of temporary parking facilities within the BCP, in a manner that supports the goals of UCM while fitting into a logical phased development within the BCC area (On-Campus Infill, Step 4; Efficiency, Step 6; Traffic Impacts, Step 7).

6. Provide opportunities near UCM to entitle compatible off-campus services needed by a large academically-focused population (On-Campus Infill, Step 4; Catalyst, Step 6; Traffic Impacts, Step 7).

7. Encourage development of student housing throughout the plan area over the long-term, but emphasize the possibility of locating this use adjacent to the campus in the near-term (Develop Private Property, Step 5; Efficiency, Catalyst, Step 6; Traffic Impacts, Step 7).

8. Support efforts that guide UC Merced real estate holdings, leases, operations, and outreach activities in a manner that nurture the City. Utilization of infrastructure for development of lands within the BCP, presents an opportunity to nurture the City (Catalyst, Step 6).

9. Include land use designs and policies that result in the attraction of private sector capital to develop research operations and facilities, both on and off campus (Research, Step 5; Catalyst, Step 6; Traffic Impacts, Step 7).

10. Utilize the BCP as a living document, a template that can adapt and grow, and be flexible to the changing market and implementation methods. (Flexibility, Step 6).

Technical Appendix K, "Anticipated Research and Development"

Table of Contents

K.1 Executive Summary

K.2 Urban Land Institute (ULI) Panel Recommendations
K.2.1 Overview
K.2.2 Solve the Infrastructure Problem
K.2.3 Develop a Strategic Plan for the UC Merced Brand
K.2.4 Identify Immediate Building Projects
K.2.5 Find Money
K.2.6 Evaluate Each Project Using the Guiding Principles
K.2.7 Build

K.3 Recommended BCCP Actions and Approaches
K.3.1 Overview
K.3.2 Current Activities and Events
K.3.3 Processing and Shaping the Bellevue Corridor Community Plan
K.3.4 Plan Element Text/Graphics and Policy Statements

K.1 Executive Summary

The paper describes the planned amounts of space anticipated for R&D sites within the UC Merced Campus and the University Community Plan. The data sources for this description are threefold:

- 2009 UCM LRDP
- 2004 University Community Plan
- 2008 EIR/EIS for UCM Phase 2020 and the University Community

Appendix K Findings:

Within the Campus: 75 acres (or 40 acres) for R&D. No plan has stated an actual amount, though the 2009 UCM LRDP includes bulk standards. Assuming a 40-acre site developed with the range of intensities described in the 2009 UCM LRDP, approximately 588,000 sq. ft to 1,672,640 square feet of building space for Research and Development use are contemplated to be sited on the UCM campus. This figure would almost double if 75 acres were dedicated for these uses.

Within the UCP North area: The revised land use plan for Community North provides about 100 acres in the northwestern portion of Community North for the development of the Gateway District, which would focus on R&D and would be adjacent to similar R&D land uses on the campus. This area would be developed with approximately *2.3 million square feet* of building space that would house research laboratories and industrial R&D.

Within the UCP South area: No R&D has been planned in the 2004 UCP or the 2009 EIS/EIR.

K.2 Information from the 2009 UCM LRDP

K.2.1 Overview

The campus extends over 815 acres and features six land use types. [1] These include, 1) Academic Core; 2) Campus Services; 3) Student neighborhoods; 4) Parking; 5) Athletics and Recreation; and 6) Passive Open Space. These are described below. The Campus would ultimately serve 25,000 FTE students and an associated faculty of 1,420, 4,828 staff, and about 312 postdoctoral researchers (total 6,560 FTE employees). [21] The "academic core" includes 75 acres of research & development. Within the Gateway District, the campus area will include academic buildings oriented towards research.

- **Academic Core - 200 acres**
  Academic/Laboratory 115 acres
  Research & Development 75 acres **(**Within the Gateway District, the campus area will include academic buildings oriented towards research).
  Alumni/Conference Ctr. 10 acres

- **Campus Services - 40 acres**
  Corporation Yard 10 acres
  Logistics/Receiving 15 acres
  Central Plant/Energy Ctr. 13 acres
  Public Safety 2 acres

- **Student Neighborhoods - 225 acres**
  Student Services 30 acres
  High Density Residential 25 acres
  Medium Density Residential 90 acres
  Low Density Residential 80 acres

- **Parking - 110 acres**
  Parking Structures 12 acres
  Distributed Lots/Streets 98 acres

- **Athletics and Recreation - 140 acres**

- **Passive Open Space 100 acres**

TOTAL: 815 acres

R&D at UCM Academic Core

The "academic core" includes 75 acres of research & development. Within the Gateway District, the campus area will include academic buildings oriented towards research.

K.2.2 The Gateway District [2]

Within the Academic Core is the Gateway District, a the link between UC Merced's core mission of focused education, research and public service on the one hand and the private sector and Valley communities on the other. The Gateway District establishes a presence that reinforces three key elements:

- ***The Public Face***

  The Gateway District is the public face of the university in that its location represents the relationship between UC Merced and the larger community.

- ***Community Link***

  As evidenced by its prominent location, the Gateway District and the research activities that occur here link the university as a resource to the region. Its proximity to the *Academic Core* makes it close enough to campus for students to contribute to Gateway District research.

- ***Entrepreneurial Venue***

  The Gateway District is also a resource for public-private ventures and a means for expression of the growing entrepreneurial culture at UC Merced. The most outward directed and dynamic research and educational programs will migrate to this area because of its easy public access and the potential for joint venture relationships. Bordering it to the south in the University Community area owned by the UCLC is a proposed Research and Development District. This will provide additional resources and potential for a variety of implementation mechanisms to facilitate joint ventures and commercial relationships.

Gateway District

The Gateway District would primarily include academic and industrial joint-development research activities.

Throughout the 2009 UCM LRDP, the ***Gateway District*** is described as follows:

- Containing collaborative research buildings. [5]

- The Crescent (in the Gateway District) will be an important address for the future research and development activities. [6]

- The Crescent is the symbolic business address for the research and development uses in the Gateway District. This landscaped pedestrian-friendly street will act as the front door address for collaborative ventures interfacing with the campus.[7]

- The Gateway District would primarily include academic and industrial joint-development research activities.[8]

K.2.3 Site Design Descriptors [9]

Industrial Research Block will be located within the Gateway District. These blocks are dedicated to joint development with industry. As commercial ventures, these blocks may require on-site parking. Other supporting uses in the district would include parking, transit facilities, and research-related office and administrative activities.

Illustrated Example

This example illustrates a commercial-style research park with surface parking, but with higher density and less parking than found in most suburban developments (increased from 0.30 FAR to 0.45 FAR). There are three buildings illustrated from one to two stories.

Block Size: 3 acres

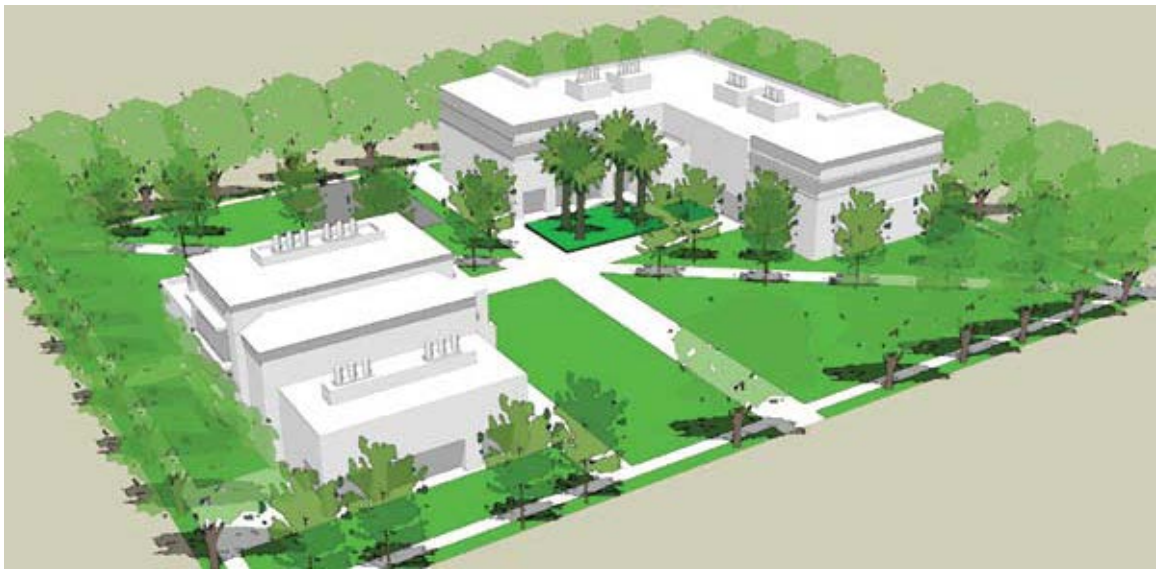
Land Use: Industrial Research Buildings (1L-3L)

Net Density (on 3 acre block):
0.45 FAR x 130,680 SF site area = ***58,800 SF, or 19,600 sq. ft. per acre.***

Gross Density (assumes 75% efficiency for streets):
0.34 FAR x 130,680 SF site area/.75 = ***44,100 SF, or 14,700 sq. ft. per acre.***

Building Height: 80' [10]

The **Industrial Research Block** will be located within the Gateway District. These blocks are dedicated to joint development with industry. As commercial ventures, these blocks may require on-site parking. Other supporting uses in the district would include parking, transit facilities, and research-related office and administrative activities.



Illustrated Example

This example illustrates the character and site coverage of blocks that share parking with UC Merced or have structured parking. There are two buildings ranging from three to four stories.

Block Size: 3 acres

Land Use: Industrial Research Buildings (1L-3L)

Net Density (on 3 acre block):
0.96 FAR x 130,680 SF site area = ***125,450 SF, or 41,816 sq. ft. per acre.***

Gross Density (assumes 75% efficiency for streets):
0.72 FAR x 130,680 SF site area/.75 = ***94,090 SF, or 31,363 sq. ft. per acre.***

Building Height: 80' [10]

K.3 2004 University Community Plan

K.3.1 Overview

The anticipated development of the University Community at build-out is correlated with the planned enrollment and staffing of UC Merced and is described below. As shown, the University Community will occupy approximately 2,133 acres of land and contain 11,616 residential units, 716,000 square feet of retail, 1.3 million square feet of office/research and development space, and seven public schools. [11]

- **UC Merced Campus Generated Population**
  Students / 25,000
  Faculty / 1,420
  Staff / 4,828

  Direct Campus Population / 31,248

- **University Community Residential Development**
  Single-Family / 6,968 Units
  Multi-Family / 4,648 Units

  Total / 11,616 Units

- **University Community Commercial Development**
  Retail / 716,000 Square Feet
  Office/Research and Development (R&D) / 1,307,000 Square Feet

  Total / 2,023,000 Square Feet *{per Table 2, page 28 of the UCP, of this amount, 400,000 square feet is for R&D and to be located in the "Town Center" portion of the UCP}. Also see* Policy LU 4.4

- **Public Schools (Estimated)/ 7**

- TOTAL: 2,133 acres

R&D in the UCP

Approximately 400,000 square feet is anticipated for Research and Development and located in the "Town Center" portion of the UCP.

The amount and type of land use planned for the University Community is based on an analysis of the socio-economic impact of the UC Merced campus. Specifically, UC Merced through its population of students, faculty, staff, and their families, as well as their expenditures and the expenditures of the University itself, will create a demand for housing, retail, and other locally produced goods and services. The corresponding amount of residential, commercial, and industrial real estate demand generated by UC Merced has provided a point of reference for determining the development potential of the University Community. [11]

K.4 2008 EIR/EIS for UCM Phase 2020 and the University Community Plan

K.4.1 Overview

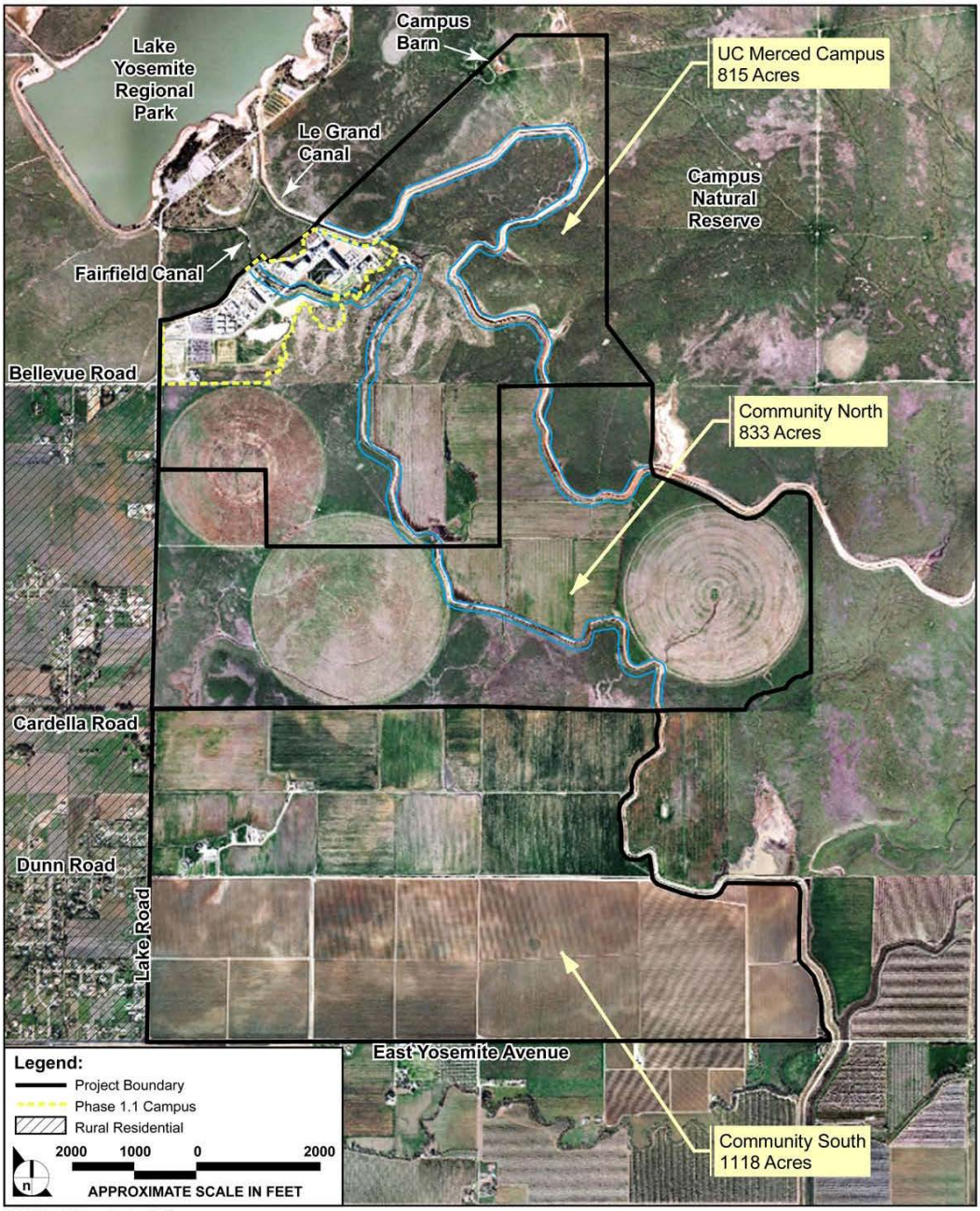
Changes to both the Campus and the University Community have resulted in the development of revised land use plan proposals for both the Campus and Community North. [18] Acreage changes from the 2002 UCM LRDP and 2004 UCP Plans to the 2008 EIR/EIS are described below. [19]

Current Acreages of UCM and UCP	
Plan Area	**Acres**
UCM Campus	815
Community North	833
Community South.	1,118
UCP subtotal	*1,951*
Total	**2,766**

K.4.2 2008 EIR/EIS Project Area Description

Overview: The project site is composed of approximately an 815-acre Campus and a 1,951-acre University Community (Yosemite Avenue forms the southern project site boundary). The University Community is itself organized into an 833-acre Community North and 1,118-acre Community South. [13] Detailed Descriptions: The Proposed Action encompasses two major areas: the UC Merced Campus and the University Community. The UC Merced Campus includes the 815-acre Campus that would be built with academic buildings, student housing, campus support, recreation facilities and infrastructure, and a 1,307-acre Campus Natural Reserve that would not be developed. The University Community comprises the 833-acre Community North and the 1,118-acre Community South. Community North would be developed with a town center, business park, residential neighborhoods, parks, open space, schools, and other amenities. With respect to Community South, it is anticipated that this approximately 1,118-acre area would be developed in accordance with the previously adopted University Community Plan. The University Community would include 11,616 dwelling units and a total residential population of about 30,780 persons. [14]

2008 EIR/EIS Project Areas:



SOURCE: UC Merced – June 2008

FIGURE **2.0-2**

Campus and University Community Planning Areas

974-001•10/08

K.4.3 Land Use Changes in the 2002 UCM LRDP and 2004 UCP Plans [19]

Along with the change in acreage to the Campus and the University Community, the EIR/EIS project description included changes in land use; these changes are described in the table below.

Table 2.0-1: Proposed Changes to the UC Merced LRDP and UCP [20]

Parameter	**Previous Proposal**	**Current Proposal**
UC Merced LRDP		
Campus Land Area	910 acres	815 acres
Campus Land Reserve Land Area	340 acres	0 acre
Campus Natural Reserve Land Area	750 acres	1,307 acres
Total Enrollment at Buildout	25,000 FTE	25,000 FTE
Total Faculty and Staff at Buildout	6,248 FTE	6,560 FTE
Total Students Housed on Campus	12,500 (50%)	12,500 (50%)
Total Faculty Housed on Campus	710 (50%)	0
Total Academic Building Space *	**3,560,000 gsf**	**6,250,000 gsf**
University Community Plan		
Total Land Area	2,133 acres	1,951 acres
Total Residential Area	1,132 acres	1,024 acres
Total Number of Residential Units	11,616	11,616
Total Mixed Use/Retail/Office/R&D Acreage	96 acres	129 acres
Total Mixed Use/Retail/Office/R&D Building Space *	**2,023,000 gsf**	**3,696,700 gsf**
Total Residential Population (head count)	30,782	30,782
Total Employment (head count)	5,524	10,244

gsf= gross square feet

* These are discussed in greater detail in sections K.4.4 and K.4.5 below.

K.4.4 2008 EIR/EIS / Total UCM 2009 LRDP Academic Building Space

Table 2.0-2: Major Land Uses Proposed in 2009 LRDP [22]		
Land Use	**Approximate Acreage**	**Building Space/Units**
Academic Core	200	6,250,000 sf
-Academic/Laboratory	-115	
-Research and Development	-75	
-Alumni/Conference Center	-10	

The 200 acres includes administration space

The "Academic Core" would also include ***a 40-acre block*** [but, table above notes 75-acres] that would be located near the intersection of Bellevue Road and Lake Road and used to site facilities for nonprofit or grant-based research programs. This area ***may also include*** a research park that would be used for research collaboration with outside entities, including for-profit organizations, similar to research parks at Stanford University and UC Irvine. [23]

Generally, on-campus research areas are required for research that needs to be near the central campus but does not absolutely require, or is unsuitable for, contiguity with the academic area. Such research may be under the aegis of UC, but could be funded independently or managed by a private for-profit or non-profit entity. Some UC campuses host research entities that are wholly or partially independent of the University. Many businesses and industries look for opportunities to locate near research universities to improve access to future employees with advanced training and access to new knowledge. [23]

Campus research parks also are incubators for new companies that benefit from the increasing rate of technology transfer from basic to applied research and on to real-world applications. The on-campus location enriches the research environment by offering opportunities for extramural research collaborations and graduate student and undergraduate employment and internships. It is also an important factor in attracting top-quality faculty to the new campus and generating informal, spontaneous interactions, which contribute to successful research partnerships. Additional research and development land uses would be distributed within the academic core in clusters of interdisciplinary research facilities, which would facilitate cross-disciplinary collaborations within the academy. [23]

K.4.5 2008 EIR/EIS / University Community Plan / Total Mixed Use/Retail/Office/R&D Building Space

Gateway District

The UCP, as previously adopted in 2004, included 22 acres of land for the development of 400,000 square feet of research and development (R&D) space. The revised land use plan for Community North provides about 100 acres in the northwestern portion of Community North for the development of the Gateway District, which would focus on R&D and would be adjacent to similar R&D land uses on the campus. This area would be developed with approximately 2.3 million square feet of building space that would house research laboratories and industrial R&D. The distribution and amounts of retail, office and research and development land uses are described in the table below.

Table 2.0-6: Major Land Uses in the 2009 Proposed University Community [24]

	UCP North	**UCP North**	**UCP South**	**Total**
Land Use	Town Center	R-Neighborhood	Villages	
Retail				
Acres	8	6	15	29
Square Feet	130,700	78,400	250,000	459,100
Office				
Acres	5	0	9	14
Square Feet	292,700	0	140,000	432,700
Research and Development				
Acres	71			71
Square Feet	2,308,300			2,308,300
Mixed Use				
Total Acres	15			15
Retail (sf)	183,000			183,000
Office (sf)	313,600			313,600
Housing Units	540			540

Table 2.0-7: University Community Population [25]

Total Population	**Community North**	**Community South**
Residential Population	15,351	15,431
Employment	9,219	1,025
Total	**24,570**	**16,456**

Bibliography of Appendix K

1. UCM 2009 LRDP, page 47
2. UCM 2009 LRDP, page 48
3. UCM 2009 LRDP, page 49
4. UCM 2009 LRDP, page 68
5. UCM 2009 LRDP, page 68
6. UCM 2009 LRDP, page 72
7. UCM 2009 LRDP, page 72
8. UCM 2009 LRDP, page 126
9. UCM 2009 LRDP, page 130-131
10. 2004 UCM 2009 LRDP, page 135
11. 2004 UCP, page 9
12. 2004 UCP, page 12
13. 2008 DEIR/EIS, page ES-1
14. 2008 DEIR/EIS, page ES-6
15. 2008 DEIR/EIS, page 1.0-2
16. 2008 DEIR/EIS, page 1.0-2
17. 2008 DEIR/EIS, page 1.0-5
18. 2008 DEIR/EIS, page 1.0-5
19. 2008 DEIR/EIS, pages 1.0-3 to 5
20. 2008 DEIR/EIS, page 2.0-11
21. 2008 DEIR/EIS, page 2.0-18
22. 2008 DEIR/EIS, page 2.0-12
23. 2008 DEIR/EIS, page 2.0-13
24. 2008 DEIR/EIS, page 2.0-41
25. 2008 EIR/EIS, page 2.0-42

Technical Appendix L, "University Community Plan Town Center"

Table of Contents

L.1 Executive Summary

L.2 Merced County University Community Plan, 2004 Findings
L.2.1 Visioning
L.2.2 UCP Goals, Objectives and Policies

L.3 UC Merced Tomorrow, Long Range Development Plan UC Merced, 2009 Findings
L.3.1 Overview
L.3.2 Key Statements
L.3.3 UCM Circulation

L.4 UC Merced and University Community Project Draft EIS/EIR, 2008 Findings
L.4.1 Project Description
L.4.2 Table of Major Land Uses

L.5 Technical Memorandum Findings
L.5.1 Key Statements from Applicable Documents
L.5.2 Essential Character of the Town Center
L.5.3 Unique Traits of the Town Center
L.5.4 Change in Town Center/Business Center Land Uses and Acres

L.1 Executive Summary

The paper describes the planned use and function of the Town Center planned to be sited immediately south of UC Merced in the University Community Plan (UCP). Identification of this center will be used to differentiate it from any center that is proposed adjacent to western boundary of UC Merced in the Bellevue Community Plan.

The Town Center is described in these three planning documents:

- 2009 UCM LRDP
- 2004 University Community Plan
- 2008 EIR/EIS for UCM Phase 2020 and the University Community

While the size and location of the Town Center varies between the 2004 and 2008 planning documents, its function and purpose is has not. Section L.5.1 includes a list of key description statements taken from the documents assessed in this report.

A composite description is provided in Section L.5.2, combining the statements from the various planning documents, and highlighting the essential descriptors of the Town Center.

Unique traits of the Town Center are described in Section L.5.3, along with suggested consideration of compatible (not-competitive) uses in the Bellevue Community Plan.

L.2 Merced County University Community Plan (2004), Findings

L.2.1 Visioning

Per visioning statement of the Merced County UCP, "the fundamental organizing principle of the University Community is the establishment of a high density mixed-use Town Center abutted by and integrated with a number of distinct Residential Villages.[1-19] The concentration and intermixing of uses within the Town Center will promote pedestrian and transit use and establish it as the heart of the community. 1-19 Libraries, performing arts venues, art galleries, and other cultural facilities are located are planned to be located in the Town Center."[1-13]

"The Town Center Specific Plan shall be prepared in consultation with UC Merced to ensure the UCP's objectives for the interface and sharing of uses and continuity of streets, sidewalks/pedestrian paths, bikeways, infrastructure, open space amenities, and other elements are achieved." [1-156]

L.2.2 UCP Goals, Objectives, and Policies

Key goal, objective and policy statements are listed from the UCP:

LU 3.2 Policy

"……A business center shall be developed adjacent and relate to the Town Center and UC Merced campus……".[1-22]

LU 3.4 Policy

"Locate the highest development densities within and adjacent to the Town Center and primary transit corridors and stations to support community activity and transit use. Encourage the development of housing that is suitable and affordable for UC Merced students, faculty, and staff in proximity and adjacent to the Town Center." [1-25]

LU 4.4 Policy

"…The development allocations among the Town Center and each Residential Village shown in **Table 2** (see NOTE below) may vary to reflect the number of Villages to be developed or otherwise transferred among the five sub-areas provided that the cumulative amount of development in the Community is not exceeded, nor reduced to a

level that jeopardizes the ability to fund Community infrastructure, public services, and environmental mitigation……".[1-27]

NOTE: The data from **Table 2** (below), referenced in the paragraph above, is also presented in column 2 titled "2004 UCP" of this Technical Memorandum (section L.5.4).

TABLE 2 LAND USE CAPACITY

Land Use	Town Center	Residential Village 1	Residential Village 2	Residential Village 3	Residential Village 4	Total
Residential						
Single Family						
Acres	0	170	238	296	264	968
Units	0	1,225	1,714	2,134	1,895	6,968
Multi Family						
Acres	27	18	44	48	27	164
Units	648	430	1,050	1,146	648	3,922
Mixed Use						
Total Acres	20	0	0	0	0	20
Retail (sq. ft.)	305,000	0	0	0	0	305,000
Office (sq. ft.)	130,680	0	0	0	0	130,680
Housing Units	726	0	0	0	0	726
Retail						
Acres	5	3	2	12	3	25
Square Feet	61,000	50,000	50,000	200,000	50,000	411,000
Office						
Acres	16	2	2	7	2	29
Square Feet	593,320	20,000	20,000	120,000	20,000	776,320
Research & Development						
Acres	22	0	0	0	0	22
Square Feet	400,000	0	0	0	0	400,000
Schools						
Acres	0	10	20	50	30	110
Square Feet	0	1 (K–5)	2 (K–5)	1 (High) 1 (K–5)	1 (6–8) 1 (K–5)	7
Parks & Open Space						
Acres	0	66	42	74	74	256
Total Development						
Acres	90	269	348	487	400	1,594
Streets						
Acres	30	91	118	164	136	539
Total						
Acres	120	360	466	651	536	2,133

Note: The land use capacities may be transferred among planning subareas or otherwise varied to account for the number of Villages to be developed provided that the cumulative amount of residential, mixed use, retail, office, research and development uses within the University Community is not exceeded or reduced to impair financing of infrastructure, public services, and environmental litigation, and provided that such changes are consistent with other design and development policies contained in this Plan

LU Objective 6.0

"To establish a business center that provides opportunities to attract and incubate new businesses that benefit from the presence of the intellectual capital and research of UC Merced, is integrated with the Community Town Center and Campus Core, and provides job opportunities for local residents." [1-37]

Economic Development Objective 2.0

"Community identity will be established through creation of a town center within the University Community that physically links the Campus to the Community. Creating a vibrant town center requires that it be active and lively into the evening hours. Cafes, bookstores, and restaurants with extended hours can be attracted to the town center to draw students and professionals alike and offer a welcome setting for studying and socializing if retail, service, and entertainment businesses are concentrated in one village center near the edge of the campus in the early phases of development. High density residential can also contribute to the success of the town center, providing customers within walking distance." [1-59]

Cultural Facilities & Public Use Policies

PLC 5.5

"Promote the development of cultural facilities in the Town Center, as the first priority locations, with possible facilities in the Residential Village Centers." [1-112]

PS 1.2

"Identify sites for police facility location(s) in subsequent Specific Plans for development in the University Community, based on need, phasing, and timing. The Town Center would be a priority candidate site." [1-113]

PHS 1.2

"Locate any health care facilities that are developed in the Community in the Town Center and, secondarily, in the Residential Village Centers to maximize access by local residents and interface with other public uses." [1-114]

PHS 2.2

"Locate social provider facilities in the Town Center and, secondarily, in the Residential Village Centers to maximize access by local residents and interface with other public facilities." [1-114]

Land Use Objective 5.0

"To develop the University Community Town Center as the symbolic and functional center of the University Community that is directly linked and shares uses with the University campus core and linked to surrounding Residential Villages." [1-29] NOTE: Land Use Policies LU 5.1 to LU 22 are provided in their entirely on the following four pages.

Note: LU 5.11: "Allow three development typologies in the Town Center: *(a)* mixed use structures that integrate housing with ground level retail, office, cultural, or other use; *(b)* independent commercial, office, and other non-residential use; and *(c)* independent housing. Each development type shall be integrated into a cohesive urban pattern, in accordance with other policies in this section. To the extent practical, these development typologies shall be grouped, emphasizing the concentration of mixed structures along primary pedestrian streets as depicted by the Illustrative Town Center Diagram (**Figure 7, 8, 9, 10 and 11**). Their precise location shall be established by a Specific Plan to be adopted by the County." [1-31]

LU 4.8

Extend infrastructure and related services and utilities to urbanizing areas within the University Community only following the adoption of an Infrastructure Master Plan and pursuant to its specification for such infrastructure and services. Such services and improvements shall be limited to the planned development area except where they are necessary to independently or jointly serve the University Community and UC Merced. *(Imp 2.4, 3.3, 4.13)*

LU 4.9

Establish an Urban Limit Line contiguous with the Community Plan boundary. This Urban Limit Line is intended to delineate the maximum extension of urban development and urban services. The Urban Limit Line may be modified by the Board of Supervisors through a revision of the UCP and subject to all applicable goals, objectives, and policies of the County General Plan. *(Imp 2.1)*

A COMMUNITY OF VITAL AND LIVABLE PLACES

THE TOWN CENTER IS THE HEART OF THE COMMUNITY

Objective

LU 5.0

To develop the University Community Town Center as the symbolic and functional center of the University Community that is directly linked and shares uses with the University campus core and linked to surrounding Residential Villages.

Policies

USES

LU 5.1

Require that a mix of uses be developed in the University Community Town Center that reinforce its role as the primary business and shared activity center for the community and campus. Representative uses may include community and campus-serving retail commercial, personal services, financial institutions, offices, entertainment, hotels/motels, civic, cultural (library, museum, etc.), food service/grocery stores, housing, and similar uses that are supportable in the marketplace. *(Imp 2.5)*

LU 5.2

Encourage the development of buildings and sites that contain a mix of uses, including the vertical integration of housing with retail, office, civic, or other uses. *(Imp 2.5)*

LU 5.3

Integrate public uses (e.g., day and senior care facilities, community meeting rooms, recreation facilities, libraries, police and fire facilities, health facilities, and so on) with other uses in the Town Center. *(Imp 2.5, 4.4–4.6, 4.8)*

LU 5.4

Collaborate with UC Merced to identify and promote the development of uses in or immediately adjacent to the Town Center that support and can be jointly used by the campus and community (e.g., conference facility, performance arts center, sports stadium, and recreation fields). *(Imp 2.5, 3.3)*

LU 5.5

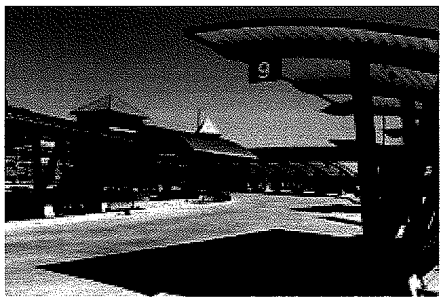
Promote the development of housing units for UC Merced students, faculty, and staff in the Town Center to facilitate access between the campus and community. *(Imp 1.4, 2.5, 3.3)*

LU 5.6

Encourage the development of senior housing within the Town Center. *(Imp 1.4, 2.5)*

LU 5.7

Develop a multi-modal transportation center that serves both the community and the campus at the earliest feasible date to lessen automobile dependence. Work with the UC in the siting and design of this facility to ensure its compatibility with adjoining uses and the transportation network and facilities. *(Imp 2.5, 4.1, 6.1–6.4)*



DENSITY/INTENSITY

LU 5.8

Develop the Town Center with the highest densities in the University Community to reinforce its role as the "heart" of the community and foster pedestrian and transit use, according to the following standards:

▪ Retail and office uses (free-standing)	Minimum floor area ratio (FAR) of 0.4 and maximum of 3.0 (one to six stories)
▪ Mixed use (housing/retail or office)	Minimum FAR of 1.5 and maximum 3.0, with a minimum FAR of 0.35 and maximum of 1.0 for retail or office components (three to six stories)
▪ Residential	An average range of 8 to 32 units per net acre (minimum height of two stories). Individual sites may be developed at lesser densities provided that the average density for the Town Center planning area is achieved.

LU 5.9

Increased densities and building heights may be permitted to reflect uses of special merit that further functional, economic, and design objectives for the Town Center, provided that they complement and are consistent with adjoining uses and the UC Merced campus. In no case shall densities below the defined minimums be permitted. *(Imp 2.5, 2.9)*

DESIGN AND DEVELOPMENT

LU 5.10

Integrate the Town Center's land uses into a cohesive urban pattern that provides the sense of a complete and identifiable place. Establish an urban form that ties together individual parcels and uses into a cohesive whole, addressing the location and massing of buildings, architecture, landscape, connective pedestrian paths and walkways, streets and transit, use of key landmarks, and similar elements. *(Imp 2.5, 2.9)*

Mixed-Use Center—Grocery store, housing above ground floor commercial. Narrow street and wide sidewalks

LU 5.11

Allow three development typologies in the Town Center: *(a)* mixed use structures that integrate housing with ground level retail, office, cultural, or other use; *(b)* independent commercial, office, and other non-residential use; and *(c)* independent housing. Each development type shall be integrated into a cohesive urban pattern, in accordance with other policies in this section. To the extent practical, these development typologies shall be grouped, emphasizing the concentration of mixed structures along primary pedestrian streets as depicted by the Illustrative Town Center Diagram (Figure 7, 8, 9, 10 and 11). Their precise location shall be established by a Specific Plan to be adopted by the County. *(Imp 2.5, 2.9)*

LU 5.12

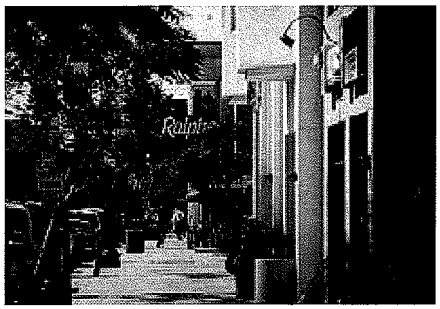
Work with UC Merced during the preparation of the Town Center Specific Plan to ensure the blending and continuity of uses, the street grid, and open spaces along the Town Center and campus core boundary. *(Imp 2.4, 2.5, 3.3)*

LU 5.13

Design sites and buildings that are constructed in the early phases of the Town Center's development to facilitate intensification and/or adaptive re-use to achieve the intended long-term scale and intensity of building and activity. For example, parking lots may be developed as interim uses that may be replaced by higher density buildings coupled with the development of shared use parking structures. *(Imp 2.5, 2.6)*

LU 5.14

Require that buildings be located to front onto public sidewalks and plazas forming a semi-continuous "building wall" (with parking located to the rear or in structures with ground level retail uses), that the ground floor of buildings be restricted to uses that have a high level of customer activity, and that buildings be designed to open onto the sidewalk/plaza and provoke visual interest (e.g., visual transparency, façade modulation/fenestration, etc.). *(Imp 2.5, 2.9)*



Building "wall" along sidewalk, transparent facades, pedestrian-oriented signage, streetscape amenities

LU 5.15

Incorporate a major public plaza/town square to serve as the centerpiece of community activity that shall be designed to accommodate events, celebrations, outdoor performances, community meetings, and similar functions. *(Imp 2.5, 2.7, 2.9)*

LU 5.16

Develop and design public streetscapes to enhance pedestrian activity including the integration of landscape, street furniture, signage, lighting, public art, distinctive paving materials, and other amenities. Local and/or campus artists should be involved in the design of streetscapes, in lieu of the exclusive use of traditional "catalogue" elements, to impart a distinctive character and enhance ownership by the community. *(Imp 2.5, 2.9, 3.5)*

Indoor/outdoor uses, streetscape amenities, wide sidewalks, narrow streets

LU 5.17

Accommodate plazas, small parks, and open spaces that provide viewshed opportunities of the campus and landmark buildings from the Town Center. *(Imp 2.5, 2.9)*

LU 5.18

Develop shared parking facilities in lieu of separate parking for each site/use in the Town Center, including possible parking facilities to serve both community and campus uses. *(Imp 1.5, 4.1)*

LU 5.19

Design internal local streets to emphasize pedestrian activity and slow traffic using such techniques as appropriate width, angled parking, traffic circles, landscaped "bulb outs," alleys, and comparable techniques. A standard of a minimum of 15 feet shall be established as the minimum width of sidewalks, which may be modified to reflect specific planned uses and urban form within the Town Center, provided that the intention for functional pedestrian sidewalks is achieved. *(Imp 2.5, 2.9)*

LU 5.20

Promote the use of high quality and distinctive architecture that avoids the use of clichéd styles and idioms, is reflective of adjoining campus buildings, and considers the region's history, landscape, and materials. *(Imp 2.5, 2.9)*

LU 5.21

Encourage the development of individual buildings that serve as landmarks for the Town Center that may be differentiated by their scale, architectural design, or use of special design elements. *(Imp 2.5, 2.9)*

LU 5.22

Design structures that integrate housing with commercial, office, and other uses to protect residents from adverse impacts of the non-residential use such as noise, odors, vibration, and lighting. Parking and access to the different uses should be separated and secured. Housing units should be designed to maximize their daylighting and air circulation. *(Imp 2.5, 2.6, 2.9)*

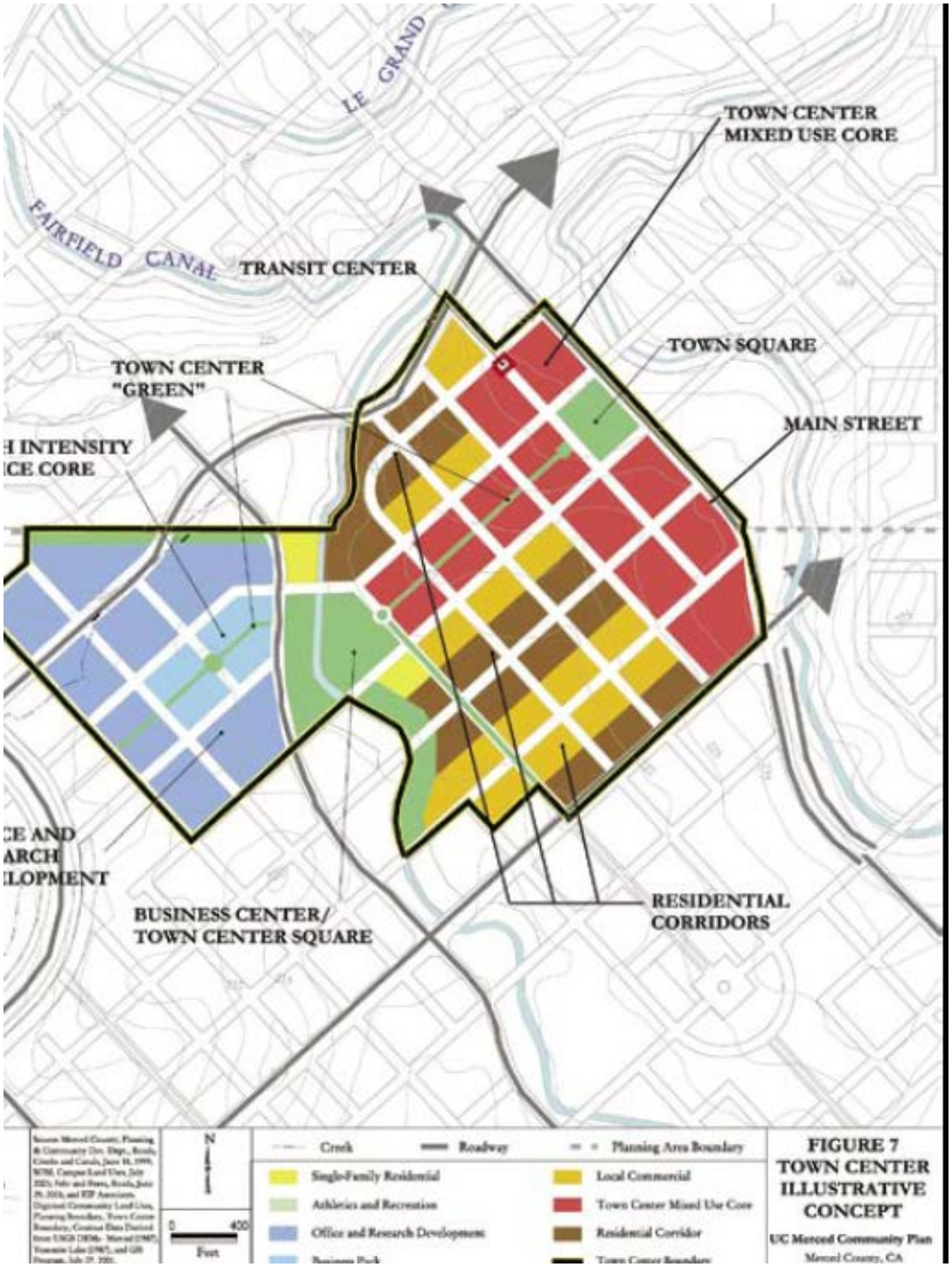
THE BUSINESS CENTER IS THE FOCAL POINT OF INNOVATION AND ECONOMIC ACTIVITY

Objective

LU 6.0

To establish a business center that provides opportunities to attract and incubate new businesses that benefit from the presence of the intellectual capital and research of UC Merced, is integrated with the Community Town Center and Campus Core, and provides job opportunities for local residents.

University Community Plan "Town Center/ Business Center"



L.3 *UC Merced Tomorrow*, Long Range Development Plan UC Merced (2009) Findings

L.3.1 Overview

Subsequent to the adoption of the 2004 Merced County UCP, the UC Merced Campus shifted south into lands originally planned for the UCP, and along with it, the planned location of the Town Center. As with the 2004 UCP, the Town Center is still placed immediately adjacent along the southern edge of UC Merced. The "Communities/Land Use Policies" COM_3 policy is a good summary of the relationship between UC Merced and the Town Center in the UCP, and states: "Integrate campus land use patterns, transportation and circulation systems, and open space systems with those of the adjoining community, particularly in the area of the Town Center." [2-55] Three other statements in the LRDMP mention the UCP Town Center:

L.3.2 Key Statements

COM-9: "Locate uses that will ***attract community participation***, such as performance, arts and spectator sports, near or adjacent to the Town Center to assure ease of access for the Merced community, and coordinate with the community in support of facilities that may be of joint use, such as conference centers." [2-55]

"Main Street 2.0 is a mixed-use street featuring student housing above campus functions. It links North Campus and Central Campus to the University Community's Town Center. At the north are student union and student affairs buildings, and on the south is the sports complex, and the west end of the Town and Gown District." [2-72]

MOB-12: "Provide high-frequency, safe and convenient ***transit services*** that seamlessly connect major activity centers on campus and in the neighboring University Community. Primary transit destinations would include the campus core, the Town Center, the Gateway District, outlying commuter parking facilities, and key locations within on-campus and off-campus housing areas. Each building in the campus core should be within a 5 minute walk of a transit stop." [2-97]

L.3.3 UCM Circulation

UC Merced LRDP

Circulation: Vehicular Access Right of Ways

Community Collector

1. Parkway (Regional Facility)
2. Campus Loop Drive
   2 lanes with turn lanes (black)
   4 lanes with turn lanes (red)
3. Community Loop Drive
   2 lanes with turn lanes
4. Community Central Drive
   4 lanes with turn lanes

Local Collector

A. Campus Core Edge Access
   2 lanes with turn lanes
B. Campus Core Access
   2 lanes with turn lanes**c**

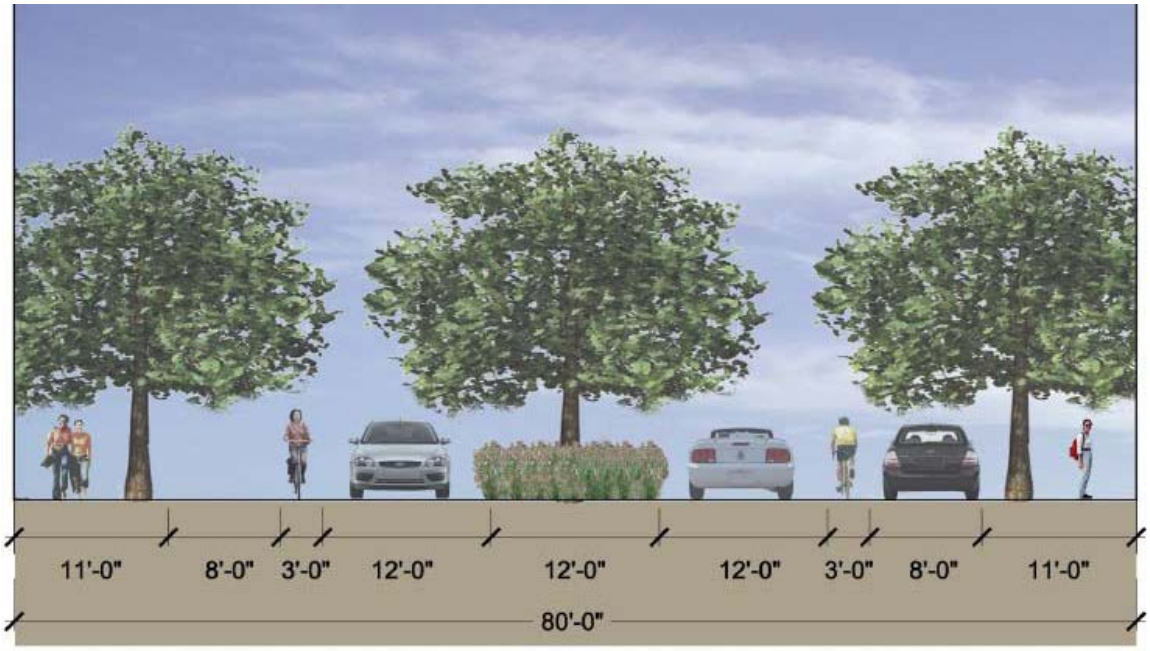
Community Connector

C. Neighborhood Access
   2 lanes
D. Gateway Access,
   2 lanes with turn lanes

Managed Access Street

5. Mixed-use Service Access
   2 lanes
6. Neighborhood Access
   2 lanes
7. Pedestrian Mall
   2 lanes

Community Collector (Town and Gown District)



LOCAL COLLECTOR A+B - CAMPUS CORE EDGE ACCESS + CAMPUS CORE ACCESS

L.4 UC Merced and University Community Project Draft EIS/EIR (2008) Findings

L.4.1 Project Description

The *project description* included in the 2008 EIS/EIS for the UC Merced and University Community Project, address the "Town Center" and adjacent "Gateway District," as follows:

Town Center

"The UCP, as previously adopted, proposed the development of a 120-acre mixed-use Town Center in the northernmost portion of the University Community area as a transition into the campus. In the view of the University, the land use plan for Community North continues and advances this concept. A Town Center would be built on about 120 acres in the north-central portion of Community North, directly adjacent to and south of the Academic Core of the campus. This Town Center would include commercial office, general commercial, mixed-use commercial, mixed-use residential, medium-density residential space, entertainment venues, parks, performing arts facilities, and parking (both distributed and structured). Approximately 862,500 square feet of commercial and office space and about 3,270 parking spaces in lots and parking structures are planned for the Town Center. The development of buildings and sites with a mix of uses, such as the vertical integration of housing with retail, office, or other uses would be encouraged. Residential development in the Town Center would consist of 1,418 units in a combination of single-family townhouse/rowhouse units, multi-family units located in mixed-use buildings with emphasis on occupancy by the campus-related uses and residents." [3-2.0-42]

Gateway District

"The UCP, as previously adopted, included 22 acres of land for the development of 400,000 square feet of research and development (R&D) space. The revised land use plan for Community North provides about 100 acres in the northwestern portion of Community North for the development of the Gateway District, which would focus on R&D and would be adjacent to similar R&D land uses on the campus. This area would be developed with approximately 2.3 million square feet of building space that would house research laboratories and industrial R&D." [3-2.0-43]

University Community Town Center

"The Town Center district would be located in Community North, and would serve as the "downtown" for the campus and the community. This district would include mixed-

use commercial and residential activities, cultural facilities, and parking. The Town Center Commercial Mixed Use (TC-1), Residential Mixed-Use (TC-2), and Residential Townhouse/Rowhouse (TC-3) blocks are proposed for this District." 3- 2.0-49

L.4.2 Table of Major Land Uses

Along with the change in acreage to the Campus and the University Community, the EIR/EIS project description included changes in land use; these changes are described in Table 2.0-6 below.

Table 2.0-6
Major Land Uses in the 2009 Proposed University Community

Land Use	Community North		Community South	Total
	Town Center [6]	Residential Neighborhoods	Villages	
Residential				
Single Family				
Acres	45	330	560	935
Units	1,418[1]	3,356[2]	4,029	8,803
Multi Family				
Acres	4	10	75	89
Units		480	1,794	2,274
Mixed Use				
Total Acres	15			15
Retail (sf)	183,000[3]			183,000
Office (sf)	313,600[4]			313,600
Housing Units	540			540
Retail				
Acres	8	6	15	29
Square Feet	130,700	78,400	250,000	459,100
Office				
Acres	5		9	14
Square Feet	292,700		140,000	432,700
Research and Development				
Acres	71			71
Square Feet	2,308,300			2,308,300
Schools				
Acres		43	80	123
Parks and Open Space				
Acres	5[5]	76	148	229
Shared Parking				
Acres	9			9

L.5 Technical Memorandum Findings

L.5.1 Key Statements from Applicable Documents

While the size and location of the Town Center and land uses vary between the 2004 and 2008 planning documents (see table in Section L.5.4), its function and purpose has not, and is described in the following key statements from the documents assessed in this report.

Merced County University Community Plan, 2004

- Require that a mix of uses be developed in the University Community Town Center that reinforce its role as the primary business and shared activity center for the community and campus. Representative uses may include community and campus-serving retail commercial, personal services, financial institutions, offices, entertainment, hotels/motels, civic, cultural (library, museum, etc.), food service/grocery stores, housing.

- Collaborate with UC Merced to identify and promote the development of uses in or immediately adjacent to the Town Center that support and can be jointly used by the campus and community (e.g., conference facility, performance arts center, sports stadium, and recreation fields).

- A business center shall be developed adjacent and relate to the Town Center and UC Merced campus

- Encourage the development of buildings and sites that contain a mix of uses, including the vertical integration of housing with retail, office, civic, or other uses. The concentration and intermixing of uses within the Town Center will promote pedestrian and transit use and establish it as the heart of the community.

- Develop the Town Center with the highest densities in the University Community to reinforce its role as the "heart" of the community and foster pedestrian and transit use. Require that buildings be located to front onto public sidewalks and plazas forming a semi-continuous "building wall" (with parking located to the rear or in structures with ground level retail uses), that the ground floor of buildings be restricted to uses that have a high level of customer activity, and that buildings be designed to open onto the sidewalk/plaza and provoke visual interest (e.g., visual transparency, façade modulation/fenestration, etc.).

UC Merced Tomorrow, Long Range Development Plan UC Merced, 2009

- Integrate campus land use patterns, transportation and circulation systems, and open space systems with those of the adjoining community, particularly in the area of the Town Center.

- Locate uses that will ***attract community participation***, such as performance, arts and spectator sports, near or adjacent to the Town Center to assure ease of access for the Merced community, and coordinate with the community in support of facilities that may be of joint use, such as conference centers.

UC Merced and University Community Project Draft EIS/EIR, 2008

- A Town Center would be built on about 120 acres in the north-central portion of Community North, directly adjacent to and south of the Academic Core of the campus. This Town Center would include commercial office, general commercial, mixed-use commercial, mixed-use residential, medium-density residential space, entertainment venues, parks, performing arts facilities, and parking (both distributed and structured).

- The development of buildings and sites with a mix of uses, such as the vertical integration of housing with retail, office, or other uses would be encouraged.

- The Town Center district would be located in Community North, and would serve as the "downtown" for the campus and the community. This district would include mixed-use commercial and residential activities, cultural facilities, and parking.

L.5.2 Essential Character of the Town Center

Based on the key statements above, City Staff has prepared a single description of the UCP Town Center:

The Town Center district would be located in Community North, and would serve as the "downtown" for the campus and the community. Integrate campus land use patterns, transportation and circulation systems, and open space systems with those of the adjoining community. The Town Center would be developed with the highest densities in the University Community to reinforce its role as the "heart" of the community.

The Town Center would include commercial office, general commercial, mixed-use commercial/retail, mixed-use residential, medium-density residential space, entertainment venues, parks, and parking (both distributed and structured). Representative uses may include community and campus-serving retail commercial, personal services, financial institutions, offices, entertainment, hotels/motels, civic, cultural (library, museum, etc.), food service/grocery stores, housing. Collaborate with UC Merced to identify and promote the development of uses in or immediately adjacent to the Town Center that support and can be jointly used by the campus and community (e.g., conference facility, performance arts center, sports stadium, and recreation fields). A business center shall be developed adjacent and relate to the Town Center and UC Merced campus

To foster pedestrian and transit use, in concert with high densities, Town Center buildings would be require to front onto public sidewalks and plazas forming a semi-continuous "building wall" (with parking located to the rear or in structures with ground level retail uses), that the ground floor of buildings be restricted to uses that have a high level of customer activity, and that buildings be designed to open onto the sidewalk/plaza and provoke visual interest (e.g., visual transparency, façade modulation/fenestration, etc.).

L.5.3 Unique Traits of the Town Center

Due to proximity and ability to craft a circulation and land use network that joins the campus with the future UCP Community, the Town Center would become the "downtown" for both the campus and the community, thereby, becoming a major center in the area. The project's "Town and Gown District" is knitted together by a right-of-way designed specifically for pedestrians, though vehicles can pass through safely.

The proximity and connectedness of the UCM campus and the University Community forms a fertile location that supports the growth of uses which and can be shared the campus and community (e.g., conference facility, performance arts center, sports stadium, and recreation fields). While not unique, the adjacency of the business center/research and development park compounds the size and strength of this center.

The Bellevue Community Plan lacks adjacency to the UC Merced academic core, and the associated vitality it could bring to a downtown setting. The campus parkway (extended) right-of-way and the "UCM Gateway District,' more of a district than a center, separates the campus from future development in the Bellevue Community Plan. Uses that supplement and support the Gateway District, and are less supportive of a downtown setting, should be considered to be placed along the eastern edge of the Bellevue Community Plan. While a center may be located here, the size and character need to be distinct from the Town Center in the UCP.

Technical Memorandum K describes the Gateway District is greater detail.

L.5.4 Changes in Town Center/Business Center Land Uses and Acres

Town Center/Business Center Land Use Types and Acres			
Land Uses	**2004 UCP**	**2008 EIS/EIR**	**Change**
Residential			
Single Family			
Acres	0	45	+45
Units	0	1418	+1,418
Multi Family			
Acres	27	4	-23
Units	648		-648
Mixed Use			
Total Acres	20	15	-5
Retail (sq. ft.)	305,000	183,000	-122,000
Office (sq. ft.)	130,680	313,600	+182,920
Housing Units	726	540	-186
Retail			
Acres	5	8	
Square Feet	61,000	130,700	+69,200
Office			
Acres	16	5	
Square Feet	593,320	292,700	-300,620
Research and Development			
Acres	22	71	+49
Square Feet	400,000	2,308,300	+1,908,300
Schools			
Acres	0	0	
Square Feet	0	0	
Parks and Open Space			
Acres	0	5	+5
Shared Parking			
Acres	0	9	+9
Total Development			
Acres	90	162	**+72**

The data in the **2008 EIS/EIR** column includes the "Gateway" Research and Development uses.

Bibliography of Appendix L

1. Merced County University Community Plan, 2004
2. UC Merced Tomorrow, Long Range Development Plan UC Merced, 2009
3. UC Merced and University Community Project Draft EIS/EIR, 2008

Technical Appendix M, "Plan Assessment Tool"

Table of Contents

M.1 Overview

M.2 BCP Goals and Objectives
M.2.1 Relationship of City Goals with Strategic Growth Council Objectives
M.2.2 BCP Strategies to Achieve Objectives

M.3 Indicators

M.4 Baseline

M.5 Quantified Projected Outcomes

M.1 Overview

As a guiding document, the BCP will be used by the community as a tool to attain long-range development goals, but whether or not the community actually attains these goals won't be revealed for several decades. Near-term development of the plan area presents opportunities to measure the direction and pace the community is making toward Plan goals, and with this knowledge, adjustments may be made so that long-term goals are more likely to be reached.

This process generally includes the identification of a starting point (baseline), an end-point (goals and objectives), and measurable aspects of development (indicators) that reflect attainment of goals and objectives. In summary, the process is the quantification of projected outcomes over the baseline using specific indicators.

Technical Memorandum M describes these components at a level of detail necessary for City Staff to be able to measure the direction and pace the community is making toward the goals of the BCP. The components of this assessment are:

- Goals and Objectives
- Indicators
- Baseline
- Projected Outcomes

M.2 BCP Goals and Objectives

M.2.1 Relationship of City Goals with Strategic Growth Council Objectives

The City's Planning Staff reviewed and identified current City policies and implementation actions from the *Merced Vision 2030 General Plan* that are highly applicable to the *Bellevue Community Plan* area. These local community-based policies and actions were then paired with applicable objectives of the Strategic Growth Council (SGC); note that the BCP does not address the SGC's objective to revitalize urban and community centers. Many existing City policies and actions apply to more than one SGC objective, and are so noted. The following objectives do not have a topic heading (see below); rather, their acronym is placed after the applicable policies and actions.

SGC Objectives	Acronym
Improve Air and Water Quality	AWQ
Promote Public Health	PH
Promote Equity	E

This manner of notation shows the interrelated nature of policies and actions, and identities those that play a multi-objective role. Below, topic headings in bold are objectives, while summarized City policies and actions are bullet points

Strengthen the Economy

- Develop Key Employment and Circulation Corridors
- Annex Job-Based Sites and Develop Plans to Provide Infrastructure
- Plan for Research and Development Parks
- Develop Design Principles for New Communities (especially near UC Merced) to Encourage Job-Generating Uses

Improve Infrastructure Systems

- Implement the City's Street Functional Circulation Plan
- Seek and Evaluate Collector Street Design Options (AWQ, PH, E)
- Protect Right-of Way for Future Users
- Work with the County and Caltrans to Implement Area Expressways
- Plan for a Transit Corridor to UC Merced (AWQ, PH, E)

- Provide Convenient Access to Transit (AWQ, PH, E)
- Plan for Utility Capacity and Extensions (PH, E)
- Determine Appropriate Sites for Future Fire Stations (PH, E)
- Develop Groundwater Recharge and Storage Facilities (AWQ, E)
- Coordinate Infrastructure Needs with UC Merced
- Plan for Telecommunications Infrastructure
- Provide Circulation-Related Connections between Downtown and UC Merced (AWQ, PH, E)

Promote Infill and Compact Development

- Limit Establishment and Growth of Rural Residential Centers (AWQ, PH
- Limit Expansion of City Utilities to only those areas within the Established Urban Boundary (E)
- Promote High Density Residential Sites to Maintain a Compact Urban Form (PH, E)
- Encourage Phasing of New Development (E)
- Promote Land Use Patterns and Site Designs that Support use of Public Transit (AWQ, PH, E)
- Take a Long Range view of how land and Site Planning can possibly affect Future Public Transit Options (AWQ)
- Limit Expansion of City Utilities outside its Incorporated Limits (E)

Promote Water Conservation

- Explore Range of Uses for Untreated Water
- Preserve and Enhance Surface Water System
- Explore Range of Uses for Untreated Water
- Design Growth Areas to Use Treated Wastewater
- Promote Water Conservation throughout the Planning Area

Reduce Automobile Use and Fuel Consumption

- Plan for a Mixture of Land Uses (PH, E)
- Encourage Pedestrian and Transit-Friendly Designs (AWQ, PH, E)
- Encourage Construction of Transit, Bicycling and Walking Features in Future Developments (AWQ, PH, E)
- Permit Transit-Friendly Projects (AWQ, PH, E)
- Avoid Negative Impacts to Function of Transit Corridors (AWQ, PH, E)

- Coordinate Bike Planning and Construction with UCM and Merced County (AWQ, PH, E)
- The Focus of New Development will be Mixed-use, Pedestrian and Transit-Friendly Communities (AWQ, PH, E)
- Develop Bikeways and Trails along Open Space Stream Corridors (AWQ, PH, E)
- Connect Bikeways within Greenways Connecting Parks and Schools (AWQ, PH, E)
- Plan for High and Medium-Density Housing near Transit Hubs and Commercial Centers (AWQ, PH, E)

Protect Natural Resources and Agricultural Land

- In General, Develop Non-Prime Agricultural Lands before Prime Agricultural Lands
- Identify Sensitive Habitat
- Avoid Sensitive Habitats unless otherwise Mitigated
- Create Open Space Corridors along Creeks and Other Appropriate Areas
- Support more Natural Flood Control Methods (AWQ, PH)
- Preserve Open Space Areas Which Are Necessary to Maintaining Public Health and Safety (PH)

Promote Energy Efficiency and Conservation

- Plant Street Trees in New Developments (PH, E)

Increase Housing Affordability

- Encourage High Density Housing (E)
- Designate Areas for Multi-family Development (E)

M.2.2 BCP Strategies to Achieve Objectives

1. Strengthen the Economy

Investigation of the area's potential to attract research-based companies and large corporations, as well as the appropriate amounts and mixes of commercial and residential uses was a key task of the BCP. The plan enables the siting of a diverse set of businesses, housing and employment that cater to the University population, as well as the City's anticipated general population growth.

2. Improve Infrastructure Systems

The BCP infrastructure guidelines expand and improve upon the area's current infrastructure. The Plan lays out goals and policies for accessible, efficient transportation systems; a solid waste program characterized by source reduction and modern recycling components; sustainable energy infrastructure; and integrated water-related infrastructure that addresses potable water, wastewater, and storm water concerns.

3. Promote Infill and Compact Development

The BCP establishes a general planning foundation upon which urban design guidelines that support the development of transit-oriented development can be implemented. In the core area of the plan along the planned transit-route, high density housing will mix with parks, offices, shops, services, and transit options to create a well-balanced, walkable community.

4. Promote Water Conservation

The BCP emphasizes multi-objective storm water infrastructure design, including construction of permeable surfaces and collection basins. In keeping with the goals of the Merced Integrated Regional Water Management Plan, use of potable water will be minimized through the innovative use of recycled wastewater and storm water.

5. Reduce Automobile Use and Fuel Consumption

The BCP includes a strategy to develop a successful transit-oriented development. A convenient and affordable transit system will connect riders to UC Merced, and various Merced destinations, Greyhound, and Amtrak. The addition of functional bikeways and supportive features such as bike racks and other amenities –will encourage cycling as a feasible and attractive mode of transportation. Bikeways will link to and expand the City's existing bicycle transportation network. Balancing the amounts of housing and jobs will lead to reduced number and length of trips, which will lessen air quality impacts and support mobility options that could improve physical health.

6. Protect Natural Resources and Agricultural Land

The BCP aims to preserve, protect, and/or mitigate the loss of resources, promote the long-term vitality of natural resources within the larger regional context. The BCP integrates natural resources into development, promoting the use of drought-tolerant vegetation for landscaping purposes, surface water features, and creating an interconnected network of open spaces and sensitive habitats. The BCP communicates the City's General Plan goal for compact growth and to create transit-oriented "Urban Villages." This design will establish a vibrant mixed-use area west of the UC, filling in a

gap between the City and UC Merced rather than sprawling into the more pristine wildlife habitats and agricultural lands east of campus.

7. Promote Energy Efficiency and Conservation

A conservation-oriented energy supply will be encouraged through building-related conservation techniques. The Plan will promote renewable energy sources such as solar panels and geothermal designs.

8. Increase Housing Affordability

The mixed-use Urban Village design planned for the BCP will be highly conducive to creating housing options for people with limited income. The project will allow the City to increase the supply and diversity of housing types and affordability. The end result will be affordable, high quality, and location-efficient housing.

9. Improve Air and Water Quality

The mixed-use zoning encouraged in the BCP, with a strategic blend of housing and business opportunities, will allow City residents to shorten their vehicle trips and be offered other viable mobility options (walking, bicycling or use of transit) The BCP can become a thoroughly walkable community, offering housing, services, recreation, and shopping options within walking distance of each other. "Complete Streets" design concepts will accommodate – and, just as importantly, attract -- pedestrians and bicyclists. Public transportation options and off-street bike paths will contribute to the area's layout. Bellevue Road balances multiple goals including access to adjacent property, gateway designs, and need to convey regional traffic efficiently.

10. Promote Public Health

The *Complete Streets* approach in the BCP will result in cleaner air, reducing the incidence of asthma for residents of the Bellevue Corridor. The BCP includes an interconnected network of natural open space, bikeways (both on-street and off-street) and recreational facilities, encouraging physical activity by walking and cycling. Balancing the amounts of housing and jobs will lead to reduced number and length of trips, which will lessen air quality impacts and support mobility options that could improve physical health.

11. Promote Equity

The BCP emphasizes economic growth through the creation of a desirable place to live, work and play, and through its jobs-based land use plan. Housing options will be diverse to fit budgets from all income levels. The BCP provides mobility options for people who are economically, socially, or physically disadvantaged.

M.3 Indicators

Indicators are used to create a bridge of understanding about whether or not objectives are being met. While they may not define the entirety of the objective or goal, indicators define measureable features of some aspect of it. For this reason, it is important to identify the best indicators, and those that have easily accessible data. To identify such indicators, City Staff contacted other Planning Departments that have prepared indicators for similar community plans, and received input from the Project Technical Advisory Committee.

Table M-1 shows which indicators align with the Plan objectives, and provides a qualitative outcome comparing the Bellevue Community Plan to the "business-as-usual" or baseline conditions.

Section M.3.2 provides a description and use of the indicators.

Table M-1: OBJECTIVES, INDICATORS AND OUTCOMES

Objectives	Indicators	Projected Outcomes
Strengthen the Economy	• Employment Rate	✓ Increase
Improve Infrastructure Systems	• Recycling Program Participation Rate • Ratio of utility connections to dwellings	✓ Increase ✓ Increase
Promote Infill and Compact Development	• Transit Ridership • Jobs/Housing Balance Ratio	✓ Increase ✓ Centered
Promote Water Conservation	• Percent of buildings and properties with water meters • Per capita water use • Use of surface water for urban use	✓ Increase ✓ Decrease ✓ Increase
Reduce Automobile Usage and Fuel Consumption	• Transit Ridership • Bicycle Rack Usage • Bicycle Registrations • Jobs/Housing Balance Ratio • Trips by Automobile Mode	✓ Increase ✓ Increase ✓ Increase ✓ Centered ✓ Decrease
Protect Natural Resources and Agricultural Lands	• Amount of open space per capita	✓ Increase
Promote Energy Efficiency and Conservation	• Residential Energy Consumption • Commercial Energy Consumption	✓ Decrease ✓ Decrease
Increase Housing Affordability	• Population able to afford rent or mortgage	✓ Increase
Improve Air and Water Quality	• Rate of coliform presence • Local air quality measurement	✓ Decrease ✓ Decrease
Promote Public Health	• Healthy Fitness Zone • Bicycle Registration • Incidence of Asthma Emergencies • Obesity Population Incidence	✓ Increase ✓ Increase ✓ Decrease ✓ Decrease
Promote Equity	• Transit Ridership • Population able to afford rent or mortgage • Employment Rates	✓ Increase ✓ Increase ✓ Increase ✓ Decrease

M.4 Baseline

The baseline measurements of the Plan's indicators are listed in Table M-2 below. They are presented form a *business-as-usual* perspective, implying an intent to change as may be caused by the strategies summarized in Section M.2.2..

Table M-2: BUSINESS AS USUAL (BAU) MEASUREMENTS	
Indicators	**Baseline BAU Measurement**
Employment Rate	
Recycling Program Participation Rate	
Ratio of utility connections to dwellings	
Transit Ridership	
Jobs/Housing Balance Ratio	
Percent of buildings and properties with water meters	
Per capita water use	
Use of surface water for urban use	
Bicycle Rack Usage	
Bicycle Registrations	
Trips by Automobile Mode	
Amount of open space per capita	
Residential Energy Consumption	
Commercial Energy Consumption	
Population able to afford rent or mortgage	
Rate of coliform presence	
Local air quality measurement	
Healthy Fitness Zone	
Incidence of Asthma Emergencies	
Obesity Population Incidence	

M.5 Quantified Projected Outcomes

Table M-3 identifies a quantified target or projected outcome over the baseline for each indicator. For example, the employment rate in the BCP is projected to increase by 10% over the baseline measurement in Table M-2.

Table M-3: Quantified Indicator Target

Indicators	Projected Outcomes over the Baseline
Employment Rate	10% increase
Recycling Program Participation Rate	10% increase
Ratio of utility connections to dwellings	Increase to 100% of sites
Transit Ridership	25% increase
Jobs/Housing Balance Ratio	25% more balanced
Percent of buildings and properties with water meters	Increase to 100% of sites
Per capita water use	25% decrease
Use of surface water for urban use	10% increase
Bicycle Rack Usage	Increase to 50% of supply
Bicycle Registrations	Increase to 20% of population
Trips by Automobile Mode	Decrease by 15%
Amount of open space per capita	Increase by 10%
Residential Energy Consumption	Decreased use rate by 15%
Commercial Energy Consumption	Decreased use rate by 15%
Population able to afford rent or mortgage	Increase by 25%
Rate of coliform presence	Decrease by 25%
Local air quality measurement	Levels less by 10%
Healthy Fitness Zone	Increase by 10%
Incidence of Asthma Emergencies	Decrease by 5%
Obesity Population Incidence	Decrease to 25% of Population