



# CITY OF MERCED

**Bellevue Community Plan  
Public Review Draft**

MARCH 2014



**SARGENT**  
TOWN PLANNING







## CITY OF MERCED | Bellevue Community Plan

### Lead Consultant

#### **Lisa Wise Consulting, Inc.**

Lisa Wise, President  
983 Osos Street  
San Luis Obispo, CA 93401  
805.595.1345

### Sub Consultants

#### **Sargent Town Planning**

David Sargent, Principal  
448 South Hill Street, Suite 418  
Los Angeles, CA 90013  
213.599.7680

#### **Tony Perez Associates**

Tony Perez, Principal  
225 Camino La Madera Avenue  
Camarillo CA 93010  
805.377.1209

#### **Nelson\Nygaard Consulting, Assoc.**

Colin Burgett, Principal  
116 New Montgomery Street, Suite 500  
San Francisco, CA 94105  
415.284.1544

#### **Economic & Planning Systems, Inc.**

Jason Moody, Principal  
2501 Ninth Street, Suite 200  
Berkeley, CA 94710  
510.841.9190

MARCH 2014



# ACKNOWLEDGEMENTS

Special thanks to the City Council, Citizen Advisory Committee, Technical Advisory Committee, and City Staff who generously gave their time to help create the Bellevue Community Plan. Special thanks to the UC Merced Resource Center for the Community Engaged Scholarship (ReCCES program) - "Planning an Innovation Hub," Dr. S.A. Davis, and Geneva Skram for their continued support and assistance.

## **City Council**

Stan Thurston  
Noah Lor  
Kevin Blake  
Tony Dossetti  
Mike Murphy  
Josh Pedrozo  
Michael Belluomini

## **Citizen Advisory Committee**

Jerry Callister  
Susan Gerhardt  
Melbourne Gwin, Jr.  
Dan Holmes  
Sharon Hunt-Dicker  
Richard Kirby  
Lee Kolligian  
Walt Lopes  
Carol McCoy  
Steve Simmons  
Justi Smith  
Bill Spriggs  
Greg Thompson  
Steve Tinetti  
Jeff Pennington  
Diana Westmoreland-Pedrozo  
Mary Ward  
Janet Young

## **Technical Advisory Committee**

Norm Andrade  
Gene Barerra  
Michael Conway  
Richard Cummings  
Ken Elwin  
Kim Espinosa  
Kraig Magnussen  
Matthew Fell  
David Gonzalves  
Rod Ghearing  
Richard Green  
Mark Hamilton  
Mark Hendrickson  
Bill King  
Thomas Lollini  
Michael McLaughlin  
Maria Mendoza  
Stan Murdock  
Bill Nicholson  
Ron Price  
Frank Quintero  
Steven Rough  
Ken Rozell  
John Sagin  
Julie Sterling  
David Spaur  
Mike Wegley  
Phillip Woods

# CONTENTS

<b>Executive Summary</b>	<b>i</b>
Plan Development and Community Participation	i
Plan Organization and Contents	i
Core Findings and Policy Recommendations	iii
Next Steps	iv
<b>1. Introduction</b>	<b>1</b>
Community Plan Overview	1
Setting	4
General Plan Guidance	7
<b>2. Vision &amp; Urban Design</b>	<b>17</b>
Plan Framework and Flexibility	28
Plan Vision and Strategies	30
Bellevue Community Plan Goals and Policies	32
<b>3. Mobility</b>	<b>35</b>
Setting	36
BCP Circulation Plan Components	39
Bellevue Community Plan Goals and Policies	61
<b>4. Open Space, Conservation, and Recreation</b>	<b>65</b>
Setting	66
Open-Space Service Standard	72
Park Types	74
Conceptual Open-Space Diagram	77
Bellevue Community Plan Goals and Policies	79

*The work upon which this publication is based was funded in whole or in part through a grant awarded by the Strategic Growth Council. The statements and conclusions of this report are those of the GRANTEE and/or Subcontractor and not necessarily those of the Strategic Growth Council or of the Department of Conservation, or its employees. The Strategic Growth Council and the Department make no warranties, express or implied, and assume no liability for the information contained in the succeeding text.*

<b>5. Community Character</b>	<b>83</b>
Setting	84
General Plan Consistency	85
Core elements for Community Character Areas	87
Place Types/Character Areas:	89
Neighborhood Master Planning	102
BCP Regulatory Framework	104
Bellevue Community Plan Goals and Policies	106
<b>6. Urban Expansion</b>	<b>109</b>
Governance and Terminology	111
Growth Factors	116
Community Plan Growth Scenarios	123
Public Facilities Financing and Next Steps	125
Bellevue Community Plan Goals and Policies	127
<b>7. Public Services and Facilities</b>	<b>131</b>
Setting and Issues	132
Public Facilities Financing	139
Bellevue Community Plan Goals and Policies	141
<b>8. Plan Maintenance</b>	<b>145</b>
<b>9. Works Cited</b>	<b>149</b>
<b>10. Appendix</b>	<b>151</b>
A. Bellevue Community Plan Consistency with the City's General Plan	A-1
B. Development Projects and Plans	B-1
C. Applicable Merced Vision 2030 General Plan Goals, Policies and Actions	C-1
D. Technical Circulation Memorandum	D-1
E. Foundation Report	E-1
F. Plan Development and Community Participation	F-1
G. Merced's Loop Road	G-1
H. Innovation Hub Elements, Relevance and Suggested Policies	H-1
I. Findings Report with Supporting Background Reports	I-1
J. Relevance of the Urban Land Institute to the BCP	J-1
K. Anticipated Research and Development	K-1
L. University Community Plan Town Center	L-1
M. Plan Assessment Tool	M-1

# LIST OF FIGURES

Figure 1. Bellevue Community Plan Area in Relation to Downtown Merced	5
Figure 2. Proximate Development Plans and Projects surrounding the Bellevue Community Plan Area	6
Figure 3. Bellevue Community Plan "Illustrative Plan"	10
Figure 4. Urban Design Framework	17
Figure 5. Merced Loop System	18
Figure 6. City of Merced Transit Corridor	19
Figure 7. California High Speed Rail Proposed Alignment	22
Figure 8. Illustration of an Interconnected Block Structure	23
Figure 9. Illustration of Possible Gateway Design Overlay Along Bellevue	25
Figure 10. UCM Triple Zero Commitments	26
Figure 11. Existing Regional Bus Connectivity	37
Figure 12. Complete Street Components in the Bellevue Community Plan	40
Figure 13. BCP Street Classification	42
Figure 14. Bellevue Road with Two-way Side Access Road	44
Figure 15. Example of a Boulevard with One-way Side Access Slip Road and Intersections in Berkeley, CA	44
Figure 16. Example of a Boulevard with One-way Side Access Slip Road in Berkeley, CA	44
Figure 17. Gardner Road in Single Family Character Area	45
Figure 18. Collector Street through a Typical Multi-Family Character Area	46
Figure 19. Collector Street through a Typical Mixed-Use Character Area	47
Figure 20. Collector Street through a Typical Single-Family Character Area	47
Figure 21. Mandeville Road- Transit Avenue - T.O.D. Center	48
Figure 22. Typical Edge Drive with Side Parking	51
Figure 23. Lake Road - Natural Rural Edge Drive	51
Figure 24. Lake Road - Edge Drive with Mixed-Use Character Area	51
Figure 25. BCP Gateway Overlay at Bellevue Road & G Street	52
Figure 26. Five Minute Walk from Proposed Transit Line	54
Figure 27. Bicycle Transportation Map	56
Figure 28. Pedestrian Transportation Map	57
Figure 29. Examples of Street Landscape Features	58
Figure 30. Example of an Urban Plaza and Festival Streets	58

Figure 31. Crosswalks	59
Figure 32. Bulb-outs	59
Figure 33. Pedestrian Realm	60
Figure 34. Sensitive Habitats and Conservation Lands within and near the Plan Area	67
Figure 35. Site Topography and Drainage Features Within and Near the Planning Area	69
Figure 36. Wetland Features with and near the Plan Area	71
Figure 37. Existing and Planned Recreational Facilities Within and Near the Plan Area	73
Figure 38. BCP Open-Space Diagram	78
Figure 39. Community Character Place Type Plan	90
Figure 40. Illustration of a R&D Employment District	94
Figure 41. Illustration of a Typical Neighborhood Center	96
Figure 42. Illustration of Multi-Family Neighborhood Character Area	99
Figure 43. Illustration of Single Family Residential	100
Figure 44. Bellevue Community Plan Area	110
Figure 45. Merced City Limit, Sphere of Influence (SOI), Sphere of Specific Urban Development (SUDP), and Area of Interest (AOI)	112
Figure 46. City of Merced 2015 and 2030 Sphere of Influence (SOI)	114
Figure 47. Key Growth Factors for the Bellevue Community Plan	116
Figure 48. Bellevue Community Plan Project Index	122
Figure 49. Image of Lake Yosemite and Area Storm Water Runoff	135
Figure 50. Site Topography and Water Features within and Near the Plan Area	136
Figure 51. Plan Maintenance Key Characteristics	145



# LIST OF TABLES

Table 1 Land Use Designations from the <b>Merced Vision 2030 General Plan</b>	11
Table 2 Citizen Advisory Committee Desired Outcomes of the Bellevue Corridor Community Plan	30
Table 3 Vision and Urban Design Goals and Policies Specific to the Bellevue Corridor Community Plan consistent with the City's <b>General Plan</b>	32
Table 4 Street Classifications within the Bellevue Community Plan	41
Table 5 Pedestrian Way Standards	60
Table 6 Mobility Goals and Policies Specific to the Bellevue Corridor Community Plan Consistent with the City's <b>General Plan</b>	61
Table 7 Open Space, Conservation, and Recreation Goals and Policies Specific to the Bellevue Corridor Community Plan consistent with the City's <b>General Plan</b>	79
Table 8 Place Type Characteristics	89
Table 9 BCP Character Area Descriptions and Regulatory Framework	104
Table 10 Community Character Goals and Policies Specific to the Bellevue Community Plan consistent with the City's <b>General Plan</b>	106
Table 11 Urban Expansion Goals and Policies Specific to the Bellevue Corridor Community Plan consistent with the City's General Plan Regarding Urban Expansion	127
Table 12 Public Services and Facilities Goals and Policies Specific to the Bellevue Corridor Community Plan consistent with the City's <b>General Plan</b>	141

*This page intentionally left blank.*

# EXECUTIVE SUMMARY

The Bellevue Community Plan (BCP) was developed to be consistent with the Merced Vision 2030 General Plan, and is highly reflective of its policies, illustrative plans and guiding features, such as providing significant employment generating uses that would benefit from being in close proximity to the UC Merced campus. The BCP establishes a high-level planning framework that strikes a balance between certainty and flexibility by anchoring key land uses while allowing their size to adapt to changing market conditions in response to economic growth and the expansion of UC Merced. While the BCP provides a broad range of uses and densities that could occur throughout the plan area, it emphasizes the foundational building blocks of street connectivity, functional mobility choices, active and passive recreation open space corridors and bikeways, gateway street designs, and attractive business park settings to create a great sense of place with investment certainty.

## PLAN DEVELOPMENT AND COMMUNITY PARTICIPATION

The development of the Bellevue Community Plan (BCP) was designed to be a dynamic process built on:

- Realistic assessments of past and future conditions;
- Consistency with the Merced Vision 2030 General Plan and other guiding documents;
- Professional planning and engineering guidance;
- Stakeholder participation, outreach to underrepresented groups, and public workshops; and,
- Actions of an ad-hoc advisory committee, with input from an engaged community.

### Public Workshop Presentation



Technical Memorandum F (Appendix F) includes a detailed description of plan development process and the community participation program that helped shape the BCP.

## PLAN ORGANIZATION AND CONTENTS

The Bellevue Community Plan is comprised of Plan Chapters, Technical Appendices and Environmental Review Documents. The Plan Chapters, described below, include narratives, images and policy language.

### PLAN CHAPTERS

**Chapter 1** – Introduction identifies the context which the plan was developed, including descriptions of the community and physical setting, the parameters and relevant issues of the plan area established by the City’s General Plan, and plan area assumptions, opportunities and constraints.

**Chapter 2** – Vision and Urban Design provides the long-term vision of the Plan and policy direction about core design principles which broadly influence mobility, open space, land use and public services and facilities in the plan area.

**Chapter 3** – Mobility emphasizes the development of a municipal circulation and transportation system, integrated with open spaces and land uses, and accommodates all modes of transit (automobiles, transit, bicycles, and pedestrians), including provision for Transit Priority Projects (TPP). Chapter 3 includes rights-of-way templates and graphics depicting future streets, pathways and transit corridors within the Plan Area.

**Chapter 4** – Open Space, Conservation, and Recreation elements are designed in a comprehensive multiuse approach addressing recreation, storm-drainage, joint use school facilities, connectivity of uses, and natural resource needs of the planning area and surrounding lands.

**Chapter 5** – Community Character anticipates and identifies locations for future land uses, and arranges them in a pattern that is both complementary and compatible with nearby uses including the UC Merced, Rural Residential Neighborhoods, and planned communities.

**Chapter 6** – Urban Expansion describes governance challenges, growth factors and several growth scenarios for the plan area. The Urban Expansion Chapter emphasizes a comprehensive and collaborative approach, identifying infrastructure planning and fiscal responsibility as key drivers in future decisions concerning urban expansion.

**Chapter 7** – Public Services and Facilities addresses the public service and facility needs of an expanding City population.

**Chapter 8** – Plan Maintenance describes how the Bellevue Community Plan may be implemented, monitored, and updated, as needed.

On the topics of sustainable development, housing, noise and safety, the Bellevue Community Plan defers to the *Merced Vision 2030 General Plan*.

## TECHNICAL APPENDICES

Plan Appendices contain detailed background information that is foundational to the discussion and policies of the Bellevue Community Plan, and includes the following topics:

- A. Bellevue Community Plan Consistency with the City’s General Plan.
- B. Development Projects and Plans.
- C. Applicable Merced Vision 2030 General Plan Goals, Policies and Actions.
- D. Technical Circulation Memorandum.
- E. Foundation Report.
- F. Plan Development and Community Participation.
- G. Merced’s Loop Road.
- H. Innovation Hub Elements, Relevance and Suggested Policies.
- I. Findings Report with Supporting Background Reports.
- J. Relevance of the Urban Land Institute to the BCP.
- K. Anticipated Research and Development.
- L. University Community Plan Town Center.
- M. Plan Assessment Tool.

## CORE FINDINGS AND POLICY RECOMMENDATIONS

### DEFINED YET FLEXIBLE

The Bellevue Community Plan is a long-term document with a tremendous amount of uncertainty. To counter this, the plan has a policy framework for future master planning that is comprehensive and is supported by the community. The policy and development framework will deliver an interconnected transit-oriented development pattern, clarity of urban character and flexibility of use to respond to changing markets.

### INVESTMENT CERTAINTY

While the Bellevue Community Plan provides a broad range of uses and densities that could occur, it also emphasizes the development of a great sense of place with investment certainty. The BCP is geared to make projects that are connected to their neighbors and to the transit spine with complete, walkable streets. So the City creates a systematic development pattern where the next development is framed by the preceding development site that implements the overall vision, rather than a smattering of projects.

### A STRONG DOWNTOWN

Downtowns are sensitive to market forces, particularly to urban growth in other areas. Initially, an identity distinct from Downtown Merced will need to be fostered by the City to develop a separate and non-competing center in the BCP plan area. Over time, as the market expands, greater flexibility in land uses may be achieved.

### ATTRACTING JOBS-BASED ECONOMIC 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 up to 2.9 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. The Research and Development employment corridor is infused with innovation hub design elements to attract new firms and industry wishing to locate near the campus.

### HOUSING

The Bellevue Community Plan relies on the housing-related 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 increased population. The BCP includes a wide variety of housing types ranging from rural residential estate homes to high-density multifamily dwellings.

### A TAILOR-SUITED LAND USE MODEL

The Merced Vision 2030 General Plan contains policy direction to utilize the Urban Village as a design template for future growth areas within the Bellevue Community Plan area. 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 unique “Urban Village” designs to be developed for increased opportunities for job-based land uses attracted by a university climate. The community also expressed concerns about the amount of low-density residential that has traditionally been located in the City’s Urban Villages, and the location and intensity of commercial uses. Thus, a unique design is recommended that is consistent with the General Plan while responding to concerns of the community, and is discussed in greater detail in the land use section of Technical Appendix A.

## CONSERVATION OF NATURAL LANDS

In that the Bellevue Community Plan 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 Bellevue Community Plan 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, and urban plazas will add open space opportunities to high-density populations along Mandeville Avenue. Open space corridors featuring pedestrian and bicycle pathways connect to parks and other destinations.

## SUPPORT CIRCULATION MODES THROUGH LAND USE DESIGN

Along Bellevue Road the goal is to emphasize smooth traffic flow and provide access to adjacent uses at appropriate intervals and through innovative means, while also creating a distinct gateway appearance through attractive building designs and associated landscaping. Within the Mandeville transit route, which links the planned transit stations in Bellevue Ranch and UC Merced. New development should be organized in the form of complete neighborhoods and districts and be oriented to pedestrians and transit. Higher-intensity development and activities should be concentrated near planned transit stops. This arrangement supports regional automobile trips on Bellevue Road, while creating a pedestrian-oriented corridor along Mandeville Avenue, and enhances the value of the research and development area that is to be located between these roads.

## NEIGHBORHOOD MASTER PLANNING

The Bellevue Community Plan recommends that the City create a dynamic “neighborhood master plan” process to ensure that each new increment of development is well-connected to existing and future adjacent development, while responding to market. The framework for new development would be a clear and interconnected – yet flexible – network of complete streets and community open spaces. This process acts as the fundamental tool to ensure that the overall physical community structure is developed as envisioned in the BCP.

## NEXT STEPS

### PLAN INTEGRATION

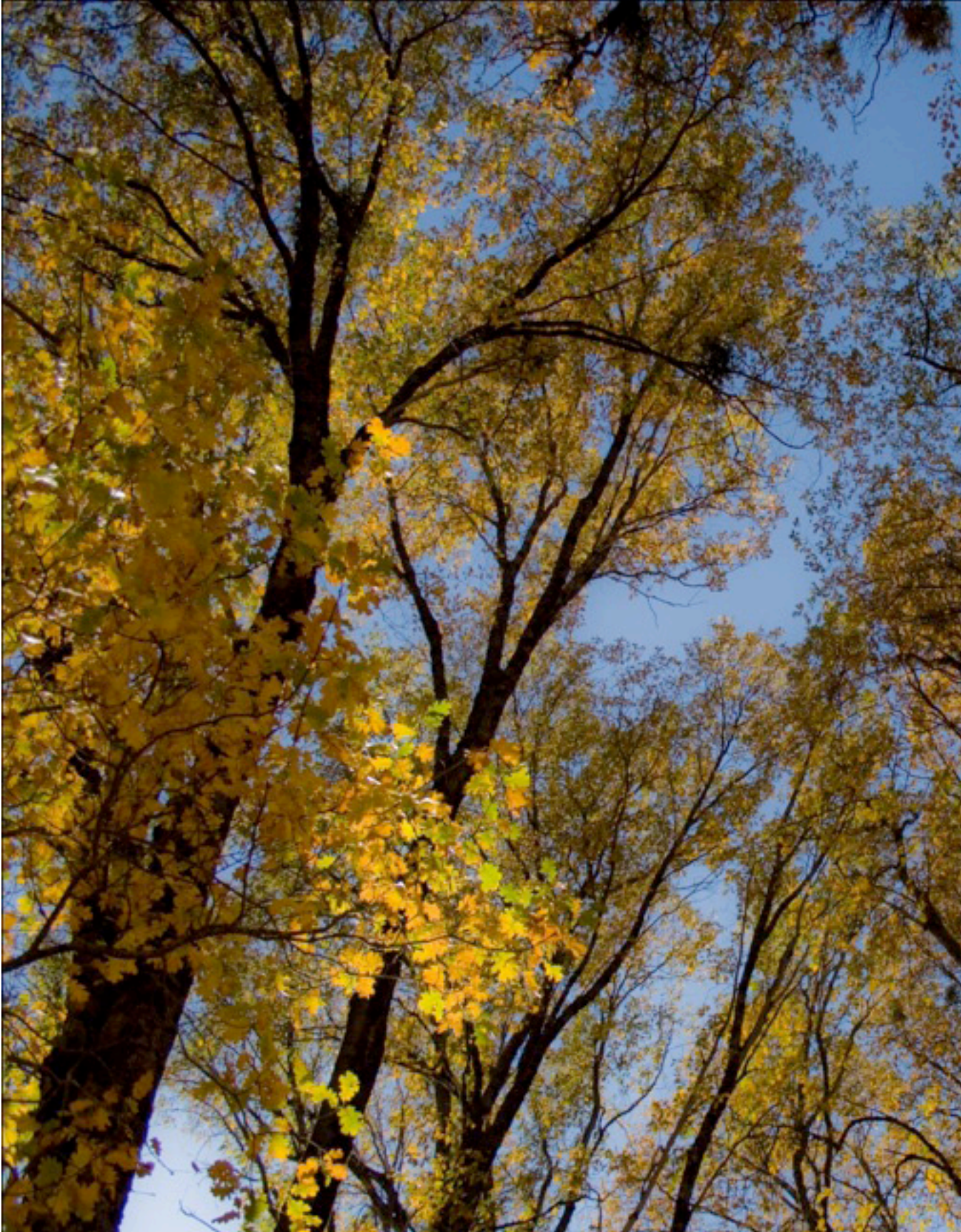
Upon adoption of the Bellevue Community Plan, the City should begin the process to integrate it with existing master plan documents and processes, including but not limited to the following:

- Merced Vision 2030 General Plan.
- City of Merced 2013 Bicycle Transportation Plan.
- 2003 Parks and Recreation Master Plan.
- Capital Improvement Planning.
- Public Utility Master Plans.
- Transit Planning Documents.
- Regional Transportation Plans (as appropriate).

## COORDINATED DEVELOPMENT

A common vision and approach to urban expansion creates certainty, and certainty attracts investments, and investments create jobs. Yet, as evidenced in the growth scenarios of the BCP (Chapter 6, Urban Expansion), along with concerns raised by the BCP Ad-hoc Advisory Committee, there are numerous unanswered questions and challenges concerning infrastructure, financing and phasing of growth in and adjacent to the BCP planning area. The BCP is a collaborative effort to create a multi-jurisdictional infrastructure and service plan to support growth in a manner that serves the interest of the community as a whole, in a fiscally sound manner. Partners with the City in this effort would include Merced County, the University of California, as well as the Merced Irrigation District, local schools and the Merced County Association of Governments. The UC Merced Long Range Development Plan (LRDP), the University Community Plan (UCP), and the Bellevue Community Plan, among other plans, provide the necessary information and options from which a unified development phasing plan could be crafted. Future outcomes of this collaborative effort could include:

- Select a growth scenario, or combination thereof.
- Develop a strategic phasing plan and plan for services that coordinate expenditure of resources, provides certainty in the marketplace, and leads to an efficient use of public infrastructure and services.
- Update financing and master plans and programs to align with the broad decisions concerning financing, infrastructure, and phasing in the northeast Merced SOL.





# 1. INTRODUCTION

## COMMUNITY PLAN OVERVIEW

### PURPOSE

The Bellevue Community Plan (BCP or Plan) provides policy direction to the decision making process for development within a defined geographic portion of the Planning area of the City's *General Plan*. The plan forms a broad framework for mutual understanding among citizens, public agencies, and the development community. Preparing a community plan serves the following purposes:

- To facilitate the Planning Commission and City Council concurrence on long-range development policies;
- To provide a basis for evaluating the level to which private development proposals and public projects are consistent with these policies;
- To better enable the public and government entities to design projects that are consistent with City policies, or to seek changes in these policies through the *General Plan Amendment* process;
- To record the City's policies and standards for the maintenance and improvement of existing development and the location and characteristics of future development;
- To better inform citizens on land use policy issues and promote opportunities to participate in the local planning and decision-making process;
- To serve as a blueprint for future growth and development within a defined area of the City of Merced's Sphere of Influence (SOI);<sup>1</sup> and,
- Community Plans may, but are not required to, identify components of infrastructure needed to support planned land uses, as well as appropriate financing mechanisms.<sup>3</sup>

The BCP focuses on providing a vision and framework for coordinating transportation, infrastructure, and open space, with varied land use mixes and intensities.

**A "Community Plan" serves as a blueprint for future growth and development within a defined area of the City of Merced's growth boundary.**

### Aerial View of Merced



## THE CITY'S GUIDING PRINCIPLES FOR COMMUNITY PLANS

General plans provide a policy framework upon which community plans are constructed and a foundation to build more detailed implementation tools including community plan diagrams, policies, maps and illustrative plans.

The City's Guiding Principles for local community plans (Section 3.7.2, *Merced Vision 2030 General Plan*) are:

- 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.
- 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 "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*.

## BCP RELATIONSHIP TO FUTURE ANNEXATIONS AND GROWTH

The BCP is not a project that will annex unincorporated properties into the City of Merced. That action occurs through a separate process usually initiated by private property owners with specific development interests, and then only after a formal annexation request is granted by both the City of Merced and the Merced County Local Agency Formation Commission (LAFCO). For more information on annexation and implementation of the Plan see Chapter 6 (Urban Expansion).

## FRAMEWORK PLAN VS. DEVELOPMENT PLAN

The BCP is not a development project. A development project contains specific land-use entitlements with specific standards. As with the City's General Plan, the BCP is a conceptual framework within which future decisions about development projects would be made when more information is in place. The BCP does not include the specificity or rigidity that comes with a development plan as does, for example the *Bellevue Ranch Master Development Plan*.

## PLANNING VS. ZONING

The Bellevue Community Plan does not rezone property. Upon adoption of the Plan, properties within the planning area will remain in Merced County and will retain their current zoning designations. As there is no City zoning within the plan boundaries, the BCP effort does not affect current property rights. The BCP provides a foundation for future development in a manner that will benefit the property owners and the community.

## VISION VS. CONSTRUCTION

The BCP planning process allowed the community to take a comprehensive approach to examining land use, circulation, and other issues. As the City's urban fabric expands with market demand, the BCP offers guidance for growth that is grounded in the community's vision, takes advantage of existing resources, and avoids potential constraints. However, for future urbanization to occur in the Plan Area, additional input will be needed from the community as the scope and scale of development becomes influenced by market conditions, decisions from local landowners, and the availability of public services.

### Tour of Bellevue Corridor Project Area and Presentation



**The Bellevue Community Plan study area is located outside but adjacent to the Merced City limits, and within the City’s planned growth area, otherwise known as the Specific Urban Development Plan (SUDP) and Sphere of Influence (SOI).**

## SETTING

### COMMUNITY SETTING

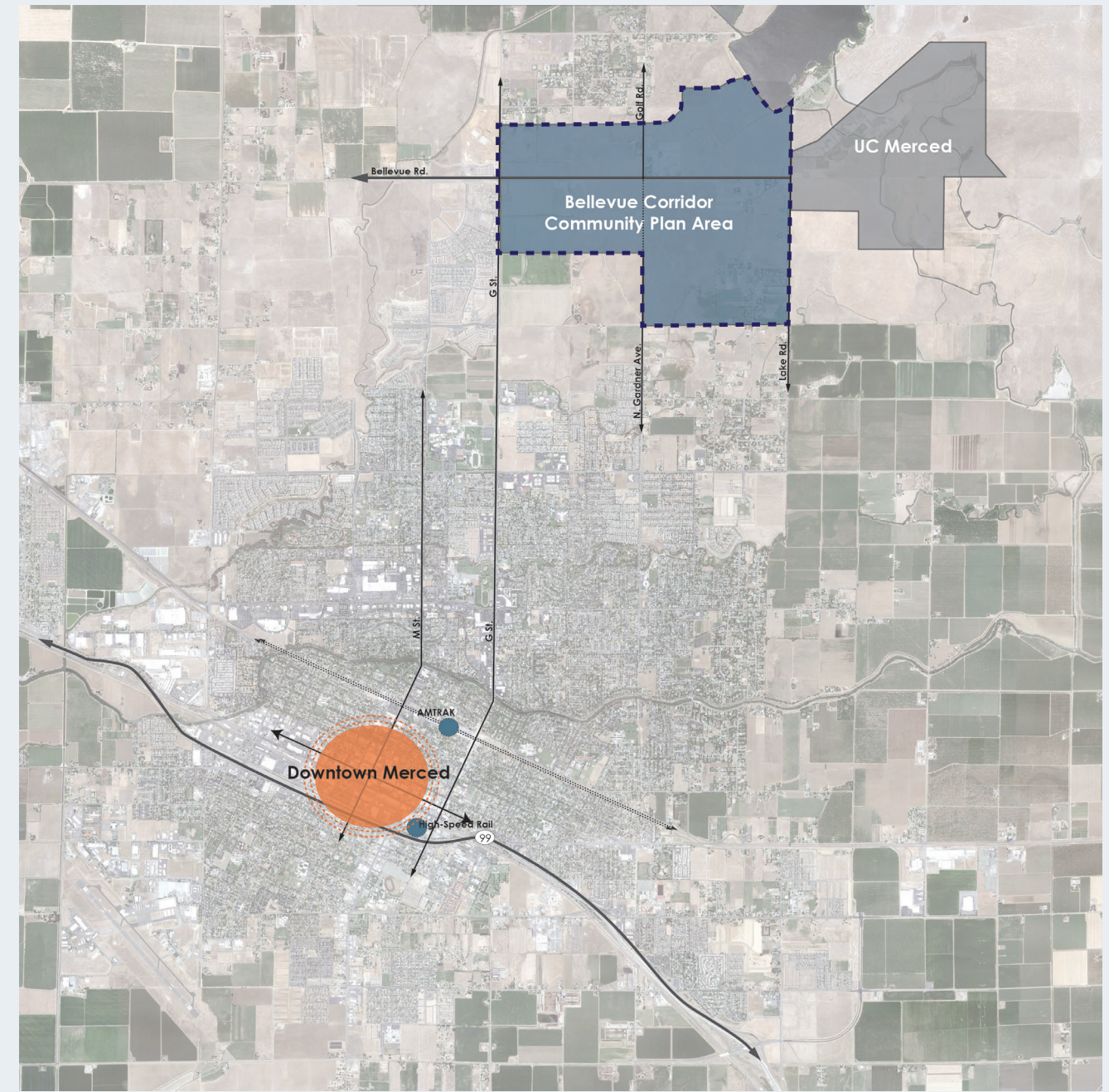
The City of Merced is approximately seven miles long from north to south and six miles at its widest point from east to west. In January 2012, the City of Merced covered approximately 23 square miles and had an estimated population of 79,328. The Bellevue Community Plan area is located to the northeast of the City of Merced, and covers an area of approximately 2.4 square-miles. The planning area is 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). Lake Yosemite, UC Merced and the northern part of the UC Community Plan area abuts the eastern edge of the BCP study area. From the project boundary, Downtown Merced is 3.5 miles to the southwest, and Castle Airport and the City of Atwater are 6 miles to the west.

The Bellevue Community Plan study area is located outside but adjacent to the Merced City limits, and within the City’s planned growth area, otherwise known as the Specific Urban Development Plan (SUDP) and Sphere of Influence (SOI).

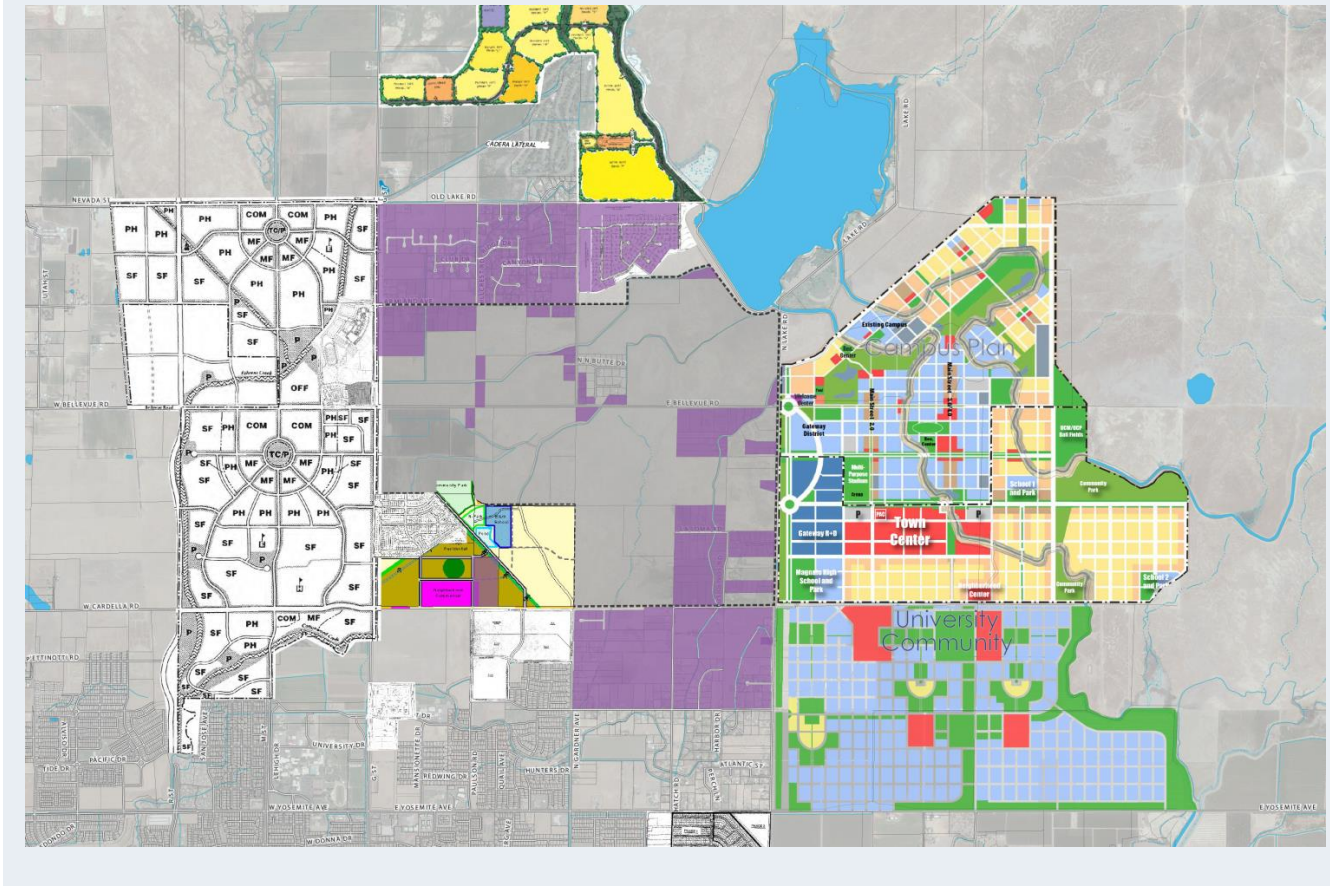
### PHYSICAL SETTING

The northeastern portion of the City’s planned growth area is characterized by gently rolling terrain while the remainder of the City is relatively flat. The northern, western, and eastern portions of the City contain a number of creeks and canals including Bear Creek, Black Rascal Creek, Fahrens Creek, and Cottonwood Creek. These creeks all traverse the City from east to west. With the exception of a few pockets of rural residential homes, the BCP planning area is predominately grasslands.

Figure 1. Bellevue Community Plan Area in Relation to Downtown Merced



**Figure 2. Proximate Development Plans and Projects surrounding the Bellevue Community Plan Area**



## PROXIMATE DEVELOPMENT PLANS AND PROJECTS

The community of Merced has participated in important planning initiatives over the past several years including the *City’s Merced Vision 2030 General Plan*, *UC Merced’s Long Range Development Plan*, and *Merced County’s University Community Plan*.

The community of Merced has participated in important planning initiatives over the past several years including the *City’s Merced Vision 2030 General Plan*, *UC Merced’s Long Range Development Plan*, and *Merced County’s University Community Plan*. The outcomes of these and other planning initiatives serve as an important basis for the BCP. A detailed description of development plans and projects occurring within and near the Bellevue Community Plan area is provided in Technical Memorandum B (Appendix B) of the BCP. The “Projects and Plans” document identifies and describes recent and anticipated growth patterns.

## GENERAL PLAN GUIDANCE

### CONSISTENCY WITH THE MERCED VISION 2030 GENERAL PLAN

The Bellevue Community Plan was developed to be consistent with the *Merced Vision 2030 General Plan*, and reflects key criteria detailed in the *General Plan*. The following sections from the *General Plan* created the foundation of the BCP and established the Core Principles discussed in Chapter 2 (Vision and Urban Design chapter):

- Key Goals, Policies and Implementation Actions
- Key Features and Issues of the Bellevue Community Plan
- The Bellevue Community Plan “Illustrative Plan”

### KEY GOALS, POLICIES, AND IMPLEMENTING ACTIONS

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 offer greater detail and refinement of the broader *General Plan* language. The 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.

### KEY FEATURES AND ISSUES OF THE BELLEVUE COMMUNITY PLAN

The *Merced Vision 2030 General Plan* (Section 3.7.4) identified several key features and related direction for the BCP, including: economic development, land use, transportation, public facilities, environment and urban design.

### ECONOMIC DEVELOPMENT

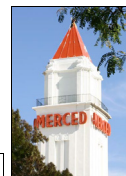
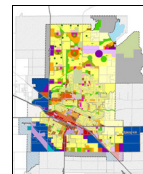
The City’s *General Plan* describes Bellevue Road as a gateway to UC Merced connecting the campus to Castle Airport Aviation and Development Center, other employment centers, and to Downtown Merced via the “G”, “M” and “R” Street corridors, and that (1) their economic development strategies should be compatible and complementary; and (2) they should connect to one another via a network of transportation and communications systems that optimize access between and among them.

The *Merced Vision 2030 General Plan* also describes the Bellevue Corridor as likely to contain significant employment generating uses that would benefit from being in close proximity to the UC Merced campus (Section 3.5.5), and is identified as a Commercial and Industrial Employment Corridor to contain heavy concentrations of commercial and industrial development.

The emphasis on economic development also appears in a *General Plan* discussion to adjust the City’s Urban Village concept near UC Merced. The *General Plan* states, “The composition and pattern of land uses in the Urban Villages near UC Merced along Bellevue Road will have unique designs

#### Merced Vision 2030 General Plan

#### Merced Vision 2030 General Plan



January 2012

and functions due to the economic opportunities and connectivity to the university. Each of the “Urban Villages” between Lake Road and “G” Street should contain, in addition to “Neighborhood Commercial,” “Village Residential,” and “Professional Commercial -Office,” the opportunity for an expanded urban core comprised of a jobs-based office, business park or research and development type land use supported or spun-off from UC Merced. This additional land use potential is represented in Figure 38. Community Character Place Type Plan.

## LAND USE

The City’s *General Plan* describes the Bellevue Corridor as one that should be designed as a place where services, shops, schools, businesses, public uses, and residences mix in a vibrant setting. The BCP should assess the viability of expanding office, commercial, and research and development land use capacities in the plan area. The City’s Urban Village will be the backbone concept model for creating core commercial nodes along Bellevue Road and a connection to neighborhoods to the south and north. Some of the land uses could connect to research and development activities associated with the campus research programs or professional services associated with the campus’s professional schools. The City’s *General Plan* specifically identifies that the following features should be included in or influence the creation of the BCP:

### Urban Village Design

Urban Villages are described in the *Merced Vision 2030 General Plan* as mixed-use, mixed-density neighborhood developments incorporated into and planned in conjunction with a network of interconnected, walkable streets. This design allows for a variety of land uses including jobs-based land uses attracted to a university climate to be intermixed within the BCP framework.

- Special “Urban Village” designs suited to the “Bellevue Corridor Planning Principles” and potential expansion thereof to provide for increased opportunities for job-based land uses attracted by a university climate while still maintaining the basic concept of mixed-use, pedestrian, and transit oriented communities. These “Urban Villages” may differ from others in the Community in the mixture of business park, research and development, office, public/cultural uses, and retail uses within the Village Core areas instead of the retail/office/public facilities focus of other Villages which are more residential in nature; and,
- Land Uses should be compatible and complimentary with one another and planned as integrated, coordinated mixed-use neighborhoods and communities; and,
- The influence and effects of the UC Merced and University Community land use and circulation plans on adjacent (western) properties; and,
- Interface issues and infill land use patterns adjacent to and within pre-existing “Rural Residential” properties; and,
- A variety of housing types and densities should be encouraged within the Community Plan area in addition to job-generating uses consistent with the City’s overall economic strategy and the Bellevue Corridor Economic Analysis (see Appendix I).



## TRANSPORTATION

Per the City's *General Plan*, it will be essential that adequate rights-of-ways be reserved along all major corridors. The design cross-section of these corridors may vary depending upon the adjacent land uses, but they should have two characteristics in common. They should be designed as multi-modal access corridors that accommodate both automobiles and a public transit system (rubber tire or light rail), as well as bicycles and pedestrians. Further, they should be designed to unify, rather than separate, the elements of the community located on opposite sides of the road. These roads should be designed as landscaped, multimodal boulevards.

Establish "Bellevue Parkway Planning Principles" describing the design [including appropriate right-of-way, function and land use pattern along Bellevue Road] recognizing two key traits: (1) multi-modal access corridor that accommodates both automobiles and public transit systems, as well as bikes and pedestrians; and (2) designed to unify rather than separate the community located on opposite sides of the road.

Establish a system of collector streets and arterials with appropriate rights-of-ways to encourage internal circulation within the Community Plan area. This would include determining the proper alignment and right-of-way for Gardner Road.

## PUBLIC FACILITIES

The City's *General Plan* states the BCP should establish adequate public facilities to accommodate growth within the area. The *General Plan* states the BCP provide the, "Location and financing of public facilities including a fire station, schools, roadways, off-street bike and pedestrian paths, and parks/open space."

## ENVIRONMENT

The BCP addresses specific environmental issues and vulnerable areas relevant to the plan area which necessitate protection or preservation. The City's *General Plan* states that the BCP should address the following: "Lake Yosemite Inundation Area and Sensitive species and habitat conservation."

## CHARACTER/DESIGN

The *General Plan* states the BCP should include design parameters to guide the future development of the plan area. The *General Plan* identifies the following characteristics be included in the BCP:

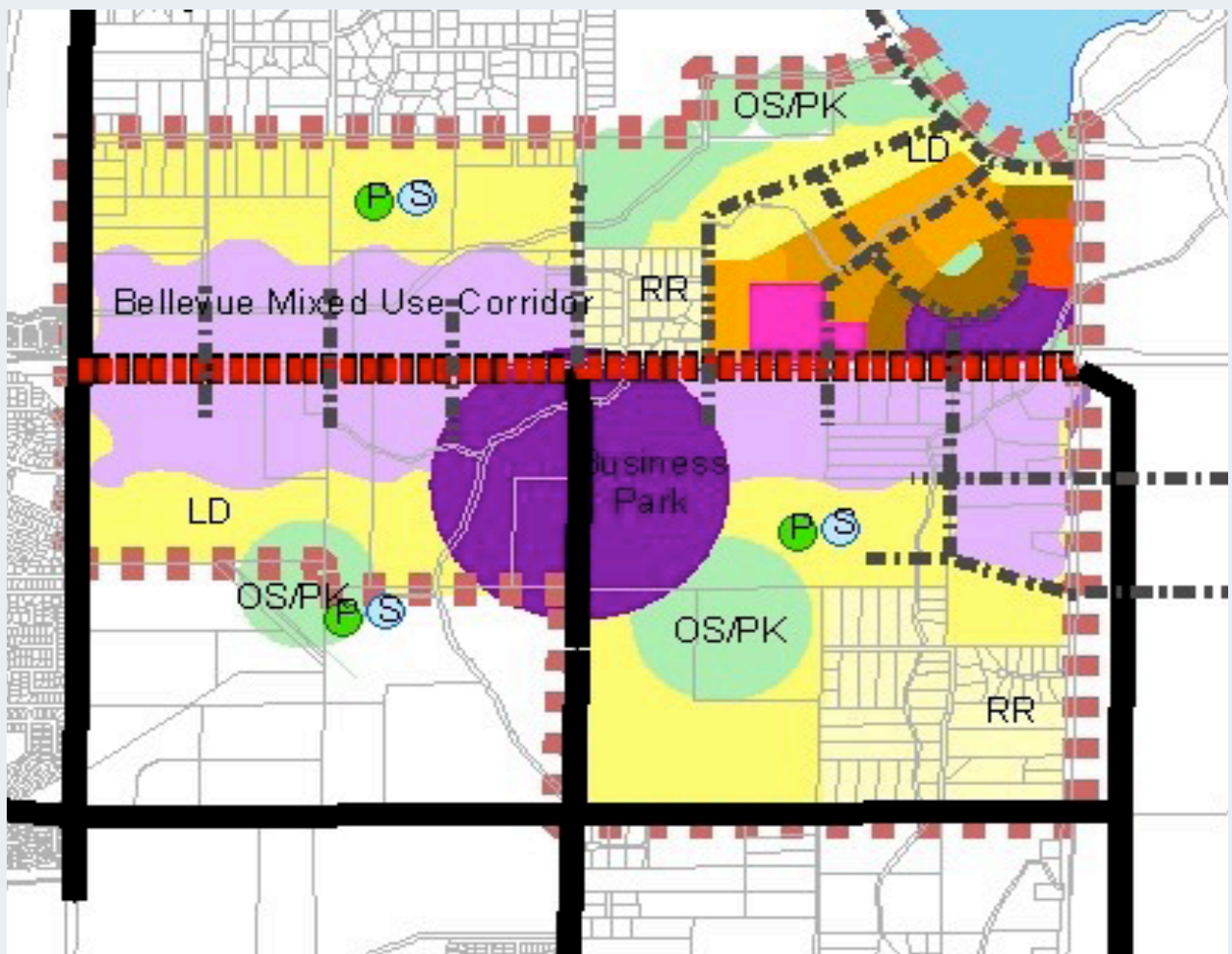
- Establish, through the Community Plan process, design guidelines for development along the Bellevue Corridor in accordance with the City's Urban Design principles outlined in Chapter 6 of the *General Plan*.
- The natural hill, which occurs on the south side of Bellevue Road between G Street and Gardner Road, should be considered as a focal point for the Corridor.

**It will be essential that adequate rights-of-ways be reserved along all major corridors. The design cross-section of these corridors may vary depending upon the adjacent land uses, but they should have two characteristics in common. They should be designed as multi-modal access corridors that accommodate both automobiles and a public transit system (rubber tire or light rail), as well as bicycles and pedestrians. Further, they should be designed to unify, rather than separate, the elements of the community located on opposite sides of the road. These roads should be designed as landscaped, multimodal boulevards.**

### THE BELLEVUE COMMUNITY PLAN “ILLUSTRATIVE PLAN”

The *Merced Vision 2030 General Plan* includes “illustrative plans” as an appendix to its Land Use Chapter. Illustrative plans are not adopted plans and are only included in the *Merced Vision 2030 General Plan* to inform the public of preliminary land use concepts under consideration in each of the Plan areas. No land use entitlements are granted by including illustrative plans in that appendix. The land uses shown in the northwest corner of Lake Road and Bellevue Road are a part of the formally adopted Land Use Diagram of the City of Merced, and not considered “illustrative.” The “Illustrative Plan” (Figure 3) below from the *General Plan* shows a conceptual land use plan for the BCP area.

Figure 3. Bellevue Community Plan “Illustrative Plan”



**Table 1 Land Use Designations from the Merced Vision 2030 General Plan**

Land Use Designations	Key	Intended Uses	Density
Rural Residential (RR)	Light Yellow	Residential: single-family	1 – 3 units per acre
Low Density Residential (LD)	Yellow	Residential: single-family detached, condominium, and zero-lot line	2 – 6 units per acre
Low-Medium Density Residential (LMD)	Tan	Residential: single-family detached, duplex, triplex, fourplex, condominium, zero-lot-line	6.1 – 12 units per acre
High-Medium Density Residential (HMD)	Light Brown	Residential: multifamily, apartment, condominium, triplex, fourplex	12.1 – 24 units per acre
High Density Residential (HD)	Dark Brown	Residential: multifamily	24.1 – 36 units per acre
Neighborhood Commercial (CN)	Pink	Commercial: retail, eating and drinking, commercial recreation, auto services, etc.	Average 0.35 FAR
Bellevue Corridor Mixed Use	Light Purple	A mixture of LMD, HMD, HD, CO and CN.	Varies
Thoroughfare Commercial (CT)	Red	Commercial: auto-oriented commerce, large recreational facilities, some heavy commercial, lodging and hospitality, automobile sales and services	0.35 Floor Area Ratio
Business Park (BP)	Purple	Commercial and industrial: heavy commercial, office, research and development, light manufacturing, warehousing, information-based and service-based activities	0.40 Floor Area Ratio
Open Space – Park/Recreation Facility (OS-PK)	Green	Recreation: public parks, golf courses, greens, commons, playgrounds, and other public and private open spaces	0.10 Floor Area Ratio
School	Blue Circles	Public Elementary Schools	N/A

### **BELLEVUE COMMUNITY PLAN (BCP)**

The *General Plan* conceptual land use plan (for illustrative purposes only) for the BCP is shown on the previous page. This illustrative plan also appears on the City’s Official Land Use Diagram. Through the development of the BCP, the *General Plan* “Illustrative Plan” and land use designations (Table 1), described above, were refined in order to develop the community’s vision for the BCP area in the following chapters of this community plan.

## ASSUMPTIONS, OPPORTUNITIES, AND CONSTRAINTS

The Bellevue Community Plan was guided by the following assumptions and the assessment of opportunities and constraints regarding anticipated future conditions to the year 2030 listed in the *Merced Vision 2030 General Plan* and developed through the community engagement process.

### ASSUMPTIONS

- Although essentially vacant today, the BCP is surrounded by existing and proposed urban and suburban land uses. All lands within the City's adopted Sphere of Influence within and near the BCP will be developed.
- Development within the BCP area will be guided by "Urban Expansion" policies in the City's *Merced Vision 2030 General Plan* as well as Merced County Local Agency Formation Commission's (LAFCO) procedures, codes, and actions.
- Significant amounts of job-generating land uses will be located in close proximity to the UC Merced Campus.
- The University of California Merced (UCM) campus will continue to expand in the vicinity of Lake Yosemite on the northeastern edge of the Merced growth boundary or SUDP/SOI along with a future University Community.
- Urban development (residential, commercial, and industrial) will continue to be focused within the City of Merced's growth area (SUDP/SOI) and not in the unincorporated areas surrounding the City.

From City Council Resolution #2006-89 regarding the University Community:

- The University Community will be incorporated into the City of Merced and will not be a separate city or part of the unincorporated County.
- Annexation along the Bellevue Corridor is encouraged to provide contiguity between UC Merced and the City of Merced. It is realistic to expect development proposals in the BCP planning area in the near-term.
- Though no separate wastewater treatment plant should service the University Community, consideration of innovative methods of wastewater treatment for that area may occur.
- The City will encourage annexation along the Bellevue Corridor to provide contiguity between the University Community and the City of Merced.

### OPPORTUNITIES

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

### **Growing University-Oriented Population**

At full buildout, UC Merced is expected to grow to approximately 25,000 students and over 6,500 faculty and staff members. As the population grows, there will be an expanding market for housing, goods, and services.

### **Future Research and Development Park Sites**

The plan should anticipate and prepare for the market demands caused by a growing University, including identifying sites for future job generating research and development parks and encouraging multiple interests to collaborate for long-term economic and fiscal benefits.

### **Home for Entrepreneurs**

The plan should help foster a living and working environment to attract a new generation of entrepreneurs, leading to innovations, technologies, and expansion of local investment and job-generators.

### **Alternative Transportation**

The plan should identify and implement circulation and land use standards that encourage multi-modal transportation including walking, biking, transit, and driving. By implementing the complete transportation network and shifting away from auto-centric mobility patterns, it is possible to compliment and build upon the UC Merced investment while moderating the environmental impacts of increased development within the BCP area. It is essential to offer multi-modal access to the student population of UC Merced and to future BCP residents.

### **Leverage New Investment**

The expanding University community has and will continue to spark associated investment in Merced. The plan should identify opportunities to leverage new investments in the University to improve citywide economic vitality.

### **Low-Impact Development**

Well-planned growth in the BCP area can ensure that development minimizes impacts to natural resources, air quality, and water quality. The plan should identify and incorporate concepts for development patterns and solutions that conserve and enhance resources from which a community prospers.

### **Community Character**

There is little existing development within the BCP area, thus the BCP presents an important opportunity to elaborate on *General Plan* vision concepts for developing a unique community character. The plan should encourage memorable livable, human-scale public spaces and distinctive community centers that facilitate positive interaction and idea sharing.

**The scale of the Plan area and timing of the UC campus build-out 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.**

### **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 BCP provides an opportunity to maintain and strengthen the character of these neighborhoods with appropriate soft transitions to new higher intensity development; these neighborhoods can also provide development themes for some areas of the BCP, such as equestrian-oriented facilities and trails.

### **CONSTRAINTS**

While there are many opportunities for the City to capitalize on, the following constraints and challenges have been taken into account during the development of the Plan.

#### **Development Phasing**

The scale of the Plan area and timing of the UC campus build-out 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 and which have the potential to enhance unique public open spaces.

#### **Multiple Interests**

BCP standards and policies must address the needs and concerns of individual property owners and local jurisdictions, while ensuring each unique development contributes to a unified whole. The project area is within the City’s SOI and SUDP, but is currently under County jurisdiction.

#### **Multiple City Focus Points**

The City has important existing resources including the charming downtown and several historic neighborhoods. The BCP must ensure that development within the BCP complements, rather than competes with these and other existing or future community focal points.

#### **Campus Parkway Regional Traffic (Loop Road)**

Bellevue Road is part of Merced’s planned loop road to carry regional traffic. While this serves an important regional transportation need, it limits the use of the road for transit, bicycling, and pedestrian-scale development.

### View of Bellevue Road



#### **An Uncertain Economy**

The current economy is still uncertain and growth forecasts for Merced and the BCP vary widely.

#### **Competition to Serve the UCM Market**

The BCP area and the University Community will potentially be competing for valuable economic development and expensive infrastructure capacity for many decades to come.

#### **Affect on Downtown**

Downtowns are sensitive to market forces, particularly to urban growth in other areas, including the development of the BCP.

#### **Disparate Visions**

The BCP area will be developed by many property owners and developers over the course of several decades. A focused and consistent effort will be needed on the part of decision makers to ensure successful, long-term implementation. This Plan provides an overall vision and general framework for new development, and also provides procedures for the preparation of more detailed neighborhood master plans to help coordinate and connect new development among and between multiple property owners.

**A focused and consistent effort will be needed on the part of decision makers so ensure successful, long-term implementation.**