

Appendix 2-2

**Proposed Amendment to the Villages of Laguna San Luis  
Community Plan**

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# The Villages of Laguna San Luis Community Plan

Amendment April 2024

DRAFT



County of Merced Planning and Community Development Department  
2222 M Street, Merced, CA 95340  
Phone: (209) 385-7654  
Fax: (209) 726-1710



# Community Plan Status

## Date of Adoption

September 2, 2008

## Resolution Number

2008-171

## *Zoning Change*

September 2, 2008

## *Ordinance Number*

Ordinance #1849

## Revisions

**[TO BE PROVIDED]**

## Community Plan Amendments

### Date of Adoption

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## CEQA Documentation

Villages of Laguna San Luis Community Plan EIR  
SCH No. 2005011074

# The Villages of Laguna San Luis Community Plan Amendment

~~July 2007~~ April 2024

*Submitted by:*

*The Villages of Laguna San Luis Development Consortium*  
300 H Street, Suite D  
Antioch, California 94509

*Prepared by:*

ICF  
201 Mission Street, Suite 1500  
San Francisco, CA 94105

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## Background

The Villages of Laguna San Luis Community Plan (Villages CP) is the long-range guide for the growth and development of the 6,200-acre Specific Urban Development Plan (SUDP) area located west of Interstate 5 (I-5) along State Route 152 (SR-152) and State Route 33 (SR-33) in western Merced County. The Villages CP was adopted on September 2, 2008 (Resolution Number 2008-171). This Community Plan Amendment was prepared to allow for the temporary use of the Las Camas Solar Project. Construction and operation of utility-scale facilities or high-voltage electrical infrastructure is currently not allowed on the portion of the solar project site that falls within the General Plan's Urban Community land use designation as part of the Community Plan. The originally adopted Community Plan designates the solar project site for various residential, commercial, and park land uses.

Accordingly, the solar project requires an amendment to the Merced County General Plan and the Community Plan to create a Utility-Scale Solar Overlay (overlay) and associated zone change covering the solar project site that allows the following as conditional uses:

- Energy Generation Facilities (off-site energy use) as currently allowed by Conditional Use Permits in all agricultural zones;
- Communication Equipment, Electrical Distribution/Transmission, Substation as currently allowed by Conditional Use Permit in all agricultural zones;
- Public Utility Facilities as currently allowed by Conditional Use Permit in Rural Residential zones; and,
- Additional ancillary buildings, fencing, roads, and equipment.

Construction of the solar project would preclude construction of residential units within the solar project site during the life of the solar project (approximately year 2060). Accordingly, the off-site residential redesignation component as a result of the solar project is proposed to maintain the amount of housing that could be developed on available land designated for residential development by allowing a higher density of residential units on roughly 202.8 acres within the Community Plan Area south of the solar project site (Exhibit 2). The off-site General Plan and zoning amendment would do this by specifically redesignating the 202.8 acres from single-family residential to high-density/medium-density residential.

## Community Plan Amendments

A community plan may be amended four times per calendar year as a part of the County's General Plan Amendment Cycle. Amendments are processed as a General Plan Amendment subject to the same restrictions imposed by state law. This Community Plan Amendment does not include an expansion of the Plan Area Boundary, therefore, it does not include a comprehensive update of the Villages CP.

## Format

This Community Plan Amendment only includes sections and exhibits from the Villages CP that have been modified. If there are no changes to a Villages CP section or chapter, then it is not included in this Community Plan Amendment. Deleted text is shown in ~~**bold, strikethrough red text**~~ and added text is shown in **bold, underline green text**.

### 1.0 Introduction

#### 1.1 Purpose of the Community Plan

The Villages of Laguna San Luis Community Plan (Villages CP) is the long-range guide for the growth and development of the 6,200 acre Specific Urban Development Plan (SUDP) area located west of Interstate 5 (I-5) along State Route 152 (SR-152) and State Route 33 (SR-33) in western Merced County. Exhibit 1 - Regional Setting, provides an illustration of the location of the Villages Project in a regional context, and Exhibit 2 - Villages SUDP, presents the Villages of Laguna San Luis Specific Urban Development Plan (SUDP) including the solar overlay and relocated MD/HD designation.

The Villages CP pro-actively plans for future growth of this community over a 30-plus year time horizon and provides a logical program for its implementation. Key aspects of the Villages SUDP include:

- Regional access due to its location at the junction of I-5 and SR-152;
- Provision of both jobs and housing in the interest of creating a balanced planned community;
- Potential to conserve prime agricultural lands, by reducing development pressures on lands better suited for agricultural uses on the Valley floor in the center of the County;
- Provision of a mixture of housing types and densities for existing and future county residents;
- Planned parks, schools, and open space corridors and trails providing efficient and attractive recreational opportunities and open space features;
- Design features which reduce environmental impacts and ensure development takes advantage of natural features.
- Provision of the Las Camas Solar project, a 200-megawatt (MW) alternating current (AC) ground-mounted solar photovoltaic (PV) power plant at the southwest corner of the intersection of State Route (SR) 33/152 and Interstate 5.

These attributes, combined with the policy and guidance included within this CP, provide for the establishment of a new community which can effectively accommodate projected growth and market demands, while ensuring compatibility with the environment and the provision of adequate public services and facilities. In addition, the CP provides opportunities for the implementation of design features and amenities that promote a sense of community identity and quality of life.

#### 1.2 Authority and Regulatory Scope

The policies and programs of the Merced County General Plan are based on an "Urban Centered Concept", established to recognize principal areas in the County where intensive land uses exist, or are being developed, and to accommodate anticipated urban expansion within the County in an orderly manner, based on availability of essential public services. Additionally, the General Plan provides that new development must occur within Specific Urban Development Plan (SUDP) areas which are recognized as ultimate growth boundaries for each community.

The Villages CP has been prepared in accordance with these General Plan policies and programs, providing a focused plan for the SUDP area. The General Plan states that a Community Plan is a sub-unit of the General Plan ... "and is intended to be consistent with the General Plan and to provide clarification and refinement of local community issues and policies". (Merced County General Plan, Section I, Land Use, Section B.4, Page I-27.)

The Villages CP was prepared in coordination between Merced County and a consortium of landowners within the Villages SUDP. Early in the planning process, numerous meetings between the County and the consortium were held to address the potential designation and development of a new urban area within the study area. As a result of these meetings, a "General Land Use Plan" was presented to the County by the consortium. Using the consortium's General Land Use Plan as a basis, refinements were made to address planning and environmental issues that were identified through a series of Technical Advisory Committee and General Plan Review Steering Committee meetings. Technical Advisory Committee meetings were attended by County staff/consultant and consortium representatives and served as a workshop to identify and resolve planning issues. Steering Committee meetings were attended by members of the County's Board of Supervisors, Planning Commission, staff/consultant, and consortium representatives and served to provide direction for planning efforts. This CP, resulting from this process, is the subject of the Villages environmental impact report (EIR, [SCH# 2005011074](#)).

In 2020, the County received applications for a Conditional Use Permit (CUP) (CUP Application No. CUP 20-011), General Plan Amendment (General Plan Amendment Application No. 20-001), and Zone Change (Zone Change Application No. ZC 21-002) to allow for the construction, operation, and maintenance of the Las Camas Solar Project, located within the Villages CP. The Villages CP was amended in [DATE] to account for the proposed solar project. The amendments are the subject of the Subsequent EIR prepared for the Las Camas Solar Project in 2024. The amendments allow for the development of the project as proposed or the development of Alternative 2, Reduced Footprint, which was identified as the environmentally superior alternative in the Subsequent EIR.

The Villages CP is the County's approved plan for development of the SUDP. Any subsequent planning and development (i.e., Implementation Plan, zone change, subdivision maps, etc.) in the SUDP must be consistent with the adopted CP. Action judged to be consistent with the adopted CP will be deemed consistent with the Merced County General Plan, as mandated by Section 654564 of the State Government Code.

The Planning Director is authorized to make non-substantive corrections, changes and updates to the Villages Community Plan that do not alter the intent or purpose of the Plan. The planning Director shall make annual summary of all such changes to the Planning Commission.

**NO CHANGE TO CHAPTER 2.0 ENVIRONMENTAL SETTING**

**NO CHANGE TO CHAPTER 3.0 GENERAL PLAN CONSISTENCY**

*The Villages of Laguna San Luis*  
**Community Plan**

| Table 4.1 The Specific Urban Development Plan Land Use Standards                                                                                                     |              |                         |                      |                                |                   |
|----------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------|-------------------------|----------------------|--------------------------------|-------------------|
| <i>Residential Uses</i>                                                                                                                                              | <i>Acres</i> | <i>Units per Acre</i>   | <i>Housing Units</i> | <i>Persons Per Unit</i>        | <i>Population</i> |
| Very Low                                                                                                                                                             | 297          | 1.8                     | 547                  | 2.9                            | 1,588             |
| Low                                                                                                                                                                  | 1,606        | 4.7                     | 7,546                | 3.1                            | 23,393            |
| Medium                                                                                                                                                               | 645          | 8.0                     | 5,158                | 2.5                            | 12,894            |
| High                                                                                                                                                                 | 63           | 18.0                    | 1,135                | 2.0                            | 2,269             |
| Urban Reserve                                                                                                                                                        |              |                         |                      |                                |                   |
| Very Low Density                                                                                                                                                     | 130          | 1.8                     | 240                  | 2.9                            | 695               |
| Low Density                                                                                                                                                          | 270          | 4.7                     | 1,269                | 3.1                            | 3,934             |
| <b>Total</b>                                                                                                                                                         | <b>3,011</b> |                         | <b>15,895</b>        |                                | <b>44,773</b>     |
| <i>Non-Residential Uses</i>                                                                                                                                          | <i>Acres</i> | <i>Floor Area Ratio</i> | <i>Square Feet</i>   | <i>Sq. Ft. / per Employee</i>  | <i>Employment</i> |
| <b><u>Commercial</u></b>                                                                                                                                             |              |                         |                      |                                |                   |
| Village Center Retail                                                                                                                                                | 30.0         | 0.25                    | 326,700              | 450                            | 726               |
| Neighborhood Retail                                                                                                                                                  | 16.0         | 0.15                    | 104,544              | 450                            | 232               |
| General Retail                                                                                                                                                       | 10.0         | 0.20                    | 87,120               | 450                            | 194               |
| Regional Retail                                                                                                                                                      | 89.0         | 0.20                    | 775,368              | 450                            | 1,723             |
| Recreation Vehicle Park                                                                                                                                              | 24.0         | .01                     | 10,454               | 1,500                          | 7                 |
| Commercial Hotel                                                                                                                                                     | 5.0          | 0.52                    | 112,500              | 750                            | 150               |
| Motel                                                                                                                                                                | 2.0          | 0.29                    | 25,000               | 2,500                          | 10                |
| <b>Total</b>                                                                                                                                                         | <b>176</b>   |                         | <b>1,441,686</b>     |                                | <b>3,042</b>      |
| <b><u>Employment</u></b>                                                                                                                                             |              |                         |                      |                                |                   |
| Village Center Office                                                                                                                                                | 24.5         | .035                    | 373,527              | 300                            | 1,245             |
| Medical Center                                                                                                                                                       | 6.0          | 0.35                    | 91,476               | 300                            | 305               |
| R&D / Office / Lt. Industrial                                                                                                                                        | 150.0        | 0.35                    | 2,286,900            | 500                            | 4,574             |
| Congregate Retirement                                                                                                                                                | 24.0         | 0.10                    | 104,544              | 2,500                          | 42                |
| <b>Total</b>                                                                                                                                                         | <b>204.5</b> |                         | <b>2,856,447</b>     |                                | <b>6,166</b>      |
| <i>Schools</i>                                                                                                                                                       | <i>Acres</i> |                         |                      | <i>Employee s per Acre</i>     | <i>Employment</i> |
| Elementary                                                                                                                                                           | 80.0         |                         |                      | 6.0                            | 480               |
| Middle School                                                                                                                                                        | 60.0         |                         |                      | 3.0                            | 180               |
| High School                                                                                                                                                          | 40.0         |                         |                      | 4.0                            | 160               |
| <b>Total</b>                                                                                                                                                         | <b>180</b>   |                         |                      |                                | <b>820</b>        |
| <b><u>Quasi Public</u></b>                                                                                                                                           |              |                         |                      |                                |                   |
| Water & Wastewater Treatment                                                                                                                                         | 41           |                         |                      | 0.2                            | 17                |
| <b>Total</b>                                                                                                                                                         | <b>41</b>    |                         |                      |                                | <b>17</b>         |
| <b><u>Public</u></b>                                                                                                                                                 |              |                         |                      |                                |                   |
| Municipal Facilities                                                                                                                                                 | 4.5          |                         |                      | 30.0                           | 135               |
| Mass Transit / Sheriff Substation                                                                                                                                    | 14.0         |                         |                      | 8.0                            | 112               |
| Fire Station.                                                                                                                                                        | 4.0          |                         |                      | 8.0                            | 32                |
| County Landfill / Corp. Yard                                                                                                                                         | 87.1         |                         |                      | 0.2                            | 17                |
| <b>Total</b>                                                                                                                                                         | <b>109.6</b> |                         |                      | <b>46.2</b>                    | <b>296</b>        |
|                                                                                                                                                                      | <i>Acres</i> | <i>Housing Units</i>    | <i>Population</i>    | <i>Non-Residential Sq. Ft.</i> | <i>Employment</i> |
| <b>The Villages Project Totals</b>                                                                                                                                   | <b>3,722</b> | <b>15,895</b>           | <b>44,773</b>        | <b>4,298,133</b>               | <b>10,341</b>     |
| Source: Stanley R. Hoffman Associates, Inc.2005                                                                                                                      |              |                         |                      |                                |                   |
| Notes: The Relocated MD/HD Designation and Solar Overlay are not included in the acreage totals above because they are overlay zones but can be viewed in Exhibit 2. |              |                         |                      |                                |                   |

### 4.1.3 Land Use Plan Statement

#### Residential Land Uses

Six residential categories are designated within the Land Use Plan, each permitting a specific density range for development. The four primary Land Use categories are: Very Low Density (VLD), Low Density (LD), Medium Density (MD), and High Density (HD). The Village Center (VC) designation accommodates multiple-family residential projects in clustered developments or in mixed-use arrangements within retail (Village Center Commercial-VCC) or office buildings (Village Center Office-VCO). The controlling standards for each designation are as set forth in Table 4.1, Land Use Standards.

Construction of the solar project would preclude construction of residential units within the solar project site during the life of the solar project (approximately year 2060). Accordingly, the off-site residential redesignation component as a result of the solar project is proposed to maintain the amount of housing that could be developed on available land designated for residential development by allowing a higher density of residential units on roughly 202.8 acres within the Community Plan Area south of the solar project site (Exhibit 2). As shown in Table 4.1-1, the existing medium-density/high-density residential development capacity within the Utility-Scale Solar Overlay is 2,272 units. As shown in Table 4.1-2, the proposed Medium-Density/High-Density Residential development capacity within the residential redesignation area is approximately 3,650 units, which is more than enough acreage to accommodate the additional medium/high-density housing needed to off-set the development of the solar project.

**Table 4.1-1, Existing Medium-Density/High-Density Residential Development Capacity within Solar Project Site**

| Comm. Plan Designation       | Acres within Solar Project Site <sup>1</sup> | Avg Units/Acre as Specified in the Community Plan <sup>2</sup> | Total Units of Capacity |
|------------------------------|----------------------------------------------|----------------------------------------------------------------|-------------------------|
| Medium Density (MD)          | 257                                          | 8                                                              | 2,056                   |
| High Density (HD)            | 12                                           | 18                                                             | 216                     |
| <b>Total Units to Offset</b> |                                              |                                                                | <b>2,272</b>            |

**Table 4.1-2, Proposed Medium-Density/High-Density Residential Development Capacity within Residential Redesignation Area**

| Comm. Plan Designation | Acres within Residential Redesignation Area | Avg Units/Acre as Specified in the Community Plan | Total Units of Capacity |
|------------------------|---------------------------------------------|---------------------------------------------------|-------------------------|
| High Density (HD)      | 202.8                                       | 18                                                | 3,650.4                 |

#### Temporary Residential Redesignation Area

The Temporary Residential Redesignation Area land use designation identifies land that could be used for high-density (HD)/medium-density(MD) residential land uses during the time that the land within the Utility-Scale Solar Overlay land use designation is in use for solar generation, prior to reclamation of that land and expiration of the Utility-Scale Solar

Overlay land use designation. This land use designation shall be temporary and will sunset 40 years after the approval date of the amendment creating it.

## Institutional (I) and Public Facility Land Use

Five separate utility or public facility land use areas are recognized as Institutional designations on the Villages SUDP Diagram, Exhibit 2. The Institutional designation permits the development and operation of utility-oriented uses needed to serve the Villages CP and larger region. Such uses include an electrical substation, water and wastewater treatment facilities, solid waste disposal and recycling facility center and a transit center, as described below. Additional sites are designated Institutional for public and private services and amenities such as a sheriff substation and possible church or community/day care sites.

## Utility-Scale Solar Overlay

The Utility-Scale Solar Overlay land use designation identifies land that can be used for solar power generation. Uses conditionally permitted in this land use designation are:

- “Energy Generation Facilities (off-site energy use)” as currently allowed by Conditional Use Permit in all Agricultural Zones;
- “Communication Equipment, Electrical Distribution/Transmission, Substation” as currently allowed by Conditional Use Permit in all Agricultural Zones;
- “Public Utility Facilities,” as currently allowed by Conditional Use Permit in Rural Residential Zones; and
- Additional ancillary buildings, fencing, roads, and equipment.

This land use designation shall be temporary and will sunset 40 years after the approval date of the amendment creating it.

### 4.4.4 Circulation Plan Statement

#### Circulation Plan ~~Plan~~

Exhibit 11 - Circulation Plan, illustrates the backbone circulation system for the Villages CP, consisting of minor and major collectors and arterials. The alignments shown are generalized and will be refined in conjunction with future Implementation Plans. Neighborhood streets are not shown on the Circulation Plan, as the alignment of these roads will be determined in conjunction with each Implementation Plan and tentative subdivision map. The roadways identified in Exhibit 11 within the solay overlay shall not be developed until the solar site is decommissioned in approximately 2060. However, new roads could still be constructed within the off-site residential redesignation area, consistent with the community plan as amended by the proposed project. Thus, access to areas that could still be developed would not be impeded. Figure 13- Roadway Design Standards and Figure 14 - Roadway Design Standards, illustrate the design cross sections for all the various types of streets that will be included within the Villages CP. Modification to the cross sections shown in Figures 1 and 2 to meet special site conditions, safety needs, or hillside design criteria can occur with the approval of the Director of Public Works.

## **Alternative Transportation Modes**

### Class I (Community Trail)

Class I bikeways, or Community Trails as referred to in this CP, are off-street trails that accommodate both bicycle and pedestrian use. Community trails are generally located within drainage/open space corridors and beside arterial street alignments, separated from vehicular traffic. Exhibit 12 - The Circulation Plan, Pedestrian / Bicycle Trails, provides a conceptual illustration of general location and alignments of community trails within the Villages CP. The actual alignments and design of community trails will be determined with each Implementation Plan approval in accordance with the roadway design standards established on Figure 13, Roadway Design Standards - Arterials. **The bikeways identified in Exhibit 12 within the solay overlay shall not be developed until the solar site is decommissioned in approximately 2060.**

#### Implementation

Measure 2.A.5.a The location of all park acreage and planned facilities will be based on the Open Space Plan, Exhibit 13. More specific locations of Neighborhood, Community and Village Center parks will be identified during the Implementation Plan process with dedication to occur with approval or with subsequent recordation of final subdivision maps. **However, the neighborhood parks, community parks, village center parks, school playgrounds, and bike pathways and trails identified in Exhibit 12 and Exhibit 13 within the solay overlay shall not be developed until the solar site is decommissioned in approximately 2060.**

### **4.5.3 Open Space Plan Statement**

The Open Space Plan provides for a comprehensive, community-wide framework of open space which: organizes the community; helps define neighborhoods; provides neighborhood and community level parks and passive and active recreation facilities; includes park plaza areas in Village Centers; incorporates landscape corridors for conservation of natural values and a bicycle and pedestrian trail system; and preserves scenic Ridge lines.

The open space framework for the Villages is made up of the following components: 1) Open Space for conservation of natural features and systems; 2) Open Space for passive and active recreation; and 3) Open Space for community aesthetics. The major Open Space features of the community are identified in Exhibit 12 - Pedestrian/Bicycle Trails and Exhibit 13 - Open Space Plan. **However, the neighborhood parks, community parks, village center parks, school playgrounds, and bike pathways and trails identified in Exhibit 12 and Exhibit 13 within the solay overlay shall not be developed until the solar site is decommissioned in approximately 2060.**

#### Policy 1.A.1

Apply the Flood Control and Drainage Plan, as presented in Exhibit 14 consistent with the Open Space, Section 4.5, to develop a comprehensive flood control and stormwater management system with each Implementation Plan. **However, the stormwater drainage facilities identified in Exhibit 14 within the solay overlay shall not be developed until the solar site is decommissioned in approximately 2060.**

### **4.6.3 Flood Control and Drainage Plan Statement**

Exhibit 14, The Flood Control and Drainage Plan, delineates the conceptual framework for primary flood control and drainage facilities within the Villages CP. This framework consists of a network of open channels and culverts for collecting and conveying stormwater runoff to retention / detention basins. Exhibit 14 identifies the amount of land which needs to be reserved for stormwater detention within each watershed sub-basin in the Villages of CP. The concept is that each land owner is responsible for providing retention / detention facilities for the 100-year rainfall event within their property. However, ultimate location as well as design and engineering of retention / detention basins will depend upon specific site development considerations such as calculated runoff volumes and rates, soil percolation rates, and proposed grading, as well as conformity to the Open Space Plan, Section 4.5, and the Community Design Plan, Section 4.3. **Additionally, the stormwater drainage facilities identified in Exhibit 14 within the solay overlay shall not be developed until the solar site is decommissioned in approximately 2060.**

***Objective 1.C                      A community that is adequately served by educational facilities and services.***

Policy 1.C.1                      Coordinate with the Los Banos Unified School District (LBUSD) to ensure that adequate educational facilities and services are provided to meet the needs of the Villages CP as development occurs.

Implementation  
Measure 1.C.1.a

The Villages SUDP Diagram identifies the general location where the following school facilities should be located: one 40 acre high school, three 20 acre middle (junior high) schools, and seven 10 acre elementary schools (an eighth site is planned for the Urban Reserve area). The LBUSD will be consulted during processing of each Implementation Plan to ensure that appropriate sites are dedicated and improved to meet the educational needs for each phase of development. Specific school siting criteria is presented in the Community Design Plan (Section 4.3.2.9). **However, the schools identified in the Villages SUDP Diagram within the solay overlay shall not be developed until after the solar site is decommissioned in approximately 2060.**

***Objective 1.E                      A community that is adequately served by library services and facilities.***

Policy 1.E.1                      Ensure that adequate library facilities and services are provided to meet the needs of community residents as development occurs through the use of temporary or "mobile library" facilities together with the phased construction of a permanent library.

Implementation  
Measure 1.E.1.a

In conjunction with each Implementation Plan application, identify the needs of library facilities and services for the development phase, in accordance with County requirements, and verify that adequate facilities and services will be provided and funded for the development increment. The specific permanent library facility location is intended to be constructed as part of the government center at the Village Center on Hilldale Road south of SR 152 although another location may be selected if determined more desirable from a community or regional perspective.

**However, the library facility identified in the Villages SUDP Diagram within the solay overlay shall not be developed until after the solar site is decommissioned in approximately 2060.**

Policy 1.F.1 Provide a government center complex in the Village Center located south of SR 152.

Implementation

Measure 1.F.1.a

As part of the Implementation Plan involving the main southern Village Center on Hilldale Road, determine which public offices and facilities should be provided based upon identified needs from the county and other agencies. Possible offices include a post office, local San Luis Water District office, permit/planning office, public hearing or meeting chamber, and an area to access Assessor's records. This could possibly be a phased plan with temporary and combined public facility locations in early phases and permanent facilities in later phases of the Villages community. **However, the public offices and facilities identified in the Villages SUDP Diagram within the solay overlay shall not be developed until after the solar site is decommissioned in approximately 2060.**

## **Sheriff Facilities and Services**

As new development occurs within the Villages CP area, there will be additional law enforcement service demands from both residential and non-residential development. Primary law enforcement services will be provided by the Merced County Sheriff's Department (MCSO). Law enforcement on SR-152 and SR-33 and all vehicle code violations within the community will be supplied by the California Highway Patrol (CHP).

Additional service needs generated by new development in the Villages CP will include the provision of 1 MCSO officer for every 750 people in recognition that this community requires an urban level of law enforcement as it evolves into a town of over 40,000 people. The standard patrol levels and response times provided in the rural unincorporated portions of the County would not be adequate. Therefore, the CP provides for the moving of the MCSO westside substation from Los Banos to a site southwest of the Hilldale Avenue/SR-152 interchange. This substation would be constructed in phases with an ultimate size of 25,000 square feet and include room for officers, communications, clerical and administrative staff and related supplies. One-half the cost of this capital facility would be the responsibility of development within the Villages CP, based on population growth assumptions for unincorporated western Merced County. The staffing requirements necessary to serve the Villages community would be covered by current per capita tax assessments and a special "extended service cost" as described in Section 5.0 Implementation.

## **Fire Safety Facilities and Services**

Fire services within the Villages CP will be provided by the Merced County Fire Department which operates in cooperation with the California Department of Forestry and Fire Protection. As the community develops, three fire stations will be needed and phased as generally depicted on the SUDP Diagram. **However, the fire station identified in the Villages SUDP Diagram within the solay overlay shall not be developed until after the solar site is decommissioned in approximately 2060.** To serve the heavier fire flow water supply needs of commercial and light manufacturing developments, it is anticipated at least one truck company would be located at one of the stations. If response times prove feasible, this may become a shared facility serving both the

Santa Nella and Villages CPs. Each fire station would be located on approximately one acre. Additional support for fighting wildfires (during the fire season) would be supplied by the California Department of Forestry fire station located on Gonzaga Road west of the Villages CP. For early stages of development, and to provide adequate fire protection to the more isolated westerly portion of the Villages CP, the Gonzaga Road fire station could be staffed with personnel and equipment year-round to fight urban fires.

The community would also be responsible for ongoing staffing to include full-time fire fighters, a Fire Captain Specialist and two Fire Prevention Technicians. Tax assessments collected through the County Fire Fund would cover most of this service cost, but an "extend service cost" would also be required (refer to Section 5.3 Fiscal Impact Phasing Study). The community may also require establishment of a Hazardous Materials Response Unit at one of the stations to handle hazard material spills and accidents. The current facility is located 40 miles away in Atwater.

## **Schools**

The Villages CP is within the boundaries of the Los Banos Unified School District (LBUSD). LBUSD recognizes that residential development within the Villages CP will require additional school facilities. The ultimate requirement for school facilities within the Villages CP will be based on the number of students generated from residential development. The demand for schools may vary depending on the actual type and number of housing units built in each land use category. The phased acquisition and precise location of school sites are dependent on the timing of development and will be determined in conjunction with each Implementation Plan application, in coordination with the LBUSD.

The Villages SUDP Diagram identifies general locations for the provision of school sites within the Villages CP based upon student generation rates provided by the LBUSD. One high school site (40 acres) has been reserved which is centrally located to conveniently serve the entire community. Seven elementary school sites (each 10 acres) (with an eighth site planned for the Urban Reserve area), and three middle school sites (each 20 acres) have also been identified. The CP assumes a maximum student population of 750 at each elementary school. However, the schools identified in the Villages SUDP Diagram within the solar overlay shall not be developed until after the solar site is decommissioned in approximately 2060.

## **Solid Waste**

Solid waste generated by the Villages CP would consist of domestic refuse and items associated with commercial operations. It is anticipated that upon build-out of the Villages CP current disposal capabilities of the County would be exceeded, including the Billy Wright Landfill (refer to Land Use Plan, Section 4.1 for a further discussion of the Billy Wright Landfill). Therefore, it will be necessary to monitor the effects of development within the Villages CP to ensure that adequate solid waste facilities and services and source recycling programs are available to serve the community as it develops. As discussed in Implementation Measure

1.D.1.a above, each Implementation Plan application will identify the solid waste disposal facility and services needs of the phase, for both residential and non-residential uses, and verify that adequate waste disposal facilities and services will be provided and funded for the development increment.

## **Libraries**

To meet the requirements of future residents, construction of library facilities will be needed in the Villages CP. It is anticipated that a 25,000 square foot library with a 60,000 volume collection will be needed for the community at buildout. The facility would likely be located in the main Village Center (on approximately 2 acres) which is south of SR-152 as a component of the Government Center.

**However, the library facility identified in the Villages SUDP Diagram within the solay overlay shall not be developed until after the solar site is decommissioned in approximately 2060.** All

construction and staffing costs would be the responsibility of the Villages community unless a more regional library facility is constructed which would be the basis to possibly construct the library in another location. Library funding and phasing needs will be evaluated as part of each Implementation Plan review. Possible phased development options include: the use of modular units for temporary facilities, "Book Mobiles", or community use of school libraries during non-school hours.

## **Other Public Facilities and Services**

It is anticipated that additional public facilities and services will be needed to serve new development within the Villages CP, such as governmental offices, post office, maintenance yard, and health services. Opportunities for the implementation of such facilities is anticipated within one of the three Village Centers which serve as community focal points. More specifically, the main Village Center south of SR-152 includes a P-FS (Municipal Center) designation which is anticipated to house a 35,000 square foot public building. **However, the public offices and facilities identified in the Villages SUDP Diagram within the solay overlay shall not be developed until after the solar site is decommissioned in approximately 2060.** This could include such services as a building and planning permit office, a local San Luis Water District office for sewer and water service issues, an office for the County Supervisor representing the area, public meeting or hearing chambers and a place to access County records (such as Assessor's or tax information). The use of more temporary or combined facilities during early phases may be preferable options.

Other specific facilities identified for the community include a corporation yard for roads and related equipment to be located at the Billy Wright landfill. A mass transit transfer station, and park and ride lot which would be located next to the sheriff substation (see Section 4.4 Circulation Plan for more detail). The locations of sewer and water treatment plants, parks, and drainage retention areas were addressed in earlier plans which are part of Section 4.0.

## **4.9 Zoning**

The Merced County Zoning Code provides specific definition of residential, commercial, agricultural, and other land uses. Recent Community Plans such as the Planada, Delhi, and Hilmar have created two new types of land use designations—Mixed Use and Business Park. In the Villages Community Plan the Villages Commercial is similar to the Mixed Use land use designation used in the other community plans, as is the Business Park land use designation. The Merced County Zoning Code will need to be amended to establish zoning districts consistent with Village Commercial and Business Park land use designations. The County is in the process of preparing a Mixed Use Zone District and a Business Park Zone District that will be consistent with the Villages Commercial and Business Park land use designations respectively.

Until these new zone districts are added to the zoning ordinance the C-2 (General Commercial) and the M-1 (Light Manufacturing) zones are the only zones consistent with the respective Village Commercial and Business Park designations, subject to the limitations of the Villages Community

Plan. The C-2 and M-1 zone districts may be rezoned to the Special Planning Zone (SPZ) or Planned Development (PD) zone within either the Village Commercial or Business Park land use designations subsequent to the adoption of the areas Implementation Plan and prior to the adoption of the respective Mixed Use or Business Park zones.

As the Villages Community Plan moves forward through the Implementation and Specific Plan process it is anticipated that use of similar new zone definitions for residential uses may be necessary. It is therefore likely that some adjustments in zone boundaries and refinements of the zoning definitions contained in this section will be necessary. Adjustments and refinements are also likely as a result of the continuing planning process and environmental review that are included in subsequent Implementation planning efforts as noted in Table 5.0.

Zoning may be adjusted or moved about within an Implementation Plan upon its adoption, without the need for a rezoning as long as the acreage remains the same, and necessary to fully and effectively implement the land uses and intentions of the Villages Community Plan.

### **Utility-Scale Solar Overlay Zone**

**The Utility-Scale Solar Overlay Zone identifies land that can be used for solar power generation. Uses conditionally permitted in this zone are:**

- **Energy Generation Facilities (off-site energy use) as currently allowed by Conditional Use Permit in all agricultural zones (Zoning Ordinance Section 18.10.020 – Agricultural Zone Land Uses and Permit Requirements and Table 2-1);**
- **Communication Equipment, Electrical Distribution/Transmission, Substation as currently allowed by Conditional Use Permit in all agricultural zones;**
- **Public Utility Facilities as currently allowed by Conditional Use Permit in Rural Residential zones; and,**
- **Additional ancillary buildings, fencing, roads, and equipment.**

**This overlay zone shall be temporary and will sunset 40 years after the approval date of the amendment creating it.**

#### **5.0.1.1 Central Planning Area**

The Central Planning area consists of 2,355.8 acres and is located in the heart of the Villages Community Plan including all of the Villages Community Plan area north of SR 152 and West of SR 33 and an equal area immediately south of SR 152. The Central Planning area contains three of the major Community centers and associated commercial, industrial, institutional land use and most of the Villages higher density residential uses. In addition to containing most of the higher density residential uses, the Central Plan area contains a balanced mix of low density residential uses consistent with site conditions such as terrain and anticipated market demands. This area also includes many of the proposed institutional uses in the Community Plan. The Central Planning area has been divided into four Implementation plan areas.

##### **5.0.1.1.1 Central NW Plan Area**

The Central NW Plan area consists of 609.66 acres located north of SR 152 and east of SR 33. This area will be access by new roads off of SR 33 on the west and off of Hilldale Avenue on the East. Land uses in this area include a mix of residential land use including low, medium and high density

residential use; Regional Commercial land use and Light Industrial use. A Community Park is included. Uses in this area will be consistent, the Merced County Zoning Ordinances including allowances for parks and schools.

#### **5.0.1.1.2 Central NE Plan Area**

The Central NE Plan area consists of 606 acres located north of SR 152 and east of Hilldale Avenue. This area will be access by new roads off of Hilldale Avenue. Land uses in this area include a mix of residential land use including low and medium density residential use; Regional and Village Commercial land use and Light Industrial use. Uses in this area will be consistent, the Merced County Zoning Ordinances including allowances for parks and schools.

#### **5.0.1.1.3 Central SW Plan Area**

The Central SW Plan area consists of 603.38 acres located south of SR 152 and east of the extension of SR 33. This area will be accessed by new roads off the southern extension of SR 33 on the west and off the future southern extension of Hilldale Avenue on the East. Land uses in this area include a mix of residential land use including low, medium and high density residential use; Village Commercial land use and Light Industrial use. Uses in this area will be consistent, with the Merced County Zoning Ordinances including allowances for parks and schools. **The Central SW Plan area also includes a portion of the Utility-Scale Solar Overlay, which allows for energy generation facilities (off-site energy use), communication equipment, electrical distribution/transmission, substation, public utility facilities, and ancillary buildings, fencing, roads, and equipment.**

#### **5.0.1.1.4 Central SE Plan Area**

The Central SE Plan area consists of 623.11 acres located south of SR 152 and east of the future southern extension of Hilldale Avenue. This area will be accessed by new roads off the southern extension of Hilldale Avenue. Land uses in this area include a mix of residential land use including low and medium density residential use; Village Commercial land use and Light Industrial use. A Community Park is included. Uses in this area will be consistent, the Merced County Zoning Ordinances including allowances for parks and schools. **The Central SE Plan area also includes a portion of the Utility-Scale Solar Overlay, which allows for energy generation facilities (off-site energy use), communication equipment, electrical distribution/transmission, substation, public utility facilities, and ancillary buildings, fencing, roads, and equipment.**

#### **5.0.1.1.5 Western Plan Area**

The Western Plan area consists of 644.2 acres located south of SR 152 on the western end of the Villages Community Plan. The Western plan area will be accessed by Gonzaga Road. Principalland uses are low and very low density residential, with a small core of Neighborhood Commercial and adjacent Medium density residential. Uses in this area will be consistent with Agricultural Residential and Low Density Residential zoning, the Merced County Zoning Ordinances and land uses allowed under those zones including allowances for parks and schools.

#### **5.0.1.2 Southwestern Plan Area**

The Southwestern Plan area consists of 2,031.7 acres along the southwestern edge of the Villages Community plan. It will be accessed by the Gonzaga Road and Jasper Sears Road. This area is split

into two major land uses. The northern and western side of the area is designated as open space and includes the PG&E substation and the areas underlying the major 500kv and 230kv transmission lines which enter the substation from the south. It also contains a small recreational park operated by the Bureau of Reclamation.

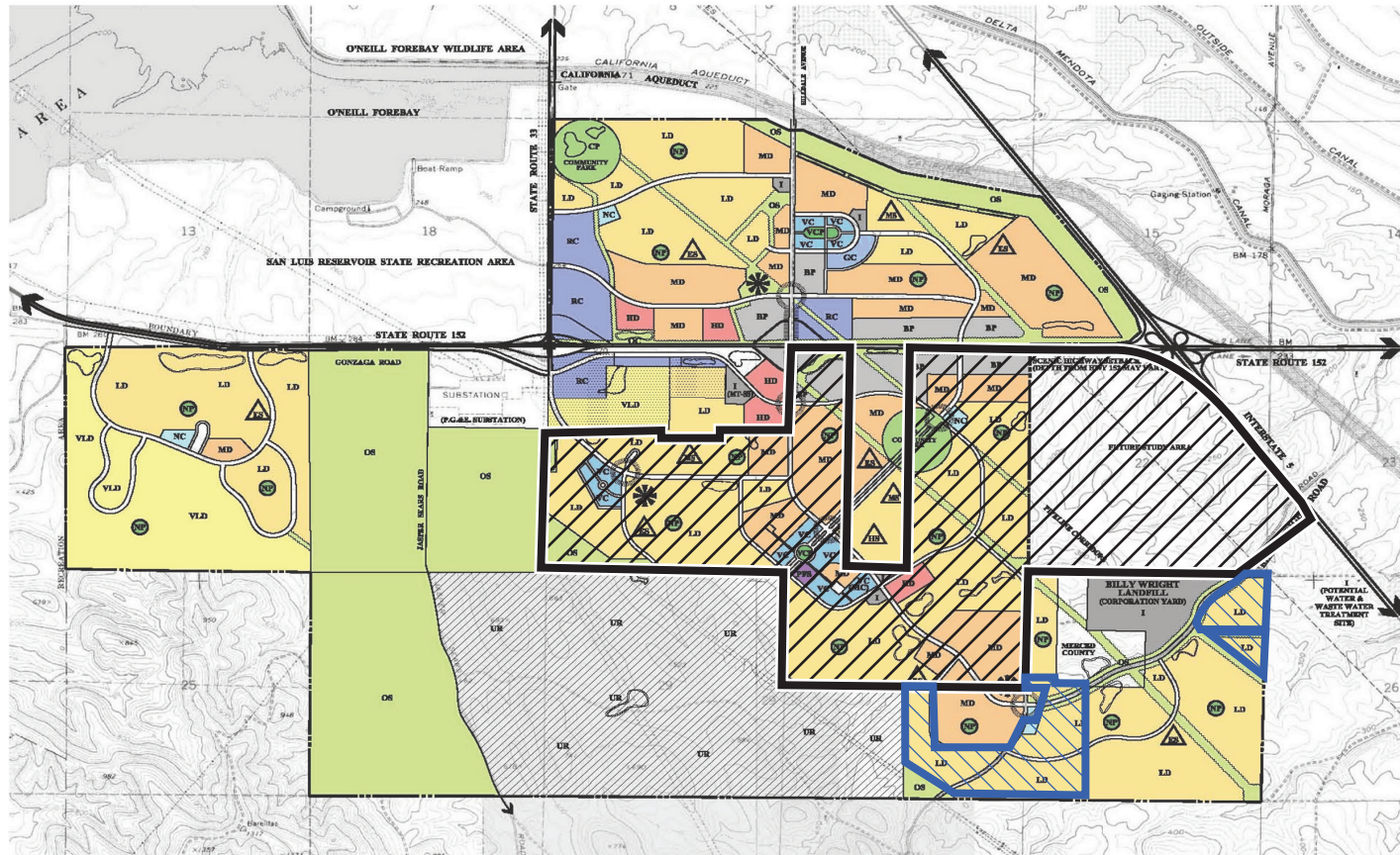
The balance of this area located in the southern and eastern part of the Specific Plan Area is designated Urban Reserve. This land is described in Chapter 4.1 and any future use of these lands are subject to the Actions listed below which must be completed in order to change the “Urban Reserve” designation in the Villages Community Plan (CP) and Specific Urban Development Plan (SUDP) to an alternate land use designation:

- The landowner must secure annexation to and inclusion in the San Luis Water District, including payment of all applicable fees and a pro rata share of all past assessments;
- The landowner must secure and transfer to the San Luis Water District, sufficient water to assure a reliable supply of water for the proposed development, consistent with SLWD policies and guidelines;
- The landowner must amend/update the Villages CP consistent with Merced County guidelines;
- The landowner must meet and fulfill all applicable California Environmental Quality Act (CEQA) requirements;
- The landowner must be current in payment of all applicable assessments;

**The Southwestern Plan area also includes a portion of the Utility-Scale Solar Overlay, which allows for energy generation facilities (off-site energy use), communication equipment, electrical distribution/transmission, substation, public utility facilities, and ancillary buildings, fencing, roads, and equipment.**

#### **5.0.1.3 Southern Plan Area**

The Southern Plan area consists of 1,095.3 acres along the southeastern edge of the Villages Community plan. It will be accessed by the extension of Hildale Avenue on the northwest and by Billy Wright Road on the east. This area is principally low density residential and contains a small Neighborhood Commercial area and the Billy Wright landfill. The fate of the Billy Wright landfill is currently being considered by Merced County and future options include expansion of the landfill, closure of the land fill, and operation of the site as a transfer station. The determination of the future use of the Billy Wright Landfill will have a direct bearing on the feasibility of development allowed in proximity to the landfill through the processing of future Implementation Plans. The Southern Plan area also includes a portion of the Utility-Scale Solar Overlay, which allows for energy generation facilities (off-site energy use), communication equipment, electrical distribution/transmission, substation, public utility facilities, and ancillary buildings, fencing, roads, and equipment.



- SOLAR OVERLAY**  
(sunset date of 40 years after approval  
date of CP and zoning amendments)
- RELOCATED MD/HD DESIGNATION**

### SUDP DIAGRAM

| LAND USES                                                |                         |
|----------------------------------------------------------|-------------------------|
| RESIDENTIAL                                              | DWELLING UNITS PER ACRE |
| VLD<br>VERY LOW DENSITY                                  | 8-1                     |
| LD<br>LOW DENSITY                                        | 14                      |
| MD<br>MEDIUM DENSITY                                     | 8-15                    |
| HD<br>HIGH DENSITY                                       | 15-35                   |
| <b>COMMERCIAL</b>                                        |                         |
| NC<br>NEIGHBORHOOD COMMERCIAL                            |                         |
| OC<br>OFFICE COMMERCIAL                                  |                         |
| VCC<br>VILLAGE CENTER COMMERCIAL                         |                         |
| RC<br>REGIONAL COMMERCIAL                                |                         |
| VC<br>VILLAGE CENTER                                     |                         |
| <b>BUSINESS PARK</b>                                     |                         |
| BP<br>BUSINESS PARK                                      |                         |
| VCO<br>VILLAGE CENTER OFFICE                             |                         |
| <b>INSTITUTIONAL</b>                                     |                         |
| I<br>INSTITUTIONAL (SPECIFIC USE DENOTED IN PARENTHESES) |                         |
| MT-SS<br>MASS TRANSIT CENTER & SHERIFF SUBSTATION        |                         |
| I<br>MUNICIPAL CENTER                                    |                         |
| PFS<br>POTENTIAL FIRE STATION SITE                       |                         |
| VC (MS)<br>POTENTIAL MEDICAL CENTER SITE                 |                         |
| ES<br>POTENTIAL ELEMENTARY SCHOOL SITE (10 AC)           |                         |
| MS<br>POTENTIAL MIDDLE SCHOOL SITE (20 AC)               |                         |
| HS<br>POTENTIAL HIGH SCHOOL SITE (40 AC)                 |                         |
| <b>PARK / OPEN SPACE</b>                                 |                         |
| NP<br>NEIGHBORHOOD PARKSITES - LOCATIONS TBD             |                         |
| CP<br>COMMUNITY PARKS                                    |                         |
| OS<br>OPEN SPACE AND SCENIC HIGHWAY SETBACK              |                         |
| <b>COMMUNITY GATEWAYS</b>                                |                         |
| VCP<br>VILLAGE CENTER PARKS                              |                         |
| <b>OTHER</b>                                             |                         |
| -----<br>VILLAGE CENTER BOUNDARY                         |                         |
| -----<br>CONCEPTUAL DRAINAGE FEATURE                     |                         |
| -----<br>SUDP BOUNDARY                                   |                         |
| -----<br>URBAN RESERVE                                   |                         |
| -----<br>EXISTING DEVELOPMENT                            |                         |
| SUDP STUDY AREA ACREAGE: 6,208.70                        |                         |

PREPARED BY MCR ENGINEERING

APRIL 2008



## VILLAGES OF LAGUNA SAN LUIS COMMUNITY PLAN -

Exhibit 2  
Specific Urban Development Plan  
(SUDP) Diagram