

**BELLEVUE CORRIDOR COMMUNITY PLAN
AD-HOC CITIZENS ADVISORY COMMITTEE**

MINUTES

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

THURSDAY
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 1/4 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 1/2 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) 1/4 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 certainty 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 / IMPLEMENTATION

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.

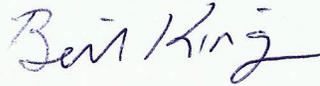
(J) ADJOURNMENT TO JULY 11, 2013, AT 1:30 P.M.

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

MAY 2, 2013

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

BY:



BILL KING

COMMITTEE SECRETARY

APPROVED:



BILL SPRIGGS, CHAIRPERSON

BELLEVUE CORRIDOR COMMUNITY PLAN
AD-HOC CITIZENS ADVISORY COMMITTEE